



**Public Meeting**

**Thursday,  
December 12, 2024  
at 9:00AM**



## PUBLIC MEETING AGENDA

Thursday, December 12, 2024 at 9:00AM

Livestreaming at

<https://youtube.com/live/duQ31iLI9O4?feature=share>

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Call to Order

Indigenous Land Acknowledgement

Declaration of Interests under the Code of Conduct for Members of a Police Service Board Regulation and the *Municipal Conflict of Interest Act*.

Chief's Monthly Verbal Update

1. Confirmation of the Minutes from the regular public meeting held on November 12, 2024 and of the Board's Budget Committee Meeting held on November 27, 2024.

### Items for Consideration

2. November 21, 2024 from Dubi Kanengisser  
**Re: 2023 Review of Implemented Recommendations – Police Reform**
3. November 8, 2024 from Myron Demkiw, Chief of Police  
**Re: Update: Vulnerable Person Registry Ombudsman Toronto Recommendations**

4. 2025 Budget Requests:
  - 4.1 Toronto Police Service Budget Requests Presentation
  - 4.2 December 12, 2024 from Myron Demkiw, Chief of Police  
**Re: 2025 Toronto Police Service Operating Budget**
  - 4.3 December 12, 2024 from Myron Demkiw, Chief of Police  
**Re: Toronto Police Service 2025-2034 Capital Program Request**
  - 4.4 December 12, 2024 from Myron Demkiw, Chief of Police  
**Re: Toronto Police Service Parking Enforcement Unit – 2025 Operating Budget Request**
  - 4.5 November 4, 2024 from Dubi Kanengiser, Executive Director  
**Re: Toronto Police Service Board 2025 Operating Budget Request**
5. November 14, 2024 from Myron Demkiw, Chief of Police  
**Re: Approval Process for Lease Agreements Recommended by the Toronto Police Service**
6. November 14, 2024 from Myron Demkiw, Chief of Police  
**Re: Contract Award to Calverley Painting and Decorating Ltd. for Interior and Exterior Painting Services**
7. November 8, 2024 from Myron Demkiw, Chief of Police  
**Re: Contract Award to the Uniform Experts North America Inc. for Cargo Pants**
8. November 14, 2024 from Myron Demkiw, Chief of Police  
**Re: Increase to Contract with Eastern Construction Company Limited for Construction Services for the New 41 Division**

9. **Budget Variance Reports**

- 9.1 November 14, 2024 from Myron Demkiw, Chief of Police  
**Re: 2024 Operating Budget Variance for the Toronto Police Service, Period Ending September 30, 2024**
- 9.2 November 14, 2024 from Myron Demkiw, Chief of Police  
**Re: Capital Budget Variance Report for the Toronto Police Service, Period Ending September 30, 2024**
- 9.3 November 14, 2024 from Myron Demkiw, Chief of Police  
**Re: 2024 Operating Budget Variance for the Toronto Police Service Parking Enforcement Unit, Period Ending September 30, 2024**
- 9.4 November 4, 2024 from Dubi Kanengisser, Executive Director  
**Re: 2024 Operating Budget Variance Report for the Toronto Police Service Board, Period Ending September 30, 2024**

- 10. November 21, 2024 from Dubi Kanengisser, Executive Director  
**Re: Board's Response to Recommendations from the Jury in the Inquest in the Death of Sammy Yatim**

- 11. November 8, 2024 from Myron Demkiw, Chief of Police  
**Re: Response to the Jury Recommendations from the Coroner's Inquest into the Death of Sammy Yatim**

- 12. November 8, 2024 from Myron Demkiw, Chief of Police  
**Re: Response to the Jury Recommendations from the Coroner's Inquest into the Death of Robert John Morfitt**

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

- 13.1 November 15, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief's Administrative Investigation into the Custody Injury of Complainant 2023.40**
- 13.2 October 31, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief's Administrative Investigation into the Custody Death of Complainant 2024.10**



- 13.3 October 31, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief Administrative Investigation of the Custody Injury of Complainant 2024.12**
- 13.4 October 31, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief Administrative Investigation of the Custody Injury of Complainant 2024.22**
- 13.5 October 31, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief Administrative Investigation of the Custody Injury of Complainant 2024.25**
- 13.6 October 31, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief Administrative Investigation of the Custody Death of Complainant 2024.27**
- 13.7 October 31, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief Administrative Investigation of the Custody Injury of Complainant 2024.38**
- 13.8 October 31, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief Administrative Investigation of the Vehicle Injuries to Complainant 2024.33**
- 13.9 October 31, 2024 from Myron Demkiw, Chief of Police  
**Re: Chief Administrative Investigation of the Firearm Discharge at, and Custody Injury of, Complainant 2024.19**

Please note that the Board will move in camera shortly after commencing the meeting for consideration of confidential items, which will now take place prior to attending to the held public agenda items. **It is estimated that the regular public meeting will resume at approximately 1:00PM.**

The Police Service Board will move *in-camera* for consideration of confidential matters pursuant to Section 44 (1) of the *Community Safety and Policing Act* (CSPA).

## **MOTION**

- **That the Toronto Police Service Board move In Camera before attending to any held public items, to discuss the following subject matters in accordance with Section 44(2) of the *Community Safety and Policing Act*, 2019:**

1. **Investigative Matters**
2. **Operational Needs**
3. **Labour Relations Matters**

Adjournment

Next Meeting

**Regular Board Meeting**

Tuesday, January 14, 2025

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

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**Members of the Toronto Police Service Board**

Ann Morgan, Chair  
Amber Morley, Member & Deputy Mayor  
Lily Cheng, Member & Councillor  
Nick Migliore, Board Member

Lisa Kostakis, Vice-Chair  
Chris Brillinger, Board Member  
Shelley Carroll, Member & Councillor



## PUBLIC REPORT

**November 21, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Dubi Kanengisser  
Executive Director

**Subject: 2023 Review of Implemented Recommendations – Police Reform**

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

### Summary:

The purpose of this report is to provide the Toronto Police Service Board (Board) with the *2023 Review of Implemented Recommendations – Police Reform*, prepared by the Toronto Police Service's Audit & Quality Assurance unit.

### Discussion:

In accordance with the Board's *Adequacy Standard Compliance Policy*, the attached report is being submitted to the Board for information purposes only.

### Conclusion:

It is recommended that the Board receive this report.

Ms. Angela Schieda, Manager, A&QA will be in attendance to answer any questions that the Board may have regarding this report.

### Recommendation:

This report recommends that the Board receive this report for information.

### Financial Implication:

There are no financial implications arising from the recommendation contained in this report.

## Toronto Police Service Board

40 College Street, Toronto, Ontario M5G 2J3 | Phone: 416-808-8080 Fax: 416-808-8082 | [www.tpsb.ca](http://www.tpsb.ca)

Respectfully submitted,

Dubi Kanengisser  
Executive Director

*Attachment:*

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2023 Review of Implemented Recommendations - Police Reform - Report



## **Toronto Police Service**

### **Review of Implemented Recommendations – Police Reform – 2023**

#### **Audit and Quality Assurance**

**Approved by the Executive Assurance Committee on December 4, 2023**

This report and the information contained herein is not to be further disseminated without the approval of the Chief of Police

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# Review of Implemented Recommendations – Police Reform – 2023

## Background

On August 18, 2020, the Toronto Police Services Board (the Board) approved 81 recommendations for police reform that were contained in a report submitted by then Chair Jim Hart, titled “*Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety*”. These recommendations form the foundation for comprehensive policing reform within the City and require the building of new community safety response models, initiatives to address systemic racism and steps to improve trust with the community. The recommendations were developed after robust public engagement that occurred over the months of June, July and August 2020.

A review of implemented police reform recommendations was included in the 2023 Audit & Quality Assurance (A.&Q.A.) Audit Workplan that was approved by the Executive Assurance Committee on February 23, 2023.

Upon commencement of fieldwork, the Service had marked 62 out of the 81 recommendations (77%) as implemented.

## Scope

The scope of this review included extensive review of documentation to support recommendation implementation within the Strategy Management (S.T.M.) SharePoint drive, as well as information posted to the Police Reform Dashboard (the Dashboard).

A.&Q.A.’s work also included discussions with the Project Manager, S.T.M. and members of the Analytics & Innovation (A.&I.) unit.

Recommendations not yet implemented and identified as “in progress” once the fieldwork phase of this project was completed were **excluded from the scope of this review**.

In accordance with International Professional Practices Framework of the Institute of Internal Auditors, the scope also includes:

- considering the probability of significant errors, fraudulent entries, non-compliance, and the related risk management through effective internal controls; and
- identifying key information technology risks.

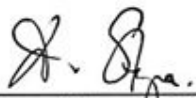
## Conclusion

Given the potential for a review of implemented recommendations by the Auditor General of the City of Toronto, as well as the Service's commitment to the public to implement these recommendations in entirety, the findings of this report represent a high risk to the Service. The report contains 17 recommendations. The concerns identified during this review include:

- several recommendations that were determined to be partially implemented or not implemented based on the supporting documentation available;
- lack of supporting documentation to validate actions taken to implement recommendations or demonstrate that required stakeholder and/or expert consultations had taken place;
- gaps in the planning, monitoring, review and approval process for implementation;
- no documented governance of the implementation and Dashboard reporting process;
- incomplete planning and completion documents;
- lack of a database to manage recommendation implementation and facilitate recommendation cross-mapping within S.T.M.; and
- accessibility and navigation concerns within the Dashboard, as well as broken or duplicate supporting links.

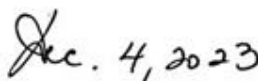
Where S.T.M. has taken action to address documentation and Dashboard issues identified, an updated compliance rate has been provided below the applicable finding as of November 2023.

The reader is cautioned on reliance on this conclusion due to limiting factors, such as, the economical use of a representative sample, professional judgement and the evidence being persuasive rather than conclusive.



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Dana Styra, C.P.A., C.A., C.B.V., C.F.E.,  
C.R.M.A.  
Chief Audit Executive  
Manager, Audit and Quality Assurance



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Date



## Objective 1

The actions taken to implement the recommendations meet the intent of the recommendations.

### Recommendation

All implemented initiatives have action taken that meet the spirit and intent of the recommendation as a whole.

A review of the 62 recommendations marked as implemented identified:

- three recommendations (5%) that were determined to be partially implemented based on review of the recommendation requirements and supporting documentation (95% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 98% as of November 2023.
- nine recommendations (15%) that did not have sufficient evidence to enable A.&Q.A. to determine whether the recommendation had been implemented (85% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 97% as of November 2023.

Recommendations #1, #2, #3, #4, #5, #7, #8, #10, #11 and #16 below address these findings.

### Recommendation #1

All recommendations where consultation with stakeholders (e.g. community groups) and/or subject matter experts/advisory panels is required by the recommendation or identified as a completed deliverable should have supporting documentation to validate that the consultation took place.

Review of 14 implemented recommendations where stakeholder or expert consultation was required or included as a completed deliverable identified:

- nine instances (64%) where there was no evidence of the required stakeholder consultation having taken place (36% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 93% as of November 2023.

Review of four implemented sub-recommendations (#1 and #5) where stakeholder consultation was required identified:

- three sub-recommendations (75%) did not have evidence of stakeholder engagement having taken place (25% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 100% as of November 2023.

Recommendation #1 addresses the above findings.

Risk Rating: **High**

**Recommendation #1: That the Staff Superintendent, Strategy Management ensure that documentation is maintained to validate that external stakeholder and/or subject matter expert consultations have taken place.**

Management Response from the Staff Superintendent, Strategy Management:

S.T.M. will develop a process to ensure documentation is maintained to show how and when required consultations have taken place by Q2 2024.

## **Objective 2**

Implemented recommendations have supporting documentation and/or evidence to validate implementation.

### **Recommendation**

#### **Recommendation #2**

All implemented recommendations should include fulsome documentation maintained in the S.T.M. SharePoint drive that support the actions taken and deliverables identified as completed.

As a best practice, the SharePoint drive should also include documentation to support any actions identified as completed in the Progress Details section of the Dashboard.

A review of the SharePoint drive for each implemented recommendation identified:

- 32/62 recommendations (52%) did not have sufficient documentation maintained within SharePoint to support the deliverables specified as completed in the applicable Completion Report (48% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 94% as of November 2023.
- 21/62 recommendations (34%) that did not have sufficient documentation maintained in the SharePoint drive to support the information provided in the Progress Details section of the Dashboard (66% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 97% as of November 2023.

A review of the SharePoint drive for each implemented sub-recommendation (#1 and #5) identified:

- 5/7 sub-recommendations (71%) did not have sufficient documentation maintained within SharePoint to support the deliverables specified as completed in the applicable Completion Report (29% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 100% as of November 2023.
- 4/7 sub-recommendations (57%) that did not have sufficient documentation maintained in the SharePoint drive to support the information provided in the Progress Details section of the Dashboard (43% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 100% as of November 2023.

Recommendation #2 addresses the above findings.

Risk Rating: **High**

**Recommendation #2: That the Staff Superintendent, Strategy Management ensure documentation is maintained to support implementation status of a recommendation.**

Management Response from the Staff Superintendent, Strategy Management:

S.T.M. will develop a governance document providing guidelines and processes for implementing public-facing programs to meet the requirements of this audit by Q2 2024.

S.T.M. will continue to define and motivate the requirement for dedicated staff to support program and project management.

### **Objective 3**

The process by which each recommendation was assessed and determined to be fully implemented is clearly defined and consistently applied.

### **Recommendations**

#### **Recommendation #3**

The Definition Document is a planning document that represents the foundation of each recommendation implementation. This document allows the Recommendation Lead to account for costs, personnel, expected outcomes and time needed to implement a recommendation, as well as the associated risks to implementation.

The Definition Document Template does not include:

- a requirement to identify and plan for necessary consultation with external stakeholders;
- a requirement for review and approval by the Project Manager, the Recommendation Lead and the Recommendation Sponsor (e.g. Staff Superintendent or Director) to promote accountability and consensus; and
- guidance to explain what documentation should be maintained throughout the implementation for future review and audit purposes.

Recommendation #3 addresses the above findings.

Risk Rating: **High**

**Recommendation #3: That the Staff Superintendent, Strategy Management update the Definition Document template to include:**

- (a) a field identifying anticipated external stakeholder consultation;  
(b) a field identifying planned methods of consultation;

(c) the requirement for the Recommendation Lead, the Project Manager and the Recommendation Sponsor to approve the Definition Document; and  
(d) instructions that identify what documentation should be maintained throughout implementation.

Management Response from the Staff Superintendent, Strategy Management:

S.T.M. will update the definition document to meet the requirements of recommendations #3 and #4, and ensure a process is in place for its completion in similar programs by Q2 2024.

**Recommendation #4**

The Definition Document serves as a method to ensure the Recommendation Lead understands the requirements of the recommendation prior to implementation, as well as the associated risks, resources and impact of the implementation.

The Definition Document was not identified as a mandatory document to complete for each recommendation and was considered as a best practice for implementation planning.

A review of implemented recommendations identified:

- 28/62 recommendations (45%) had no Definition Document located in the SharePoint drive;
  - 18 of the 28 missing Definition Documents (64%) were associated with recommendations assigned to the Board.
- of the 34 recommendations with a Definition Document completed, 15/34 Definition Documents (44%) had fields that were left blank; and
- of the seven implemented sub-recommendations (#1 and #5), 6/7 Definition Documents (86%) had fields that were left blank.

Recommendation #4 addresses the above findings.

Risk Rating: **Medium**

**Recommendation #4: That the Staff Superintendent, Strategy Management require a Definition Document be completed by each Recommendation Lead to ensure consistent planning and consideration is applied to the implementation.**

Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #3.

## **Recommendation #5**

Each implemented recommendation must have a Completion Report that is populated and signed by the Recommendation Lead, the applicable Deputy Chief or Board representative and the Staff Superintendent, S.T.M.

Each Completion Report, once approved, is posted on the Dashboard for the applicable implemented recommendation.

A review of implemented recommendations determined:

- 2/62 Completion Reports (3%) were not signed by one or more of the required authorized leads (97% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 100% as of November 2023.
- 8/62 Completion Reports (13%) had information fields that were left blank (87% compliance rate).

Recommendation #5 addresses the above findings.

Risk Rating: **Medium**

**Recommendation #5: That the Staff Superintendent, Strategy Management ensure all Completion Reports are properly authorized and completed for each implemented recommendation.**

Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #2.

## **Recommendation #6**

The Project Manager, S.T.M. obtains bi-weekly updates on the status of implementation from the Recommendation Leads. Emails from these bi-weekly updates are maintained in SharePoint.

A review of the status updates in the SharePoint drive identified:

- 35/62 recommendations (56%) did not have evidence of bi-weekly updates maintained within SharePoint; and
- 4/7 sub-recommendations (57%) did not have evidence of bi-weekly updates maintained within SharePoint.

Recommendation #6 addresses the above findings.

Risk Rating: **Low**

**Recommendation #6: That the Staff Superintendent, Strategy Management ensure documentation is maintained to show that bi-weekly progress updates were performed.**

Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #2.

**Recommendation #7**

As a best practice, process documentation or documented governance exists that clearly outlines the planning, monitoring, review and approval of the recommendation implementation and reporting process to promote consistency and understanding of the controls in place.

Currently there is no documented governance or process documentation in place that formalizes the recommendation implementation and reporting process.

Recommendation #7 addresses the above findings.

Risk Rating: **Medium**

**Recommendation #7: That the Staff Superintendent, Strategy Management create governance that defines the planning, monitoring, review and approval of the recommendation implementation process for consistency and clarity.**

Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #2.

**Recommendation #8**

As a best practice, a defined process exists whereby an outgoing Recommendation Lead provides all knowledge, insight, key contacts, essential documents and required next steps and documentation completed at the time of the change to the incumbent Recommendation Lead.

Currently, there is no process in place to facilitate a change in Recommendation Lead to ensure knowledge transfer.

Without a transfer process in place, there is no assurance that sufficient knowledge and documentation exchange in regards to the implementation has occurred.

Knowledge transfer is even more important when a new Recommendation Lead has less expertise in the deliverables being implemented.

Recommendation #8 addresses the above findings.

Risk Rating: **High**

**Recommendation #8: That the Staff Superintendent, Strategy Management develop a process whereby all key contacts, deliverables, supporting documentation and implementation history is consistently transferred from an outgoing Recommendation Lead to the new Recommendation Lead to promote continuity.**

Management Response from the Staff Superintendent, Strategy Management:

S.T.M. will introduce a tracking document and process to ensure continuity when recommendation leads are changing by Q2 2024.

#### **Recommendation #9**

As a best practice, S.T.M. should have a recommendation tracking database that allows for the consistent monitoring and reporting of recommendation implementation status.

A database could also facilitate the cross-mapping of recommendations from different sources to avoid duplication of efforts or implementations that conflict with one another.

Currently, S.T.M. does not have a recommendation tracking database in place and relies on spreadsheets to maintain implementation and cross-mapping information.

Recommendation #9 addresses the above findings.

Risk Rating: **Medium**

**Recommendation #9: That the Staff Superintendent, Strategy Management consider implementing a recommendation tracking mechanism to facilitate recommendation status reporting and cross-mapping across recommendations using the software as a service delivery model.**

Management Response from the Staff Superintendent, Strategy Management:

S.T.M. will start to research the feasibility of a centralized recommendation tracking mechanism to facilitate recommendation status reporting and cross-mapping across recommendations by Q4 2024.

#### **Recommendation #10**

Recommendation Sponsors (e.g. Staff Superintendents/Director) should be regularly updated as to the status of implementation by the Project Manager, S.T.M. as a best practice.

Currently there are no regular status updates on implementation progress performed with the Recommendation Sponsors. Sponsors are only provided a progress update when a new sponsor is assigned through promotion or changes in the senior management structure.

The Project Manager, S.T.M. believes regular updates with Recommendation Sponsors would result in more input, accountability and support for implementation efforts.

Recommendation #10 addresses the above findings.

Risk Rating: **Medium**

**Recommendation #10: That the Staff Superintendent, Strategy Management ensure that the Project Manager assigned to manage the implementation of recommendations meets on a regular basis with the individual Recommendation Sponsors to discuss the status of implementation.**

Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #2.

In addition, S.T.M. will establish a Steering Committee and set up regular update meetings by Q3 2024.

#### **Recommendation #11**

As a best practice, Recommendation Leads and Recommendation Sponsors would receive a terms of reference or briefing instructions that would explain the requirements and expectations of their role throughout the implementation process.

This information should also be provided to new Recommendation Leads or sponsors as they change over time.

Currently, there is no briefing document or terms of reference that outlines all of the requirements and expectations of Recommendation Leads and sponsors to guide them through the implementation process.

Recommendation #11 addresses the above findings.

Risk Rating: **High**

**Recommendation #11: That the Staff Superintendent, Strategy Management develop a terms of reference or briefing package that specifies the roles, responsibilities and expectations of the Recommendation Lead and the Recommendation Sponsor to be provided upon assignment of each recommendation and when a new Lead or Sponsor is assigned.**



## Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #2.

## Positive Findings

The Project Manager, S.T.M. has made a number of improvements within the implementation process that have been actioned during implementation of the Police Reform recommendations and applied to the Missing and Missed Implementation, including:

- updates made to the Definition Document, which now includes completion instructions;
- mandatory review of implementation deliverables and supporting documentation by the Project Manager, S.T.M.;
- creation of a review process before the T.P.S. 985 Missing and Missed Recommendation Implementation Report can be approved; and
- addition of the T.P.S. 985 Missing and Missed Recommendation Implementation Report to the T.P.S Forms Finder application.

## Objective 4

Implemented recommendations and available supporting documentation are accurately reported to the public.

## Recommendations

As the Dashboard is public facing and meant to promote transparency and accountability of the implementation status of the police reform initiatives, it should be easy to navigate, reliable and intuitive to use by any member of the public.

A.&Q.A. identified a loading issue in the Dashboard, in which the fourth webpage would display blank information fields. A.&I was notified of this issue and identified the same loading issue on the Mental Health and Addictions Strategy Implementation Dashboard upon further review of all public facing dashboards.

- ✓ The loading issues identified above were resolved by A.&I. in October 2023.

Further review of the Dashboard determined that it lacks intuitive navigation aids, making it difficult for the public to understand what each page of the Dashboard presents, specifically:

- the Report Summary page that provides helpful information on the intent and information presented on the Dashboard is the very last page of the site; the four numbered navigation tabs on the left-hand side of the Dashboard only show the title of each tab if the user hovers their cursor over the tab number; and
- similar navigation issues were identified on other public facing dashboards provided by the Service.

- ✓ All of the Service's public facing dashboards were updated to resolve the navigation issues above in November 2023.

In addition, examination of the supporting links posted on the fourth page of the Dashboard found:

- 6/62 implemented recommendations (10%) had one or more links that did not open the intended document and/or website; and
- 2/62 implemented recommendations (3%) had duplicate links with different names on the Dashboard.
  - ✓ All of the link issues noted above were resolved by S.T.M. in October 2023.

### **Recommendation #12**

The Dashboard should be easy to use and understand by members of the public and should take into consideration the following requirements for accessibility and ease of use:

- Compliance with the Accessibility For Ontarians With Disabilities Act (A.O.D.A.); and
- Compatibility with mobile devices to improve the viewing experience.

Discussions with A.&I. and Dashboard review determined that:

- the Dashboard was not assessed for compliance with A.O.D.A. and is not compliant with the legislation; and
- the current on premises platform of Microsoft PowerBI does not have a page responsive feature to allow for compatibility with mobile devices (this mobile friendly feature is only available on the Cloud platform of Microsoft PowerBI).

Recommendation #12 addresses the above findings.

Risk Rating: **High**

**Recommendation #12: That the Manager, Analytics & Innovation update the Police Reform Dashboard and all public facing dashboards supported by the Service to ensure:**

- (a) compliance with the Accessibility for Ontarians with Disabilities Act; and**  
**(b) each public facing dashboard is mobile friendly.**

**Management Response from the Manager, Analytics & Innovation:**

- a) Analytics & Innovation will work with the Webmaster to ensure that dashboards align with the promotion of A.O.D.A. guidelines for the TPS website; and
- b) Due to technical issues and resourcing, mobile friendly dashboards are a feature that will be explored after the update of the dashboard toolset in Q3 2024.

### **Recommendation #13**

The Dashboard should incorporate translation capabilities to allow non-English speaking users to understand the information being presented.

Currently, the Dashboard is only available in English and has no translation option available, which creates a language barrier for members of the public that have limited to no English reading comprehension.

In discussion with the Manager, A.&I., the on premises Microsoft PowerBI platform does not have a translation feature available; this feature will become available once the Service migrates to the Cloud platform of Microsoft PowerBI.

Recommendation #13 addresses the above findings.

Risk Rating: **High**

**Recommendation #13: That the Manager, Analytics & Innovation consider the feasibility of updating the Police Reform Dashboard and all other public dashboards with a translation option for non-English speaking users.**

#### **Management Response from the Manager, Analytics & Innovation:**

Translation services are not currently available in the toolset used to create and publish the dashboard. Analytics & Innovation will explore this feature in future upgrades of the dashboard toolset.

### **Recommendation #14**

As a public facing website, the Service should ensure that all information presented on the Dashboard can be easily understood by the public.

Currently, the Dashboard includes a number of abbreviations within the recommendation wording and Progress Detail section to describe a number of advisory panels, groups, programs or units that the public may not be able to understand without first reading the full report.

Recommendation #14 addresses the above findings.

Risk Rating: **Medium**

**Recommendation #14: That the Staff Superintendent, Strategy Management ensure all abbreviated terms are spelled out in full the first time they appear on any page of the Police Reform Dashboard (and similar public facing dashboards) and abbreviated thereafter.**

Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #2.

**Recommendation #15**

The Progress Details section of the Dashboard should clearly explain what actions have been taken by the Service and/or the Board to implement the recommendation.

The Progress Details section should also clearly identify which supporting links within the "Links" section of the Dashboard are available for viewing to further support actions taken.

A review of the Progress Details section of the Dashboard for all implemented recommendations identified:

- 4/62 recommendations (8%) did not have Progress Details provided to clearly explain what actions were taken to implement the recommendation and/or direct the user as to what information could be reviewed within the supporting links section of the site (92% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 100% as of November 2023.

Recommendation #15 addresses the above findings.

Risk Rating: **Medium**

**Recommendation #15: That the Staff Superintendent, Strategy Management ensure the Progress Details section the Police Reform Dashboard and other applicable public facing dashboards include a clear description of the actions taken to implement the recommendation and the supporting documentation available for public viewing to further validate implementation.**

Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #2.

**Recommendation #16**

The Dashboard "Links" section should include supporting documentation to validate reported deliverables (with exemptions made for confidential documentation that cannot be posted to the Dashboard).

A review of linked documentation for each implemented recommendation identified:

- 14/62 recommendations (23%) did not have sufficient documentation linked on the Dashboard to support the reported deliverables (67% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 100% as of November 2023.

A review of linked documentation for each implemented sub-recommendation (#1 and #5) identified:

- 4/7 sub-recommendations (57%) did not have sufficient documentation linked on the Dashboard to support the reported deliverables (43% compliance rate).
  - ✓ S.T.M. has increased the compliance rate to 100% as of November 2023.

Recommendation #16 addresses the above findings.

Risk Rating: **High**

**Recommendation #16: That the Staff Superintendent, Strategy Management ensure all links posted to the Police Reform Dashboard and other similar public facing dashboards include links to documentation and/or websites that support the deliverables reported on the dashboard for each implemented recommendation.**

Management Response from the Staff Superintendent, Strategy Management:

See management response to Recommendation #2.

## Additional Findings

This section includes findings that were outside the originally stated objectives.

### Recommendation

#### Recommendation #17

As a best practice, the Toronto Police College (T.P.C.) should have a centralized database that stores all pertinent course information (e.g. course length, competencies covered, recurrence of training, member eligibility for training, mandatory vs. optional vs. refresher training) that can be easily updated and is searchable by key indicators.

It came to A.&Q.A.'s attention that the T.P.C. does not have a digital course catalog/database to store course information. Instead, course information is maintained in individual Course Training Standard (C.T.S.) Microsoft Word documents.

To validate select recommendations as implemented, A.&Q.A. requested information on several training indicators from the T.P.C., however, this was a time consuming process to fulfill and took over three months for T.P.C. members to complete because each C.T.S. document had to be reviewed to obtain the requested information.

For reference, the T.P.C. maintains approximately 137 C.T.S. documents and indirectly has over 300 courses provided via other channels or third party entities (C.P.K.N., O.P.C., C.P.C., C.I.S.U., etc.).

Given the Service is moving to digitize and modernize how information is stored and accessed, the T.P.C. should consider obtaining a digitized course catalog to store all pertinent course information.

Recommendation #17 addresses the above findings.

Risk Rating: **Low**

**Recommendation #17: That the Superintendent, Toronto Police College consider the feasibility of developing or obtaining a database to centrally store and catalog all pertinent course information.**

Management Response from the Superintendent, Toronto Police College:

The Toronto Police College is presently creating two new sections dedicated to Technological Integration and Training Standards. The leads of both of these areas will be tasked with collaboratively examining this issue and providing a comprehensive evaluation of the feasibility of such a database commencing in January 2024.



## PUBLIC REPORT

**November 8, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Update: Vulnerable Person Registry Ombudsman  
Toronto Recommendations**

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

### **Recommendation:**

It is recommended that the Toronto Police Service Board (Board):

1. Receive this report for information; and
2. Forward this report to Ombudsman Toronto (Ombudsman) for information.

### **Financial Implications:**

Implementation of recommendations made by the Ombudsman related to improving the current Vulnerable Person Registry application will primarily use existing Toronto Police Service (Service) resources, with additional costs for transitioning to a third-party being calculated.

In addition to technology-related costs to ensure integration between applications and agencies, vendor costs related to service delivery, customer service, marketing and data governance will also be considered. Any new program and related application will need to align with the Service's Information Technology Rationalization and Modernization program.

## **Toronto Police Service Board**

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Cost sharing via partnerships with other agencies at the city and/or provincial level will ideally mitigate the projected significant operational budget increase that will be required to move to a third-party solution. Specific funding requirements and costs will be provided to the Board for consideration and direction as part of a larger presentation of recommendations for transitioning to administration of the V.P.R. to a third-party.

## **Summary:**

The purpose of this report is to provide an update on work to date implementing 13 recommendations arising from the Ombudsman's investigation into the Toronto Police Service's communications about their V.P.R.

Additionally, this report provides an update of the motion from the Board that directs the Chief of the Police to:

- 1) *Complete a Privacy Impact Assessment for the Vulnerable Person Registry;*
- 2) *Develop a roadmap for the management and maintenance of a Registry intended to enhance service delivery for vulnerable persons in emergency situations;*
- 3) *Consult MHAAP and ARAP in the development of the above plan;*
- 4) *Present the third-party solution with timeline and budget considerations, and recommendations on the manner and timing of transition, if appropriate.*

## **Discussion:**

### ***Background***

At the December 16, 2022 Board meeting, the Board approved a Memorandum of Understanding (M.O.U.) between the Board, the Service and the Ombudsman. The M.O.U. provides authority and a framework for the Ombudsman to carry out, on behalf of the Board, fairness investigations on matters of public interest where the quality of service to the public may be unfairly affected by Board Policies and directions, Service procedures, or the administration of services by the Service [Min No. P2022-1216-3.0. refers].

As reported to the Board in September 2024, the Ombudsman completed an investigation into communications about the Service's V.P.R., between December 2023 and September 2024 [Min. No. P2024-0912-15.0. refers]. The Service provided a management response as an appendix to the report, where the Service accepted all 13 recommendations in full.

### ***Implementation Update***

Recommendation #13 in the Ombudsman's report reads as follows:

*The Toronto Police should provide Ombudsman Toronto with a status update on the implementation of these recommendations by December 12, 2024, and then on a quarterly basis thereafter.*



The Service has committed to meet with the Ombudsman staff quarterly and will provide updates both via reports to the Board, and by completing an internal tracking spreadsheet as requested by the Ombudsman.

### ***Corrective Action Plan***

The Strategic Projects Unit has been tasked with preparing responses to the recommendations directed at the Service from the Ombudsman's report. A Corrective Action Plan document is appended to this report (see Appendix A). Service subject matter experts from the Community Partnerships and Engagement Unit, Corporate Communications, Records Management Services, Business Relationship Management, and Strategic Planning & Governance contributed to the responses contained in the plan.

### ***Update on Board's Motion***

Following the adoption of the Board's aforementioned motion in September 2024, the Information Privacy & Security unit completed a Privacy Impact Assessment (P.I.A.) for the Service's current V.P.R., identifying compliance with legislation and additional risk mitigation areas.

A roadmap for an enhanced registry will be presented to the Board by Q2 2025, following consultations with relevant advisory panels. The Corrective Action Plan appended to this report includes some information on the Service's plan to develop this roadmap.

### ***Conclusion:***

In the area of police reform, the Service has been leading systemic change with a goal to co-design, co-develop and co-deliver solutions with community and other partners. The Service looks forward to continuing to work with internal and external stakeholders to achieve positive change through implementing the Ombudsman's recommendations.

Chief Information Officer Colin Stairs 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

### ***Attachments:***

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Appendix A – Corrective Action Plan report: Vulnerable Person Registry



## **Corrective Action Plan:**

**Implementing the Ombudsman Toronto  
Recommendations to Improve the TPS  
Vulnerable Person Registry**

**December 2024 Update  
TPS Strategic Projects Unit**

# Overview:

## Implementation Goals & Key Themes

In September 2024, the Ombudsman Toronto (Ombudsman) released a report titled *An Investigation into the Toronto Police Service's Communications about its Vulnerable Persons Registry*. This Corrective Action Plan serves to provide an update on the work that has been completed and is in progress to implement the 13 recommendations contained in the report.

### Implementation Goals

Work to implement the recommendations to improve the Vulnerable Person Registry (V.P.R.) is focused around the following goals:

- Expeditious and measurable improvements to current state V.P.R. service delivery
- Re-engineered V.P.R. that follows a Service Design Approach in future state
- Integration with other Toronto Police Service (T.P.S.) reform initiatives and partnerships, to ensure cohesion in both current & future state

### Commitment to Change

T.P.S. is committed to delivering adequate and effective policing, while being sensitive to the needs of the community and building collaborative partnerships and teamwork to overcome challenges.

Under the *Community Safety and Policing Act*, the Toronto Police Service Board (Board) is required to develop a strategic plan, in consultation with the Chief of Police, to determine the objectives and priorities of the Service. While the Board is currently still consulting with the community on the 2025-2028 draft Strategic Plan, the draft vision and strategic themes for the plan include accelerating police reform as a priority, as follows:

*A continuation of the work that is essential for building public trust and ensuring accountability through transparent, equitable, and community-centered policing practices.*

- *Promote inclusivity, equity, and fairness in all practices*
- *Increase transparency and accountability*
- *Support non-police responses for people in crisis*
- *Work with communities to create better services*
- *Build stronger community relationships through neighbourhood policing*
- *Improve training for all Service Members*
- *Update technology and infrastructure*

- *Continuously innovate and improve services<sup>1</sup>*

Further legislated under the *Community Safety and Policing Act* is a mandate for every municipality to prepare and adopt a Community Safety and Wellbeing Plan, which in Toronto is the [SafeTO](#) program. One of the seven identified goals of SafeTO is to **Reduce Vulnerability**:

*Reduce harm and victimization through proactive mental health and vulnerability support strategies, life stabilization, community-led crisis support models, and collaborative risk-driven approaches.*

### **Priority Actions**

- 1.1 *Enhance Multi-Sector Mental Health and Vulnerability Supports*
- 1.2 *Implement Life Stabilization and Service Navigation Supports*
- 1.3 *Embed the Community Crisis Support Service as a Well-Resourced, First Response Service City-Wide*
- 1.4 *Strengthen, Align and Expand Capacity of Collaborative Risk-Driven Approaches to Reduce Risk of Harm and Victimization*
- 1.5 *Advance Strategies, Programs and Services that Reduce Harm Related to Substance Use<sup>2</sup>*

All work to improve the service delivery and communications to the public for our T.P.S. V.P.R. will follow the above principles and strategic directions. T.P.S. is committed to following through with the corrective actions required to better the V.P.R.

### **V.P.R. Ownership**

Upon receipt of the Ombudsman Toronto report and related recommendations, T.P.S. quickly performed some analysis activities to determine where the V.P.R. would best be positioned corporately to ensure support for required program changes. The Community Partnerships and Engagement Unit (C.P.E.U.) will oversee the current V.P.R. program, and will collaborate with the Business Relationship Management unit on the implementation of the future state V.P.R. (3<sup>rd</sup>-party administrated program).

### **Project Structure**

An internal working group was formed to guide the planning and implementation of the Ombudsman's V.P.R. recommendations. In addition to C.P.E.U., members of Corporate Communications, Records Management Services, Business Relationship Management, Information Privacy & Security, and Strategic Projects have begun to meet regularly to ensure implementation-related activities are carried out collaboratively.

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<sup>1</sup> Kanengisser, Dubi. (2024) '2025-2028 Strategic Plan Update', Toronto Police Service Board meeting 2024.09.12, Toronto.

<sup>2</sup> City of Toronto (2021) 'SafeTO: A Community Safety & Well-Being Plan', <https://www.toronto.ca/community-people/public-safety-alerts/community-safety-programs/community-safety-well-being-plan/>

Internal communication and project planning tools have also been established to ensure that process improvements can be tracked and measured. This information will be fed into the tracking tool that the Ombudsman Toronto office has requested be used to track progress. Proper documentation has been prioritized for this project, to ensure that efforts to improve communication surrounding the V.P.R. are carried over to any new V.P.R. program administered by a third party.

## Key Themes

### Stakeholder Collaboration

In a 2022 report following an audit of T.P.S.'s 9-1-1 communications and response to calls for service, Toronto's Auditor General highlighted the importance of collaboration to build better outcomes, writing:

*Improving community safety and well-being will require active leadership and commitment from the City, and multi-sector collaboration and partnership in pursuing alternative responses. Progress towards this goal will allow TPS to further focus on its strategic priorities. It is important for stakeholders to support one another to achieve the best possible outcomes for the people of Toronto<sup>3</sup>.*

Moving from a siloed V.P.R. with client information solely accessible to T.P.S. members to a program where client information can also be accessed by appropriate city partner agencies is ideal. T.P.S. is currently exploring whether this program would be a fit for the SafeTO umbrella, or whether there are opportunities at the provincial-level that could support a multi-jurisdictional V.P.R. program for all of Ontario.

### Alignment with Ongoing Police Reform Work

T.P.S. is currently working through a journey of change, by implementing numerous police reform initiatives. In addition to implementing recommendations related to improving the V.P.R., current focus is on implementing recommendations made under the following program areas and reports:

1. T.P.S. Mental Health and Addictions Strategy (T.P.S. & Board, [2019](#); now fully implemented)
2. Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety (T.P.S. & Board, [2020](#))
3. Race and Identity-Based Data Collection Strategy (T.P.S., [2020 & ongoing](#))
4. Missing and Missed – Report of the Independent Civilian Review into Missing Person Investigations (The Honourable Gloria J. Epstein, [2021](#))

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<sup>3</sup> Auditor General of Toronto (2022). *Key Common Themes: Toronto Police Service – Audit of 9-1-1 Operations & Review of Opportunities to Support More Effective Responses to Calls for Service*, p.26, <https://www.torontoauditor.ca/report/key-common-themes-toronto-police-service-audit-of-911-operations-review-of-opportunities-to-support-more-effective-responses-to-calls-for-service/>

5. Toronto Police Service – Audit of 9-1-1 Public Safety Answering Point Operations (Auditor General of Toronto, [2022](#))
6. Review of Toronto Police Service – Opportunities to Support More Effective Responses to Calls for Service (Auditor General of Toronto, [2022](#))
7. From Impact to Action: Final Report into anti-Black racism by the Toronto Police Service (Ontario Human Rights Commission, [2024](#))
8. Toronto Police Service Equity Strategy (T.P.S., [2024](#))

In addition, the Service's Audit & Quality Assurance unit regularly conducts independent & objective assessments of T.P.S. programs and units to identify any control weaknesses and make recommendations for corrective action.

Police reform work cannot be completed in a vacuum. In addition to forming a project team, one of the first pieces of project work conducted was an analysis of the 13 recommendations made by Ombudsman Toronto, to look for alignment opportunities and ensure that any planned work will complement ongoing efforts to implement reform.

As indicated in the management response letter included in the Ombudsman's report, these recommendations align with our Service's broader efforts to find ways to best serve those dealing with mental health challenges. T.P.S. will continue to ensure that reform work is aligned and cohesive, in order to better facilitate improvements to keep the city safe.

### Implementation Phases

Because the move to a V.P.R. facilitated by a third-party cannot happen immediately, the project to improve the T.P.S. V.P.R. has been broken down into 3 phases, which will be explained in detail throughout the rest of this report:

1. Remediating V.P.R. processes and data.
2. Improving Communication to the Public and to T.P.S. members.
3. Transitioning V.P.R. Program to a Trusted Third-Party.

A Project Roadmap that outlines our proposed plan for change is included on the last page of this corrective action plan.

# Step 1:

## Remediate V.P.R. Process & Data

### Current Focus of Work

- Establishing an internal product owner for the current V.P.R. program.
- Conducting a Privacy Impact Assessment to better address any risks related to data privacy with the current V.P.R. program.
- Building out a process to better notify V.P.R. clients when:
  - A client is added to the V.P.R.;
  - A client is removed from the V.P.R.;
  - Any challenges arise related information being accessible to T.P.S. Communications Operators.

### Upcoming Work

- Reviewing Service Procedure 04-08, Vulnerable Person Registry, to make sure that our procedure aligns with our updated processes.
- Creating training documentation for T.P.S. members to make sure they are aware of the processes for adding, verifying and removing clients of the V.P.R. program.
- Meeting with partner groups to receive feedback on current V.P.R. program and related improvements, including Beyond Disabilities Community Consultative Committee, Mental Health & Addictions Advisory Panel (M.H.A.A.P.) and Anti-Black Racism Advisory Panel (A.R.A.P.).

### Work Addresses the Following Recommendations

1. The Toronto Police should train staff about their respective roles and responsibilities regarding the Registry and provide an update to all staff to increase awareness and understanding of the Registry.
5. The Toronto Police should ensure that the Service Procedure and Registry practice are aligned.
7. The Toronto Police should notify registrants when the Registry information is added to the Registry system and becomes available to officers.
8. The Toronto Police should assign a point of contact to respond to Registry-related questions received from Toronto Police staff members and the public. The information for the Registry contact should be made available on the Toronto Police's website and the Registry application.
11. The Toronto Police should contact all verified and unverified registrants that were not added to the CAD. The Toronto Police should notify these registrants that their information is not accessible during a call for emergency service and confirm whether they wish to be added to or removed from the system.

## Step 2:

### Improve Communication to Public & T.P.S. Members

#### Current Focus of Work

- Updating our website content to include:
  - V.P.R. program goals & purpose;
  - Enhanced information about the process and steps to register for the V.P.R.;
  - Point of contact for questions or assistance;
  - Detailed information about the process and steps to remove a client from the V.P.R.;
  - Better explanation of default terminology used when information on the registration form is not completed.

#### Upcoming Work

- Updating our website content to include:
  - Where V.P.R. information is stored;
  - How V.P.R. information is used;
  - Who has access to data contained in V.P.R.
- Building an improved feedback mechanism so clients and community members can provide meaningful feedback on their experiences with the V.P.R.
- Launching a communications strategy to increase awareness of V.P.R. program requirements both internally and externally.

#### Work Addresses the Following Recommendations

2. The Toronto Police should make meaningful details about the Registry's goal and purpose available and accessible on its website.
4. The Toronto Police should clearly define and publicize all the steps and requirements in registration process for the Registry. A clearly defined process would ensure that the public understands what information is mandatory before registering, what information is required to create a personalized de-escalation strategy, who can register, and which supporting documents and authority are acceptable.
6. The Toronto Police should update the Registry page on its website to inform the public about the generic terms that will be used to fill gaps in the Registry application, and when that will be done.
9. The Toronto Police's communications about the Registry should clearly detail what the Registry is, where the information is stored, and when and how the Toronto Police will access and use the Registry information. These communications should also include details indicating that the Registry information shared with officers responding to a call is address-specific and not connected to the name of the vulnerable person.



10. The Toronto Police should review and publicize the Registry information removal process, including where the information is removed from and when. The Toronto Police should notify registrants any time their information is removed.

## Step 3:

### Transition V.P.R. program to a Trusted 3<sup>rd</sup> Party

#### Current Focus of Work

- Consultation and meetings with partners at the City of Toronto to identify whether a V.P.R. would complement/could become a program under the current SafeTO program umbrella.
- Consultation with other agencies within the province of Ontario to determine whether a province-wide solution would be achievable in the short term.
- Working with Medic Alert to map out options for program administration and related funding amounts.
- Completing change management activities to assess the complexity of the project, making sure the Service correctly understands the type of change and effort required to move to a new V.P.R., as well as understanding the people and impacts of a new program.
- Aligning work on implementing a new V.P.R. with our current Information Technology Rationalization and Modernization program.

#### Upcoming Work

- Present options for third-party solution to the Board, with timeline and budget considerations included.
- Consult with Vulnerable Persons Community Consultative Committee, M.H.A.A.P. and A.R.A.P. on project plan.
- Develop a fulsome implementation plan that includes a detailed communications strategy and ensures all recommendations made by Ombudsman Toronto team are addressed.

#### Work Addresses the Following Recommendations

1. Once the third-party arrangement is finalized, the Toronto Police should update its internal and external communication to explain the nature and scope of the arrangement. The communications should include details such as the impact of the arrangement on existing registrants and the difference between the current and new Registry.

12. The Toronto Police should ensure that recommendations 2 through 10 are incorporated in any third-party arrangement to ensure that the current Registry communication gaps do not recur.

# IMPLEMENTATION ROADMAP:

## Ombudsman Toronto Recommendations to Improve Vulnerable Person Registry



**Quarterly updates to be provided via reports to the Board**

### Step 1: Remediate VPR

#### Process & Data

- Validating existing VPR data
- Clarifying and building cohesive process
- Creating required instructional materials

### Step 2: Improve

#### Communication to Public & Service Members

- Updating TPS websites (internal/ external)
- Updating relevant Service Governance and creating training materials for members

### Step 3: Transition VPR Program to Trusted 3<sup>rd</sup> Party

- Procuring 3<sup>rd</sup> party vendor to administer
- Design process in consultation with community partners



## PUBLIC REPORT

**December 12, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: 2025 Toronto Police Service Operating Budget**

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

### Recommendations:

It is recommended that the Toronto Police Service Board (Board):

- 1) approve the Toronto Police Service (Service) 2025 net operating budget request of \$1,220.1 Million (M), a \$46.2M or 3.9% increase over the 2024 approved budget;
- 2) forward this report to the City of Toronto (City) Budget Committee for consideration, and to the City Financial Officer and Treasurer for information

### Financial Implications:

The Service's 2025 net operating budget request is \$1,220.1M (\$1,418.2M gross) reflecting an increase of \$46.2M or 3.9% over the 2024 approved budget. This request does not include the impacts of 2024 and 2025 salary settlements, as no agreements are yet in place as of the writing of this report. The City will include an estimated provision in its corporate accounts until an agreement is finalized.

## Toronto Police Service Board

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# Summary

The 2025 budget strikes a balance between affordability and the critical need for the Service to maintain adequate and effective policing services for the City of Toronto. After over a decade of diligent fiscal management, cost containment, and transformation, the Service faces the pressing challenge of maintaining service levels that aligns with the City's growth and rising demands. Table 1 summarizes the Service's 2025 operating budget request.

Table 1: Summary of 2025 Budget Request

Category	2024 Budget \$Ms	2025 Request \$Ms	\$ Change over 2024 Budget	% Change Over 2024 Budget
Salary Requirements	\$899.6	\$938.4	\$38.8	3.3%
Premium Pay	\$59.0	\$61.2	\$2.2	0.2%
Statutory Deductions & Benefits	\$277.4	\$287.3	\$9.9	0.8%
Other Expenditures & Reserves	\$125.5	\$131.2	\$5.7	0.5%
<b>Gross Expenditures</b>	<b>\$1,361.5</b>	<b>\$1,418.2</b>	<b>\$56.7</b>	<b>4.8%</b>
Revenues	(\$187.6)	(\$198.0)	(\$10.5)	(0.9%)
<b>Net Expenditures</b>	<b>\$1,173.9</b>	<b>\$1,220.1</b>	<b>\$46.2</b>	<b>3.9%</b>

*Note: numbers may not add up precisely due to rounding.*

If approved, the 2025 budget would allow the Service to add approximately 109 net new uniform officers in 2025 (after separations) to be allocated to the following priorities areas:

- Approximately 70 resources would be added to frontline divisional capacity to reduce response times.
- 16 resources would be allocated to expand the Neighbourhood Community Officer Program by up to four additional neighbourhoods.
- The balance of 23 resources would be allocated to augment investigative capacity.

Moreover, this budget enables the Service to continue civilian hiring up to its approved complement (filling vacancies and separations) in other areas. Most notably the budget includes the following mass class hiring:

- 90 communication operators, to improve call answering times and improve compliance with the National Emergency Number Association (N.E.N.A.) standard.
- 45 general special constables to augment frontline capacity, support court related processes, and perform prisoner management and transportation functions. This is in addition to the 30 special constables that will be onboarded in December 2024 and deployed early 2025.

- 60 parking enforcement officers to keep the city moving (included in the separate Parking Enforcement Unit budget request).







Other service delivery gaps and priorities, such as project specific activities related to reform and modernization, will be addressed through internal reallocations. The Board will be kept apprised of any significant service delivery changes.

## Service Based Budgeting

Initiated in 2021, service-based budgeting offers a modern approach to outlining the Service's budget. This method is based on the services provided to the community, enhancing the traditional line-by-line expenditure and revenue items. It essentially highlights the public safety services provided and the level of resources allocated towards the delivery of those services.

Key service areas are identified from the residents' perspective, with information presented based on the resources required to provide these services, key metrics associated with each service area, and outcomes demonstrating the Service's performance and value provided.

**Table 3: Summary of 2025 Budget Request by Service Area**

2025 Operating Budget Request	911 Response & Patrol 	Investigations & Victim Support 	Crime Prevention 	Events & Protests 	Traffic & Parking Enforcement* 	Courts and Prisoner Management 
Percentage of Gross Budget	41%	35%	9%	2%	5%	8%
Allocation of Gross Budget (\$Ms)	\$582.6M	\$490.4M	\$134.5M	\$33.7M	\$69.6M	\$107.3M
Allocation of Net Budget	\$513.6M	\$434.6M	\$118.9M	\$31.1M	\$61.4M	\$60.5M
Percentage of Total Staff	42%	32%	10%	2%	5%	10%
Allocation of Uniform Staff	2,579	1,882	630	108	303	40
Allocation of Civilian Staff	884	770	155	38	78	740

\* Parking Enforcement budget and staff are excluded. Figures may not add due to rounding.

For 2025, the proposed budget and staffing levels have been allocated to the six service areas, as detailed in Table 3. The costs associated with Internal Support Services (such as finance, human resources, legal costs, information technology, etc.) have been distributed to the six service areas using appropriate cost drivers. For example, information technology costs are allocated based on total salaries, while outfitting costs are allocated based on uniform salaries only.

# Discussion

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## Strategic Context and Background

Both the Community Safety and Policing Act (C.S.P.A.) legislative requirements and the Community Safety and Wellbeing Vision are embedded in the Service's priorities and reflected in its resource allocation and budget requests.

### Community Safety and Policing Act and Legislative Requirements

The C.S.P.A sets out the roles and responsibilities of police services in Ontario delineating specific functions which the police are required to perform. Specifically, O. Reg. 392/23: ADEQUATE AND EFFECTIVE POLICING (GENERAL) under Community Safety and Policing Act, 2019, S.O. 2019, c. 1, Sched. 1 not only defines adequate and effective policing but further identifies the standards for the following:

- Crime Prevention: crime prevention initiatives, including community-based crime prevention initiatives, consistent with the Service's strategic plan and the policing needs of the community.
- Law Enforcement: general patrol, and directed patrol where considered necessary or appropriate, criminal intelligence, crime analysis and investigative supports (examples: crime scene analysis, forensic identification services, breath analysis, drug recognition expert evaluation, physical surveillance, etc.).
- Maintaining the Public Peace: a public order unit, with specified capacity and the ability to be deployed in a reasonable time.
- Emergency Response: 24-hour emergency response to calls including specific functions such as tactical unit, incident commander, crisis negotiator, etc.
- Assistance to Victims of Crime: Victims shall be offered assistance as soon as practicable; victims shall be provided with appropriate referrals.

The 2025 budget takes into consideration the generally applicable standards identified in the C.S.P.A. regulations for adequate and effective services. This includes:

- Policing needs of the community
- Geographic and socio-demographic characteristics
- Policing provided in similar communities
- The effectiveness of past policing functions
- Best practices for policing

This report and budget request will touch upon directly and indirectly these generally applicable standards.

In addition to the C.S.P.A, there are a number of relatively new legislative requirements that will continue to impact the Service in 2025. These include:

- *Supporting Ontario's First Responders Act* (passed in 2016);
- Next Generation (N.G.) 9-1-1;
- the 2016 *R. v. Jordan* decision requiring a trial within a prescribed period;
- the disclosure of "9-1-1 tapes" decision (*R. v. M.G.T.*, 2017);
- the *Cannabis Act* (passed in 2018); and
- Ontario Court of Justice direction setting deadlines for disclosure with the remedy of a stay as the consequence for non-compliance.

Each of these legal requirements represents additional cost and/or resource pressures for the Service. Failure to meet these requirements creates critical risks for the organization and community, and also bears a cost.

## **Service Vision and Direction - Community Safety and Wellbeing**

The Service enhances our city's communities by ensuring stability, safety, and structure through a public safety mandate outlined in the C.S.P.A. This commitment fosters community wellbeing and security, enabling all residents to engage freely in daily life and civic responsibilities.

Key aspects of this vision involve recognizing that the role of the Service encompasses:

- Recognition as public safety professionals
- Preventing and stopping crime and disorder
- Acting with compassion
- Supporting the breaking of cycles of harm
- Designing safety into the city
- Co-designing, co-developing and co-delivering aspects of public safety with partners and community through trusted relationships

Enabling this vision includes organizational and sector-wide shifts that are longer-term in nature to achieve. This includes internal process reforms aimed at enhancing consistency, measurability, and oversight.

- Systemic changes to address structural barriers through sector-wide solutions, partnerships and legislative changes.
- Rethinking how public safety services are delivered. This refers to internal organizational alignment and developing continuous improvement and modernization roadmaps.



- Fostering greater collaboration and partnerships to deliver public safety services and general broader advocacy for community safety and wellbeing issues.

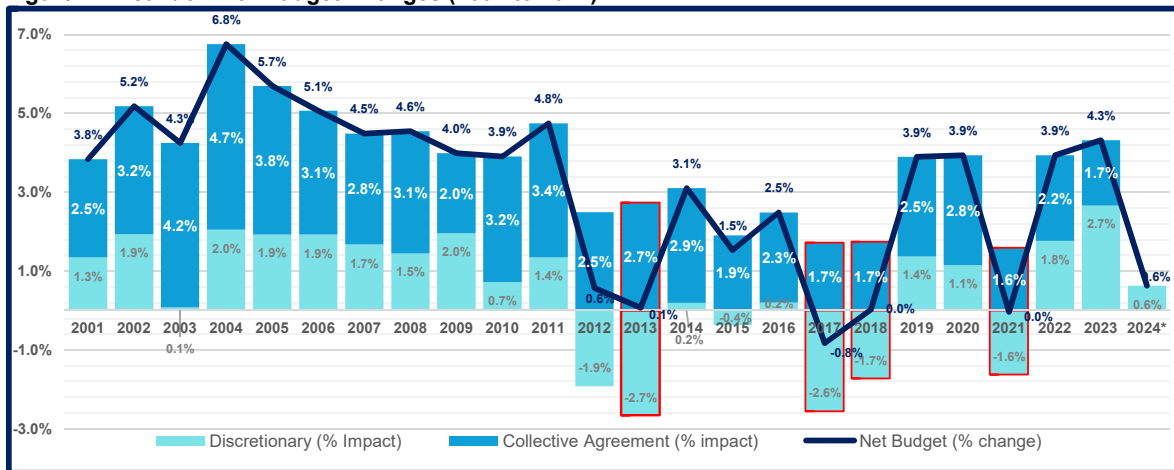
Achieving the Community Safety and Wellbeing Vision must be concurrently and incrementally worked towards over multiple years, while also addressing the immediate operational adequacy standards.

## History of Modernization and Fiscal Responsibility

The Service is committed to fiscally responsible budgets, while also balancing the need to delivery adequate and effective policing services and undertake reform and modernization to drive better core service delivery and building trust that is required of a police service in a world-class city.

The Service's transformation efforts have been an ongoing journey over the last decade. This work has been guided by reports and recommendations such as: the 2017 *The Way Forward* report; the Board's police reform directions in 2020; Judge Epstein's *Missing and Missed* recommendations; the Auditor General (A.G.) reports on 9-1-1 Response and Priority Calls for Service; and most recently the Service's Equity Strategy and Ontario Human Rights Commission Report *From Impact to Action* on anti-Black racism.

**Figure 1: Breakdown of Budget Changes (2001 to 2024)**



Although the Service experienced average budget increases of 4.8% from 2001 to 2011, it faced a period of austerity from 2012 to 2024, with budget increases averaging only 1.8%, negating the gains from the previous decade. From 2012 to 2024, the net budget increased by \$243.5M, with the impact of the collective agreement rising by \$264.7M. Before adjusting for inflation, the budget for all other non-salary items was reduced by \$21.2M over that period. Additionally, there have been several years where the budget remained flat or decreased to meet affordability goals (see Figure 1).

This was accomplished over the years by implementing significant staff reductions, reallocating resources, reprioritizing tasks, absorbing as many inflationary costs as possible, and employing management strategies to reduce discretionary expenditures, thereby offsetting increases related to collective agreements.

Austerity and cost cutting measures were also combined with modernization to create greater transparency, build trust and divert work where possible. Specific examples of actions taken include, but are not limited to, the following:

- Hiring moratorium from 2015 to 2019 led to attrition cost savings of \$70M+.
- Civilianization of roles previously filled by police officers (e.g., divisional special constables, crime analysts, bookers, background checkers) for an estimated annual savings of \$7M+.
- Redeployment of existing resources to meet current priorities such as augmenting the frontline capacity, Centralized Shooting Response Team, Carjacking Investigative Team, Neighbourhood Community Officers (N.C.O.), Hate Crimes Unit, Centralized Fraud Intake Office, and Project Resolute (addressing local impacts cascading from October 7<sup>th</sup>, 2023). These reallocations translate to approximately \$18M+ in resources.
- Diversion efforts such as redirecting calls to the Toronto Community Crisis Service (T.C.C.S.) and 3-1-1, Pre-Charge Youth Diversion Program, and most recently piloting a change to the transfer of care model at hospitals for mental health calls.
- Greater cross-sector collaboration and partnerships for non-police support through the Military Veterans Program, Furthering Our Communities' Uniting Services (F.O.C.U.S.) tables, Gang Exit Referrals and SafeTO.
- Updated shift schedules to optimize resources to better meet demand for services.
- Technology advancements such as the deployment of body worn cameras, video bail, online parking complaints portal, N.G. 9.1.1., digital evidence platform, electronic disclosure, data and analytics solutions, automatic licence plate readers, and the in-progress implementation of a new records management solution.

The cumulative impact of the cost avoidance measures is estimated to be between \$275M-\$400M since 2015. Some efficiencies gained have been reinvested in addressing core service delivery requirements. However, it is important to note that these savings and efficiencies have typically been overtaken by growth in demand for service.

**Figure 2: Population vs Population Per Officer**



Sources:  
 2001-2022 population sourced from Statistics Canada. Table 35100077.  
 2020 population data is not available from Statistics Canada – average of years 2019 and 2021 was used for 2020 data.  
 2023-2029 population sourced from Environics Analytics – DemoStats 2024

During this period, the number of residents served by each officer increased. Excluding the 27.5 million visitors plus daily commuters, in 2012, one officer served 508 residents, whereas by 2024, this number had risen to approximately 585 residents per officer as seen in Figure 2. This represents an increase of 15%.

The 2025 budget request assumes that service and resource allocation will continue to be reviewed and adjusted to address the most critically urgent and necessary priorities, while still implementing the reforms and investments to continue modernizing.

# Operational Context

## Policing in the City

As Canada's largest and fastest growing city, and a global leader in business, entertainment, and culture, Toronto has unique geographic and socio-demographic characteristics.

The population of the city has accelerated in growth over the last decade (excluding visitors and commuters), experiencing a 21% increase from 2010 to 2025 (2.676 million to 3.245 million projected in 2025), during a time when the Service's uniform staffing was decreasing. This has resulted in a significant increase in demand for services, coupled with the increasing complexity of policing (e.g. more dynamic emergency calls, more complex investigations, increased time spent on calls, demonstrations/protests etc.).

The city is highly diverse, with 56% of residents identifying as racialized and 53% being first-generation Canadians. Supporting this diverse population are 87 consulates in Toronto, of the 108 consulates located in Ontario.

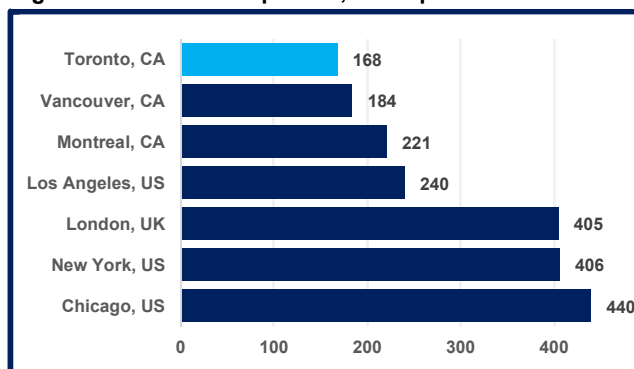
Toronto also hosts numerous global events, like the upcoming Federation Internationale de Football Association (F.I.F.A.) games, and has unique infrastructure like the C.N. Tower, Scotiabank Arena, and Rogers Centre that attract 27.5 million visitors annually.

The rich diversity of the City of Toronto, and placement as a tourist destination, adds unique impacts to policing, as the city is a hub for protests, demonstrations, political expression and hundreds of special events. Not only are the numbers of events increasing, but also the footprint of those events are becoming larger, more complex, and have extended for longer periods.

In 2024, the Service responded to over 1,800 unplanned events related to geopolitical issues occurring worldwide.

Today, the number of uniform officers that the Service has per capita remains significantly lower when compared to other large police services in Canada, the United States (U.S.) and in Europe. For example, when considering the number of officers per 100,000 population, Toronto has 168 officers whereas Vancouver and Montreal have 184 and 221 officers respectively. Looking to other large world-class cities, we see that in London, U.K., there are 405 officers per 100,000 population while American major cities like New York City and Chicago are at 406 and 440 officers respectively. This number is specific to Toronto residents and excludes visitors that come to this city every year for work or to visit.

**Figure 3: 2023 Officers per 100,000 Population**



As an economic hub, Toronto contributes nearly 20% to Canada's G.D.P. and nearly 50% to Ontario's G.D.P. as well as housing numerous consulates and government sites. All of this contributes to unique public safety demands and pressures.

Amid these growing and differing demands for service, and the importance of the city to Canada's economic and tourism sectors, it is critical to prioritize core service delivery.

## **Community Safety Indicators**

Toronto's status as a world-class city, coupled with its location along the highway 401 corridor, creates increased opportunities for crime and disorder, including human trafficking, gang activity, organized crime, and the movement of illegal goods.

Over the past decade, most major crime indicators have risen. According to Statistics Canada, Toronto's Crime Severity Index was 69.2 in 2023, the highest it has been since 2010, which was 75.0.

When looking at the City's crime trends, the most notable increases year-to-date compared to 2023 is seen in shootings (38%), hate crimes (31%), homicides (24%) and sexual violation (12%). While auto theft has seen a year-over-year decrease of 22%, it is almost 200% higher than it was in 2015. Although traffic fatalities are not considered crimes, they are a crucial indicator of road safety. From January 1st to September 30th, 2024, there has been an 18% increase in traffic fatalities compared to the same period in 2023.

These increases in crimes and victimization drive workload in the 9-1-1 Response & Patrol, Crime Prevention, Investigations & Victim Support, and Court Security and Prisoner Management service areas.

A further demonstration of the cascading impact on workload related to higher crime in a growing city can be observed through calls for service data. Priority calls for service (a call where police attendance is required) have increased year-over-year. Year-to-date, the most critical calls for service attended (Priority 1 and 2 calls) are up by 3%, with Priority 3 calls attended increasing by 16%.

## **Service Delivery - Responding to the Demand**

Historical staffing reductions, and the redeployment of officers due to austerity measures, have led to the degradation of certain service levels and key functions. This has also diminished operational flexibility, making it more challenging to respond to emerging needs such as protests and demonstrations while still maintaining business continuity.

While the Service is improving its service delivery capacity, the gains being made through modernization and hiring are partially offset through growth in demand.

Examples of service delivery metrics where more improvement must be expected to support adequate and effective policing are as follows:

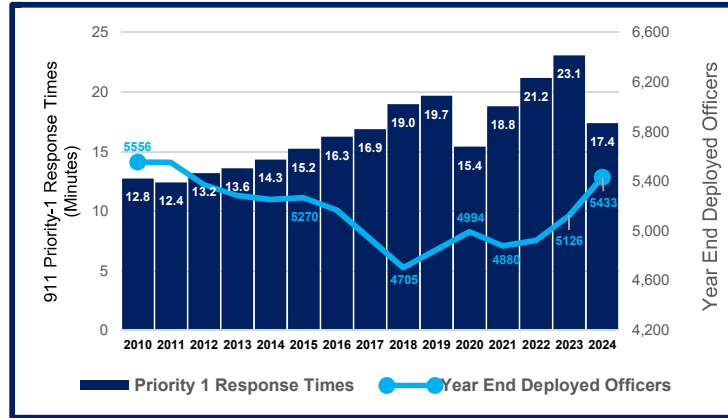
## Response Times

Priority 1 calls to 9-1-1 are the most urgent situations needing police response, such as a person with a gun, a child abduction or a break and enter in progress. Analysis has shown a close statistical correlation between deployable strength and response times.

As can be seen in Figure 4, Priority 1 response times averaged 12.8 minutes in 2010, at a time when the Service had over 5,550 officers deployed at year-end. Over that time the City's population has grown by 20%.

From 2010 to 2023, rising workloads and a reduction of 430 officers in year-end deployments caused Priority 1 response times to degrade to over 23 minutes. However, with the addition of greater frontline capacity, enhanced supervision, and improved management oversight in 2024, the Service has reduced Priority 1 response times to an average of 17 minutes, marking a 26% decrease compared to 2023. A national scan of response times in other jurisdictions was conducted in 2023 and where the information was available, the Priority 1 response times were in the 7 – 12 minute range. This budget request includes additional resources and a focus on capacity creating measures to reduce response times further.

Figure 4: Priority 1 Response Times vs Year End Deployed Officers



## Case Closure and Arrests

Case closure rates and investigative backlog continue to be under pressure. This is in part due to ongoing vacancies in investigative functions, as well as rising crime rates and incidences as noted above. The Service continues to explore ways to drive investigative efficiencies through delivery model changes and technology. For example, centralized investigative teams to focus on shootings, frauds, carjackings, and hate crimes have proven to be effective and efficient. Investments in genealogy experts have led to solving historical news-making cold cases. Greater digitization through cameras has led to more evidence, however every hour the Service collects results in 100 hours of video that needs to be reviewed, considered for relevance and potentially redacted, creating immense investigative and disclosure related workload. Despite these workload dynamics, the Service has experienced a 12% increase in firearm related arrests (747) compared to last year and there has been a year-over-year reduction in auto thefts and break and enters.

## Road Safety

To support road safety and keep the city moving, the service remains focused on education and enforcement as a form of deterrence. So far in 2024, the Service

issued nearly 279,000 tickets; 86% (240,000) of these tickets issued were Highway Traffic Act related. This data represents 11 months of activity and already exceeds the 2023 volume of tickets issued by 12%.

The Service also issued more than 50,000 warnings this year which is comparable to 2023.

## **Crime Prevention and Partnerships**

The Service cannot address all the mounting pressures for community safety and well-being alone. This requires active leadership and commitment from the City, the Service and various stakeholders, with multi-sector collaboration and partnerships.

Existing partnerships include hospitals through the Mobile Crisis Intervention Teams (M.C.I.T.), crisis call diversion with the T.C.C.S. and 2-1-1, Toronto Crime Stoppers, Bail Compliance, F.O.C.U.S., and the Youth in Policing Initiative. The Service is an important partner of the City's SafeTO: Community Safety & Well-Being Plan.

As of November 2024, the Service has made 255 SafeTO notifications and brought forward 654 situations to F.O.C.U.S. (68%). The Neighbourhood Community Officers have made 439 referrals (60 of which are included as part of the F.O.C.U.S. situations).

Moreover, while it is difficult to determine causation, the Service has experienced an overall decrease in calls for service into 9-1-1, by approximately 15% for emergency calls and 8% for non-emergency calls. The Service also saw a 5% reduction in mental health calls attended when looking at 2023 compared to 2022. However, it appears that year-to-date growth in demand related to mental health calls has offset the 2023 decrease; the Service has attended 5% more mental health related calls in 2024 compared to 2023.

The Service's social media channels are a critical aspect to public engagement. @TorontoPolice account on X received 43.65 million impressions in 2023, of which approximately 10 million impressions were on crime prevention related content. In addition to this reach, the Community Safety and Prevention Unit delivered approximately 2,500 crime prevention related presentations and regularly appears in the mainstream media on a broad range of crime prevention topics.

## **Workforce Trends**

The number of officers eligible for retirement is set to rise significantly. Annual separations, which have been around 200, are expected to increase steadily and remain high for several years. This trend stems from hiring freezes in the late 1980s and early 1990s, leading to large cohorts of officers, hired in the mid-1990s, now approaching retirement age in the late 2020s.

In the short term, the proportion of officers with limited experience will rise, while the number of seasoned officers available to train new recruits will decline. Currently, nearly 25% of uniform members have less than five years of experience. Proper supervision for frontline officers is crucial, particularly during their first five to ten years, due to the dangerous and unpredictable nature of their work.

The Service has been relying on overtime to manage emergent and unplanned issues, leading to fatigue and burnout among officers and civilian members which has significantly impacted their wellness. This reliance also results in unbudgeted premium pay expenditures, with a projected over-expenditure of nearly \$40 million in 2024. Despite increased resources, some overtime will continue to be driven by workload, particularly for court duties and tasks extending beyond shifts, such as completing arrests or apprehensions. In 2024, the Service implemented stricter management and review of premium pay that has begun to show modest improvements. The Service will continue to seek ways to reduce premium pay usage, especially as staffing levels increase, to better balance on-duty and off-duty time.

The multi-year hiring plan that started in 2023 is essential to prevent further degradation of core services and to provide appropriate levels of supervision. In 2023, the Service added approximately 200 net new sworn officers with an estimated additional 300 officers to be added by the end of 2024.

The resources deployed to date were added primarily in frontline (emergency services) capacities with some deployed to support investigative areas and community outreach. Specifically, deployment occurred to:

- Local divisions
- Public Safety Response Team
- Central Fraud Intake Office
- Carjacking Investigative Team – Hold Up Squad
- Homicide and Missing Persons Unit
- Hate Crimes Unit
- The Community Partnership and Engagement Unit's Community Outreach Response and Engage (C.O.R.E) team.

At the November 2024 Board meeting, a multi-year hiring plan was approved (Min. No. P2024-1112-4.0 refers), and it is reflected in the 2025 budget request and future year outlooks. This will translate to approximately an additional 109 net new officers by the end of 2025. Adhering to this plan is essential to address service delivery gaps, anticipate upcoming retirements, reduce reliance on redeployment and overtime, and ensure member wellness.

Civilian police professionals perform various functions within the Service. About half of these roles are dedicated to frontline policing, such as special constables (e.g., court officers and booking officers) and communications operators (e.g., call takers and dispatchers). Approximately 40% support police work directly (e.g., records, disclosure clerks, crime and major case analysts), while around 10% are in administrative functions (e.g., finance, human resources, information technology). The proposed 2025 budget does not request new civilian positions. Instead, the Service will review and



prioritize new civilian needs throughout the year, filling the most critical and urgent positions through internal reallocation (swapping existing vacancies).

## 2025 Priorities

The Board is currently developing its Strategic Plan for 2025-2028. In the interim, the Service has pursued its goals outlined in the December 19, 2022, Change of Command Ceremony by Chief Demkiw. These Service Goals are:

1. Improving trust in and within the Service;
2. Accelerating police reform and professionalization
3. Supporting safer communities.

Operationally, this funding will support the Service in its efforts to address the following public and organizational priorities, and goals above:

- Improving trust in and within the Service:
  - Expansion of the Neighbourhood Community Officer program and greater digital engagement.
  - Augment supervision for increased accountability and minimize operational risk.
  - Maintain internal focus on the wellness, development, and training of our people for a healthy, diverse, and professionalized workforce that places equity at the forefront.
- Accelerating police reform and professionalization: through:
  - Continue developing trusted partnerships and improving the Service's consultation model.
  - Implement police reform recommendations made by the A.G., Justice Epstein, and the Ontario Human Rights Commission.
  - Technology and digital enablement to create capacity, deliver services more effectively and improve trust
- Supporting safer communities by focusing on core service delivery and addressing growth:
  - Augment frontline resources to address priority response times.
  - Create more investigative capacity for more timely case closure and to support the judicial process.
  - Improve evidence management and court disclosure compliance.
  - Support community safety priorities such as road safety and traffic enforcement, mental health response model, strategies to address gun and gang violence and preventing hate crimes.
  - Continue diversion efforts through partners and technology to improve service delivery with resources who are best equipped to address the issue.

- Establish long-term sustainable funding that supports growth, a resilient pipeline, adequate and effective service delivery, and recognizes the unique characteristics and pressures of the City of Toronto.

This budget request continues the multi-year process to increase the Service's capacity to address growing demands for public safety services, prevents further degradation of services, and continues building trust. This will be achieved by investing in additional personnel and technology and continuing to make service delivery model changes.

# Budget Development Process

## Balancing Affordability, Capacity Creation, and Risk

The development of the budget is guided by the Board and Service's strategic goals (above) and operational priorities, in alignment with the City's processes and guidance.

The 2025 budget was developed through review and discussion at the Command level, and is based on the following principles:

- prioritize a hiring plan to address identified core service delivery needs and gaps and incorporate the multi-year hiring plan that was approved by the Board;
- contain/minimize costs to the extent possible;
- no new initiatives should be considered unless required by legislation, Board-mandated, result in financial savings or cost avoidance (capacity creating), or mitigate high risks;
- continue working on previous commitments, recommendations and directions such as police reform, A.G. recommendations, Missing and Missed recommendations, Equity Strategy and the O.H.R.C. report; and
- consider/reflect public safety priorities expressed through public consultations.

The budget request was reviewed throughout the development process with the Command and City representatives.

The City faces material fiscal challenges over the next 10 years, including a combination of increasing annual operating pressures, additional debt-servicing costs, a growing list of capital needs, and costly legislative changes.

In recognition of the City's current fiscal challenges, the Service has made every effort to reduce its 2025 operating budget request. Both Service and City finance teams worked together to capitalize on any available cost and revenue budgeting strategies that support and consider the City's long-term financial planning exercise.

Several actions were taken to minimize the proposed 2025 budget, including taking on additional financial risk. These include:

- rigorous cost-control measures and a line-by-line review of expenditures and revenues ensured budgets were right-sized based on actual needs and historical trends;
- absorbing most of the inflationary pressures across almost all spend categories;
- planning for the funding of expected (non – salary) contractual cost increases from within existing budgets by decreasing the budget in other accounts where possible;
- adjusting the hiring plan to exclude any net new civilian positions;
- flat lining (no increase) premium pay, a historically underfunded account;

- keeping many costs to 2024 levels or less based on the projected year-end actuals;
- deferring some expenses to future years;
- accounting for some anticipated revenue and recoveries from other levels of government; and
- bridging strategies that reduced reserve contributions, aligned with the City's long-term financial planning exercise.

The Service will use the variance reporting process to keep the Board informed on how budget risks are being managed and the Service will work with the City to establish longer-term sustainable funding levels, including participating in intergovernmental discussions.

## 2025 Budget Cost Drivers

At its December 19, 2023 meeting, the Board approved the Service's 2024 budget request at \$1,186.5M Net and \$1,361.5M Gross (Min. No. P2023-1219-2.2 refers). Subsequently, City Council, at its February 14, 2024 meeting, approved the Service's 2024 operating budget at \$1,173.9M Net, a reduction of \$12.6M from the Board approved budget. The net budget reduction was then reallocated back to the Service by a Council approved motion allocating the funding from the Budget Bridging & Balancing Reserve. This resulted in the same available gross funding as the Board approved budget.

Table 3 summarizes the proposed budget by major category. Year-over-year changes in the budget are explained below.

**Table 3: Summary of Net Budget Request by Category**

Category	2024 Budget \$Ms	2025 Request \$Ms	\$ Change over 2024 Budget Category	% Change Over 2024 Budget Category
A. Salary Requirements	\$899.6	\$938.4	\$38.8	4.3%
B. Premium Pay	\$59.0	\$61.2	\$2.2	3.7%
C. Statutory Deductions & Benefits	\$277.4	\$287.3	\$9.9	3.6%
D. Reserve Contributions	\$13.7	\$13.7	\$0.0	0.0%
E. Other Expenditures	\$111.7	\$117.5	\$5.7	5.1%
<b>Gross Expenditures</b>	<b>\$1,361.5</b>	<b>\$1,418.2</b>	<b>\$56.7</b>	<b>4.2%</b>
F. Revenues	(\$187.6)	(\$198.0)	(\$10.5)	5.6%
<b>Net Expenditures</b>	<b>\$1,173.9</b>	<b>\$1,220.1</b>	<b>\$46.2</b>	<b>3.9%</b>

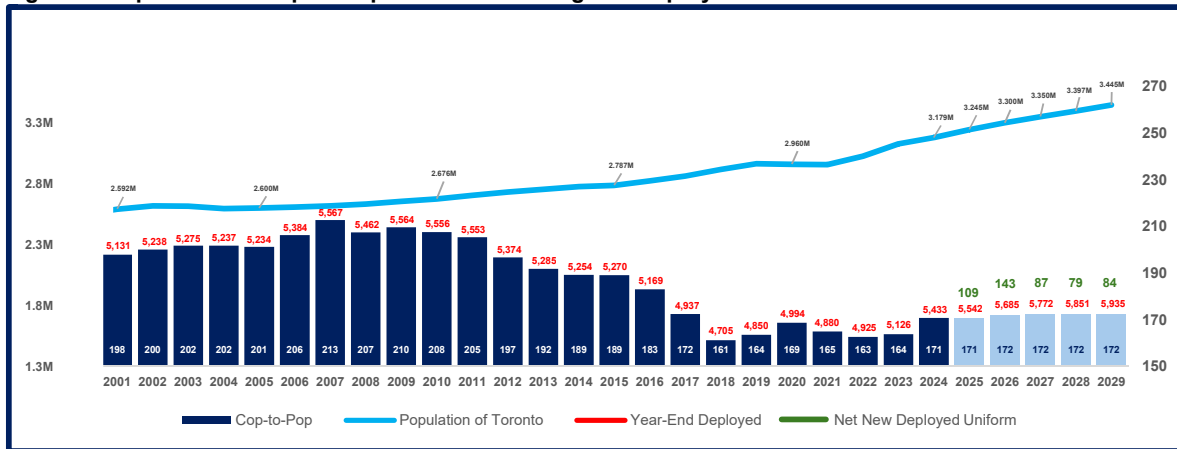
*Note: numbers may not add up precisely due to rounding.*

*To compare Table 3 with Table 1, parts D and E of Table 3 must be combined to calculate the total Other Expenditures, as shown on Table 1.*

## The Multi-Year Hiring Plan

The Board adopted a motion for a five-year hiring plan at its meeting of November 12, 2024, that will result in the increase of 109 net new officers deployed by the end of 2025 (Min. No. P2024-1112-4.0 refers). Over the course of five years, a total of 502 net new officers are projected to be hired, increasing the number of officers from 5,433 in 2024 to 5,935 officers by 2029.

**Figure 5: Population vs Cop-to-Pop vs Year-End Budgeted Deployment**



Sources:  
 2000-2022 population sourced from Statistics Canada. Table 35100077.  
 2020 population data is not available from Statistics Canada – average of years 2019 and 2021 was used for 2020 data.  
 2023-2029 population sourced from Environics Analytics – DemoStats 2024

The first two years of the plan commit to hiring up to the current provincial training allocation (4 classes of 90 cadets) per year. In the subsequent three years, the Board has agreed, in principle, to continue hiring to maintain the year-end 2026 cop-to-pop ratio (number of police officers per 100,000 residents) as a minimum. Improvements to the ratio beyond 2026 would be contingent on available funding through intergovernmental discussions with both the Provincial and Federal government. The hiring plan provides flexibility for the Service to allocate personnel where they are most needed to address core service delivery gaps. It is still expected that resource reallocation may still be required annually as the Service continues to address the most pressing and urgent issues and priorities and continues to improve its service delivery models. Figure 5 provides the multi-year hiring plan with the number of officers by year-end over the next five years.

It should be noted that the hiring plan does not include any net new civilian positions. New civilian positions will be addressed annually as part of each budget process.

## A. Salary Requirements (\$938.4M)

The total salary requirements for 2025, excluding the impacts of the collective agreement, are \$938.4M, representing an increase of \$38.8M (or 4.3%) compared to the previous year, as outlined in Table 4.

**Table 4: Breakdown of 2025 Salary Requirements**

Category	Change \$Ms
<b>Staffing Strategy for Uniform Members</b>	
2025 Net New Uniform hires (4 Classes of 90 for a net increase of 109 Officers)	\$17.7
Annualized Impact of 2024 Uniform Hiring (hiring, reclassifications, and separations)	\$4.3
2025 Paid Duty Salaries*	\$14.3
<b>Staffing Strategy for Civilian Police Professionals</b>	
Annualized impact of 2024 Civilian hires	\$7.3
Increased gapping assumptions (4%)	(\$3.0)
<b>Net Other Changes</b> (e.g., re-org, new hire benefits reallocation between salaries and benefits, leap year, etc.)	(\$1.8)
<b>Net Expenditures</b>	<b>\$38.8M</b>

*Note: numbers may not add precisely due to rounding*

*\* 2025 Paid Duty salaries are offset by revenue, resulting in a net zero impact on salaries.*

This request does not include the impacts of 2024 and 2025 salary settlements, as no agreements are yet in place as of the writing of this report. The City will include an estimated provision in its corporate accounts until an agreement is finalized.

### Staffing Strategy for Uniform Members

The Staffing Strategy for uniform members includes the impact of anticipated separations and planned hires as well as projected annualized costs and reclassifications of 2024 hires.

- **2025 hires (\$17.7M):** The Service is planning for four cadet intake classes held by the Ontario Police College with 90 recruits per class in March, June, September, and December for a total of 360 cadets.
  - The net increase of 109 officers aims to achieve a uniform position increase from the 2024 budget of 5,433 to 5,542 by December 2025.
  - The 109 new positions will be allocated to the following areas:
    - Priority response, to help meet increased demand and stem further degradation of response times, and to build adequate supervisory levels on the frontline;



- Investigative capacity to improve case closure rates and support judicial processes; and
- N.C.O. expansion of up to four additional neighbourhoods.
- **2024 Annualized impact of Uniform hires and reclassifications and separations (\$4.3M increase):** This includes the prorated annual salaries from the previous year's hires, 2025 projected separations of 210 uniform officers calculated based on actual trends from past years, and reclassification costs. Officers are hired at a recruit salary rate and receive pay increases as they continue to move up through the ranks which is an annual pressure until officers become first-class constables (four-and-a-half-year process from hire date).
- **Paid Duty Salaries (\$14.3M increase):** Paid Duty Salaries refers to extra duty assignments where officers are paid by a third party for security or traffic control services outside their regular working hours. The 2025 Budget request includes increased requirements of paid duty with no net financial impact as these costs are fully recovered through corresponding revenues.

## Staffing Strategy for Civilian Police Professionals

The 2025 budget request does not include net new civilian hires, maintaining the number of civilian positions at the 2024 level of 2,665. The Service will prioritize filling vacancies based on critical needs and operational priorities. Key hiring efforts will continue for communication operators (90), general special constables (45), and parking enforcement officers (60, budgeted separately). Any new positions will be considered strategically, focusing on necessity and urgency, and filled through internal reallocation of existing roles.

- **Annualized impact of 2024 Civilian hires (\$7.3M increase):** This increase reflects the annualized cost of 102 civilian hires in 2024. These positions were budgeted with partial annual salaries in the 2024 budget.
- **Increased gapping assumptions (\$3.0M decrease):** The Service has increased the vacancy rate from 3% in 2024 to 4% in 2024. Any critical staffing gaps will be addressed through a combination of internal resource/vacancy reallocations and if necessary, the use of premium pay.

## Impact of Changes to Organizational Chart

The Service first introduced a new organizational chart in July 2024, with an implementation date of January 2025. The feedback from the Board was to finalize unit level adjustments and to identify any budgetary impacts.

In 2025, the Service plans a reorganization aimed at improving and better aligning the Service with the six service areas outlined in the service-based budgeting model; 9-1-1 Response & Patrol, Investigations & Victim Support, Crime Prevention, Traffic & Parking Enforcement, Events & Protests, and Courts & Prisoner Management. It also seeks to more equitably distribute workload and span of control, effectively facilitate modernization, acknowledge that comprehensive transformation and change are often

enabled by technology, and better balance decision-making. Additionally, it aims to connect members and leaders in pursuit of organizational goals and to focus on core service delivery and capabilities.

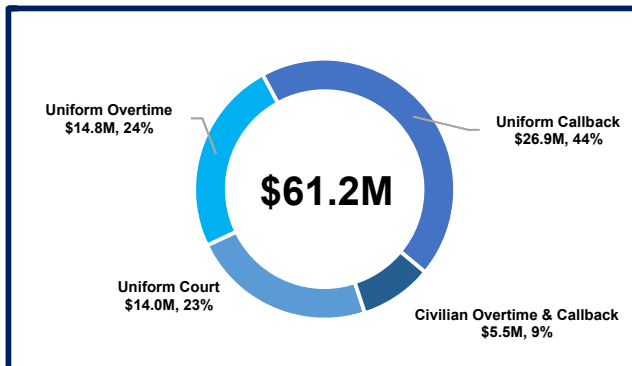
The organizational changes will predominantly be accomplished through the redeployment of various existing resources within the Service. Newly created pillars and units will have a dedicated budget achieved through the redistribution and reprioritization of Service positions and non-salary budgets. To minimize financial impacts, staffing evaluations were conducted to identify roles for repurposing, and non-salary budgets were reviewed for potential reallocations. The reorganization is projected to have a \$250K impact on the 2025 budget, primarily due to salary differences associated with repurposed positions.

Appendix A includes the new organizational chart that this proposed budget is based on.

## B. Premium Pay (\$61.2M)

Premium pay is incurred when staff are required to work beyond their normal assigned hours 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, or call-backs (e.g., when an officer is required to work additional shifts to allow for appropriate staffing levels or for specific initiatives).

Figure 6: Premium Pay Allocation



The total premium pay request for 2025 is \$61.2M, an increase of \$2.2M or 3.7% compared to the previous year. This increase is for additional resources required to support the City's Congestion Management Plan. The corresponding revenue from the City's Transportation Services will fully offset this increase, resulting in no net impact on premium pay. Please note discussions are still underway on how best to address the resource requirements.

Figure 6 provides a breakdown of premium pay for 2025.

The Service's ability to manage significant planned and unplanned events (e.g., demonstrations, emergencies, homicides, and missing persons) partially relies on off-duty officers, which generates premium pay costs. Despite the unfavourable variance of \$30.4M in 2023 and \$40.6M in 2024, the premium pay budget remains unchanged. However, this reliance on premium pay is unsustainable both financially and for officer wellness, as there is a limit to the number of overtime hours staff can work.

As the Service increases permanent staffing levels, the usage of premium pay is expected to be partially curbed. In the interim, meeting growing demands and the lack of surge capacity continues to necessitate the use of premium pay, posing a risk to staying within the budgeted allocation. Premium pay is also driven by factors such as court attendance and overtime incurred at the end of shifts when officers make arrests or need to complete calls for service.

Civilians incur premium pay to address critical workload issues and support provided during special events. Filling civilian vacancies takes longer than anticipated, as most positions are filled through internal promotions, creating cascading impacts and additional vacancies in other areas. While hiring additional staff could reduce overtime costs through improved efficiency and workload distribution, this impact may be offset by increased demand.

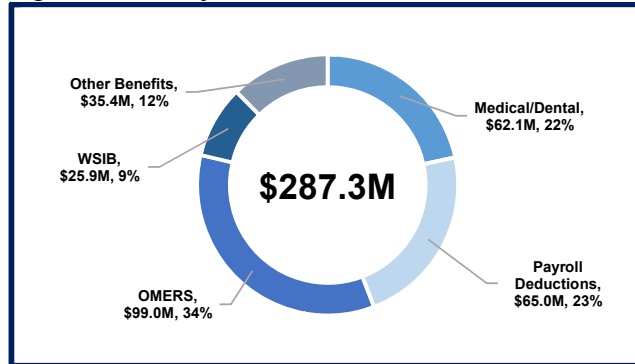
A working group is reviewing premium pay procedures and practices, and early efforts have seen a modest decrease in reliance on premium pay. This work will continue as the Service hires more full-time staff to better balance the use of on-duty and off-duty resources.

## C. Statutory Deductions and Benefits (\$287.3M)

The 2025 budget for statutory payroll deductions and employee benefits expenditures has increased \$9.9M or 3.6% over the 2024 budget for this category. Figure 7 provides a breakdown of the 2025 budget for this category.

Changes in this category include:

Figure 7: Statutory Deductions & Benefits Allocation

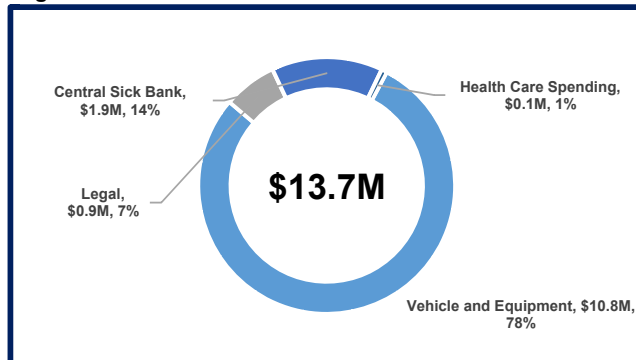


- **Medical/Dental Coverage (\$4.8M increase):** The budget for the Board's benefit plan is based on the cost of drugs and services, dental fee schedules, utilization rates and administration fees. The 2025 budget request considers historical actuals plus an anticipated increase that is below the suggested industry increase.
- **Payroll deductions and Ontario Municipal Employees Retirement System (O.M.E.R.S.) (\$2.6M increase):** All payroll deductions including Employment Insurance (E.I.), Canada Pension Plan (C.P.P.), Employer Health Tax and O.M.E.R.S. (pension) are calculated based on legislated or contractual rates. For 2025, while the C.P.P. contribution rate remains unchanged from 2024 and E.I. rate shows a slight reduction, an increase in maximum pensionable earning raises the employers' contributions. Additionally, Enhanced C.P.P., further increases employer costs.
- **W.S.I.B. costs (\$2.2M increase):** This increase represents a 9.4% increase in this expenditure and is largely influenced by the Supporting Ontario's First Responders Act regarding P.T.S.D. Actual expenditures in this category have been steadily increasing since 2016. The Service has partnered with a third-party organization to help effectively manage W.S.I.B. claims. While the number of new W.S.I.B. claims have decreased to pre-pandemic levels, 90% of the current cost pressure is attributable to active (ongoing and historical) and complex claims.
- **Other Benefits (\$0.3M increase):** This includes various other expenditures such as Sick Pay Gratuity, Central Sick bank, group life insurance, retiree benefits, etc. The \$0.3M increase in this category is based on anticipated expenditures or draws from reserves. Expenditures that are funded by reserves have a net-zero impact on the budget. Costs are related to contributions to reserves as discussed in the next section of this report.

## D. Reserve Contributions (\$13.7M)

The Service contributes to several reserves through provisions in the operating budget. All reserves are established by the City. The City manages the Sick Pay Gratuity Reserve (S.P.G.), while the Service manages the Vehicle & Equipment (V.& E.), Legal, Central Sick Bank, Health Care Spending and Modernization reserves. Figure 8 provides an overview of the 2025 budget for reserve contributions.

Figure 8: Reserve Contributions Allocation



Reserve contributions are assessed and budgeted based on projected future needs to ensure long-term sustainability and are part of affordability measures and long-term financial planning. To limit the Service's 2025 budget request, reserve contributions for 2025 have been maintained at 2024 levels.

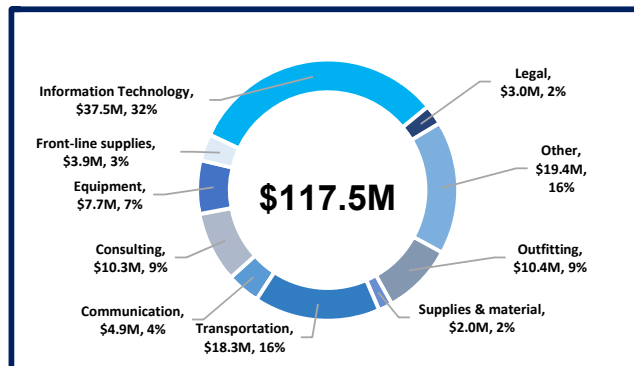
In 2024, reserve contributions were reduced by \$10M for the V.& E. Reserve and \$12.3M for the City-managed S.P.G., placing significant pressure on the V.& E. Reserve. To address this, a funding shift was implemented for 2025 onwards, redirecting some projects historically funded through the reserve to debt financing. This strategy is expected to support the continuation of reduced contributions over the coming years, and is discussed in more detail in the Service's 2025 to 2034 capital budget request. Additionally, based on further discussions with City staff, the Service will no longer be required to contribute to the City-managed S.P.G. Reserve.

In the interest of affordability, there is no change in this budget request. However, the City and the Service have committed to reviewing all reserves together to maintain adequacy of reserve balances and contributions to support future expenditures.

## E. Other Expenditures (\$117.5M)

The 2025 budget for other expenditures has increased by \$5.7M or 5.1% compared to the previous year budget. Included in this category is ammunition for training (mandated by the new C.S.P.A.), fleet and transportation costs, legal expenses, uniform outfitting, operational equipment and supplies and contracted services. Inflationary costs were largely absorbed, and most categories were flat lined or reduced to maintain no increase in overall unit budgets. Figure 9 provides an overview of these expenditures.

Figure 9: Other Expenditures Allocation



The largest increases in this category can be attributed to the following items:

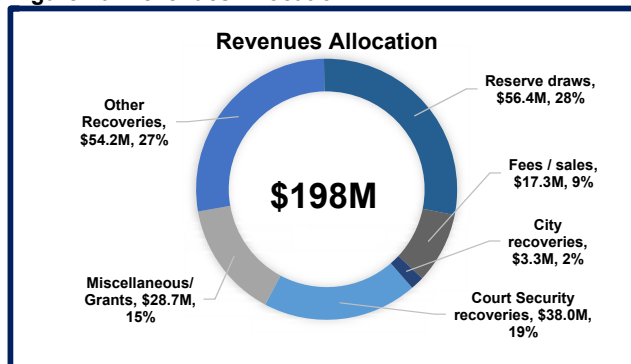
- **Computer maintenance (\$5.1M):** Additional funding is required for computer maintenance in 2025. This increase is driven by contract costs established through competitive procurement and a growing reliance on advanced technology. Factors include enhanced software and systems adoption, cybersecurity needs, legacy system support, scalability to accommodate user growth from new staffing, and rising vendor pricing all of which contribute to technology expenses increasing faster than general inflation.
- **F.I.F.A related costs (\$1.7M):** A total of \$5.1M is budgeted for F.I.F.A. related preparation costs. This includes \$1.7M for materials, supplies, equipment, services, and rents, along with \$3.4M for salaries and benefits, accounted for separately. These costs are fully offset by corresponding revenues, resulting in no net impact on operating expenses.
- **Ammunition (\$1.0M):** This increase is required for ammunition to comply with Ontario Regulation 393/23 under the C.S.P.A. This regulation mandates law enforcement preparedness for active attacker incidents, including maintaining a minimum number of use-of-force options, such as Conducted Energy Devices, and supporting expanded training requirements.
- **Other hiring related costs (\$1.3M):** This includes equipment, training, laptops, phones, subscriptions, licensing, memberships, etc.
- **Various other changes (-\$3.8M):** Several reductions have been implemented such as contracted services.

## F. Revenues (\$198M)

Approximately 86% of the Service's expenditures are funded by City property taxes. The remaining 14% is funded through other sources, shown in Figure 10.

The 2025 budget for revenues has increased by \$10.5M or 5.6% compared to the previous year budget. The primary changes in revenue include the following:

Figure 10: Revenues Allocation



- **Provincial upload for Court Security and Prisoner Transportation (C.S.P.T.) (\$3.4M decrease):** The Province uses an expenditure-based funding model to determine the annual allocations for each municipality based on each municipality's relative share of the total provincial court security and prisoner transportation costs. The total available funding province-wide has remained the same for several years while the Service, which accounts for approximately 33% of the Province's C.S.P.T. costs, has seen funding decrease from \$43.8M in 2022 and 2023 to \$41.4M in 2024 and further to \$38M in 2025, reflecting the Province's updated assessment of expenditures. It should be noted that the Province maintains a fixed pool of funding that is drawn from by many Police services. As more Police services are added to the program, the share of funding that the Service receives is accordingly reduced.
- **Reversal of Special Events Cost Recovery (\$10M decrease):** During the previous year's budget process, the City provided a cost recovery of \$10M to offset the Service's costs relating to providing public safety services at the City's many special events. The \$10M cost recovery has been removed in 2025.
- **Paid Duty- Related Revenues (\$17.4M increase):** The Toronto Police Association (T.P.A.) sets the rates for paid duty officers and these rates increased in 2024. In addition, paid duty-related revenues have increased based on actual post-COVID experience. Of the \$17.4M in paid duty revenue, \$14.3M directly offsets the equivalent salary expenses detailed in the salary section. The remaining increased revenue relates to other paid duty related items such as administration and equipment fees.
- **Congestion Management (\$2.2M):** The Service supported the City with the program through a Traffic Direction Pilot by supplementing the City's traffic agents with 10-13 police officers and/or special constables on weekdays, which provides \$2.2M in revenue. The \$2.2M in revenue offsets with the same increase in Premium Pay, leaving net zero impact overall.
- **Criminal Reference Checks (\$1.4M):** The Service is anticipating an increase in revenues for Criminal Reference Checks as the volume of requests return to pre-pandemic levels.
- **Joint Air Support Unit (J.A.S.U.) Grant (\$0.9M):** The Province has pledged a grant to support the J.A.S.U., enhancing rapid and effective responses to priority events

such as gun-related incidents. This funding will offset the salaries and benefits costs for five officers assigned to the unit.



## Budget Risks

The Service has worked diligently to absorb costs, absorb additional pressures, and manage funding shortfalls through various bridging strategies. These represent \$50M of potential risks and pressures that will be managed throughout the year and reported to the Board through quarterly variance reports.

**C.S.P.A.:** The introduction of the C.S.P.A. included a phased implementation approach. The Service has incorporated some of the known impacts in its operating and capital budgets. This includes \$2.9M in operating budget and \$2.6M for mandatory equipment in the capital budget. However, all costs and impacts are not yet fully known, and some expenses are subject to procurement processes.

**Premium Pay:** The 2025 budget remains at 2024 levels, with overspending approaching \$40M. While additional measures have been put in place to contain premium pay spending, unplanned events including Project Resolute and high workload in the frontline and investigative areas, will continue to rely on some degree of premium pay.

**Benefits & Employee Non-Discretionary Costs:** The Service is facing rising costs in medical, dental, and W.S.I.B. related expenditures. Expenditures for 2024 are trending above budget, and this trend is expected to continue into 2025. While the 2025 budget includes a provision for an increase in these costs, it is uncertain whether this allocation will be sufficient, as this is an area with limited control by the Service.

**Reserve Funds:** In the interest of affordability, there are no requests for additional contributions. However, the City and the Service have committed to jointly reviewing all reserves to ensure the adequacy of reserve balances and contributions for future expenditures.

**Various Non-Salary Expenditures:** Several reductions have been implemented such as computer maintenance, cell phones, gasoline and contracted services. However, these reductions may not be permanent or fully realized.

**Hiring & Vacancy Pace:** Historically, higher vacancy rates have resulted in savings and cost offsets for premium pay. Currently, the actual vacancy rate is 0.8% for uniformed positions and 2.5% for civilian roles, with a budgeted vacancy rate of 4% for civilians. To manage this risk, the Service will strategically prioritize the pace of hiring based on the urgency and criticality of roles, while continuously monitoring premium pay, separations, and non-salary expenses.

## 2026 and 2027 Outlooks

The Service has successfully achieved efficiencies and cost avoidance by implementing alternative service delivery models and focusing on core service delivery. However, to continue providing adequate and effective services, the Service must ensure that deployment levels keep pace with population growth, new legal requirements, and the increased oversight needs of a younger workforce, alongside overall rising service demands. The multi-year hiring plan approved by the Board supports these goals and is reflected in the 2026 and 2027 budget outlooks.

Table 5: 2026 and 2027 Outlooks

Description	2026	2027
<b>Starting Request</b>	<b>\$1,220.1M</b>	<b>\$1,279.6M</b>
Salary requirements and Premium Pay	\$21.5M	\$15.2M
Benefits	\$20.3M	\$12.6M
Reserve Contributions	\$9.5M	\$2.5M
Non-Salary (Other Operating Expenses)	\$50.2M	(\$37.9M)
Revenues	(\$42.0M)	\$65.8M
<b>Total Change</b>	<b>\$59.5M</b>	<b>\$58.2M</b>
<b>Outlook</b>	<b>\$1,279.6M</b>	<b>\$1,337.8M</b>
<b>% Change over Prior Year</b>	<b>4.9%</b>	<b>4.5%</b>

Outlook assumptions for 2026 and 2027:

- **Salary requirements:** At its meeting on November 12, 2024, the Board adopted a motion for a five-year hiring plan which included;
  - 2026: Hiring 143 net new officers, aligned with the current Provincial training allocation of four cadet classes of 90 recruits each, bringing the year-end uniform strength to 5,685.
  - 2027: Hiring 87 net new officers to maintain the 2026 cop-to-pop ratio, resulting in a year-end uniform strength of 5,772.
- **Premium Pay:** There is no increase in 2026 and 2027 for this category. As the Service works to expand its permanent workforce, the dependency on premium pay is anticipated to decrease. However, in the short term, the need to meet increasing operational demands and manage capacity gaps continues to drive the use of premium pay, which poses a challenge in staying within the allocated budget. Factors such as court obligations and overtime from incidents requiring officers to stay beyond their shifts also contribute to premium pay costs. To address this, a dedicated team is evaluating premium pay practices, with early results showing a slight reduction in its usage. This effort will persist as the

Service continues to hire additional full-time personnel, enabling a more efficient balance between on-duty staffing and off-duty assignments.

- **Benefits:** The pressures from benefits and employee non-discretionary costs, as detailed in the Budget Risk section, will persist through 2026 and 2027.
  - O.M.E.R.S. has announced changes to its contribution rates, which will take effect on January 1, 2027. This change will impact the Service by additional contributions of approximately \$4M in 2027.
- **Reserve:** Contributions are assumed to return to required levels to maintain healthy reserve balances.
- **Revenue:** The increase in revenue includes approximately \$51M in F.I.F.A. funding for 2026 and reversal of this in 2027. It also includes the reversal of \$12.6M in bridging funding from the City in 2027, when the first phase of the new Ontario deal with the City concludes.
- **Collective agreements with the T.P.A. and Senior Officers Organization:** The existing collective agreement expired on December 31, 2023, and new collective agreements have not yet been negotiated. No funding is included in the 2026 and 2027 outlooks for the impacts of the next collective agreements and the City will make an estimated provision in its corporate accounts until a settlement is reached.
- **All other items:** The 2026 and 2027 outlooks assume business as usual, reflecting only anticipated inflation or known contractual changes. These projections do not include potential changes, opportunities, or efficiencies that may emerge through ongoing modernization or reform efforts. Additionally, future I.T. related costs that are expected to rise are not included in these estimates. These operating impacts largely stem from the capital program and could be related to digital transformation initiatives, licensing and software costs, new hardware and equipment, cloud and network infrastructure, maintenance and support as well as training and development.

The outlook will also be influenced by continuing to pursue opportunities to redirect work, introduce new ways of working through technology, collaborating with partners to reduce the demand for policing services and capitalizing on cost recovery or inter-governmental partnerships.

The Service continually evaluates operational needs and resource requirements for each upcoming year. In preparation for the 2026 budget, the Service is committed to reviewing operational requirements, reviewing service delivery areas to responsibly meet adequacy standards, and attempt to balance the City's affordability and sustainability objectives.

# Equity Impacts

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## What We Heard From Residents

Public consultations are an important component of the Service's modernized approach to budget development. The information gathered is critical in helping the Service gauge an understanding of the level of service the public expects. In turn, the allocation of our resources and budget reflects priorities informed through this feedback.

Opportunities to inform the Service's priority and resource allocation are available through several channels:

- Regularly scheduled Board Meetings where the Service's variance reports are discussed quarterly and the multi-year hiring plan was discussed on a number of occasions throughout the year;
- City council and City standing committee meetings
- Toronto Police Service Budget website [Budget- Toronto Police Service](#) and email [yourtpsbudget@torontopolice.on.ca](mailto:yourtpsbudget@torontopolice.on.ca)
- City-led consultation process which was conducted via a survey and community town halls in October 2024
- Community survey conducted by a third-party organization engaged by the Service

The Service-led community survey was conducted through July and August 2024, with goals to:

- obtain meaningful and measurable feedback, to inform Service priorities and the 2025 budget process;
- build a consultation process that was statistically significant and was representative of the socio-demographic diversity of the city; and
- foster public interest, education and support in building our priorities by providing an educational component prior to asking questions of the public, to ensure their opinions are informed by facts and data.

A representative sample of 1,500 Toronto residents was engaged through a randomized process. The key highlights, specific to the community survey are as follows:

- 9 out of 10 respondents expressed concern with an 18-minute response time for officers to attend a high priority call, 49% being very or extremely concerned which is a 5 percentage point decrease from 2023 (which was at 22-minutes at the time of survey).
- 92% of respondents showed some level of concern that 90% of 911 calls are not answered within 15 seconds. 57% being very or extremely concerned. This is consistent with 2023 survey findings.

- 85% of respondents indicated that it is important to have a Neighbourhood Community Officer assigned to their community. 51% of which said it was very or extremely important. This is consistent with 2023 survey findings.
- 89% of respondents indicated that it was important for them to be able to report some low priority crimes online while police also continue to respond to calls such as remove an unwanted guest, disputes and conduct wellbeing checks.
- When considering all services:
  - a majority of respondents thought service levels should be increased in the following areas: 9-1-1 Response & Patrol; Investigations & Victim Support; Crime Prevention;
  - most respondents thought the service level for Courts & Prisoner Management; Events & Protests; and Traffic & Parking Enforcement should be maintained (kept the same).

## Impact Analysis

The following equity analysis of the key enhancement areas to the proposed budget for 2025 is based on the City's methodology and definitions.

The allocation of additional resources to enhance **emergency response** service delivery impacts all residents and/or groups the same way, and therefore has a neutral impact.

Moreover, average response times division to division range from 13 minutes to 22 minutes. These times are averages, and are influenced by various factors including units available, deployed strength, drive time and nature of crime/calls for service. The Service will continue to adopt an evidence-based and data driven approach to better inform deployment in order to bridge the gap between divisional response times and create greater consistency in response times. Year over year, augmenting divisions with additional staff has resulted in all divisions seeing response time improvements as noted earlier in this report.

On a case-by-case basis, it would depend on the specific type of crime responded to, and the type of response required, where in some cases may disproportionately impact vulnerable groups. Phase 2 of the Service's Race-Based Data Collection Strategy findings identified that the addition of more officers tending to emergency response may also have a low negative impact for some equity-deserving groups, particularly Indigenous, Black, and other Racialized people. Specifically, it was found that Indigenous women, Black youth, and older Latino people were over-represented in arrests relative to their presence in enforcement actions.

An initial action plan was developed to specifically address the results to eliminate disparities in consultation with our communities; these action items can also be found in the Service-wide Equity Strategy, along with other key actions and work the Service is committing itself to, as we move forward towards the goal of providing fair and equitable policing for all.

Despite Use of Force incidents steadily declining over the last five years, with 2023 having the lowest rate in the last five years, the Service acknowledged the racial disparities found in previous reports and will continue the Race-Based Data Collection Strategy work to explore and uncover the patterns revealed in future releases, so as to develop approaches to address them.

The allocation of additional resources to enhance **investigative areas** affects all residents and/or groups within Toronto, and therefore has a neutral impact. Through building more investigative capacity and exploring ways to drive investigative efficiencies, this will lead to more timely case closure, ease the investigative backlog and support the judicial process.

Within this, there are some areas however that will have a high positive equity impact, such as the Hate Crime Unit. By enhancing the Hate Crime Unit, Black, racialized groups, women, Indigenous groups, immigrants, refugees and undocumented individuals, 2SLGBTQI+ residents, and Muslim and Jewish communities will be among those groups that will be positively impacted, especially as the Service works to address and get ahead of the rising trends in hate crimes. A hate motivated crime not only victimizes the individual, it also victimizes the entire group the person belongs to, resulting in the increased isolation, stress, and vulnerability of that particular group. Currently, the City is experiencing a 42% increase in reported hate crimes, with geo-political events believed to be one of the contributing factors. A timely and effective police response will have a positive and lasting influence on the relationship between police and vulnerable communities.

Another area that will have a medium positive equity impact is through the Community Partnerships and Engagement Unit's Downtown Community Outreach Response and Engagement (C.O.R.E.) Team; a one-year pilot program to support vulnerable people, as well as other residents, visitors and businesses in the Yonge and Dundas area. Designed to address the complex health, mental health, substance use and housing needs of vulnerable individuals in this area, the C.O.R.E. team will provide proactive support to improve access to health and social services by way of trauma-informed practices, harm reduction approaches and healing-centred engagement.

The increase in staffing for **Neighbourhood Community Officers** (N.C.O.s) will have a high positive equity impact and will benefit a wide range of groups including Indigenous peoples, immigrants, refugees and undocumented individuals, women, 2SLGBTQI+, persons with disabilities, Black and racialized groups, and vulnerable youth and seniors. The N.C.O. program deploys officers into neighbourhoods that overlap with the City of Toronto Neighbourhood Improvement Areas in the Toronto Strong Neighbourhoods Strategy. N.C.O.s are integral in supporting neighbourhoods – this includes addressing community concerns, providing community referrals, developing youth programs, and fostering trust between the communities and police. Enhancing N.C.O.s is part of the Service's investment in Crime Prevention, Community Partnerships, supporting victims

of crime, and augments current initiatives with M.C.I.T, crisis call diversion, F.O.C.U.S. and Safe T.O.

In addition to the equity impacts of the service delivery changes noted above, the Service continues to invest in key initiatives that focus on building relationships with communities and creating an equitable internal workplace culture. The Service recently published its very own Equity Strategy: *The Road to Creating an Inclusive Workplace and Fairness in Community Safety*, which is built on expert insights, findings and recommendations in response to many significant events, trends and studies over the last decade in addition to the ongoing work the Service has been engaged in to advance equity, inclusion and human rights. It represents the Service's commitment to do the work needed, and to create transparency and be accountable for driving systemic change that results in fair and unbiased policing which builds and nurtures an equitable, supportive and inclusive space for all. Measuring progress towards the Service's equity-related goals, learning throughout the implementation process, and making adjustments informed by these learnings, will be key to the Strategy's success over the next several years.

Internally, this budget continues to dedicate resources towards important equity work such as the implementation of the Equity Strategy, race-based data collection, analysis and public reporting; gender diverse and trans inclusion initiative; creating a healthy and respectful workplace; delivering training specific to equity, inclusion and human rights; and building a diverse workforce that reflects the city. This budget also supports the community-centric programming and relationship building efforts led by the Service's Community Partnerships and Engagement Unit.

Recommendations from the Toronto Police Service Board, the Auditor General, and independent judicial reviews call for a change in policing processes and the use of supporting technology. The success of strategic change depends on how well the voices and perspectives of diverse communities are heard. The Service aims to foster trust with communities and address barriers to community participation through the use of technology, which include access to policing services, improved reporting of crime, collection of digital evidence, and providing support to victims and survivors of crime. Digital literacy and access to technology continue to be barriers for seniors, low-income, and newcomer equity-deserving groups. The Service will continue to take on more proactive approaches to call diversion and community engagement, including the delivery of digital services in multiple languages, accessible and alternate formats of interacting with police, and partnering with culturally specific agencies that foster relationship-building between police and communities.

# Relevant Board Policies and Compliance

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This report is in compliance with the Board's Budget Transparency Policy, approved on July 29, 2021 under Board Minute P2021-0729-3.0.

All budget materials will be available on the Service's Budget Website: [Budget- Toronto Police Service](#).

## Conclusion

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The Toronto Police Service's 2025 Operating Budget request is \$1,220.1M (\$1,418.2M gross), which is \$46.2M or 3.9% over the 2024 approved budget.

Included in this budget is the continuation of a multi-year hiring plan that allows the Service to address core service delivery including frontline and investigative capacity as well as an expansion of the Neighbourhood Community Officer program. This budget allows the Service to continue its commitment towards police reform, modernization, and organizational wellbeing, while working towards achieving a community safety and wellbeing vision.

This budget was achievable through several cost containment, cost recovery, and bridging mechanisms. Service and City staff continue to work collaboratively to identify all potential options to relieve funding requirements for the Service without impacting its operational plans. The Service also looks forward to participating in City-led discussions with other levels of government to secure permanent longer-term sustainable funding support.

Chief Administrative Officer Svina Dhaliwal and Manager of Financial Planning and Analysis, Makda Gheysar 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

### **Attachments:**

2025 Organizational Chart; remove if none



# 2025 Proposed Organizational Chart



Office of the Toronto Police Service Board

Chief of Police

Disciplinary Hearings Office

Corporate Communications Director

Office of the Chief

General Counsel, Counsel to the Chief

Legal Services

Discipline Prosecutions

Professionalism & Accountability Supt.

Professional Standards

Audit & Quality Assurance

Respectful Workplace

Risk Mitigation & Recognition

Awards & Recognition

Early Intervention & Risk Analysis

Corporate Services Command Chief Administrative Officer

Finance & Business Management Director

Accounting Services

Financial Planning & Analysis

Facilities Management

Fleet & Materials Management

Procurement Services

People & Culture Director

Labour Relations

People Strategy & Performance

Talent Acquisition

Toronto Police College

Wellness

People Services & Workforce Insights

Information Management Director

Analytics & Innovation

Records Management Services

Information Privacy & Security

Data Management

Information Technology Services Director

IT Risk Management

Infrastructure Services

Client Technology Services

Business Applications

Policing Applications

Project Management Office

Technology & Transformation Command Chief Transformation Officer

Strategy & Transformation Supt.

Strategic Planning & Governance

Strategic Projects

Equity, Inclusion & Human Rights

Community Safety Command Deputy Chief

West Field Command Supt.

11 Division

12 Division

14 Division

22 Division

23 Division

31 Division

31 Division

32 Division

East Field Command Supt.

District 1, 1, 33

32 Division

33 Division

35 Division

41 Division

42 Division

43 Division

Specialized Operations Command Deputy Chief

Public Safety Operations Supt.

Emergency Management & Public Order

Public Safety Planning

Mounted

Specialized Emergency Response

Emergency Task Force

Marine

Police Dog Services

Public Safety Response Team

Detective Operations Supt.

Organized Crime Enforcement

Integrated Gun & Gang Task Force

Drug Squad

Financial Crimes

Procs. BODS, Ball & Peltre, Cognitive Squad

Specialized Criminal Investigations

Sex Crimes

Homicide and Missing Persons

Hold-up

Investigative Support Supt.

Intelligence Services

Property & Evidence Management

Forensic Identification Services

Court Services

Investigative Standardization

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## PUBLIC REPORT

**December 12, 2024**

To: Chair and Members  
Toronto Police Services Board

From: Myron Demkiw  
Chief of Police

**Subject: Toronto Police Service 2025-2034 Capital Program Request**

Purpose: ☐ Information Purposes Only ☒ Seeking Decision

Recommendation(s):

It is recommended that the Toronto Police Service Board (Board):

- (1) approve the Toronto Police Service's (Service) 2025-2034 Capital Program at a 2025 debt request of \$81.4 Million (M) and gross amount of \$104.6M (excluding cash flow carry forwards from 2024), and a total of \$867.5M debt and \$1,097.3M gross for the 10-year program, as detailed in Attachment A; and
- (2) 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:

The Service's Capital Program requirements are funded from various sources. The Service utilizes funding from the Vehicle and Equipment Reserve (V.&E. Reserve), funded through the Service's operating budget, and Development Charges (D.C.s) revenue, funded through D.C.s paid by developers to help fund the cost of infrastructure related to new developments, as well as other funding sources such as Provincial grants. City-issued debt is then used to fund the remainder of the program.

### TORONTO POLICE SERVICES BOARD

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In 2024, the contribution to the V.&E. Reserve was reduced by \$10M, placing significant pressure on this reserve. To address this shortfall for 2025-2034, a funding shift was proposed in collaboration with City staff to alleviate growing pressures on the V.&E. Reserve. As a result, some projects that were historically funded through the V.&E. Reserve will now be financed through debt. For details on the specific projects selected for debt funding from 2025 onward, please refer to the Projects in Progress section.

In developing the Service's budget, this constraint was addressed while also considering the Service's capital needs and value these investments provided. Cash flow forecasts were assessed in the context of project readiness, previous years' spending rate, and affordability. Additionally, available D.C. funding was maximized and anticipated grant funding from the Province was taken into consideration.

**Table 1: Summary of the 2025-2034 Capital Program Request (000's)**

Projects	2025	2026	2027	2028	2029	2025-2029 Request	Total 2030- 2034	Total 2025- 2034	% to total
Projects in Progress	81,012	75,764	78,028	85,160	98,491	418,454	259,008	677,462	62%
Upcoming Projects	9,951	17,164	12,849	4,413	11,932	56,310	228,381	284,691	26%
Vehicle and Equipment Life cycle Replacement Projects	13,676	12,773	12,282	11,902	11,117	61,750	73,423	135,173	12%
<b>Total Gross Projects</b>	<b>104,639</b>	<b>105,701</b>	<b>103,159</b>	<b>101,475</b>	<b>121,539</b>	<b>536,514</b>	<b>560,812</b>	<b>1,097,326</b>	<b>100%</b>
Vehicle and Equipment Reserve Funding	14,486	12,573	9,322	11,702	11,027	59,110	73,423	132,533	12%
Other Source of Funding	935	0	0	0	0	935	0	935	0%
Development Charges	7,823	7,484	14,790	12,995	34,256	77,348	19,012	96,360	9%
<b>Total Debt Funding Request</b>	<b>81,394</b>	<b>85,644</b>	<b>79,047</b>	<b>76,778</b>	<b>76,256</b>	<b>399,120</b>	<b>468,377</b>	<b>867,497</b>	<b>79%</b>

Note: This table excludes carry forwards. Due to rounding, numbers presented may not add up precisely.

Debt funding is the primary source of funding for the 10-year capital program, making up 79% of total capital funding. The remainder of the capital program is funded from V.&E. Reserve (12%), D.C. funding (9%), and provincial grants (less than 1%).

## Summary:

The purpose of this report is to obtain Board approval of the Service's 2025-2034 Capital Program request.

Attachment A of this report provides a summary of the total request and a detailed list of ongoing and upcoming projects. Attachment B provides a detailed listing of Vehicle and Equipment lifecycle replacement projects. Attachment C provides a summary of the operating impact of projects included in the 2025-2034 program.

The 2025-2034 Capital Program has a 2025 debt request of \$81.4M and gross amount of \$104.6M (excluding cash flow carry forwards from 2024), and a total of \$867.5M debt and \$1,097.3M gross for the ten-year period.

The previously approved 2024–2033 program had included a gross request of \$96.8M for 2025. In the updated 2025–2034 capital program, this request has risen by \$7.8M. Detailed explanations for this increase are provided for each project within the program.

The 9-year capital program (2025–2033) is projected to increase by \$304.4M at the gross level. Some of the most significant increases are highlighted below and are explained in detail in their respective sections:

*Facilities:*

- The estimated costs for the new buildings at 54 and 55 Divisions increased by \$123.2M due to the de-amalgamation, resulting in the construction of two separate buildings instead of a single consolidated facility.
- The estimated cost for the new building at 13 Division increased by \$64.0M, based on the latest construction cost estimates.
- The Communication Centre 9th Floor Renovation (\$12.3M) and the Forensic Identification Services (F.I.S.) building Heating, Ventilation, and Air Conditioning (H.V.A.C.) Lifecycle Replacement (\$5.6M) aim to enhancing operational flexibility and address the facility's aging infrastructure.

*Information Technology (I.T.) and equipment:*

- Increased investment in I.T. and Information Management such as the Platform and Transformation (P.&T.) program (\$8.7M)
- Increase costs of projects in progress such as Infrastructure Lifecycle Replacement (\$27.8M), Body Worn Camera Lifecycle Replacement (\$7M), Connected/Mobile Officer Lifecycle Replacement (\$7M), and Uninterrupted Power Supply Lifecycle Replacement (\$5.3M) to meet the Service's evolving operational needs.

*Vehicle and Equipment*

- Vehicle and equipment lifecycle replacement costs increased by \$17.9M, due to the Service's multi-year hiring plan. This increase covers the lifecycle of additional marked and unmarked vehicles required to support the growing number of deployed officers as well as inflationary adjustments.
- Purchase of net new vehicles and operational equipment (\$17.3M) to support the deployment of new hires based on the multi-year hiring plan. It also includes additional radios and other essential equipment to comply with the Community Safety and Policing Act (C.S.P.A.) requirements.

## Discussion:











### *Relevant Board Policies and Compliance*

This report complies with the Board's Budget Transparency Policy, approved on July 29, 2021 under Board Minute P2021-0729-3.0.

## Background

Capital projects inherently demand substantial one-time financial investments and ongoing costs but they provide long-term organizational benefits and impacts. As shown in Figure 1, the 2025-2034 capital plan will address improvements or replacements to aging infrastructure, updates to the core operational systems, and lifecycle of vehicle and equipment. It also enables the Service's maintenance and modernization efforts by funding the following types of requirements.

Figure 1 – Types of Requirements (Excludes carry forward)

<b>\$1097.3 Gross - \$867.5M Debt</b>				
				
<b>Facilities</b>	<b>Information Technology</b>	<b>Vehicles</b>	<b>Communication</b>	<b>Equipment</b>
\$434.2	\$135.3	\$160.6	\$43.3	\$324.0
40%	12%	15%	4%	30%
54 Division 	N.G.911**	Vehicle Replacement	Radio Replacement	IT Infrastructure
55 Division 	New R.M.S. System***			Body Worn Camera
41 Division 	Mobile Workstations			Connected/Mobile Officer
13 Division 	Workstations, Laptops, Printers			Furniture
S.O.G.R.	IT Storage Growth			
<small>  - Project supports Climate Resiliency and/or Greenhouse Gas (GHG) Reduction*            *S.O.G.R. - State of Good Repair, **N.G.911 - Next Generation 911, *** New Records Management System            Note: Due to rounding, numbers presented may not add up precisely.         </small>				

It is important to highlight that the multi-year hiring plan will have capital implications as the Service scales to accommodate increased staffing. Examples of capital impacts include the purchase of additional personally issued equipment, software licenses, vehicles and associated equipment for vehicle fit-up, and potential renovations to office spaces to accommodate additional desks and locker space. It is essential that the capital plan considers this growth, maintenance and lifecycle replacement needs.

### *Facilities (\$434.2M):*

The Service is developing a long-term facility plan with the objective of enhancing operational flexibility, addressing aging facility infrastructure, and optimizing resources use.

To support this effort, the Service engaged a consultant to develop a strategic building and office/operational space optimization program. This program assesses current space utilization and forecasts the Service's short and long-term

requirements with respect to its current building portfolio. The result of this study is expected to be available by mid-2025 and the facility-related capital program will be updated in future years to reflect its recommendations.

*Information Technology (I.T.) (\$135.3M):*

The Service is seeing an increased pace in investments in I.T. and Information Management (I.M.). This builds on foundational activities such as the successful rationalization program, the initiation of the Platform & Transformation (P.&T.) program, and the investment in a new Records Management system (R.M.S.), which will generate operational benefits more directly and quickly. The benefits of these investments will have far-reaching impacts for policing and the community. Some examples of benefits include the following:

- Eliminate costly and manual processes (New R.M.S. and P.T. Program);
- Increase accessibility, accountability, and transparency (New R.M.S. and P.&T. Program);
- Improve information and data management;
- Expand opportunities for enhanced community engagement (P.&T. Program);
- Modernize data storage to manage costs (through cost avoidance) and create value-added capabilities to our data storage infrastructure; and
- Create greater operational capacity and flexibility to accommodate growth and emerging priorities (New R.M.S. and P.&T. Program) and eliminate costly and manual processes;
- Various modernization initiatives are under review such as:
  - A review of the technology used in vehicles with Mobile Work Stations (M.W.S.) is underway to reduce system complexity and enable smartphone integration to replace the computing portion of the M.W.S. The new In-Car Camera and Automated License Plate Recognition (I.C.C./A.L.P.R.) system from Axon has already reduced dependency on some of the legacy systems. Future updates are planned to further integrate smartphone devices for controlling the I.C.C./A.L.P.R. systems.
  - The next lifecycle of radio equipment will feature key new enhancements, such as the ability to operate over commercial cellular networks, improved range, and increased reliability. Some radios also have computer capabilities, allowing for limited application use. Future models and capabilities that may better align with our needs are currently being explored, as the existing models are not optimal for current needs.
  - Smartphone and computer applications now allow radio system access without traditional radios, reducing costs per user and extending access to

partners like 2-1-1 (connects callers to critical social and community supports). However, the lack of a public safety-grade commercial cellular network limits broader adoption, and the Service continues to lobby for such a network at the federal and provincial levels.

While the Service has taken steps to create efficiencies, the amount of equipment that must be replaced continues to increase and the annual reserve contributions are inadequate to meet the Service's vehicle and equipment requirements. As a result, six projects that were historically funded through the V.&E. Reserve will now be financed through debt. The Service also continues to review planned expenditures for all projects to address future pressures and explore other options (e.g., utilization of the cloud) for more efficient and potentially less costly data storage.

*Vehicles (\$160.6M):*

The Service maintains a fleet of 2,240 vehicles, comprised of marked, unmarked, and special-purpose vehicles, as well as boats and bicycles, supporting both Service and Parking Enforcement operations. Vehicles are replaced according to predetermined schedule based on their estimated useful life. This request also considers additional vehicle requirements aligned with the multi-year hiring plan.

*Communication (\$43.3M):*

The radio lifecycle replacement project provides for the replacement of 4,815 radios as part of the 10-year replacement program. Additionally, to comply with the Community Safety and Policing Act (C.S.P.A.) requirements, the Service will be acquiring 316 radios in 2025 bringing the total inventory to 5,131 radios. Furthermore, additional radios will be required to support the net new officers aligned with the multi-year hiring plan.

*Equipment (\$324M):*

This category addresses specialized equipment projects such as I.T Infrastructure, Body Worn Cameras (B.W.C.), Connected/Mobile Officer and Furniture.

***Climate Change Lens for Capital Projects***

The Service has a few projects that support City-wide climate change objectives as follows:

- Hybrids / electric vehicles: Hybrids / electric vehicles offer increased value in terms of operational efficiency, fuel savings, and carbon reduction. For 2025, the Service aims to purchase 116 hybrid vehicles, 13 plug-in hybrid vehicles, and 2 Ford Explorer hybrid vehicles. The vendor is optimistic that they will be able to deliver all hybrid vehicle orders in 2025. Long-term reliability, maintenance, and repair costs of hybrid vehicles have yet to be evaluated as the vehicles are still relatively new to the market. The Service tested one fully



electric vehicle to determine its suitability for policing. Initial results indicated some success, but its versatility for the Service remains under review.

- Light Emitting Diode (L.E.D.) lighting: The Service has installed L.E.D. lighting in various facilities which has resulted in electricity cost savings as well.
- Net Zero Emission – Net Zero by 2040 initiative: This strategy aims to reduce greenhouse gas (G.H.G.) emissions in Toronto by 2040. Establishing the trajectory needed to reach net zero emissions requires a significant level of investment for all new buildings. The Service is currently constructing a new 41 Division and has been modifying and value-engineering the building's design to achieve net zero emissions. The aim is for all future new builds to comply with Toronto's Green Standards, which focus on climate change mitigation or adaptation, energy or water efficiency, renewable or alternative energy, air quality, green infrastructure, and other environmental, climate, and energy planning efforts.

### ***Development of Cost Estimates, Timing of Projects, Spending Rate, and Funding Strategy***

The capital program is developed through a comprehensive process to ensure projects are accurately costed, appropriately timed, and efficiently executed.

The Service incorporates all known factors related to project costs to develop accurate estimates, which are reflected in the 2025-2034 Capital Program. However, despite thorough planning and project management, assumptions may evolve as new information becomes available, potentially affecting costs and schedules.

In 2024, the Service added more project management oversight to capital projects, and this resulted in improved delivery and a high spend rate. The Service remains committed to good governance and oversight, adapting and managing these changes to ensure successful project delivery.

### ***Major Projects Accomplishments in 2024***

Major project accomplishments in 2024 include:

- Next Generation 9-1-1 (N.G.9-1-1) - The first phase of this project was completed in July 2024 and included the implementation of the new technology provided by Solacom, and the renovation of the training room centre. The second phase focuses on the transition to Internet Protocol (IP) technology to enhance 9-1-1 capabilities, improving how the public interacts with emergency services, and how responders communicate with one another. This phase is expected to be completed by the Quarter 1 (Q1) 2025.
- New Records Management System (R.M.S.) - Build 1 of the Service's Niche R.M.S. was completed in September 2024. The project team has conducted several engagement sessions within the Service to showcase the system's

value and potential benefits. Additionally, a project website has been launched for the Service's internal staff, providing key information about the system, including demonstration videos to familiarize them with these features and functionalities.

- Mobile Command Centre - The new Mobile Command Vehicle went through final inspection and delivery acceptance in July 2024. Decaling was completed in August 2024, followed by training for key personnel in September 2024. At the time of writing this report, it is anticipated that the vehicle will be fully operational to respond to operational requirements by the end of 2024.
- Significant milestones have been achieved on other in-progress projects such as 41 Division construction. For details on these projects, please refer to the Projects in Progress section of this report.
- Various projects in State of Good Repair (S.O.G.R.) such as repairs/replacement of overhead doors and gates, replacement of flooring and other emergency repairs was completed. These efforts contributed to a reduction in the S.O.G.R. backlog.
- Various lifecycle replacement projects are completed. These projects include the replacement of vehicles, computers, laptops, printers, furniture and lockers.

#### **2025-2034 Capital Program Request:**

The 2025-2034 Capital Program is segregated into five categories for presentation purposes:

- A. Projects in Progress
- B. Upcoming Projects
- C. Vehicle and Equipment Lifecycle Replacement Projects
- D. Operating Impact from Capital
- E. Potential Projects Outside of the Capital Program Request

### **A. Projects in Progress**

There are 20 projects in this category, including those with carry forward funding only, that will continue in 2025. Please refer to Table 2 below, followed by project summaries for the major projects.

It should be noted that previously projects funded under V.&E. Reserve were grouped together. However, as some projects that were historically funded through the V.&E. Reserve will now be financed through debt, they will now appear under this category. These projects are:

- Vehicle and Equipment
- Workstation, Laptop, Printer - Lifecycle plan
- Infrastructure Lifecycle
- Mobile Workstations
- Furniture & small furniture Lifecycle Replacement
- Small Equipment (e.g. telephone handset)

**Table 2: Projects in Progress (\$000's)**

Projects	Budget to end of 2024	2025	2026	2027	2028	2029	2025-2029 Request	Total 2030-2034	Total 2025-2034	Total Project Cost
Projects in Progress	160,023	81,012	75,764	78,028	85,160	98,491	418,454	259,008	677,462	837,486

Note: This table excludes carry forwards. Due to rounding, numbers presented may not add up precisely.

### **State of Good Repair (S.O.G.R.)**

<b>Category:</b>	Facilities	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	On-going
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	On-going

#### **Project Description:**

This project includes ongoing funding for the S.O.G.R. facility requirements that are the responsibility of the Service as well as funding to enhance existing technological assets. S.O.G.R. funds are used to maintain the general condition, overall safety and requirements of existing Service buildings. Funding is also used for technology upgrades to optimize service delivery and increase efficiencies.

#### **Project Summary:**

Planned use of these funds will be aligned with the future vision for Service facilities, prioritizing projects in the existing backlog that will remain unaffected by the ongoing planning for the future of the Service's facilities footprint. Examples of the work schedule for 2025 are Police Dog Services kennel renovation, Mounted Unit renovation, flooring replacements, Marine Unit dock replacement, and replacement of overhead doors and gates.

The total project budget, compared to the 2024-2033 approved project, has increased by \$1.0M for year 2025. This increase is attributed to the funding requirement for the larger horse stable renovations and additional contracted services required for technology upgrades in 2025.

*Project Funding Breakdown:*

State of Good Repair (S.O.G.R.) (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	Ongoing	5,400	4,400	4,400	4,400	4,400	22,000	45,000
Impact on Operating Budget		0	0	0	0	0	0	0

**54 Division - Long Term Facility Plan**

<b>Category:</b>	Facilities	<b>Funding Source:</b>	Debt , D.C. funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2017
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2029

*Project Description:*

This project originally initiated to amalgamate 54 Division (41 Cranfield Road, built in 1951) and 55 Division (101 Coxwell Avenue, built in 1972) into one consolidated facility as recommended by the Transformational Task Force. The proposed site for this amalgamation was the former Toronto Transit Commission (T.T.C.) Danforth garage at 1627 Danforth Avenue. However, in 2022, the project was paused to evaluate alternative approaches that better address the operational needs of a growing city. Maintaining two geographically separate divisions was identified as a strategy to enhance service delivery and accommodate future growth.

*Project Summary:*

The Service has been collaborating with Create.T.O. to explore viable alternative locations for new facilities. This process has been challenging due to the limited availability of sites that meet the required size and location criteria.

The 2025 capital program has been revised to reflect the de-amalgamation of 54 and 55 Divisions, along with updated construction cost estimates. For 54 Division, the estimated budget has been updated to \$103M based on a study prepared by Stantec Architecture Limited and accounted for inflationary increases. Any further changes to funding requirements will be addressed in future capital program submissions. The 55 Division capital program is discussed in the Upcoming Projects section of this report.

*Project Funding Breakdown:*

54 Division - Long Term Facility Plan (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	1,838	133	4,084	19,239	37,374	40,254	0	102,922
Impact on Operating Budget		0	0	0	0	0	0	0

**41 Division - Long Term Facility Plan**

<b>Category:</b>	Facilities	<b>Funding Source:</b>	Debt, D.C. funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2018
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2026

*Project Description:*

This project provides funding for a new 41 Division facility. The phased construction and demolition approach for a new building on the existing 41 Division site will provide the Service with a new facility at the corner of Birchmount and Eglinton avenues, an optimal, easily accessible site with ample area for future expansion. The new division will provide a modern, efficient workspace for the Service, serving the community for decades to come. The new 41 Division will be the first Net Zero Emission building in the Service's asset base and the first of its kind in Ontario. During construction, personnel continue to occupy a portion of the existing building as well as neighbouring Divisions, as required, to allow for uninterrupted business operations.

*Project Summary:*

This project is well into the construction phase and all tendering of sub-trades has been completed. As of September 30, 2024, Phase 1 (South Building) occupancy is targeted for completion in Q1 2025, with Phase 2 (North Building) occupancy expected by Q4 2026.

The total project budget, compared to the 2024-2033 approved project, is estimated to remain unchanged at \$85.6M. Efforts have been made to accommodate both the Construction Manager's (Eastern Construction Company Limited) cash flow projections and the City's request to reduce capital funding requirements wherever possible. The Service will continue to monitor this project closely and provide regular updates to the Board on any significant developments through the quarterly capital variance reporting process.

*Project Funding Breakdown:*

41 Division - Long Term Facility Plan (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	58,748	14,580	12,247	0	0	0	0	85,575
Impact on Operating Budget		0	0	0	0	0	0	0

### ***Radio Replacement***

Category:	Communication	Funding Source:	Debt, D.C. funding
Project Type:	In Progress	Start Year:	2016
Classification:	S.O.G.R.	Estimated End:	On-going

#### ***Project Description:***

The Service's Telecommunications Services Unit (T.S.U.) maintains 4,815 mobile, portable and desktop radio units. Several years ago, the replacement lifecycle of the radios was extended from seven years to ten years. By extending the lifecycle, the Service aimed to optimize resource utilization and minimize financial burdens, ensuring a more sustainable and cost-effective approach to maintaining this essential communication infrastructure.

#### ***Project Summary:***

This project is to maintain the radios, keep them operational, and support asset management processes. The 10-year lifecycle replacement was completed in 2023 and the next lifecycle plan is scheduled to commence in 2027. In Q3 2024, a consultant was engaged to review the system and recommend improvements, efficiencies, technological advancements, and cost-saving measures for incorporation into the next lifecycle plan in 2027.

The total project budget, compared to the 2024-2033 approved project, has increased by \$3.0M, reflecting inflationary increases and updates to radio models. Additionally, the operating budget will be impacted by radio maintenance costs starting in 2027.

#### ***Project Funding Breakdown:***

Radio Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	38,151	0	0	16,000	5,730	7,380	11,614	78,875
Impact on Operating Budget		0	0	150	175	200	1,450	1,975

### ***Automated Fingerprint Identification System (A.F.I.S.) Replacement***

Category:	Equipment	Funding Source:	Debt, D.C. funding
Project Type:	In Progress	Start Year:	2019
Classification:	S.O.G.R.	Estimated End:	On-going

### *Project Description:*

A.F.I.S. is a biometric identification (I.D.) methodology that uses digital imaging technology to obtain, store, and analyse fingerprint data. The system is currently undergoing a lifecycle upgrade scheduled from 2021 to 2025. The next lifecycle is planned for 2029. This strategic approach ensures the ongoing efficiency and relevance of the system, aligning with evolving technological standards and organizational needs.

### *Project Summary:*

A.F.I.S. enables compatibility with external systems, including the Royal Canadian Mounted Police, facilitating electronic communication for real-time identification, fingerprint submissions, searches and criminal record updates. This system is also integrated with other Service systems to, for example, provide real-time confirmation of prisoner identity for Booking Officers and to process requests for background clearance, police reference checks and clearance letter services.

This project has experienced some delays. The vendor is working towards resolving these issues and has updated the project schedule to reflect the delay.

It is anticipated that the final two milestones, Acceptance and Implementation-to-Operational, will be completed by Q2 2025. The vendor continues to progress in aligning their resources with the project's requirements. Efforts are ongoing to balance the resources effectively, ensuring the continued maintenance of the current A.F.I.S. while advancing the implementation of the new solution. This approach ensures that risks are continually assessed and mitigated to maintain the progress of this project.

The total project budget, compared to the 2024-2033 approved project, is anticipated to remain unchanged at \$3.6M.

### *Project Funding Breakdown:*

Automated Fingerprint Identification System (A.F.I.S.) Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	4,285	0	0	0	0	1,285	2,304	7,874
Impact on Operating Budget		0	0	0	0	0	0	0

### **Next Generation (N.G.) 9-1-1**

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	Debt, D.C. funding, Grant funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2019
<b>Classification:</b>	Legislated	<b>Estimated End:</b>	2026

### *Project Description:*

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 are required to upgrade their infrastructure for N.G. 9-1-1 by March 31, 2025 to an Internet Protocol (I.P.) - based platform technology capable of carrying voice, text and other data components. The system is designed to improve the way people request emergency services and how emergency responders communicate with each other. The system will also provide more accurate location information, which will help emergency responders reach people more quickly and efficiently.

### *Project Summary:*

The first phase of this project, which included the implementation of the new technology provided by Solacom, as well as the renovation of the training room centre, was completed in July 2024.

The second phase of the project is now underway, focusing on transitioning to the Internet Protocol (I.P.) and enhancing 9-1-1 capabilities. This phase aims to improve public access to 9-1-1 services and optimize communication among emergency responders. The technological architecture of the solution is being reviewed to ensure alignment with project objectives and support for these critical enhancements. This phase is expected to be completed by the Q1 2025 to comply with the C.R.T.C. deadline of meeting the N.G. 9-1-1 standards.

A comprehensive Privacy Impact Assessments (P.I.A.) for this phase of N.G.9-1-1, is underway and expected to be completed by year-end. Collaboration meetings with the secondary Public Safety Answering Point (P.S.A.P.), which includes Toronto Paramedic Services and Toronto Fire Service, are ongoing, alongside regular meetings with other P.S.A.P.s to coordinate efforts on the N.G.9-1-1 platform.

The timing of core capability deployments will be determined externally by the C.R.T.C., however, major activities are not anticipated until 2026.

Renovations to the 7th and 8th floors of the Communication Centre will take place in 2025 and 2026, upon completion of the second phase of the technical solution.

The total project budget, compared to the 2024-2033 approved project, has increased by \$332,000 due to anticipated costs for an uninterrupted power supply (U.P.S.). Additionally, operating budget impacts are projected to rise from 2026 onwards to account for the ongoing expenses related to the Voice Logging System, cybersecurity measures, dedicated firewalls, and system maintenance and support.



*Project Funding Breakdown:*

Next Generation (N.G.) 9-1-1 (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	10,351	3,932	2,300	0	0	0	0	16,583
Impact on Operating Budget		590	1,279	1,303	1,346	1,353	7,214	13,085

***Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement***

<b>Category:</b>	Equipment	<b>Funding Source:</b>	Debt, D.C. funding
<b>Project Type:</b>	In Progress	<b>Estimated Start:</b>	2022
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	Ongoing

*Project Description:*

This project provides funding for the lifecycle replacement of U.P.S. systems across all Service locations, each of them housing multiple U.P.S. units. The need to maintain telephone operations using a Voice over Internet Protocol (V.o.I.P.) platform has increased the need for extended U.P.S. runtimes, particularly in locations where generators are not available. This initiative extends beyond cost considerations, with a primary focus on improving the resiliency of critical police facility systems. The program will enable the provision of expanded backup for mission critical police facility systems including Closed-Circuit Television (C.C.T.V.) and V.o.I.P. systems, divisional radio systems and security alarm systems.

*Project Summary:*

The Service-wide lifecycle initiative aimed to consolidate all existing U.P.S. systems into a single U.P.S. system per facility has been progressing successfully for the past two years. This consolidation is designed to provide the optimized total cost of ownership over a 10-year lifecycle, while improving technological operations.

In 2024, U.P.S. lifecycle replacements have been completed at 12 and 43 Divisions bringing the total to four Divisions since the start of the program. Planning is underway for two more police division U.P.S. lifecycle replacements in 2025, further expanding power reliability across the Service.

The total project budget, compared to the 2024-2033 approved project, has increased by \$5.3M due to the lifecycle program being expanded to additional locations, inflationary increases and hiring for a Project Manager. There are risks around the installation process as each facility has unique sets of physical space, existing electrical distribution, and age of building. The Service has estimated the project cost as per the latest available information, and it will regularly evaluate the U.P.S. system requirements. Any further changes to funding requirements will be addressed in future capital program submissions.

*Project Funding Breakdown:*

Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	1,602	1,200	1,200	1,200	1,200	1,200	5,300	12,902
Impact on Operating Budget		0	0	0	0	0	0	0

*Information Technology Data Storage Growth*

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	Debt, D.C. funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2023
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	Ongoing

*Project Description:*

This project is a dedicated program to outline and measure the historical and ongoing increase in the Service's data storage. Data is being accumulated at a pace that is faster than can be purged through current retention policies. Although the policies are being reviewed, data volumes continue to grow exponentially to meet police operational needs such as evidence collection, disclosure, analytics and ensuring transparency and accountability as well as to comply with legislative requirements. To put it into perspective, the Service generates 100 hours of video evidence, every hour.

*Project Summary:*

I.T. Services continues to monitor historical data growth, with a focus on migrating storage to cloud-hosted platforms such as Evidence.com. This transition supports a more sustainable approach in managing the expansion of data, ensuring efficiency and adaptability to evolving requirements.

The total project budget, compared to the 2024-2033 approved project, has increased by \$2.2M due to increased data growth trends. This is largely driven by the need of specialized investigation units to collect and store large amounts of videos, images and evidence, and retain it for long periods of time to support case closure and court processes.

*Project Funding Breakdown:*

Information Technology (I.T.) Data Storage Growth (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	2,467	750	750	750	750	750	3,750	9,967
Impact on Operating Budget		0	0	0	0	0	0	0

## New Records Management System (R.M.S.)

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	Debt, D.C. funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2023
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2027

### *Project Description:*

This project is for the replacement of the existing R.M.S., a core business operating system of the Service. A review of the Service's existing system has highlighted technological weaknesses, as usability and functional gaps continue to create operational challenges and hinder the progression to a digital environment.

### *Project Summary:*

As of September 30, the contract award has been approved and the Service has resourced a project team with 8 civilian members, 11 external contractors, and 9 uniform members seconded on a full-time basis. There are also subject matter experts (S.M.E.s) from within the Service providing ongoing support to the project on a part time basis. The team officially kicked off the project in February 2024.

At the time of writing this report, the project team developed the initial iteration of a Service version of Niche R.M.S. (Build 1), by September 2024, with limited scope (single occurrence – Break and Enter) but with comprehensive functionality including linkage to courts processes. System builds will continue to add additional functionality incrementally in 2025.

Following the completion of Build 1, the project team engaged with various members of the Service to demonstrate the system's value. A dedicated project website has also been launched, providing Service members with information about the system, along with demonstration videos. The project is within 10% of the anticipated spending pace with the extended timeline being offset by a leaner team and a correspondingly lower burn rate.

In 2025, the project team will continue developing Builds 2, 3, and 4 to progressively cover more of the workflows within the Service until all are covered in Build 4. The rollout is expected to happen in 2026.

In 2025, the project team will continue developing Builds 2, 3, and 4, gradually expanding coverage to include more workflows within the Service, with full coverage anticipated in Build 4. The rollout is expected to take place in 2026.

The operating budget impact is projected to be \$1.7M for maintenance and temporary overlap of the existing and new R.M.S. during their parallel operation in the rollout phase in 2027.

*Project Funding Breakdown:*

New Records Management System (R.M.S.) (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	16,000	3,000	7,800	3,798	0	0	0	30,598
Impact on Operating Budget		0	0	1,770	770	770	3,850	7,160

***Property and Evidence Warehouse Racking***

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	D.C. funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2020
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2025

*Project Description:*

This project provides for high density and pushback racking to enable sufficient longer-term storage capacity in the Service's property and evidence facility.

*Project Summary:*

A logistics expert is anticipated to be sourced by the end of 2024 to conduct a feasibility study to determine the requirements for the long-term racking in early 2025. The actual project implementation will begin after the completion of feasibility study and is anticipated to be completed by the end of 2025.

The total project budget, compared to the 2024-2033 approved project, has remained unchanged at \$950,000.

*Project Funding Breakdown:*

Property and Evidence Racking (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	80	950	0	0	0	0	0	1,030
Impact on Operating Budget		0	0	0	0	0	0	0

***Vehicle Lifecycle Replacement***

<b>Category:</b>	Vehicles	<b>Funding Source:</b>	Debt and D.C. funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	Ongoing
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	Ongoing

This Project was allocated to V.&E. Reserve in previous years.

*Project Description:*

This project is for the lifecycle replacement of the Service's vehicles and the associated equipment for the Police vehicles. This includes marked and unmarked

cars, support vehicles, bicycles, motorcycles, as well as telecommunication equipment to outfitting the vehicles. For information on hybrid / electric vehicle procurement, please refer to the Climate Change Lens for Capital Projects section.

*Project Summary:*

The total project budget, compared to the 2024–2033 approved project, has increased by \$17.9M. In line with the Service's multi-year hiring plan, additional vehicles and equipment will be maintained to support increasing officer deployments, which, in turn, will expand the number of vehicles in the lifecycle program. This increase is driven by the inclusion of additional marked and unmarked vehicles for the 10-year program, as well as inflationary adjustments.

*Project Funding Breakdown:*

Vehicle Lifecycle Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures - Debt and D.C.	0	12,768	13,213	13,042	13,055	13,100	78,211	143,389
Requested Capital Expenditures - Reserve and D.C.	115,513	0	0	0	0	0	0	115,513
Impact on Operating Budget		0	0	0	0	0	0	0

**Workstation, Laptop, Printer- Lifecycle Replacement**

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	Ongoing
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	Ongoing

This Project was allocated to V.&E. Reserve. in previous years.

*Project Description:*

This project is for the lifecycle replacement of the Service's 3,200 workstations, 2,500 laptops, 2,450 additional monitors, and 1,000 printers, all of which are replaced on a regular schedule: workstations every 5 years, laptops every 4 years, monitors every 5 years, and printers every 7 years.

*Project Summary:*

The total project budget, compared to the approved 2024-2033 project, has increased by \$2.3M due to several factors. These include the added costs of enhancing Service members' mobility by increasing the proportion of laptops (which are more expensive than desktop devices), as well as increasing devices for the multi-year hiring plan. Additionally, the existing printer maintenance contracts are set to expire in 2026, and the 2025-2034 capital request accounts for expected price increases for the new contracts.

### *Project Funding Breakdown:*

Workstation, Laptop, Printer- Lifecycle Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures - Debt	0	3,779	6,735	5,194	2,044	2,337	23,675	43,764
Requested Capital Expenditures - Reserve	49,176	0	0	0	0	0	0	49,176
Impact on Operating Budget		0	0	0	0	0	0	0

### *Infrastructure Lifecycle Replacement*

<b>Category:</b>	Equipment	<b>Funding Source:</b>	Debt and D.C. funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2021
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	Ongoing

This Project was allocated to V.&E. Reserve in previous years.

### *Project Description:*

This project is for the lifecycle replacement of the Service's servers, network, and storage which are replaced every 6 years.

### *Project Summary:*

In 2024, the Service's Infrastructure Team conducted a year-long analysis to re-baseline and ensure that all assets across multiple physical sites and access points were captured in the 2025-2034 Capital Program. The total project budget, compared to the 2024-2033 approved project, has increased by \$27.8M due the following:

- Increasing costs for running both new and old technologies in parallel during I.T. rationalization (31% of the increase).
- I.T. equipment purchased through various other previous capital projects, but not included in the lifecycle replacement (29% of the increase).
- Rising costs related to increased and new cyber security measure and technology modernization (29% of the increase).
- Budgeting for installation services and cable replacements that were not included in previous budgets (8% of the increase).
- Inflationary increases (4% of the increase).

This increase is managed through an annual cost reduction and avoidance measures of 19%:

- Value Added Reseller (V.A.R.) partnership reduced costs by 5%. This agreement saves time and money in goods, services and overhead efficiencies. This approach is a force multiplier introducing a broader catalogue of technology keeping the Service at the leading edge.

- Pre-purchase the 5-year warranty saves 9% in operating costs compared to annual warranty renewals.

A vendor price discount of 5% is achieved through bundle orders when life cycling all infrastructure equipment per site, rather than using the previous method of lifecycle by technology type (i.e., server, storage and network). Overall, the revised phased approach to data centre rationalization will eventually lead to some savings and cost avoidance resulting from a reduction in technical assets and person hours.

*Project Funding Breakdown:*

Infrastructure Lifecycle Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures - Debt and D.C.	0	13,100	16,200	8,200	14,500	20,600	81,300	153,900
Requested Capital Expenditures - Reserve and D.C.	148,707	0	0	0	0	0	0	148,707
Impact on Operating Budget		0	0	0	0	0	0	0

***Mobile Workstations (M.W.S.) Lifecycle Replacement***

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	Debt and D.C. funding
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	Ongoing
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	Ongoing

This Project was allocated to V.&E. Reserve in previous years.

*Project Description:*

This project is for the lifecycle replacement of the M.W.S. platform including the M.W.S., the wireless modem and associated peripherals such as docking stations, keyboards and thermal portable printers. The M.W.S. platform is deployed to all the Service's police cars and motorcycles enabling the officers to connect to the Service's systems through radio signals and use the mobile applications in the field.

*Project Summary:*

The total project budget, compared to the 2024-2033 approved project, has increased by \$2.5M to support anticipated technological advances and redesigns in the next lifecycle, beginning in 2029. Also, as stated under the Vehicle Lifecycle Replacement project, the Service will purchase additional vehicles, which will increase the number of marked vehicles (M.W.S.) requiring replacement in the next 10-year period.

### *Project Funding Breakdown:*

Mobile Workstations (M.W.S.) Lifecycle Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures - Debt and D.C.	0	9,520	50	146	180	486	15,660	26,042
Requested Capital Expenditures - Reserve and D.C.	26,914	0	0	0	0	0	0	26,914
Impact on Operating Budget		0	0	0	0	0	0	0

### ***Small Equipment (e.g. telephone handset) Lifecycle Replacement***

<b>Category:</b>	Equipment	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	Ongoing
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	Ongoing

This Project was allocated to V.&E. Reserve in previous years.

### *Project Description:*

The project initially aimed to reduce the number of physical phones by transitioning to softphones and headsets. However, following pilot programs at select sites, users requested a return to hard phones for improved performance in their duties. It was found that physical phones offer better reliability, clearer call quality, ease of use in high-call-volume environments, enhanced comfort and ergonomics, fewer distractions from pop-up notifications, and less reliance on IT infrastructure. As a result, the Service decided to revert to hard phones for all users in the current lifecycle replacement, with softphones serving as supplementary tools for extended features and mobility

### *Project Summary:*

The total project budget, compared to the 2024-2033 approved project, has increased by \$6.5M due to rising costs associated with procuring new phone models with advanced features, such as compatibility with Bluetooth headsets and cloud-based systems to meet the communication needs of Service members. Additionally, the lifecycle cost for voice gateways (devices that interconnect the network to the public telephone system) has been shifted from the Infrastructure Lifecycle Replacement to this project.

The Service plans to reassess the use of softphones and hard phones after the Service's telephony system is fully migrated to the cloud, incorporating user feedback to ensure performance efficiency. Any further changes to funding requirements will be addressed in future capital program submissions.



### *Project Funding Breakdown:*

Small Equipment (e.g. telephone handset) Lifecycle Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures - Debt	0	1,734	1,709	854	586	1,715	5,944	12,542
Requested Capital Expenditures - Reserve	3,704	0	0	0	0	0	0	3,704
Impact on Operating Budget		0	0	0	0	0	0	0

### *Furniture & Small Furniture Lifecycle Replacement*

<b>Category:</b>	Equipment	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	Ongoing
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	Ongoing

This Project was allocated to V.&E. Reserve in previous years.

### *Project Description:*

This Project involves the lifecycle replacement of furniture including desks and chairs, at various locations of the Service. Seats in use 24/7 are at their end of life and require replacement, and the Service monitors the locations where the furniture is nearing or past its lifecycle and arranges for replacement of all furniture at those locations for efficiency.

The Service prioritizes ergonomic furniture to reduce physical strain, fatigue, and workplace injury risks, helping staff to stay focused and perform effectively.

### *Project Summary:*

The total project budget, compared to the 2024-2033 approved project, has increased by \$3.6M in 2025-2033 due to higher prices for furniture and the need to accommodate staffing growth as well as new ergonomic chairs for the Communication Centre.

### *Project Funding Breakdown:*

Furniture & Small Furniture Lifecycle Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures - Debt	0	2,930	2,050	1,950	1,900	2,000	9,250	20,080
Requested Capital Expenditures - Reserve	13,851	0	0	0	0	0	0	13,851
Impact on Operating Budget		0	0	0	0	0	0	0

**Vehicle and operational equipment - net new**

<b>Category:</b>	Vehicles	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2024
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	Ongoing

**Project Description:**

This project was previously referred to as “Vehicle and Equipment for Additional Capacity” in the 2024-2033 Capital Program. This project has been renamed to “Vehicle and operational equipment - net new” from 2025 onwards to reflect the Service’s requirements.

**Project Summary:**

This project provides for the procurement of additional vehicles and the associated equipment to support the deployment of new hires based on the multi-year hiring plan. In 2025, \$4.4M will be required for 63 vehicles and the necessary equipment to meet the operational needs of these additional hires.

Additionally, to comply with the Community Safety and Policing Act (C.S.P.A.) requirements, the Service would be acquiring 316 radios and other essential equipment for \$2.6M in 2025 requirements.

The total project budget, compared to the 2024-2033 approved project, has increased by \$17.3M in 2025-2033. Apart from the increase in 2025 requirements as explained above, the capital request has been updated to reflect the increase in vehicles and equipment between the years of 2026-2029 based on the Service’s multi-year hiring plan.

**Project Funding Breakdown:**

Vehicle and operational equipment - net new (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	11,521	7,015	3,026	3,255	3,441	2,984	0	31,242
Impact on Operating Budget		0	0	0	0	0	0	0

**Transforming Corporate Support (Human Resource Management System (H.R.M.S.) and Time Resource Management System (T.R.M.S.))**

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	In Progress	<b>Start Year:</b>	2014
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2026

**Project Description:**

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.

*Project Summary:*

The H.R.M.S. application upgrade and T.R.M.S. database migration have been completed. There has been a delay in hiring a resource to review and enhance current talent acquisition practices to improve the candidate experience, communication and transparency practices as the review is expected to be completed in 2026.

The total project budget compared to the 2024-2033 approved project is anticipated to remain unchanged at \$8.4M with the majority of this project completed.

*Project Funding Breakdown:*

Transforming Corporate Support (Human Resource Management System (H.R.M.S.) and Time Resource Management System (T.R.M.S.)) (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	8,215	220	0	0	0	0	0	8,435
Impact on Operating Budget		0	0	0	0	0	0	0

**B. Upcoming Projects**

There are 10 projects in this category. See Table 3 below followed by project summaries on the major projects.

**Table 3: Upcoming Projects (000's)**

Projects	Budget to end of 2024	2025	2026	2027	2028	2029	2025-2029 Request	Total 2030-2034	Total 2025-2034	Total Project Cost
Upcoming Projects	0	9,951	17,164	12,849	4,413	11,932	56,310	228,381	284,691	284,691

Note: This table excludes carry forwards. Due to rounding, numbers presented may not add up precisely.

**13 Division - Long-Term Facility Plan**

<b>Category:</b>	Facilities	<b>Funding Source:</b>	Debt, D.C. funding
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2028
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2032

*Project Description:*

This project originally provided funding for the amalgamation of 13 and 53 Divisions (built in 1973 and 1985 respectively) into a single consolidated facility. However, the Service is now exploring alternative strategies that better meet the operational needs of a growing city. Maintaining two geographically separate divisions was

identified as a strategy to enhance service delivery and accommodate future growth and City density, so that drive times and response times are not adversely impacted.

- 13 Division: The new build project is anticipated to commence with the design phase in 2028 and complete by 2032.
- 53 Division: This project is anticipated to be a renovation of the existing building, commencing beyond 2034.

Decisions regarding the existing properties are pending. A new site is preferred to ensure uninterrupted operations during the 2-3 years of construction. However, both divisions are in high-density areas, making new property acquisition challenging. Also, recent efforts with Create.T.O. to secure property for other facilities have been unsuccessful so far. Please also note the 13 Division site's footprint has already been reduced for a Metrolinx Light Rail Transit entrance, limiting parking capacity.

The project cost has increased by \$64M reflecting updated consultant estimates, inflation and incorporation of Net Zero Emission. Future capital program submissions will capture any additional funding requirements.

*Project Funding Breakdown:*

13 Division - Long Term Facility Plan (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	0	0	0	1,285	5,432	114,077	120,794
Impact on Operating Budget		0	0	0	0	0	0	0

**55 Division - Long Term Facility Plan**

<b>Category:</b>	Facilities	<b>Funding Source:</b>	Debt, D.C. funding
<b>Project Type:</b>	Upcoming	<b>Start Year:</b>	2028
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2032

*Project Description:*

Please refer to the 54 Division - Long Term Facility Plan Section for the project history.

*Project Funding Breakdown:*

55 Division - Long Term Facility Plan (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	0	0	0	1,128	4,800	114,304	120,231
Impact on Operating Budget		0	0	0	0	0	0	0

### ***Real Time Operating Centre (R.T.O.C.)***

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2025
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2029

#### ***Project Description:***

The R.T.O.C. is a centralized, 24/7 facility designed to deliver near real-time, actionable intelligence to front-line officers and investigators, enabling immediate and coordinated community safety and wellbeing interventions. This initiative represents a transformative step forward in enhancing public safety and operational efficiency for law enforcement and emergency response agencies.

The R.T.O.C. integrates advanced technologies, including video surveillance, social media, transportation systems, records management, data analytics, and geospatial mapping to provide comprehensive real-time situational awareness and decision-making support. By consolidating disparate data sources into centralized and coordinated platforms, the R.T.O.C. will enable proactive monitoring of incidents, real-time analysis of trends, and rapid response coordination. This holistic approach not only improves response times and resource allocation but also enhances overall community safety through targeted crime prevention strategies and disaster management. It will significantly augment the Service's operational capabilities.

Additionally, the R.T.O.C. will serve as a hub for inter-agency collaboration and information sharing, fostering seamless communication among police departments, emergency responders, and other stakeholders. This collaborative environment will strengthen operational effectiveness and support strategic planning and resource optimization based on real-time insights. The R.T.O.C. represents a forward-looking investment in public safety infrastructure, positioning the Service and partner agencies to adapt swiftly to evolving threats and deliver more efficient and effective services to our communities.

It is anticipated that the R.T.O.C. will allow the Service to streamline its operations centre and incident command centre infrastructure and processes. The first version/build of R.T.O.C. will be used during the Federation Internationale de Football Association (F.I.F.A.) games in 2026.

#### ***Project Funding Breakdown:***

The ongoing costs of maintenance and software is anticipated to commence in 2029.

Real Time Operating Centre (R.T.O.C.) (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	2,500	1,800	1,700	2,000	1,700	0	9,700
Impact on Operating Budget		0	0	0	0	400	3,700	4,100

### ***Gun Range Remediation Upgrades***

<b>Category:</b>	Facility	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2025
<b>Classification:</b>	S.O.G.R	<b>Estimated End:</b>	2025

#### ***Project Description:***

There has been an increase in the post-COVID-19 use of the gun ranges at 70 Birmingham Street, due to COVID-19 restrictions that reduced class sizes and created a backlog for firearms recertification and certification. Additionally, there is a growing need to test C8 rifles and ensure compliance with the C.S.P.A. As a result, significant wear and tear have occurred in the two rifle ranges, and the plates (the bullet traps that collect the discharged rounds after any firearms training) have reached the end of their life cycle.

This project aims to remediate both ranges to accommodate the high volume of training and practice use and ensure compliance with the C.S.P.A., specifically by enhancing safety and reducing the risk of fragments potentially ricocheting back and hitting officers while they are firing.

#### ***Project Funding Breakdown:***

Gun Range Remediation Upgrades (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	1,700	0	0	0	0	0	1,700
Impact on Operating Budget		0	0	0	0	0	0	0

### ***Forensic Identification Services (F.I.S.) building Heating, ventilation, and air conditioning (H.V.A.C.) Lifecycle Replacement***

<b>Category:</b>	Facility	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2025
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	2027

#### ***Project Description:***

Significant parts of the H.V.A.C. components of the F.I.S. building are either at or nearing the end of their useful life. This project is for the replacements of various mechanical systems, including air handling units and its exhaust fans, specialized lab exhaust and pressurization equipment, exhaust fans, terminal units, split condensing unit, condensers and variable frequency drives. These upgrades are essential in maintaining optimal building performance and ensuring the continued functionality of specialized forensic operations and evidence handling.

### *Project Funding Breakdown:*

Forensic Identification Services (F.I.S.) building Heating, ventilation, and air conditioning (H.V.A.C.) Lifecycle Replacement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	427	2,563	2,563	0	0	0	5,553
Impact on Operating Budget		0	0	0	0	0	0	0

### *Platform & Transformation (P.T.)*

<b>Category:</b>	Information Technology	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2025
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2027

### *Project Description:*

The P.&T. program aims to build the skills, technology, and organizational capabilities needed for rapid development of digital solutions. By integrating platform technologies and agile methodology, the program removes barriers like outdated technology and procurement cycles.

This shift enhances the flexibility, reliability and customer focus of the Service's I.T. and I.M. components, enabling better adaptation and continuous improvement and have more dependable end products. Additionally, the program aims to address challenges to community participation, which include access to policing services, reporting of crime, collection of digital evidence and providing support to victims and survivors of crime using technology.

This program initially started as smaller projects and pilots, funded through the Service's modernization reserve. The current pace and maturity of the project necessitates that this now become a capital program. In 2025, this program will focus on call diversion and community engagement with the former as the most significant and immediate way to alleviate operational pressures. The areas covered include Online Reporting, Parking Complaints, Video Response, Virtual Assistant (non-emergency line) and Toronto Shield.

### *Project Funding Breakdown:*

The ongoing costs for software license renewal are anticipated to commence in 2028.

Platform & Transformation (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	2,900	2,900	2,900	0	0	0	8,700
Impact on Operating Budget		0	0	0	578	578	2,890	4,046

### **Communication Centre Furniture Replacement - Design**

<b>Category:</b>	Facilities	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2025
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	2025

#### **Project Description:**

This project involves engaging a consultant to prepare the tender for the schematic design construction drawings necessary for the upcoming replacement of furniture on the 9<sup>th</sup> floor of the Communications Services building. The existing specialized communication furniture are well over 15 years old and have been discontinued by manufacturers. Furniture replacement parts such as communication consoles are no longer available, making repairs increasingly challenging.

The new furniture design will accommodate multiple monitors, provide staff with an ergonomic workspace and offer sit-stand functionality to support diverse operational needs and be more compatible/better fit with the NG-911 solution.

For details regarding the furniture replacement and renovation project, please refer to the Communication Centre 9th Floor Renovation section below.

#### **Project Funding Breakdown:**

Communication Center Furniture Replacement - Design (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	300	0	0	0	0	0	300
Impact on Operating Budget		0	0	0	0	0	0	0

### **Communication Centre 9th Floor Renovation**

<b>Category:</b>	Facilities	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2025
<b>Classification:</b>	S.O.G.R.	<b>Estimated End:</b>	2027

#### **Project Description:**

In a 9-1-1 Communication Centre, proper furniture and equipment are critical to ensuring the health, safety, and efficiency of staff who perform high-stress, life-saving work.

Dispatchers and call takers often work long shifts in a fast-paced environment, where their ability to respond quickly and accurately to emergencies can make the difference between life and death. Ergonomic furniture helps reduce physical strain, fatigue, and the risk of workplace injuries, allowing staff to maintain focus and



perform their duties effectively. Additionally, modern, adjustable workstations with the capacity to support multiple monitors and advanced communication tools enhance situational awareness and streamline operations.

Renovating the space to incorporate these upgrades will not only improve current functionality but also create additional capacity to support the anticipated demands of Next Generation 9-1-1 (N.G. 9-1-1). This ensures the Centre can adapt to evolving technologies and increased data inputs, maintaining the highest standard of service for the community.

*Project Funding Breakdown:*

Communication Center 9th Floor Renovation (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	724	5,901	5,687	0	0	0	12,312
Impact on Operating Budget		0	0	0	0	0	0	0

***Forensic Identification Services (F.I.S.) Facility Replacement – Feasibility Study***

<b>Category:</b>	Facilities	<b>Funding Source:</b>	Debt
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2025
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2025

*Project Description:*

This project is to conduct a feasibility study to explore options for a new F.I.S. facility. The F.I.S. unit operates 24/7, supporting all divisions and investigative units of the Service. It occupies a building that was originally constructed in 1979 and was retrofitted to meet F.I.S. needs in 1999. The building has surpassed its useful life and significantly deteriorated over the last several years. The building has ongoing issues with temperature regulation in extreme temperatures, floods etc. This places a health and safety risk to staff, but also creates operational risks with evidence handling. The demands placed on forensic evidence, along with evolving best practice recommendations, have stretched the Service's ability to comply with best practices within the current facility.

The feasibility study will deliver an estimated cost for the proposed new F.I.S. facility, which remains unfunded due to current financial constraints. To optimize resources and address funding limitations, the Service is considering the possibility of a joint facility shared with other police services, fostering collaboration and potentially reducing costs.

*Project Funding Breakdown:*

Forensic Identification Services (FIS) Facility Replacement - Feasibility Study (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures	0	400	0	0	0	0	0	400
Impact on Operating Budget		0	0	0	0	0	0	0

***Automated License Plate Recognition (A.L.P.R.) Technology for Parking Enforcement***

<b>Category:</b>	Equipment	<b>Funding Source:</b>	Debt and reserve
<b>Project Type:</b>	Upcoming	<b>Estimated Start:</b>	2025
<b>Classification:</b>	Service Improvement	<b>Estimated End:</b>	2026

*Project Description:*

The product roadmap for the Parking Enforcement of the Service will drive discussion around investments necessary to modernize and digitize their services. The technical components will include procuring A.L.P.R. software and hardware for parking enforcement, which is the most significant investment. Using specialized cameras to capture images of license plates, the A.L.P.R. software can recognize and read the plates, locate vehicles, and compare them to parking bylaws to identify violations. The software also supports in-car ticket printing, electronic ticketing via city apps or email, or mailing tickets to the registered vehicle address. This system significantly enhances the productivity of Parking Enforcement Officers by reducing their required complement and allowing them to focus on high-priority situations such as rush-hour lane clearing, lane/driveway blockages, and specialized parking environments. As a result, it leads to more frequent coverage, higher revenue, and better compliance.

With the addition of A.L.P.R. systems in the Service's vehicles, there is an increased opportunity to locate vehicles that are unregistered or flagged as stolen/crime vehicles. This can assist in recovering stolen vehicles and disrupting criminal activity.

The Service has proposed a partnership with the Toronto Parking Authority (T.P.A.) to leverage their A.L.P.R. resources for street parking enforcement across the city. The T.P.A. pilot is currently very limited, with minimal utilization for on-street parking. The proposal is pending a renegotiation of the T.P.A. funding agreement with the City. Alternatively, the Service could develop its own A.L.P.R. parking enforcement capability, streamlining its parking operations.

### *Project Funding Breakdown:*

This is a one-time funding allocation of \$1M to the V.&E. reserve from the City's Q3 2024 variance, pending Council approval. This initiative aligns with Council motion IE7.1, passed on November 8, 2023, which approved this enhancement for Parking Enforcement. The remaining funding requirement of \$4M for this project will be funded through debt. The payback from this project will be realized from increased revenues from parking tags.

The Service will continue to explore various options and any further changes to funding requirements will be addressed in future capital program submissions.

Automated License Plate Recognition (A.L.P.R.) Technology for Parking Enforcement (\$000s)	Plan to end of 2024	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Requested Capital Expenditures - Reserve	0	1,000	0	0	0	0	0	1,000
Requested Capital Expenditures - Debt	0	0	4,000	0	0	0	0	4,000
Impact on Operating Budget		0	0	0	0	0	0	0

### **C. Vehicle and Equipment Lifecycle Replacement Projects**

There are 26 projects across three categories as outlined below. As part of the 2025 program, six projects previously classified under Vehicle and Equipment Lifecycle Replacement have been reallocated to debt funded projects. For more information, please refer to the Projects in Progress section.

**Table 4: Vehicle and Equipment Lifecycle Replacement Breakdown (000's)**

Projects	Prior Years	2025	2026	2027	2028	2029	Total 2030-2034	Total Project Cost
Vehicles	115,513	0	0	0	0	0	0	115,513
Information Technology	88,013	757	708	3,242	3,001	760	9,123	105,604
Equipment	202,082	12,919	12,065	9,040	8,901	10,357	64,300	319,664
<b>Total Vehicle and Equipment Lifecycle Replacement Projects</b>	<b>405,608</b>	<b>13,676</b>	<b>12,773</b>	<b>12,282</b>	<b>11,902</b>	<b>11,117</b>	<b>73,423</b>	<b>540,781</b>

Note 1: Please note that 6 projects that were funded by reserve in prior years will be funded by debt from 2025 onwards. Please refer to the report for details.

Note 2: Due to rounding, numbers presented may not add up precisely.

Please refer to Attachment B for a list of projects in this category.

### *Project Description:*

All projects in this category are funded from the Service's Vehicle and Equipment Reserve (V.&E. Reserve) as well as D.C. funding. Using the V.&E. Reserve for the lifecycle replacement of vehicles and equipment mitigates the need for debt-financing these purchases and prevents large swings in annual funding requirements.

As the Service modernizes, new systems for data, analytics initiatives and video evidence have increased the need for on-premise storage. While the Service has taken steps to create efficiencies, the amount of equipment that must be replaced continues to increase, putting pressure on the Service's operating budget for contribution to this reserve. To address some of these challenges, selected projects

were transitioned to debt funding starting in 2025, easing V.&E. Reserve pressures. Rationalization efforts are also underway to minimize longer-term cost increases as technology innovation drives greater sustainability to accommodate growth in demand for public safety services.

**D. Operating Impact from Capital**

The implementation of capital projects can have an impact on the Service's ongoing operating budget requirements. Capital projects and investments usually require maintenance and operational support beyond the initial one-time project cost. Where additional infrastructure and equipment are required, operating budget increases are required to replace the assets in accordance with their lifecycle. It is therefore important to determine the ongoing impact of capital investments on the operating budget, so that capital project decisions are not made independently, but rather from a total cost of ownership perspective.

There are no incremental operating impacts from capital in 2025. From 2026 onwards, there will be anticipated operating impact for ongoing maintenance for projects such as N.G. 9-1-1 and Facial Recognition System Lifecycle Replacement. Please refer to Attachment C for details.

**E. Potential Projects Outside of the Capital Program Request (Unfunded)**

Due to funding constraints and a stage-gating approach towards the monitoring and evaluation of capital projects as they progress, the following future project requirements are unfunded in the current capital program submission. These projects have significant impact on our operational efficiency and enhance service delivery and align with our long-term strategic objectives.

***New 9-1-1 Communications Centre***

The objective of this project is to build a new 911 Communications Centre, with proper backup for critical operational continuity that will meet the increased facility requirements resulting from the implementation of N.G.9-1-1. Additional space will be required to meet the expected increase in the number of communication operator positions as well as necessary training and infrastructure needs.

Although critical, this project with an estimated cost of \$100M has been placed in the unfunded category due to funding constraints. This project and its funding options should also be jointly coordinated with other City Emergency Services.

***Forensic Identification Services (F.I.S.) Facility Replacement***

Please refer to the Upcoming projects section for this project.

***Mounted Unit Expansion***

This project is to expand the current physical footprint of the Mounted Unit, leveraging the vacant space within the Horse Palace.

The Mounted Unit has historically selected Draught cross horses breed for the specialized work of police horses. Over the last 5-7 years, these horses have proven to be increasingly challenging to procure due to competition from private buyers. To maintain herd strength, the Mounted Unit has had to adapt and move to selecting Clydesdales as the chosen breed for policing duties. Clydesdales provide an excellent temperament for the challenges of an urban environment in addition to remaining an affordable option. Clydesdales, however, are larger than the previously used breeds and the current stalls, installed in 1999, are undersized. This project involves renovating the adjacent leased space to meet the Unit's needs and reconfiguring the existing leased area to accommodate larger stalls.

The immediate and urgent renovations required have been included in the S.O.G.R. request under the Projects in Progress Section. This expansion project provides a long-term solution to provide more space for the Unit's service needs. The estimated cost is \$7.2M and it has been placed in the unfunded category due to funding constraints.

### ***Police Dog Services Building Expansion***

The Police Dog Services Building is aging and requires upgrades to interior support spaces. The existing sallyport is undersized and requires an expansion to accommodate the vehicles currently in use.

The immediate and urgent renovations required have been included in the S.O.G.R. request under the Projects in Progress Section. This expansion project provides a long-term solution to provide more space for the Unit's needs. The estimated cost is \$3.9M and it has been placed in the unfunded category due to funding constraints.

### ***Emergency Task Force New Facility***

The project involves building the new close-combat training area in the existing vehicle garage area, a new larger vehicle garage deployment addition to the west of the existing building, and underground parking structure for staff and member parking. The project's estimated cost is \$65.2M and it has been placed in the unfunded category due to funding constraints.

### ***22 Division - Long-Term Facility Plan***

The current 22 Division was built in 1975 and at its end of life. It is also too small to accommodate staff growth. The new build project was included in the Long-Term Facility Replacement Program a few years ago.

Studies were conducted to determine the optimal location for the new facility. This approach is in line with the Service's recommendations for a modernized, economical and more efficient public safety delivery model. If required, the Service will work with City to find a site that meets the needs of the Service as well as other stakeholders. The project has been placed in the unfunded category due to funding and capacity constraints.

## **Conclusion:**

A review has been conducted of all projects in the Service's 2025-2034 Capital Program request to ensure the program aligns with the Service's priorities and is consistent with the Service's strategic objectives.

All projects have been reviewed in terms of project readiness and capacity to deliver to ensure the appropriate timing of cash flows and avoid borrowing requirement earlier than necessary. The 2025-2034 Capital Program has a 2025 debt request of \$81.4M and gross amount of \$104.6M (excluding cash flow carry forwards from 2024), and a total of \$867.5M debt and \$1,097.3M gross for the ten-year period. Notable changes in this program compared to last year are increases in technology investments, an updated facilities plan, and the cascading impacts of the multi-year hiring plan.

The capital program request will continue to be evaluated and updated as necessary, based on new and or more up-to-date information including the need to increase investments in technology and reflect input received from the long-term facilities planning work underway.

The Board will be kept apprised on the status and health of the projects through the capital budget variance reporting process and future capital program requests.

Ms. Svina Dhaliwal, 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

## **Attachments:**

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Preliminary 2025-2034 Capital Program (Attachment A), Vehicle & Equipment Lifecycle Replacement (Attachment B), Incremental Operating Impact from Capital (Attachment C)

2025-2034 Capital Program Request (\$000s)																Attachment A
Project Name	Budget to end of 2024	2025	2026	2027	2028	2029	2025-2029 Request	2030	2031	2032	2033	2034	Total 2030-2034	Total 2025-2034	Total Project Cost	
Projects in Progress																
State of Good Repair (S.O.G.R.)		5,400	4,400	4,400	4,400	4,400	23,000	4,400	4,400	4,400	4,400	4,400	22,000	45,000	45,000	
54 Division - Long Term Facility Plan	1,838	133	4,084	19,239	37,374	40,254	101,084	0	0	0	0	0	0	101,084	102,922	
41 Division - Long Term Facility Plan	58,748	14,580	12,247	0	0	0	26,827	0	0	0	0	0	0	26,827	85,575	
Radio Replacement	38,151	0	0	16,000	5,730	7,380	29,110	5,440	6,174	0	0	0	11,614	40,724	78,875	
Automated Fingerprint Identification System (A.F.I.S.) Replacement	4,285	0	0	0	0	1,285	1,285	2,304	0	0	0	0	2,304	3,589	7,874	
Next Generation (N.G.) 9-1-1	10,351	3,932	2,300	0	0	0	6,232	0	0	0	0	0	0	6,232	16,583	
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	1,602	1,200	1,200	1,200	1,200	1,200	6,000	1,400	1,200	0	1,600	1,100	5,300	11,300	12,902	
Information Technology (I.T.) Data Storage Growth	2,467	750	750	750	750	750	3,750	750	750	750	750	750	3,750	7,500	9,967	
New Records Management System (RMS)	16,000	3,000	7,800	3,798	0	0	14,598	0	0	0	0	0	0	14,598	30,598	
Property & Evidence Warehouse Racking	80	950	0	0	0	0	950	0	0	0	0	0	0	950	1,030	
Vehicle Lifecycle Replacement	0	12,768	13,213	13,042	13,055	13,100	65,178	13,534	16,433	16,772	15,678	15,794	78,211	143,389	143,389	
Workstation, Laptop, Printer- Lifecycle Replacement	0	3,779	6,735	5,194	2,044	2,337	20,089	5,193	5,571	4,165	6,191	2,555	23,675	43,764	43,764	
Infrastructure Lifecycle Replacement	0	13,100	16,200	8,200	14,500	20,600	72,600	26,400	15,000	7,700	13,100	19,100	81,300	153,900	153,900	
Mobile Workstations (M.W.S.) Lifecycle Replacement	0	9,520	50	146	180	486	10,382	9,000	6,500	0	55	105	15,660	26,042	26,042	
Small Equipment (e.g. telephone handset) Lifecycle Replacement	0	1,734	1,709	854	586	1,715	6,598	1,483	1,483	725	612	1,641	5,944	12,542	12,542	
Furniture & small furniture Lifecycle Replacement	0	2,930	2,050	1,950	1,900	2,000	10,830	1,950	1,750	1,850	1,700	2,000	9,250	20,080	20,080	
Vehicle and operational equipment - net new	11,521	7,015	3,026	3,255	3,441	2,984	19,721	0	0	0	0	0	0	19,721	31,242	
Transforming Corporate Support (HRMS, TRMS)	8,215	220	0	0	0	0	220	0	0	0	0	0	0	220	8,435	
Body Worn Camera - Phase II	5,887	0	0	0	0	0	0	0	0	0	0	0	0	0	5,887	
Long Term Facility Plan - Consulting	878	0	0	0	0	0	0	0	0	0	0	0	0	0	878	
Total, Projects in Progress	160,023	81,012	75,764	78,028	85,160	98,491	418,454	71,854	59,261	36,362	44,086	47,445	259,008	677,462	837,486	
Upcoming Projects																
13 Division - Long-Term Facility Plan	0	0	0	0	1,285	5,432	6,717	22,478	44,048	47,550	0	0	114,077	120,794	120,794	
55 Division - Long Term Facility Plan	0	0	0	0	1,128	4,800	5,928	22,715	44,153	47,436	0	0	114,304	120,231	120,231	
Real Time Operating Centre (R.T.O.C.)	0	2,500	1,800	1,700	2,000	1,700	9,700	0	0	0	0	0	0	9,700	9,700	
Gun Range Remediation Upgrades	0	1,700	0	0	0	0	1,700	0	0	0	0	0	0	1,700	1,700	
Forensic Identification Services (F.I.S.) building Heating, ventilation, and air conditioning (H.V.A.C.) Lifecycle Replacement	0	427	2,563	2,563	0	0	5,553	0	0	0	0	0	0	5,553	5,553	
Platform & Transformation (P.T.)	0	2,900	2,900	2,900	0	0	8,700	0	0	0	0	0	0	8,700	8,700	
Communication Center Furniture Replacement - Design	0	300	0	0	0	0	300	0	0	0	0	0	0	300	300	
Communication Center 9th Floor Renovation	0	724	5,901	5,687	0	0	12,312	0	0	0	0	0	0	12,312	12,312	
Forensic Identification Services (F.I.S.) Facility Replacement – Feasibility Study	0	400	0	0	0	0	400	0	0	0	0	0	0	400	400	
Automated License Plate Recognition (A.L.P.R.) Technology for Parking Enforcement	0	1,000	4,000	0	0	0	5,000	0	0	0	0	0	0	5,000	5,000	
Total, Upcoming Projects:	0	9,951	17,164	12,849	4,413	11,932	56,310	45,193	88,201	94,986	0	0	228,381	284,691	284,691	
Total, Vehicle and Equipment Lifecycle Replacement Projects	405,608	13,676	12,773	12,282	11,902	11,117	61,750	19,958	17,710	10,372	15,660	9,722	73,423	135,173	540,781	
Total Capital Request	565,631	104,639	105,701	103,159	101,475	121,539	536,514	137,005	165,172	141,721	59,746	57,168	560,812	1,097,326	1,662,957	
Funding Sources:																
Vehicle and Equipment Reserve	(396,187)	(14,486)	(12,573)	(9,322)	(11,702)	(11,027)	(59,110)	(19,958)	(17,710)	(10,372)	(15,660)	(9,722)	(73,423)	(132,533)	(528,720)	
Recoverable Debt - Net Zero Emission	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Other Source of Funding (Federal and Provincial Grants)	(1,860)	(935)	0	0	0	0	(935)	0	0	0	0	0	0	(935)	(2,795)	
Development Charges Funding	(21,687)	(7,823)	(7,484)	(14,790)	(12,995)	(34,256)	(77,348)	(4,672)	(4,140)	(3,400)	(3,400)	(3,400)	(19,012)	(96,360)	(118,047)	
Net Debt-Funded Projects	145,897	81,394	85,644	79,047	76,778	76,256	399,120	112,375	143,322	127,948	40,686	44,045	468,377	867,497	1,013,395	
Note: Due to rounding, numbers presented may not add up precisely.																

Note: Due to rounding, numbers presented may not add up precisely.

2025-2034 Capital Program Request (\$000s)															
Vehicle and Equipment Lifecycle Replacement															
Attachment B															
Project Name	Budget to end of 2024	2025	2026	2027	2028	2029	2025-2029 Request	2030	2031	2032	2033	2034	Total 2030-2034	Total 2025-2034	Total Project Cost
Vehicle Lifecycle Replacement (Note 1)	115,513	0	0	0	0	0	0	0	0	0	0	0	0	0	115,513
Workstation, Laptop, Printer- Lifecycle Replacement (Note 1)	49,176	0	0	0	0	0	0	0	0	0	0	0	0	0	49,176
Infrastructure Lifecycle Replacement (Note 1)	148,707	0	0	0	0	0	0	0	0	0	0	0	0	0	148,707
Mobile Workstations Lifecycle Replacement (Note 1)	26,914	0	0	0	0	0	0	0	0	0	0	0	0	0	26,914
Small Equipment (e.g. telephone handset) Lifecycle Replacement (Note 1)	3,704	0	0	0	0	0	0	0	0	0	0	0	0	0	3,704
Furniture & small furniture Lifecycle Replacement (Note 1)	13,851	0	0	0	0	0	0	0	0	0	0	0	0	0	13,851
Remote Operated Vehicle (ROV) Marine Unit	449	0	0	0	0	0	0	0	459	0	0	0	459	459	908
Locker Replacement	4,421	760	540	540	540	540	2,920	540	540	540	540	540	2,700	5,620	10,041
Automatic Vehicle Locator (A.V.L.)	2,915	0	0	0	2,400	0	2,400	0	0	0	2,600	0	2,600	5,000	7,915
Electronic Surveillance	2,253	0	244	0	0	0	244	153	92	105	0	0	350	594	2,847
Digital Photography	1,388	713	361	0	0	0	1,074	851	431	0	0	0	1,282	2,356	3,744
Divisional CCTV Management (D.V.A.M. I & II)	8,128	757	708	482	601	760	3,308	1,106	832	579	387	583	3,487	6,795	14,923
Property & Evidence Scanners	66	0	0	45	0	0	45	0	0	45	0	0	45	90	156
Small Equipment - test analyzers	2,026	0	0	0	0	954	954	1,055	0	0	0	0	1,055	2,009	4,035
Small Equipment - Intelligence	75	0	100	100	0	100	300	0	100	0	0	0	100	400	475
Small Equipment - Video Recording Equipment	1,138	72	82	70	58	60	342	70	70	72	70	70	352	694	1,832
Small Equipment - Video Recording Property & Video Evidence Management	92	6	32	34	0	6	78	32	6	28	6	32	104	182	274
Small Equipment - Audio and Visual Equipment	1,443	2,569	1,101	576	592	2,130	6,968	2,130	3,161	1,352	763	486	7,892	14,860	16,303
Radar Unit Replacement	1,271	204	54	238	101	0	597	96	38	14	202	94	444	1,041	2,312
Livescan Machines	665	0	0	0	771	0	771	0	0	0	0	921	921	1,692	2,357
Wireless Parking System	5,219	1,240	2,000	0	0	0	3,240	3,567	1,456	0	0	0	5,023	8,263	13,482
Closed Circuit Television (C.C.T.V.)	880	0	0	2,760	0	0	2,760	0	0	0	3,036	0	3,036	5,796	6,676
Automated External Defibrillator (A.E.D.s.)	150	34	4	4	6	29	77	4	179	6	29	13	231	308	458
Conducted Energy Devices (CED)	3,949	860	862	864	1,107	1,109	4,802	1,112	1,115	1,046	1,046	1,046	5,365	10,167	14,116
Marine Vessel Electronics	1,070	0	0	850	0	0	850	0	0	0	1,100	0	1,100	1,950	3,020
Connected/Mobile Officer lifecycle replacement	2,314	2,411	2,459	2,508	2,559	2,610	12,547	2,662	2,715	2,769	2,825	2,881	13,853	26,400	28,714
Body Worn Camera - Replacement Plan	5,131	2,150	2,156	2,161	3,167	2,773	12,407	2,780	2,786	2,616	3,056	3,056	14,294	26,701	31,832
Hydrogen Fuel Cells	2,700	0	0	1,000	0	0	1,000	2,300	2,000	1,200	0	0	5,500	6,500	9,200
N.G. 9-1-1 Equipment Replacement	0	0	1,200	0	0	46	1,246	0	1,460	0	0	0	1,460	2,706	2,706
AV Equipment for Command Vehicle	0	0	270	50	0	0	320	0	270	0	0	0	270	590	590
Vehicle Impound Program (V.I.P.) Replacement	0	400	600	0	0	0	1,000	0	0	0	0	0	0	1,000	1,000
Facial Recognition System Replacement	0	1,500	0	0	0	0	1,500	1,500	0	0	0	0	1,500	3,000	3,000
Total, Vehicle and Equipment Lifecycle Replacement Projects	405,608	13,676	12,773	12,282	11,902	11,117	61,750	19,958	17,710	10,372	15,660	9,722	73,423	135,173	540,781
Note 1: Please note the project was funded by reserve in 2024 and prior but will be funded by debt from 2025 onwards. Please refer to the report for details.															
Note 2: Due to rounding, numbers presented may not add up precisely.															



Incremental Operating Impact from Capital											Attachment C
Project Name	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2025-2034 Program
Radio Replacement	0	0	150	25	25	50	50	0	0	0	300
Next Generation (N.G.) 9-1-1	0	689	24	43	7	3	40	46	43	50	945
New Records Management System (R.M.S.)	0	0	1,770	(1,000)	0	0	0	0	0	0	770
Real Time Operating Centre	0	0	0	0	400	340	0	0	0	0	740
Platform & Transformation	0	0	0	578	0	0	0	0	0	0	578
Facial Recognition System Replacement	0	434	0	0	0	0	0	0	0	0	434
<b>Total Incremental Impact</b>	0	1,123	1,944	(354)	432	393	90	46	43	50	3,767
Note: Due to rounding, numbers presented may not add up precisely.											



## PUBLIC REPORT

**December 12, 2024**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Myron Demkiw  
Chief of Police

**Subject:** **Toronto Police Service Parking Enforcement Unit – 2025  
Operating Budget Request**

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

### **Recommendations:**

It is recommended that the Toronto Police Service Board (Board):

- (1) approve the Toronto Police Service Parking Enforcement Unit's (P.E.U.) 2025 net operating budget request of \$55.4 Million (M), a 7.8% increase over the 2024 approved budget; and
- (2) forward this report to the City of Toronto (City's) Budget Committee for consideration and to the City's Chief Financial Officer and Treasurer for information.

### **Financial Implications:**

The P.E.U. 2025 net operating budget request is \$55.4M net (\$57.5M gross), which is a 7.8% increase over the 2024 approved operating budget. This budget does not include the impacts of 2024 and 2025 salary settlements as no agreements are yet in place as of the writing of this report. The City will be making an estimated provision in its corporate accounts until settlement is reached.

### **Summary:**

The purpose of this report is to provide the Board with the Parking Enforcement Unit's (P.E.U.'s) recommended 2025 operating budget request for its consideration and approval. The report includes information on the level of funding required in 2025 to provide parking enforcement services to the City.

## **Toronto Police Service Board**

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## **Discussion:**

### ***Background***

The P.E.U. assists with the safe and orderly flow of traffic by responding to parking concerns and enforcing applicable municipal by-laws. The Unit also provides operational support to the Toronto Police Service (Service). The P.E.U.'s operating budget is separate from the Service's operating budget, and is included in the City's consolidated Parking Tag Enforcement Operations budget, which is comprised of the following:

1. Police P.E.U. – responsible for the enforcement program, based on municipal by-laws, community-based parking programs, and Municipal Law Enforcement Officer (M.L.E.O.) training and oversight;
2. City Office of the Controller; Revenue Services – responsible for processing payments, mailing notices, and overseeing the collection of outstanding penalties, including the plate denial process and managing programs for habitual and out-of-province offenders to improve overall collection success rates;
3. City Court Services; Courts and Tribunal Administration – responsible for scheduling and supporting hearings in respect to disputed parking offences; and
4. City Legal Services – responsible for administering the dispute review process at screening offices.

The P.E.U. budget enforcement assumptions are considered in the development of all of the above budgets, and the P.E.U. request has been reviewed with the City Financial Planning Division to ensure consistency across the various budgets.

### ***Parking Enforcement Unit Responsibilities:***

The P.E.U.'s main goal is to help achieve the safe, efficient and orderly flow of traffic. This is accomplished by developing and meeting strategic enforcement objectives, responding to calls for service from the community and providing a visible presence to promote compliance. Parking Enforcement Officers (P.E.O.s) are deployed to zones throughout the city to patrol for the aforementioned reasons and support effective service delivery.

Maintaining adequate staffing levels is crucial to the P.E.U.'s ability to enforce compliance with applicable by-laws (tag issuance) and attend calls for service, both of which can impact traffic flow. The Unit takes all possible action, including the use of available premium pay, to mitigate the overall impact of staffing changes on enforcement activities.

### ***Parking Tag Revenues:***

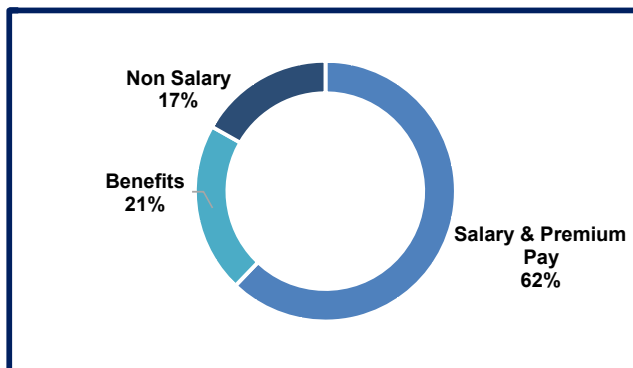
The P.E.U. is responsible for enforcement activities, and is separate from actual revenues from tag issuance which are collected and recorded by the City Treasurer through the Revenue Services division. Factors such as City Council initiatives, by-law changes, and changes to fines and programs have an impact on enforcement operations, the number of tags issued, public behaviour and the overall amount of revenues collected.

### ***2025 Operating Budget Request:***

On a gross basis, 83% of P.E.U.'s budget is for salaries, premium pay and benefits. The remaining 17% is required to support P.E.O.s in terms of the vehicles, equipment and technology they use, facilities they work in, and training they require.

The 2025 net operating budget request of \$55.4M (\$57.5M gross) includes the funding required to maintain an average deployed strength of 357 P.E.O.s, as well as services and equipment required to effectively support operations.

**Figure 1: 2025 Gross Parking Enforcement Budget (000's)**



It should be noted that the current collective agreement with the T.P.A. and S.O.O. expired on December 31, 2023 and there are no agreements yet in place for 2024 and 2025. Therefore, the impact of the salary settlement is not included in the 2025 operating budget request, and the City will make an estimated provision in its corporate accounts until a settlement is reached.

Table 2 summarizes the key cost drivers included in the 2025 Operating Budget Request.

**Table 2: 2025 Key cost drivers (000's)**

Category (\$000s)	2024 Budget	2025 Request	\$ Change over 2024 Budget Category	% Change over 2024 Budget Category
A. Salary Requirements	\$33,344.4	\$33,757.9	\$413.5	0.8%
B. Premium Pay	\$1,941.6	\$1,941.6	\$0.0	0.0%
C. Statutory Deductions & Employee Benefits	\$9,361.8	\$12,161.1	\$2,799.3	5.5%
D. Reserve Contributions	\$2,993.1	\$4,176.3	\$1,183.2	2.3%
E. Other Expenditures	\$5,198.4	\$5,472.9	\$274.5	0.5%
<b>Gross Expenditures</b>	<b>\$52,839.3</b>	<b>\$57,509.8</b>	<b>\$4,670.5</b>	<b>9.1%</b>
F. Revenues	(\$1,498.4)	(\$2,145.3)	(\$646.9)	-1.3%
<b>Net Expenditures</b>	<b>\$51,340.9</b>	<b>\$55,364.5</b>	<b>\$4,023.6</b>	<b>7.8%</b>

### **Summary of 2025 Budget Request Changes by Category**

#### **A. Salary Requirements (\$33.8M)**

The total salary requirements for 2025 is \$33.8M, which is \$0.4M or 0.8% over the 2024 total budget. The 2025 budget assumes an average staffing level of 357, consistent with 2024. However, there is a growing trend of P.E.O.s transitioning to vacancies within the Service for roles such as special constables or police officers, creating vacancies that impact the P.E.U.'s enforcement activity. In order to mitigate any impact on enforcement, the P.E.U. is planning for one class of 40 new hires in March 2025 and another class of 20 new hires in September 2025. P.E.O. separations will be closely monitored throughout the year, with recruitment numbers and class timing adjusted as needed to maintain optimal staffing.

Salary pressures arise from two factors:

- 1- P.E.O.s. salary progression, where new recruits start at the lower pay step when hired and move to the higher pay step after a year of service.
- 2- A proportion of the Service's Communications Operators cost is charged to P.E.U., based on the volume of dispatched calls for service related to parking violations. While this is not a new practice, it does represent \$100K in incremental costs to the 2025 budget request.

#### **B. Premium Pay (\$1.9M)**

The total premium pay budget request for 2025 is \$1.9M, unchanged from 2024. This funding primarily supports staffing of enforcement activities during special events and targeted enforcement initiatives

The opportunity to reassign on-duty staff for special events is minimal, as it would lead to reduced enforcement in the areas from which they are assigned. All premium pay expenditures require approval from supervisory staff and are carefully monitored.

#### **C. Statutory Payroll Deductions and Employee Benefits (\$12.2M)**

This expenditure category represents an increase of \$2.8M, or 5.5% over the 2024 total budget. Employee benefits are comprised of statutory payroll deductions and requirements as per the collective agreements.

Historically, certain benefits such as Workplace Safety and Insurance Board (W.S.I.B.) premiums, and retiree medical, dental, and healthcare costs were funded through the Service's operating budget. Going forward, these items have been allocated to the P.E.U.'s budget, and account for \$1.7M of the total increase in benefit costs. The allocation of these expenses will continue to be reviewed annually.

Additionally, the 2025 budget request considers historical actuals plus an anticipated increase. While the budgeted increase reflects recent upward cost trends, it remains below the suggested industry increase.

#### D. Reserve Contributions (\$4.2M)

The 2025 contributions to the reserves and reserve funds is \$4.2M, which is an increase of \$1.2M or 2.3% over the total 2024 budget. The P.E.U. contributes to reserves and reserve funds through provisions from its operating budget. The City manages the Sick Pay Gratuity reserve, while the Service manages the Vehicle and Equipment (V.&E.) reserve fund, the Central Sick Bank reserve, and the Post Retirement reserve.

This increased reserve contribution includes \$1M to the V.&E. reserve to support the procurement of a new Vehicle Impound Program (V.I.P). The existing application, developed in 1991 and last upgraded in 2008, is outdated and no longer meets operational demands. Legislative changes, increased audit responsibilities, enhanced reporting requirements, and evolving procedural needs have exceeded the system's capabilities. Consequently, Service members must rely heavily on manual data manipulation, reducing their availability for core tasks such as vehicle towing. Moreover, the system has reached the end of its life and is based on obsolete, unsupported technology.

The Service plans to replace the V.I.P. application with a Commercial Off-The-Shelf (C.O.T.S.) system that includes setup, configuration, data migration, report and letter generation, pound site integration, and comprehensive training for Service and pound site staff. Key improvements include:

- Enhanced vehicle validation and tracking from tow initiation to release;
- Streamlined vehicle document management;
- Improved information sharing with internal and external agencies;
- Optimized financial reporting to minimize liabilities;
- Modernized system architecture using current industry standards; and
- Reduced data entry duplication and errors.

This upgraded system will significantly enhance operational efficiency and support the Service's core risk management duties. The actual expenditures will be captured in the 2025-2034 Capital Program.

The remaining increase is for the Central Sick Bank reserve and the Post Retirement reserve due to the increasing benefit costs related to these reserves.

In addition to the reserve contribution noted above, a one-time funding allocation of \$1M from the City's Q3 2024 variance, pending Council approval, is planned for the V.&E. reserve. This funding will support the acquisition of Automated License Plate Recognition (A.L.P.R.) software and hardware for parking enforcement. The initiative aligns with Council motion IE7.1, passed on November 8, 2023, which approved this enhancement for the P.E.U.. Specifically, the motion called for the acquisition of at least 10 mobile automated licence plate readers for use, as a pilot project, primarily in enforcing parking offences that adversely affect the safety of vulnerable road users, such as obstructing bike lanes or blocking visibility at intersections. The City's Chief Financial Officer and Treasurer will earmark, where feasible, the revenue from the parking tickets collected through the pilot A.L.P.R. project to the extent necessary to

recover the cost of the project. A.L.P.R. technology uses specialized cameras to capture license plate images, enabling the software to recognize and read plates, locate vehicles, and compare them to parking bylaws to identify violations. The system also facilitates efficient ticketing options, including in-car ticket printing, electronic ticketing via city apps or email, and mailing tickets to registered vehicle addresses.

This system significantly enhances the productivity of P.E.O.s by reducing their required complement and allowing them to focus on high-priority situations such as rush-hour lane clearing, lane/driveway blockages, and specialized parking environments. As a result, it leads to more frequent coverage, higher revenue, and better compliance.

With the addition of A.L.P.R. systems in the Service's vehicles, there is an increased opportunity to locate vehicles that are unregistered or flagged as stolen/crime vehicles. This can assist in recovering stolen vehicles and disrupting criminal activity.

The Service has proposed a partnership with the Toronto Parking Authority (T.P.A.) to leverage their A.L.P.R. resources for street parking enforcement across the city. The T.P.A. pilot is currently very limited, with minimal utilization for on-street parking. The proposal is pending a renegotiation of the T.P.A. funding agreement with the City. Alternatively, the Service could develop its own A.L.P.R. parking enforcement capability, streamlining its parking operations. The actual expenditures will be captured in the 2025-2034 Capital Program for year 2025 and 2026.

#### E. Other Expenditures (\$5.5)

This category of expenditure represents an increase of \$0.3M, or 0.5% over the 2024 total budget. Other expenditure categories include the materials, equipment and services required for day-to-day operational needs. Wherever feasible, accounts within this category have been maintained at the 2024 level or reduced. Increases have only been included where considered mandatory.

The net increase of \$0.3M is a result of increased chargebacks from the Service for the P.E.U.'s portion of indirect costs to support the Unit, primarily for corporate and information technology services to support upcoming modernization projects (V.I.P. and A.L.P.R.).

#### F. Revenues (\$0.6M)

This category reflects an increase of \$0.6M, or 1.3%, compared to the 2024 total budget. Revenue is derived from reserve draws and towing/pound administrative recoveries. The revenue increase is primarily due to higher reserve draws to cover rising benefit costs and a projected portion of revenues from the City's Traffic Direction Program, which is expected to continue for at least another year. The Traffic Direction Program operates on a full cost-recovery basis, with the P.E.U.'s share of revenues offsetting the administrative costs associated with supporting the program.

**2026 and 2027 Outlooks:**

Based on known pressures and inflationary increases, the current estimate for 2026 is \$56.5M (a \$1.2M or 2.1% increase over 2025) and \$57.3M for 2027 (a \$0.9M or 1.5% increase over 2026). The majority of the increase in 2026 relates to inflationary impacts for contractual group benefits and increases in statutory benefit costs. Traffic Modernization Initiatives, including V.I.P. replacement and the implementation of A.L.P.R. technology are included in the capital budget, however impacts on the Operating budget such as maintenance costs for these programs are not yet known.

The current agreement with the Toronto Police Association expired on December 31, 2023 and a new collective agreement is currently in arbitration. Similar to 2025, the City will make an estimated provision in its corporate accounts for 2026 and 2027 to fund the impacts of the collective agreement until a settlement is reached. This outlook also assumes premium pay levels remain unchanged.

**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 P.E.U.'s 2025 net operating budget request is \$55.4M net (or \$57.5M gross), which is a 7.8% increase over the 2024 approved budget, excluding collective agreement increases (which are being managed by the City in the absence of current collective agreements). The 2025 budget request includes an attributable portion of statutory benefit costs as well as corporate and information technology costs that have historically been accounted for through the Service's operating budget.

This budget request includes funding to support modernization and will allow the P.E.U. to provide strategic enforcement activities to promote compliance and improve the traffic flow within the city.

Deputy Chief Lauren Pogue, Community Safety Command, and 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





## PUBLIC REPORT

**November 4, 2024**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Dubi Kanengisser  
Executive Director

**Subject:** **Toronto Police Service Board 2025 Operating Budget Request**

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

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

This report recommends that the Toronto Police Service Board (Board):

- (1) Approve the Board's 2025 net operating budget request of \$2,376,000, which is a \$20,700 increase over the 2024 approved budget, and
- (2) Forward this report to the City of Toronto's (City) Budget Committee for consideration, and to the City's Chief Financial Officer and Treasurer for information.

### **Financial Implications:**

This Board's 2025 operating budget request is a net amount of \$2,376,000, which represents an increase of \$20,700, or 0.88%, over the 2024 approved budget.

A summary of the net operating budget request is as follows:

Category (\$000s)	2024 Budget	2025 Request	\$ Increase / (Decrease) over 2024	% Increase / (Decrease) over 2024
2024 Net Budget - \$2,355.3				
(a) Impact of 2024 Collective Agreement	\$0.0	\$0.0	\$0.0	0.00%
(b) Salary & Benefit Requirements	\$1,749.2	\$1,749.2	\$0.0	0.00%
(c) Net Non-Salary Expenditures	\$606.1	\$626.8	\$20.7	0.88%
<b>2024 Net Budget Request</b>	<b>\$2,355.3</b>	<b>\$2,376.0</b>	<b>\$20.7</b>	<b>0.88%</b>

## **Toronto Police Service Board**

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## **Summary:**

This report proposes a 2025 operating budget that will ensure the Board, with the support of the office of the Police Service Board (Board Office), is able to discharge its statutory police governance and oversight responsibilities in the context of a significant and evolving police reform and modernization agenda, and the new provincial policing legislation and its associated impacts on police governance and the Board's operations.

Recognizing the current fiscal realities impacting the City, the proposed budget increase amounts to \$20,700, which represents a 0.88% increase over the approved 2024 budget. Increased line items include an annualization of costs for American Sign Language (A.S.L.) translation at Board Meetings, access to analytical software, increased fees for membership in the Ontario Association of Police Service Boards (O.A.P.S.B.), and a one-time transition cost for implementation of the Board's meeting management tool.

## **Discussion:**

### ***Background and the Board's Legislative Responsibilities***

The Board is a seven-member, statutory civilian body that governs and oversees the Toronto Police Service (Service). The Board is dedicated to ensuring that Toronto's police services are delivered in partnership with our communities, to keep the city the best and safest place to be.

Under Ontario's *Community Safety and Policing Act* (the *Act.*), the Board is responsible for ensuring the provision of adequate and effective police services in Toronto, including the development of policies for the effective management of the Service.

The *Act* requires the Board, among other things, to

- (i) generally determine the objectives and priorities for police services in the municipality;
- (ii) set policies for the effective management of the police force;
- (iii) recruit and appoint the Chief of Police and other Command Members of the Service (Deputy Chiefs, the Chief Administrative Officer, and the Chief Information Officer);
- (iv) direct the Chief of Police and monitor their performance;
- (v) negotiate labour relations contracts with the two bargaining agents for the Service's Members; and
- (vi) determine the budget for the police service.

### ***Relevant Board Policies and Compliance***

This report complies with the Board's Budget Transparency Policy.

### ***Structure of the Board Office***

The Board Office is comprised of 10.5 Full-Time Equivalent (F.T.E.) positions. The Board Office provides the Board with administrative assistance, media relations, stakeholder relations, independent analysis and monitoring, and policy development, among other services. In 2024, three new positions were filled within the Board Office: an Advisor, Indigenous Engagement, supporting the Board's Senior Advisor, Strategic Policy and Stakeholder Relations, and two Analysts, Governance Quality Assurance, supporting the Senior Advisor, Strategic Analysis and Governance. Together, the Board Office ensures that the Board has input from voices from diverse communities throughout Toronto, comprehensive analysis, and effective support to carry out its various governance and oversight duties.

### ***Collaboration and Consultation as Key Tools for Effective Governance***

Ontario's municipal policing model is founded on the concept of independent civilian governance. It is a responsibility taken very seriously by the Board and the professional team that supports it. The Board and Board Office work closely with the Chief of Police to set the strategic vision for the Service, and to provide evidence-based governance through policies and other legally binding direction. Importantly, the Board also creates opportunities for members of the public, government bodies and stakeholder groups to engage and provide their perspectives and input concerning contemporary policing issues.

Throughout 2024, the Board has continued to engage extensively with regulatory bodies, different levels of government, community organizations, academic experts, subject-matter experts within the Service, the Board's own Anti-Racism and Mental Health and Addictions Advisory Panels, and the public as a whole, on a series of issues and initiatives related to policing reform and improved services. These ongoing consultations, meetings, and conversations ensure that we remain current in matters of community safety and well-being, and that we deliver comprehensive civilian governance and oversight.

### ***Key Successes and Ongoing Work***

Building on the roadmap for reform established by the Board in 2020, work in the past year has focused on the continued development of new initiatives and approaches that enhance the effective governance of policing in Toronto.

Some key accomplishments in 2024 include:

- continuing to work with the Service on the implementation of the 81 recommendations on comprehensive policing reform in Toronto – a body of work that other police boards and commissions in Canada have relied on, and used to guide their own work, as well as the recommendations from the *Missing and Missed* report on missing person investigations;
- working with the Ontario Human Rights Commission (O.H.R.C.) following the publication of the Commission's *From Impact to Action* report, to develop an implementation approach for the Commission's recommendations;

- A public consultation on the Board's Public Order Policy, which drew over 600 submissions from individuals, groups and organizations;
- developing the Board's four-year Strategic Plan, including phase two of consultations with partners, community organizations and members of the public;
- continuation of a close working relationship with the City as it implements SafeT.O., the City's community safety and well-being plan;
- ongoing work with the Board's Anti-Racism Advisory Panel (A.R.A.P.) and Mental Health and Addictions Advisory Panel (M.H.A.A.P.);
- working with Indigenous communities in Toronto to enhance their direct engagement with the Board to meaningfully bring Indigenous voices into the decision-making process;
- participating in professional forums to profile the innovative practices developed by Board Office staff, and to contribute to modern civilian police governance approaches in Canada and abroad;
- continuing engaging with policing governance bodies (i.e., the O.A.P.S.B. and the Canadian Association of Police Governance (C.A.P.G.)) to enhance and align practices of police governance in Ontario and across Canada;
- continuing engaging the Province on the regulatory development process led by the Ministry of the Solicitor General with the coming into force of the *Act*, including providing commentary on and proposals concerning new regulations;
- aligning the Board's governance structure to comply with the new requirements in the *Act*; and,
- enhancing the Board's governance supports through work undertaken pursuant to an M.O.U. with the Auditor General, and with Ombudsman Toronto to diversify information channels and expertise.

### ***Key Challenges and Risks***

The Board, with the support of the Board Office will:

- continue its high degree of engagement with diverse communities on significant policing and police governance and oversight issues;
- continue to evolve its civilian governance structures, processes, policies and approaches to maintain its position as a national and international leader in this space, and in the midst of the most significant legislative changes to Ontario's policing environment in decades;
- continue to improve its access to information and analysis on the impact and effectiveness of implementing policing standards, Board Policies and direction to the Chief, and the Service's programs and initiatives, so as to ensure a constant 'feedback loop' that drives improvement and innovation;

- continue to improve public transparency and accessibility to its work and governance processes; and,
- address the many and wide-ranging priorities, initiatives, and projects that are currently being implemented or that are forecasted to be addressed in 2025, in a manner that maintains public confidence in police governance and oversight in Toronto, while ensuring Board Members and Board Office staff can respond to unanticipated events.

### ***Key Priorities for 2025***

There are many priorities, initiatives, and projects that are currently being implemented, or that are forecasted to be addressed in 2025 that will require Board Members and Board Office staff to be nimble, engaging, and accessible to the public.

These include:

- completing the development of the Board's 2025-2028 Strategic Plan, based on robust consultations with various stakeholders and the public;
- continuing collaboration with the Service in the implementation of the remainder of the Board's 81 recommendations on Police Reform, 151 Recommendations from the *Missing and Missed* report concerning missing persons investigations, the Auditor General's recommendations on 9-1-1 response, and the O.H.R.C.'s recommendations on racial profiling and discrimination of Black persons;
- continuing work with City partners on the *SafeT.O. Community Safety and Well-Being Plan* and the implementation of the City's Alternative Community Crisis Support Service pilot;
- enhancing outreach and engagement of diverse communities, including Black, Indigenous and other racialized communities across Toronto;
- enhancing work to streamline, modernize and improve the Board's governance approaches through analysis of the impacts of statutory adequacy standards, Board Policies and directions, and the development of new leading police governance policies in Canada; and,
- continually enhancing the quality of information and level of analysis on the effectiveness and the impacts of the Service's various initiatives that are made available to the Board and the public.

Throughout 2025, the Board will continue this and other work in a transparent and consultative spirit, in a manner that works to ensure continued effective governance, and fair and accountable policing in Toronto.

### ***Impact of Collective Agreement***

Across-the-board wage increases for Board Office staff are usually in line with annual increases specified in the Toronto Police Senior Officers' Organization (S.O.O.) Collective Agreement. The most recent S.O.O. Collective Agreement covered the period of January 1, 2019 to December 31, 2023. Bargaining with the Toronto Police Association for agreements for January 1, 2024 and beyond is now in the arbitration stage, with S.O.O. negotiations remaining on-hold as a result. No funding is included in the 2025 budget request, nor the future year outlooks, and the City will make an estimated provision in its corporate accounts for the purpose of funding the outcome of collective bargaining, in accordance with the *Act*.

### ***Salary and Benefit Requirements***

The Board Office's approved staffing complement for 2025 is 10.5 full time employees, who support the Board and its committees through governance and policy development, stakeholder and media engagement, independent research and analysis, and administrative support. In 2024, hiring to fill three new positions was completed: an Indigenous Engagement Advisor and two Research and Evaluation Analysts.

The work performed by the team of professional staff is essential to the Board's ability to ensure adequate and effective police services to the communities we serve.

The budget request for the salary and benefit requirements, totalling \$1,749,200, includes salary/benefits for its approved staff complement, equivalent to the 2024 budget.

### ***Non-Salary Expenditures***

#### ***Public Consultation and Accessibility***

The base budget for non-salary expenditures will allow for the continued implementation of police reform and other strategic initiatives, as well as honouraria for community members on the Board's Advisory Panels. In 2024, new funding was allocated to provide A.S.L. translation services at all of the Board's public meetings, to increase the public's access to this important forum. This provision came into effect in late 2024, and annualization, as well as cost increases for this provision, are included in the 2025 budget.

#### ***Training, Development and Professional Associations***

A portion of the non-salary accounts is allocated to training and development for Board Members and Board Office staff, as well as membership dues for two police governance organizations, O.A.P.S.B. and the C.A.P.G., both of which provide opportunities for training and professional development to both Board Members and Board Office staff. Membership fees for the O.A.P.S.B. have increased in the past year,

in line with the expansion of scope of the work carried out by the O.A.P.S.B. to the benefit for all Ontario police service boards.

The Board Office staff are critical to delivering professional, best-in-class services to support the Board's various functions. The Board Office must be able to function as a fully independent policy, quality assurance, evaluation, communications, stakeholder engagement and government relations shop. Both Board Members and Board Office staff are better equipped to perform their key functions and duties through accessing specific and topical professional development training programs and learning opportunities to ensure their skills and knowledge are relevant and constantly updated. Additionally, members of the Board Office staff frequently contribute to professional development conferences, seminars and other forums hosted by C.A.P.G., O.A.P.S.B., and other organizations focused on police governance, oversight and contemporary policing topics.

#### *Analytics Software*

The expansion of the Board Office's Monitoring and Evaluation Team, led by the Senior Advisor, Strategic Analysis and Governance, will increase capacity for independent analysis in support of the Board's decision-making. To facilitate the work planned for the team over 2025, the Board Office will acquire licenses to quantitative and qualitative analysis software and data collection tools.

#### *Grievances and Legal Reserve*

A significant portion of the non-salary costs is allocated for arbitrations/grievances. It is not possible to predict or control the number of grievances filed or referred to arbitration, as filings are at the discretion of bargaining units. In order to deal with this uncertainty, the 2025 budget includes a \$424,800 contribution to a Legal Reserve for the costs of independent legal advice – an amount that is unchanged from the 2024 budget.

Fluctuations in legal spending will be addressed by increasing or decreasing the budgeted reserve contribution in future years' operating budgets so that the Board has funds available in the Reserve for these variable expenditures.

The Legal Reserve ensures that funds are available in the event that the Board requires legal advice other than that made available from the City Legal Services. Similarly, funds will be available should the Board require any additional external consulting advice or professional services.

Expenditures within the proposed legal services accounts are difficult to predict as they are often incurred directly in response to an action or event. Recent settlement statistics related to labour disputes and grievances indicate that fewer matters proceed to a hearing, but that the matters that do proceed to hearings are increasingly complex and often costly.

The remaining portion of the proposed non-salary budget is for the running of the day-to-day operations of the Board Office.

### ***Equity Analysis***

The proposed Operating Budget includes funding for A.S.L. translation services at the Board's public meetings, to enhance meeting accessibility and engagement. This funding will allow Toronto residents who are hearing impaired to engage more effectively with the Board's work.

In addition, funding provided for in the 2025 budget will enable the Board Office to more effectively engage with diverse communities across the Toronto and bring their voices forward to have an impact on the Board's decision-making process. As a result, the proposed funding increases will have a **positive** equity impact.

### ***Conclusion:***

The budget proposed in this report is founded on the Board's continued commitment to meet its legislative mandate in a manner that inspires public confidence, is meaningful to those we serve, and is fiscally responsible. Through this budget, I believe that the Board and Board Office will deliver modern independent police governance that continues to lead the country.

Respectfully submitted,

Dubi Kanengisser  
Executive Director

### ***Attachments:***

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2025 Operating Budget Request Summary - Toronto Police Service Board



## 2025 Operating Budget Request Summary Toronto Police Service Board

FEATURE CATEGORY	COST ELEMENT	COST ELEMENT DESCRIPTION	2021 Actuals	2022 Actuals	2023 Actuals	2024 Approved Budget	2025 Budget	Change over 2024 Approved	Comments, Explanations
1-Salaries	1505	REGULAR SALARIES CIVILIAN A	0	0	0	0	0	0	
1-Salaries	1508	EXCLUDED REGULAR SALARIES	1,126,452	1,122,617	1,029,860	1,480,000	1,480,000	0	
1-Salaries	1534	Alternate rate - Civilian A	0	0	0	1,900	0	-1,900	
1-Salaries	1537	Alternate rate - Excluded	0	0	20,042	1,300	3,200	1,900	
<b>1-Salaries Total</b>			<b>1,126,452</b>	<b>1,122,617</b>	<b>1,049,902</b>	<b>1,483,200</b>	<b>1,483,200</b>	<b>0</b>	Funds shifted between accounts, net zero impact. COLA is not reflected in this budget.
2-Benefits	1746	EMPLOYMENT INSURANCE - CIVILIAN	10,349	11,101	11,589	22,000	22,000	0	
2-Benefits	1748	EMPLOYMENT INSURANCE -NON QUALIFIED	242	0	309	0	0	0	
2-Benefits	1765	CANADA PENSION PLAN - CIVILIAN	28,620	31,389	30,413	42,900	42,900	0	
2-Benefits	1767	CANADA PENSION PLAN -NON QUALIFIED	448	0	577	0	0	0	
2-Benefits	1776	OMERS CIVILIAN - CIVILIAN	116,061	117,209	105,541	201,100	201,100	0	
<b>2-Benefits Total</b>			<b>155,719</b>	<b>159,699</b>	<b>148,428</b>	<b>266,000</b>	<b>266,000</b>	<b>0</b>	
3-Premium Pay	1584	Civilian Lieu Time Cash Payment	0	0	31,259	0	0	0	
<b>2-Benefits Total</b>			<b>0</b>	<b>0</b>	<b>31,259</b>	<b>0</b>	<b>0</b>	<b>0</b>	
4-Materials & Supplies	2010	Stationery and office supplies	2,591	2,340	1,949	5,400	5,700	300	
4-Materials & Supplies	2013	Printed material	0	0	0	900		-900	
4-Materials & Supplies	2020	Books & Magazines	183	304	183	600	300	-300	
4-Materials & Supplies	2999	Miscellaneous materials	102	213	911	300	1,200	900	
<b>4-Materials &amp; Supplies Total</b>			<b>2,876</b>	<b>2,856</b>	<b>3,043</b>	<b>7,200</b>	<b>7,200</b>	<b>0</b>	Funds shifted between accounts, net zero impact.
5-Equipment	3410	Computers - hardware	16,415	6,756	7,754	0		0	
5-Equipment	3420	Computers - software	133	67	0	0	6,700	6,700	Additional software tools required by the Board's monitoring & evaluation team to facilitate the analysis of large amounts of qualitative data expected to be collected through the Strategic Plan engagement, and other future evaluation work. This request includes a one-time cost of \$6,000 in lieu of an annual cost of \$3,500.
5-Equipment	3620	Telephone equipment	0	0	0	0	0	0	
5-Equipment	3978	Other office equipment	0	0	0	0	0	0	
5-Equipment	3982	Video production equipment	0	0	0	0	0	0	
<b>5-Equipment Total</b>			<b>16,548</b>	<b>6,823</b>	<b>7,754</b>	<b>0</b>	<b>6,700</b>	<b>6,700</b>	
6-Services	4010	PROFESSIONAL SERVICES - LEGAL	1,234,608	380,667	216,915	300,000	300,000	0	
6-Services	4013	BARGAINING EXPENSES	0	0	12,346	0	0	0	
6-Services	4030	PROF & TECH SERV - INDUSTRIAL RELATIONS	16,523	20,285	19,819	115,000	115,000	0	
6-Services	4084	PUBLIC RELATIONS/PROMOTIONS	24	14,844	13,155	14,000	14,000	0	
6-Services	4086	TECH SERV -TRANSLATIONS & INTERPRETERS	0	0	0	6,500	15,400	8,900	Annualization of interpreter services added last year, as well as cost increases.
6-Services	4089	CONSULTING SERV- MGMT/RESEARCH &DEVEL	50,370	22,381	509	40,000	40,000	0	
6-Services	4091	CONSULTING SERV -EXT LAWYERS &PLANNERS	143,495	43,105	36,572	75,000	75,000	0	
6-Services	4098	SERVICE CONTRACTS	0	20,442	0	0	0	0	
6-Services	4110	HONORARIA	0	4,250	9,000	22,000	22,000	0	
6-Services	4206	BUSINESS TRAV - MILEAGE ALLOWANCE	0	0	1,950	300	1,000	700	Increased to reflect requirements of current board members; offset by decreases to other line items.
6-Services	4230	BUSINESS TRAV - OTHER EXPENSES	0	3,511	5,125	10,000	1,000	-9,000	Line by line review
6-Services	4255	CONFERENCES/SEMINARS - OTHER EXPENSES	2,899	11,956	18,044	15,000	25,000	10,000	Line by line review; most business travel is classified as conference expenses.
6-Services	4312	COURSES/SEMINARS	5,887	22	0	2,000	2,000	0	
6-Services	4414	ADVERTISING & PROMOTION	0	0	2,162	0	0	0	

## 2025 Operating Budget Request Summary Toronto Police Service Board

FEATURE CATEGORY	COST ELEMENT	COST ELEMENT DESCRIPTION	2021 Actuals	2022 Actuals	2023 Actuals	2024 Approved Budget	2025 Budget	Change over 2024 Approved	Comments, Explanations
6-Services	4516	REPAIRS - TECHNICAL EQUIPMENT	193	0	0	0	0	0	
6-Services	4760	MEMBERSHIP FEES	15,345	15,434	16,795	20,700	24,200	3,500	Line by line review - increased membership fees for OAPSB.
6-Services	4770	PARKING EXPENSES (INTOWN)	0	0	32	100	100	0	
6-Services	4804	WIRELESS DEVICES	0	0	391	1,200	0	-1,200	Line by line review; purchase of phones was a one-time cost.
6-Services	4811	WIRELESS TELECOMMUNICATIONS SERVICES	1,899	3,435	2,838	4,600	4,600	0	
6-Services	4813	INTERNET	3,858	3,700	3,700	4,000	4,000	0	
6-Services	4815	COURIER SERVICES	19	14	14	0	0	0	
6-Services	4970	SERVICES AND RENTS - GENERAL	28,356	9,624	32,170	33,700	34,800	1,100	One-time cost related to replacement of board meeting management software.
6-Services	4995	OTHER EXPENSES	74,107	59,794	185,829	0	0	0	
6-Services	5020	CONTRIBUTION TO CURRENT	509,405	481,034	469,297	575,700	575,700	0	
6-Services	6020	CONTRIBUTION TO RESERVES	424,800	424,800	424,800	424,800	424,800	0	
<b>6-Services Total</b>			<b>2,511,788</b>	<b>1,519,298</b>	<b>1,471,462</b>	<b>1,664,600</b>	<b>1,678,600</b>	<b>14,000</b>	
<b>GROSS EXPENDITURES</b>			<b>3,813,382</b>	<b>2,811,295</b>	<b>2,711,848</b>	<b>3,421,000</b>	<b>3,441,700</b>	<b>20,700</b>	
7-Revenues	9270	CONTRIBUTIONS FROM RESERVES	-1,904,031	-841,496	-535,049	-1,065,700	-1,065,700	0	
<b>7-Revenues Total</b>			<b>-1,904,031</b>	<b>-841,496</b>	<b>-535,049</b>	<b>-1,065,700</b>	<b>-1,065,700</b>	<b>0</b>	
<b>NET BUDGET</b>			<b>1,909,351</b>	<b>1,969,799</b>	<b>2,176,799</b>	<b>2,355,300</b>	<b>2,376,000</b>	<b>20,700</b>	
								<b>0.88%</b>	Percentage increase over 2024 Approved Budget
Staffing	CIVILIAN	Civilian members	7.5	7.5	10.5	10.5	10.5	0.0	
<b>Staffing Total</b>			<b>7.5</b>	<b>7.5</b>	<b>10.5</b>	<b>10.5</b>	<b>10.5</b>	<b>0.0</b>	



## PUBLIC REPORT

**November 14, 2004**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Myron Demkiw  
Chief of Police

**Subject: Approval Process for Lease Agreements Recommended  
by the Toronto Police Service**

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

### Recommendations:

This report recommends that the Toronto Police Service Board (Board):

- 1) Authorize a temporary occupancy agreement with Cadillac Fairview Corporation Limited (C.F.), at C.F. Fairview Mall, for the 33 Division Community Safety Hub, subject to the terms and conditions set out in Appendix "A" attached hereto and on such other terms and conditions as approved and accepted by the City Solicitor;
- 2) authorize the Chair, or the Chair's designate, to approve all lease, sublease, or licence agreements recommended by the Toronto Police Service (Service), on behalf of the Board, subject to approval by the City Solicitor as to form; and
- 3) authorize the Chief to sign all leases, subleases, licence agreements, and options to extend or renew the leases, subleases, or licence agreements that fall below the threshold set out in the Board's Purchasing By-law and subject to ongoing business needs, continued funding, and satisfactory landlord or leaseholder compliance with the terms set out in the lease, sublease, or licence agreement or extension or renewal of same.

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### **Financial Implications:**

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There are no financial implications arising from the recommendations contained in this report.

The lease with the Cadillac Fairview Mall is considered in-kind. Any equipment or fit-up costs will be absorbed within the 2025 budget requests.

Generally, the funding source differs for each lease and sublease agreement.

Some operational leased space, such as the Wellness Unit East and Parking Enforcement West, are funded on an annual basis from the Service's operating budget. Other agreements, such as the Mounted Unit at Exhibition Place, require the Service to pay operating expenses only. In some cases, the lease or sublease agreements are in kind, therefore, there are no financial implications for the Service.

### **Summary:**

The purpose of this report is to request the Board's approval to engage in an in-kind lease with the Cadillac Fairview Group. The Service is seeking to augment the Neighbourhood Community Officer Program, in partnership with Cadillac Fairview Group, with the establishment of a Community Safety Hub at Fairview Mall in 33 Division. This is expected to assist officers in addressing crime, disorder, and community safety issues specific to the Don Valley Village Neighbourhood. This opportunity would also facilitate the development of improved relationships and building of trust within this community.

A secondary purpose of this report is to request the Board's authorization for the Chair, or the Chair's designate, to approve leases, subleases or licence agreements and for the Board's authorization for the Chief to sign renewals and extensions of leases, subleases and licence agreements that have been negotiated by the City of Toronto's Corporate Real Estate Management (C.R.E.M.) division or other partner agencies on behalf of the Service.

For those leases, subleases or licence agreements that meet the financial threshold in accordance with the Board's Purchasing By-law for Board approval, a Board report will be submitted concurrently or subsequent to pre-approval from the Chair, or the Chair's designate, outlining the background, justification, and cost of the contracts.

## **Discussion:**

### ***Background***

The Service currently has several lease agreements in place where it is in the interest of the Service to lease or sublease property to meet ongoing or short-term operational requirements.

Leasing requirements are identified by the Service's Facilities Management Unit when there is a demand for space and a vacant property is not readily available within the City of Toronto's real estate portfolio. Facilities Management staff liaise with the City's C.R.E.M. division and CreateT.O., exercising due diligence to locate a suitable City-owned property. However, if a City site cannot be identified, C.R.E.M. conducts a market search for available and suitable leasing opportunities, taking into consideration immediate turnkey readiness, associated cost for necessary renovations, equipment installation, security features, furniture, fit-up of site for occupancy, and parking space for Service fleet and personnel.

The operational requirements differ in every lease agreement. Therefore, the cost for retrofit of an existing site in the Service's facility portfolio must be carefully evaluated in comparison to leasing appropriate space with minimal cost for installation of technological infrastructure and complete fit-up for occupancy. The implementation of hybrid work models during the pandemic resulted in a surplus of vacant office space in the City of Toronto. Due to the current market climate, it may be advantageous for the Service to lease or sublease vacant space where landlords or tenants are offering discounted rates to fill available office space.

The lease negotiation process often delays the finalization of a lease agreement such that the target date for occupancy may be significantly deferred. For short-term or temporary leasing needs that require immediate occupancy, the time required to obtain Board approval may negatively impact the Service's operational plans and target dates. In some cases, due to lengthy delays in obtaining approval, the desired property may no longer be available.

The Service is also seeking to expand the Neighbourhood Community Officer Program, in partnership with Cadillac Fairview Group, with the establishment of a Community Safety Hub at Fairview Mall in 33 Division. This would greatly assist officers in addressing crime, disorder, and community safety issues specific to the Don Valley Village Neighbourhood. This opportunity would also facilitate the development of improved relationships and building of trust within this community. Authorizing the Chair, or the Chair's designate, to approve these short-term agreements will facilitate swift occupancy of available space to meet the Service's immediate operational requirements.

**Conclusion:**

It is advantageous for the Service to have in place a swift approval process for the authorization of leases, subleases or licence agreements, particularly for short-term or temporary lease, sublease and licence agreements that meet the immediate and necessary operational requirements of the Service.

It is therefore recommended that the Board authorize the Chair, or the Chair's designate, to approve all lease, sublease or licence agreements, recommended by the Service and negotiated on behalf of the Service, subject to approval by the City Solicitor as to form. It is further recommended that the Board authorize the Chief to sign all leases, subleases, licence agreements, and options to extend or renew the leases, subleases, or licence agreements that fall below the Board's Purchasing By-law threshold.

There are no financial implications arising from the recommendations contained in this report.

Ms. Svina Dhaliwal, 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



## PUBLIC REPORT

**November 14, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Contract Award to Calverley Painting and Decorating Ltd.  
for Interior and Exterior Painting Services**

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

### Recommendations:

This report recommends that the Toronto Police Service Board (Board):

- 1) approve a contract award to Calverley Painting and Decorating Ltd. (Calverley) for the provision of all necessary labour, materials, supplies, equipment, and warranties for indoor and outdoor painting services at various Toronto Police Service's (Service's) facilities for a three-year period commencing January 1, 2025, to December 31, 2027, plus two one-year optional extension periods at a total estimated cost of \$2.5 Million (M) (net HST) over the five-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 ongoing business need, continued funding, and satisfactory vendor performance.

### Financial Implications:

The contract with Calverley is valued at an estimated \$2.5M over five years, inclusive of the two one-year optional extension periods. The initial three-year term will commence with Board approval on January 1, 2025, to December 31, 2027, at an estimated cost of \$500K each year.

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Funding for this purpose is included in the Service's annual State of Good Repair (S.O.G.R.) capital budget, which is used to maintain the safety, condition and upkeep of existing buildings occupied by Service personnel (Min. No. P227/17 refers). The estimated cost for indoor and outdoor painting services for 2025 is \$500K (excluding taxes). The cost for subsequent years of the contract term will be included in the capital budget request for each respective year. This value is subject to change based on the S.O.G.R. annual plan and priorities.

## **Summary:**

The purpose of this report is to request the Board's approval for a contract award to Calverley for the provision of all necessary labour, materials, supplies, equipment, and warranties for indoor and outdoor painting projects at various Service facilities.

## **Discussion:**

### ***Background***

The Service utilizes indoor and outdoor painting services for small to mid-size projects at all facilities within its portfolio. The establishment of a contract with a dedicated painting services supplier will allow the Service to work with a qualified vendor that has specific knowledge, skills, equipment and staffing applicable to the desired scope, satisfactory quality of workmanship, and will be able to complete projects within specified timeframes.

Interior painting at Service facilities is not restricted, however, to the painting services supplier recommended for award, as general contractors generally engage their own trades personnel to facilitate the coordination of larger scale projects within target timelines. Competitive pricing may also be requested from other painting services suppliers for major renovations, capital builds, or larger scale painting projects where it would be best practice to invite price submissions from other contractors that provide this service.

Services performed by the supplier will be on an as needed basis during the term of the contract. For each work assignment, a Facilities Management project supervisor will liaise with the supplier with respect to the project location, painting scope and target timeline. Unit prices submitted in the supplier's bid response will be the basis for pricing each work assignment.

### ***Relevant Board Policies and Compliance***

Section 20 of the Board's Purchasing Bylaw (Bylaw No. 163) outlines the Award and Contract Authorities:



*‘20.3 The following persons, and those persons acting in their place from time to time, have the authority identified below, provided the conditions set out in section 20.1 and 20.4 have been met:*

- (a) The Chief may make an Award for an amount not exceeding \$1,000,000 in any one instance and execute a Contract in relation to that Award;*

*...*

*20.4 An Award may be made under this Part, provided that:*

- (a) The other provisions of this bylaw and purchasing Procedures have been followed;*
- (b) The Award is being made to the vendor with the Lowest Cost Bid or the Highest Scoring Submission;*
- (c) There have been no disputes associated with the Solicitation; and*
- (d) At least one of the following is true:*
- (i) Funds for the purpose of the Award are available in the interim operating budget or budget in the year in which the Award and expenditure are being made and the expenditure in that year does not exceed the amount of the available funds; or*
  - (ii) The Capital Project and its funding have been approved and funds are available for the purpose of the Award.’*

### ***Procurement Process***

The Service’s Purchasing Services unit published a Request for Quotation (R.F.Q.) number 1722072-24 for the provision of all necessary labour, materials, supplies, equipment, and warranties for indoor and outdoor painting services on Merx on August 21, 2024, which closed on September 18, 2024. Fifty (50) suppliers downloaded the R.F.Q. documents and two bids were submitted, one of which was disqualified for failure to submit pricing for all optional years of the contract.

The Service’s Purchasing Services unit contacted the suppliers that had downloaded the R.F.Q. in whole or in part and had not submitted a bid to ask why they had not submitted a bid. Two suppliers responded and provided the following reasons for not submitting a bid:

- Insufficient resources due to other projects underway; and
- Commitment for a five-year term is too long.

It is noteworthy that the Service did not receive any questions prior to the R.F.Q. question deadline, and as a result, the R.F.Q. submission deadline was not extended.

### ***Evaluation Process***

Stage One – Mandatory Requirements. Bids were first reviewed for compliance with mandatory requirements and were rated on a pass/fail basis. The two bid submissions received met the mandatory requirements and moved forward to stage two of the evaluation process.

Stage Two - Pricing. This stage involved the evaluation of the supplier's pricing as stipulated in the required mandatory pricing submission forms provided in the R.F.Q. A bid received from one of the suppliers did not include pricing for all of the option years and was disqualified.

Based on the remaining supplier pricing submission and adherence to the mandatory requirements stipulated in the R.F.Q., Calverley is being recommended for contract award.

### ***Conclusion:***

For the reasons outlined above, it is recommended that the Board approve a contract award to Calverley for the provision of all necessary labour, materials, supplies, equipment, and warranties for indoor and outdoor painting services at various Toronto Police Service's (Service's) facilities, for the period of January 1, 2025, to December 31, 2027, plus two one-year optional extension periods, at an estimated cost of \$2.5M over the five-year term. Calverley will be subject to performance evaluations during the term of the contract to ensure a satisfactory level of performance.

Ms. Svina Dhaliwal, 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



## PUBLIC REPORT

**November 8, 2024**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Myron Demkiw  
Chief of Police

**Subject:** **Contract Award to The Uniform Experts North America Inc. for Cargo Pants**

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

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

This report recommends that the Toronto Police Service Board (Board):

- 1) approve a contract award to The Uniform Experts North America Inc. (The Uniform Experts) for the supply and delivery of uniform cargo pants for a two-year period from January 1, 2025, to December 31, 2026, plus two one-year optional extension periods, at a total estimated cost of \$1.46 Million (M) over the four-year term;
- 2) 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;
- 3) authorize the Chief to exercise the options to extend the contract subject to ongoing business needs, continued funding, and satisfactory vendor performance.

### **Financial Implications:**

The value of the contract with The Uniform Experts is estimated to be \$1.46M over four years, inclusive of the two one-year optional extension periods. The initial two-year term will be from January 1, 2025, to December 31, 2026, with an estimated cost of \$358 Thousand (K) each year. The estimated cost for the first one-year option term is \$376K and the second one-year option term is estimated at \$370K.

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New cargo pants pricing obtained as a result of the current procurement process are, on average, 15% less than our previous contract prices.

The Toronto Police Service's (Service's) 2025 operating budget includes the necessary funds for that year's requirements. Future year costs will be included in the respective operating budget requests.

## **Summary:**

The purpose of this report is to request the Board's approval for a contract award to The Uniform Experts for cargo pants.

## **Discussion:**

### ***Background***

Previously, the Service utilized two separate contracts for cargo pants and alternative cargo pants, tendered by the Service, and both expired on October 31, 2024.

### ***Procurement Process***

The Service's Purchasing Services unit published a Request for Quotation (R.F.Q.) number 1702810 – 24 for the supply and delivery of uniform cargo pants and alternative cargo pants on MERX on Thursday, June 20, 2024, which closed on Wednesday, August 7, 2024. The R.F.Q. consisted of two parts, with different types of cargo pants in each part (i.e. with different material blends due to allergy considerations, and different styles including maternity style), each of which was awarded separately to the lowest compliant bid:

- Part 1 – different types of cargo pants;
- Part 2 – several types of alternative cargo pants.

48 suppliers downloaded the R.F.Q documents from MERX. 12 bid submissions were received for Part 1 and eight bid submissions were received for Part 2.

The lowest compliant bid, from The Uniform Experts, met the R.F.Q. requirements and the required product samples were provided for evaluation under Part 1. The samples were then evaluated and were determined to have met the required mandatory specifications. As a result The Uniform Experts is being recommended for award.

The contract award for alternative cargo pants (Part 2) was also awarded to The Uniform Experts as their bid was the lowest compliant bid for Part 2, but the contract value was under the \$1M threshold, and therefore, Board approval is not required

### ***Relevant Board Policies and Compliance***

Section 20 of the Board's Purchasing Bylaw (Bylaw No. 163) outlines the Award and Contract Authorities:

*'20.1 No Award shall be made except with Board approval or in accordance with the provisions of this bylaw and in compliance with any other legal requirements.*

*...*

*20.3 The following persons, and those persons acting in their place from time to time, have the authority identified below, provided the conditions set out in section 20.1 and 20.4 have been met:*

*(a) The Chief may make an Award for an amount not exceeding \$1,000,000 in any one instance and execute a Contract in relation to that Award;*

*...*

*20.4 An Award may be made under this Part, provided that:*

*(a) The other provisions of this bylaw and purchasing Procedures have been followed;*

*(b) The Award is being made to the vendor with the Lowest Cost Bid or the Highest Scoring Submission;*

*(c) There have been no disputes associated with the Solicitation; and*

*(d) At least one of the following is true:*

*(i) Funds for the purpose of the Award are available in the interim operating budget or budget in the year in which the Award and expenditure are being made and the expenditure in that year does not exceed the amount of the available funds; or*

*(ii) The Capital Project and its funding have been approved and funds are available for the purpose of the Award.'*

**Conclusion:**

For the reasons outlined above, it is recommended that the Board approve a contract award to The Uniform Experts for the supply and delivery of cargo pants for a two-year period from January 1, 2025, to December 31, 2026, plus two one-year optional extension periods, at a total estimated cost of \$1.46M over the four-year term.

Ms. Svina Dhaliwal, 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



## PUBLIC REPORT

**November 14, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Increase to Contract with Eastern Construction Company Limited for Construction Services for the New 41 Division**

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

### Recommendations:

This report recommends that the Toronto Police Service Board (Board):

- 1) approve an increase to the contract with Eastern Construction Company Limited (Eastern) to \$75.52M (excluding taxes) for construction services for the new 41 Division facility;
- 2) approve a contract extension with Eastern for construction management and construction services from January 1, 2026, to December 31, 2027; and
- 3) 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.

### Financial Implications:

The total approved capital budget for the new 41 Division facility is \$85.575M (Min. No. P2023-1219-2.3 refers). This includes construction management services payable to Eastern, which are estimated to cost \$8.92M, as well as construction services that are estimated to cost \$66.6M.

## Toronto Police Service Board

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## **Summary:**

The purpose of this report is to request the Board's approval for an increase to the current contract with Eastern to include the actual cost of construction services now that the tendering process for construction and sub-trades has completed.

## **Discussion:**

### ***Background***

On May 21, 2020, the Board approved a contract award to Eastern for construction management services for the construction of the new 41 Division facility (Min. No P54/20 refers). At that time, the contract award for construction management services only was valued at \$6.4M. That report indicated that the Board would be apprised of the construction budget for the project following receipt of tender submissions from the various sub-contractors that would be commissioned by Eastern to complete the construction of the new facility.

On May 18, 2023, the Board approved an increase of \$2.51M to the contract with Eastern for construction management services to a total revised contract value of \$8.92M (Min. No. P2023-0518-4.0 refers). This report noted the inherent risk of cost escalations in most construction projects, and in particular the new 41 Division build, as it incorporated the City's Climate Strategy for achieving net zero emissions, requiring newer concepts in design and construction. The revised contract value did not yet include the cost of construction as the tendering process for sub-contractors had not been completed.

The new 41 Division building is being constructed in phases with Toronto Police Service (Service) operations ongoing in the completed areas throughout construction. The Board has been informed via quarterly capital variance reports that the overall project is expected to be completed within budget.

The project budget includes funding for security equipment, utilities, permits, development fees, furniture and lockers that are purchased from a variety of vendors and are not within the scope of the contract with Eastern.

Eastern, as the construction manager for the new 41 Division build, is responsible for the construction of the facility, under the direction of the Service and the City of Toronto (City), based on the approved design. As such, Eastern administers tendering processes with sub-contractors in compliance with the Service's tendering requirements, awards work to various sub-trades, pays the sub-contractors, tracks all reimbursable expenditures, and provides a list of these expenses with supporting documentation to the Service on a monthly basis for reimbursement. Monthly invoices detail expenditures for the various sub-trades commissioned to build the new facility and reflect the actual amount paid by Eastern to each sub-contractor. The monthly invoices also include Eastern's fee for construction management services and are subject to a standard 11% holdback provision.

Eastern has administered in excess of 50 individual tenders for the construction of the new 41 Division building with the last bid package (landscaping) closing in summer 2024. Following the completion of the tendering process, Project Managers from the Toronto Police Service's Facilities Management Unit undertook a review of project costs and plans to support the Service's 2024 variance reporting and 2025 capital planning activities.

The approval of an increase to the contract with Eastern in the amount of 66.6M for construction services is required to incorporate the project costs performed by sub-contractors throughout the construction phases of the project.

Phase 1 occupancy of the new 41 Division is expected in Q1 2025, followed by Phase 2 construction with target occupancy in September 2026.

#### *Relevant Board Policies and Compliance*

Section 20.3 of the Board's Purchasing By-law (No. 163) outlines that Board approval is required for contract awards greater than \$1M, and Section 20.5 of the by-law outlines that Board approval is required for contract increases in excess of 15% of the total cost of the original approved Contract Value at the time of Award:

#### **'20. Award and Contract Authorities**

*20.1 No Award shall be made except with Board approval or in accordance with the provisions of this by-law and in compliance with any other legal requirements.*

*...*

*20.3 The following persons, and those persons acting in their place from time to time, have the authority identified below, provided the conditions set out in section 20.1 and 20.4 have been met:*

*(a) The Chief may make an Award for an amount not exceeding \$1,000,000 in any one instance and execute a Contract in relation to that Award;*

*...*

*20.5 Where any purchase has been authorized under this by-law, those persons authorized to make the Award may, upon being satisfied that increases are required, authorize expenditures that exceed the original approved Contract Value at the time of Award, provided that any additional expenditures cumulatively shall not exceed the lesser of:*

*(a) fifteen percent (15%) of the total cost of the original approved Contract Value at the time of Award; and*

*(b) the authority of that person as set out in section 20.3.'*



***Conclusion:***

For the reasons outlined above, it is recommended that the Board approve an increase to the contract with Eastern of \$66.6M, from \$8.92M to \$75.52M (excluding taxes), to reimburse Eastern for the various construction services required for the build.

Ms. Svina Dhaliwal, 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



## PUBLIC REPORT

**November 14, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: 2024 Operating Budget Variance for the Toronto Police Service, Period Ending September 30, 2024**

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

### **Recommendation:**

This report recommends that the Toronto Police Service 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) 2024 approved net operating budget is \$1,173.9 Million (M). As at September 30, 2024, the Service is projecting a \$22.4M unfavourable variance. The Service continues to pursue opportunities for expenditure reduction and/or increasing revenue to mitigate year-end deficits to the extent possible. Table 1 provides a breakdown of the projected variance, by feature category.

### **Summary:**

The purpose of this report is to provide the Board with the Service's 2024 projected year-end variance as at September 30, 2024. The Service's projected total net expenditures are \$1,196.3M, resulting in a projected \$22.4M unfavourable 2024 year-end variance. This projected variance is unchanged over the projected variance as at June 30, 2024.

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Table 1 provides a high-level summary of variances and explanations by feature category. Year to date and projection figures are shown in the Appendix 1 at the end of this report.

**Table 1 – 2024 Variance by Feature Category (\$Ms)**

<b>Category</b>	<b>2024 Budget</b>	<b>2024 Projection</b>	<b>Variance Fav (UnFav)</b>	<b>Explanation</b>
Salaries	\$896.3	\$894.1	\$ 2.2	<ul style="list-style-type: none"> <li>- Uniform separations are projected to be 190 compared to a budget of 160 for 2024, resulting in a projected favourable variance.</li> <li>- The cadet hiring plan of four classes of 90 remains on track and lateral hires are currently thirteen ahead of the plan. The projected year end strength is expected to be 5,392 officers, 41 fewer than budgeted (5,433 officers), which represents a 0.8% vacancy rate for Uniform.</li> </ul>
Premium Pay	\$58.9	\$97.7	(\$ 38.8)	- Discussed below.
Benefits	\$277.4	\$281.3	(\$ 3.9)	<ul style="list-style-type: none"> <li>- The Service continues to experience pressures in medical/dental benefits and Workplace Safety and Insurance Board (W.S.I.B.) costs.</li> <li>- While the number of new W.S.I.B. claims have decreased to pre-pandemic levels, 90% of the current cost pressure is attributable to active and complex claims.</li> </ul>
Non Salary	\$110.1	\$113.1	(\$ 3.0)	- Unfavourable variances are projected in various accounts such as equipment (uniforms/clothing) and technology hardware/software – however, there are revenue offsets from grants.
Contributions to / (Draws from) Reserves	(\$47.9)	(\$47.9)	\$ 0.0	- Discussed below.

Category	2024 Budget	2024 Projection	Variance Fav (UnFav)	Explanation
Revenue	(\$120.9)	(\$127.0)	\$ 6.1	<ul style="list-style-type: none"> <li>- The budget for Court Security and Prisoner Transportation remains historically underfunded from the Province. The 2024 projection is \$3.4M less than budgeted due to lower than anticipated recoverable costs.</li> <li>- We are anticipating favourable variances in recoveries from: <ul style="list-style-type: none"> <li>- \$3.6M Joint Provincial activities</li> <li>- \$3.3M Fees (e.g. Vulnerable Sector Screening, Alarm Fees)</li> <li>- \$1.7M Traffic Direction Pilot</li> </ul> </li> </ul>
Net Impact of Grants	\$0.0	(\$2.4)	\$ 2.4	- Grant funding generally results in a net zero variance, as funds are provided for specific expenditures to achieve grant objectives. A net favourable variance is projected in this category because a number of permanent funded positions are assigned to provincially supported programs, covered by the grant, and not all these positions were backfilled.
<b>Total Preliminary Net</b>	<b>\$1,173.9</b>	<b>\$1,208.9</b>	<b>(\$ 35.0)</b>	
Potential Reductions		(\$12.6)	\$ 12.6	- Discussed below.
<b>Total Net</b>	<b>\$1,173.9</b>	<b>\$1,196.3</b>	<b>\$ 22.4</b>	

## Discussion:

### **Background**

At its December 19, 2023 meeting, the Board approved the Service's budget request at \$1,186.5M Net and \$1,361.5M Gross (Min. No. P2023-1219-2.2 refers). Subsequently, City Council, at its February 14, 2024 meeting, approved the Service's 2024 operating budget at \$1,173.9M Net, a reduction of \$12.6M from the Board approved budget. The net budget reduction was then reallocated back to the Service by a Council approved motion by allocating the funding from the Budget Bridging & Balancing Reserve. This resulted in the same available gross funding as the Board approved budget.

As at September 30, 2024, the Service is projecting a year-end unfavourable variance of \$22.4M. This projection remains consistent with the variance reported as at June 30, 2024.

The Service has implemented measures to mitigate the projected shortfall, which are discussed below.

#### *Relevant Board Policies and Compliance*

This report is in compliance with the Board's Budget Transparency Policy, approved on July 29, 2021 (Min. No. P2021-0729-3.0. refers).

#### **Pressures and Opportunities:**

##### *Premium Pay:*

The most significant pressure on the budget remains premium pay. The total premium pay budget is \$58.9M with a projected gross spending of \$97.7M resulting in an unfavourable variance of \$38.8M in this category, before applicable recoveries. This projection represents a \$1.3M improvement over the projected variance of \$40.6M reported at June 30, 2024. Year-to-date spending on premium pay is \$6.1M higher in 2024 than in the same period in 2023.

<b>Expenditure Category</b> (Millions)	<b>2023 Budget</b>	<b>2023 Actuals</b>	<b>2024 Budget</b>	<b>2024 Projection</b>	<b>Fav / (Unfav)</b>
Uniform Officers	\$53.3	\$75.0	\$53.3	\$81.3	(\$ 27.9)
Civilians	\$5.6	\$14.3	\$5.6	\$16.4	(\$ 10.8)
<b>Total Premium Pay</b>	<b>\$ 58.9</b>	<b>\$ 89.3</b>	<b>\$ 58.9</b>	<b>\$ 97.7</b>	<b>(\$ 38.8)</b>
Recoveries Offset	-	-	-	(\$13.3)	\$ 13.3
<b>Net Premium Pay</b>	<b>\$ 58.9</b>	<b>\$ 89.3</b>	<b>\$ 58.9</b>	<b>\$ 84.4</b>	<b>(\$ 25.5)</b>

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 premium pay budget has historically been underfunded. The 2023 premium pay budget was \$58.9M with actual spending of \$89.3M, resulting in an unfavourable premium pay variance (year-end actuals) of \$30.4M. Despite this, the 2024 premium pay budget remained flatlined at \$58.9M to balance the Service's overall budget increase with affordability considerations. The City also set aside a one-time \$10M reserve to support the recovery of costs associated with planned special events and an additional \$3.3M recovery anticipated from other partners.

Three factors contribute to the current pace of premium pay. Unplanned events including Project Resolute, staffing levels, and high workload within investigative units including off duty court requirements.

The redeployment of the Community Response Units and the Priority Response Group in 2022 has reduced the capacity for the Service to respond to unplanned events with on duty resources. This redeployment was operationally necessary to support priority response call volume and support the Neighbourhood Community Officer Program. However, as a result, the Service has had to rely on off duty resources by way of call-backs in order to provide the surge capacity required for major unplanned events (e.g. demonstrations, emergency events, and homicide / missing person investigations). Maintaining public order is part of core service delivery and provincial adequacy standards, and the Service is projected to attend over 2,000 unplanned events in 2024.

More than half of the unplanned events relate to Project Resolute which encompasses both proactive enhanced presence within Jewish/Muslim communities, as well as public order requirements for unplanned events and demonstrations. As of September 30, 2024, Project Resolute costs are \$13.5M which includes direct premium pay costs of \$5.3M. The premium pay alone is projected to reach \$9M by year end. In addition, the Service has allocated significant on-duty resources towards this project and is therefore incurring premium pay in units facing cascading impacts (staffing shortages) as a result of this reallocation.

Investigative units are also under strain due to staffing levels and workload pressures from open cases. Consequently, officers often need to work extended hours to maintain investigation quality, public safety, and timely case resolutions.

Moreover, the rising number of court cases is increasing the demand for police officers to attend court proceedings, which supports justice outcomes but adds strain to policing resources. Attending court during shifts exacerbates this strain, while off-duty court time increases premium pay costs. Additionally, ever increasing court disclosure demands are also adding to an increase in premium pay costs.

As a result, net premium pay is projected to be overspent by \$25.5M, when including \$13.3M of cost recovery from outside agencies and the one-time funding from the City's special events reserve.

While hiring additional officers has the potential to reduce overtime costs through improved efficiency and workload distribution, its impact may be offset due to growth in demand. Moving forward, the premium pay procedures and practices are being reviewed by a working group, and early efforts have seen a modest decrease on its reliance. This work will continue as the Service continues to hire full time staff with a goal to better balance the usage of on duty and off duty resources.

City Real Estate Management (C.R.E.M.) has been reallocating services traditionally covered under their operating budget. This includes transferring the financial responsibility for services such as prisoner cell cleaning, range maintenance, abatement, hazardous waste removal, and heating, ventilation and air conditioning (H.V.A.C.) operations in specialized areas, and catch basin cleanouts. The Service is

working closely with the City's Financial Planning and C.R.E.M. to identify appropriate funding sources for these additional responsibilities that have been downloaded.

#### *Reserves:*

The Service contributes to a number of reserves through provisions in the operating budget. All reserves are established by the City of Toronto. The City manages the Sick Pay Gratuity Reserve (S.P.G.), while the Service manages the Vehicle & Equipment (V.&E.), Legal, Central Sick Bank, Healthcare Spending, and Modernization reserves. Generally, reserve contributions are evaluated and budgeted for based on forecasted future activities in these reserves, and taking into consideration long-term sustainability.

In order to minimize the Service's 2024 budget request, most reserve contributions were maintained (flatlined) at 2023 levels. In the interest of affordability and adoption of bridging strategies through the City's long-term financial planning exercise, the 2024 budget included a \$10M contribution decrease to the Vehicle and Equipment reserve. This reserve is projected to have an unfavourable balance of \$6M by the end of 2024. City Finance has committed to addressing this shortfall.

Moving forward, the health of the reserves remains a concern. The Service and City Finance teams are working closely on addressing future year contributions.

#### *Potential Reductions*

The preliminary year-end projection is trending towards \$35.0M unfavourable, before savings and cost avoidance opportunities are identified. The Service has identified \$12.6M in cost offsets and expenditure reductions, resulting in a projected unfavourable variance of \$22.4M.

While projections are based on estimates, the Service is diligently working to identify savings and contain spending. Although it may be challenging to stay within the approved budget, ongoing efforts are focused on maintaining fiscal responsibility.

The following actions and mitigations are being explored and will be carried into 2025:

- Ongoing review of the timing and pace of hiring and associated impacts to the Service's workforce;
- Re-examining the use, nature, and time dedicated to premium pay with the objective of curbing this cost to keep expenditures to an absolute minimum. Since the previous quarter, efforts to contain premium pay spending have resulted in \$1.8M improvement in the overall year-end projection;
- A re-assessment of non-salary expenditures and deferral or reallocation of budgets where possible and sustainable;
- A re-evaluation of liabilities and bringing into income where justified and in accordance with Generally Accepted Accounting Principles (G.A.A.P.);

- Maximizing grant funding opportunities and seeking cost recovery opportunities; and,
- Subject to protecting future funding viability, reassessing contribution strategies with a view to deferring reserve contributions where warranted and prudent.

The Service has identified potential net expenditure reductions of \$12.6M to date, including \$1.9M in additional cost recoveries, \$7.1M from re-evaluated liabilities, and \$3.1M in other non-salary expenditure reductions.

***Conclusion:***

As at September 30, 2024, the Service continues to project a \$22.4M unfavourable variance. The Service will continue to pursue opportunities for expenditure reduction and/or increasing revenue in order to mitigate year-end deficits to the extent possible.

Ms. Svina Dhaliwal, 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

***Appendix:***

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Appendix 1 Toronto Police Service Third Quarter Variance Summary



Appendix 1

Category	Budget (\$Ms)	Actual to September 30 2024 (\$Ms)	Projected Year-End Actual (\$Ms)	Variance Fav (UnFav)
Salaries	\$896.3	\$663.5	\$894.1	\$ 2.2
Premium Pay	\$58.9	\$65.0	\$97.7	(\$ 38.8)
Benefits	\$277.4	\$195.2	\$281.3	(\$ 3.9)
Non Salary	\$110.1	\$71.5	\$113.1	(\$ 3.0)
Contributions to / (Draws from) Reserves	(\$47.9)	\$0.0	(\$47.9)	\$ 0.0
Revenue	(\$120.9)	(\$94.5)	(\$127.0)	\$ 6.1
Net Impact of Grants	\$0.0	\$0.0	(\$2.4)	\$ 2.4
<b>Total Preliminary Net</b>	<b>\$1,173.9</b>	<b>\$ 900.7</b>	<b>\$1,208.9</b>	<b>(\$ 35.0)</b>
Expenditure Reductions			(\$12.6)	\$ 12.6
<b>Total Net</b>	<b>\$1,173.9</b>	<b>\$ 900.7</b>	<b>\$1,196.3</b>	<b>(\$ 22.4)</b>

It is important to note that expenditures do not all follow a linear pattern and therefore year-to-date expenditures cannot be simply extrapolated to year-end. Rather, the projection of expenditures to year-end is done through an analysis of all accounts, taking into consideration factors such as expenditures to date, future commitments expected and spending patterns.



## PUBLIC REPORT

**November 14, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Capital Budget Variance Report for the Toronto Police Service, Period Ending September 30, 2024**

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

### Recommendations:

It is recommended that the Toronto Police Service Board (Board):

- (1) approve a 2024 cashflow adjustment of \$3.7 Million (M) from the Next Generation (N.G.) 9-1-1 to the Long Term Facility Plan – 41 Division; New Build project in 2024 (cashflows will be returned to the N.G. 9-1-1 project in 2025).
- (2) 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 December 19, 2023 meeting, the Board approved the Toronto Police Service's (Service) 2024-2033 capital program at \$88.0M gross and \$33.2M net (debt-funded) for 2024 (excluding carry forwards from 2023), and \$827.7M gross (\$269.6M net) for the 10-year period 2024-2033 (P2023-1219-2.3 refers). This was subsequently approved by City Council at its February 14, 2024 meeting.

At its June 24, 2024 meeting, the Board approved amendments to the 2024-2033 approved Capital Budget and Plan to reflect various in-year budget adjustments required between projects (P2024-0624-14.2 refers).

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At its September 12, 2024 meeting, the Board approved further amendments to the 2024-2033 approved Capital Budget and Plan, based on more up-to-date information regarding spending requirements (P2024-0912-13.2 refers). The revised 2024-2033 capital program is currently \$94.2M gross, with net debt funding of \$37.1M for 2024 (excluding carry forwards from 2023), and the 10-year total is \$830M gross, with net debt funding of \$269.6M. Attachment A provides the 2024-2033 Capital Program as approved by the Board on September 12, 2024.

As capital projects progress, new information regularly emerges regarding the timing and amount of funding required. For instance, delays might postpone funding requirements to future years, while other circumstances may necessitate bringing forward funds into the current year. The recommended repurposing of funds from N.G. 9-1-1 to the Long Term Facility Plan – 41 Division; New Build project in 2024 noted in this report, has no financial impact on the overall capital program. This strategic reallocation ensures that current requirements, such as emerging challenges or escalating costs, are promptly addressed, while preventing funds from being unnecessarily held up in delayed projects. Specific details about the recommended funding changes as well as the status of projects are provided in this report.

Table 1 provides a summary of the approved capital funding in 2024, and projected expenditures. Of the gross funding of \$114.3M in 2024, \$104.4M is projected to be utilized (a spending rate of 91.4%). Of the currently projected under-expenditure of \$9.9M, \$9.7M is anticipated to be carried forward to 2025 and \$153K is anticipated to be returned to the Vehicle and Equipment Reserve. This spending rate projection is due to the implementation and construction phases of many projects being well underway.

Table 1 – Summary of 2024 Budget and Expenditures (\$Ms)

Category	2024 Gross Expenditures (M)	2024 Debt-Funded Expenditures (M)
2024 capital program, as approved by the Board on Sep 12, 2024	\$94.2	\$37.1
Cashflows carried forward from previous years	\$20.1	\$9.1
<b>Total 2024 available funding</b>	<b>\$114.3</b>	<b>\$46.2</b>
2024 projected expenditure	\$104.4	\$43.6
<i>Projected surplus / (deficit)</i>	<i>\$9.9</i>	<i>\$2.5</i>
<i>Spending rate</i>	<i>91.4%</i>	<i>94.5%</i>
<i>Projected carry forward to 2025</i>	<i>\$9.7</i>	<i>\$2.5</i>
<i>Projected returned funding</i>	<i>\$0.2</i>	<i>\$0.0</i>

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 September 30, 2024. Attachment A provides the detailed 10-year capital program as approved by the Board on September 12, 2024. Attachment B provides the Service's capital variance report as at September 30, 2024, taking into consideration the recommendations in this report. Attachment B also includes anticipated spending rates and project health status. The body of this report includes project updates for key on-going projects and high-level project descriptions and updates for projects within the 2024-2033 program.

## **Discussion:**

### ***Background***

The 2024 capital program is designed to align with the Service's objectives and optimize project performance despite changing circumstances. The Service's primary goal is to ensure capital projects are completed on budget and on schedule. This includes the need to ensure any required changes are identified as quickly and transparently as possible.

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:

- Facility projects;
- Information Technology modernization projects;
- Replacement, maintenance, and equipment projects; and
- Lifecycle projects.

Each year as part of the budgeting process, capital projects are re-baselined with updated project planning and cost assumptions, based on changes in scope, schedule, resources or other factors, to ensure cash flows are aligned with requirements.

### *Relevant Board Policies and Compliance*

This report is in compliance with the Board's Budget Transparency Policy, approved on July 29, 2021 (Min. No. P2021-0729-3.0. refers).

### **Capital Program Variances**

Table 2 provides a high-level summary of available funding, projected spending and overall project health for each capital project. The remainder of this report discusses each key capital project in detail.

For additional information on these projects please refer to Attachment B – 2024 Capital Budget Variance Report as at September 30, 2024. Both Table 2 and Attachment B reflect changes as recommended in this report.

Table 2 – 2024 Capital Budget Variance Report as at September 30, 2024 (\$000s)

Project Name	Carry Forward from 2022 & 2023	2024 Cash Flow			Variance (Over)/ Under	Spending Rate	Life to Date		Overall Project Health	Comments
		Adjusted Budget	Total Available Funding	Projected Actuals to year-end			On Budget	On Time		
Facility Projects:										
Long Term Facility Plan - 54/55 Amalgamation; New Build	614.1	(400.0)	214.1	154.0	60.1	71.9%	Red	Red	Red	On budget. Project is on hold while alternative options are evaluated.
Long Term Facility Plan - 41 Division; New Build	(2,183.9)	30,383.9	28,200.0	28,200.0	0.0	100.0%	Green	Green	Green	Project progress accelerated
Long Term Facility Plan - Facility and Process Improvement	505.9	(505.9)	0.0	0.0	0.0		Green		Green	Project completed; in-year budget transfer to utilize remaining budgets to support other projects
Relocation of Wellness Services	1,449.8	140.0	1,589.8	1,491.0	98.8	93.8%	Green	Green	Green	On time and on budget
Long Term Facility Plan - Consulting	314.7	0.0	314.7	175.0	139.7	55.6%	Yellow	Red	Yellow	Project is delayed due to consultant issues. Unspent funding will be carried forward to 2025.
Communication Center 9th Floor Furniture Replacement	0.0	0.0	0.0	0.0	0.0		Green	Red	Yellow	On budget. Project is delayed to 2025 due to procurement issues.
Information Technology Modernization Projects:										
Transforming Corporate Support (HRMS, TRMS)	329.1	(220.0)	109.1	100.0	9.1	91.7%	Green	Red	Yellow	On budget. Project is delayed due to procurement issues.
ANCOE (Global Search)	155.5	0.0	155.5	108.9	46.6	70.0%	Green	Green	Green	On time and on budget
Body Worn Camera - Phase II	475.8	0.0	475.8	201.2	274.6	42.3%	Red	Yellow	Yellow	Project is delayed due to procurement issues. Unspent funding will be carried forward to 2025.
Next Generation (N.G.) 9-1-1	2,486.0	309.0	2,795.0	2,730.0	65.0	97.7%	Green	Red	Yellow	On budget. The renovation of partial floors of the Communication Center is delayed to 2025 and 2026 to allow the completion of Phase 2 of the Project by 2024.
Replacements/ Maintenance/ Equipment Projects:										
State-of-Good-Repair - Police	4,041.4	3,400.0	7,441.4	6,715.9	725.5	90.3%	Green	Green	Green	On time and on budget
Radio Replacement	0.0	100.0	100.0	75.0	25.0	75.0%	Green	Green	Green	On time and on budget
Automated Fingerprint Identification System (A.F.I.S.) Replacement	869.6	0.0	869.6	612.3	257.3	70.4%	Green	Yellow	Green	On budget. Project is delayed due to consultant issues.
Mobile Command Centre	896.7	(169.9)	726.8	726.8	0.0	100.0%	Green	Red	Yellow	On budget. Project was delayed due to procurement issues.
Information Technology Storage Growth	39.0	1,966.9	2,005.8	2,005.8	0.0	100.0%	Green	Green	Green	On time and on budget
New Records Management System (RMS)	0.0	6,000.0	6,000.0	5,000.0	1,000.0	83.3%	Green	Green	Green	On time and on budget
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	46.4	752.0	798.4	798.4	0.0	100.0%	Green	Green	Green	On time and on budget
Property & Evidence Warehouse Racking	0.0	50.0	50.0	50.0	0.0	100.0%	Green	Green	Green	On time and on budget
Vehicle and Equipment for Additional Capacity	0.0	4,900.0	4,900.0	4,690.0	210.0	95.7%	Green	Green	Green	On time and on budget
FIFA Requirement - Motorcycles	0.0	600.0	600.0	544.8	55.2	90.8%	Green	Green	Green	On time and on budget
Lifecycle Projects:										
Vehicle Replacement	637.3	11,560.0	12,197.3	10,939.5	1,257.8	89.7%				On time and on budget
IT- Related Replacements	5,928.5	28,793.9	34,722.4	31,503.3	3,219.1	90.7%				On time and on budget
Other Equipment	3,474.9	6,541.1	10,016.0	7,597.1	2,418.9	75.8%				\$1.8M positive variance due to delay in the procurement of wireless parking system
Total Capital Expenditures	20,080.8	94,201.0	114,281.8	104,419.1	9,862.7	91.4%				
Funding from Developmental Charges	(1,280.0)	(13,308.0)	(14,588.0)	(14,163.9)	(424.1)	97.1%				
Vehicle & Equipment Reserve	(9,713.9)	(41,928.0)	(51,641.9)	(44,746.0)	(6,895.9)	86.6%				
Other (Provincial and Federal Funding)	0.0	(1,860.0)	(1,860.0)	(1,860.0)	0.0	100.0%				
Debt	9,087.0	37,105.0	46,191.9	43,649.2	2,542.8	94.5%				
Note: Due to rounding, numbers presented may not add up precisely.										

Note: Due to rounding, numbers presented may not add up precisely.

### **Facility Projects:**

A long-term facility plan is being developed with the objective of enhancing operational flexibility, improving aging facility infrastructure, and optimizing resources. Once developed, the facility-related capital program will be updated in future years. Details on the development of this plan are included under the Long Term Facility Plan – Consulting project.

The Service is committed to including 'green' components to new builds and to maintaining existing facilities where possible. The implementation of L.E.D. lighting has already resulted in hydro savings, and the Service will continue to convert to L.E.D. lighting in all of its new facilities. The Service is also committed to Toronto's Net Zero Emission Objectives by 2040 initiative, and the new 41 Division building design reflects this objective. The goal is for all future new builds to meet Toronto's Green Standards related to climate change mitigation or adaptation, energy or water efficiency, renewable or alternative energy, air quality, green infrastructure, or other efforts related to environment, climate, and energy planning.

### ***Long Term Facility Plan – 54/55 Divisions; New Build (Red)***

This project provides 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 a single site.

- Originally, the former Toronto Transit Commission's (T.T.C.) Danforth Garage site located at 1627 Danforth Avenue was identified as the recommended site for the new Division. However, the estimated cost of construction increased considerably due to increased labour and materials costs, 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. Moreover, the footprint of land available to the Service on the Danforth site was reduced by Create.T.O. to accommodate additional uses for the land. This created the requirement for an increased number of parking levels underground, resulting in a significant increase to the estimated cost.
- The project was put on hold in 2022 Q2 to allow staff to evaluate alternative options. By doing so, the Command could make an informed decision on how to proceed in a fiscally responsible way that meets the operational requirements of a growing city. The Service has been working with Create.T.O. to identify a viable alternative location for a new facility. This has proven challenging, with limited suitable options available for the size and location required, and those that are suitable are currently burdened by existing occupants. As a result, single site and two-site models have been considered.
- The Service is currently looking at a two-site (de-amalgamated) model, razing and redeveloping the existing 41 Cranfield Road and 101 Coxwell Avenue sites

in turn and is investigating the feasibility of relocating members to work out of nearby stations for the construction period. The Service will evaluate analytics to understand the operational impacts of de-amalgamation and will be included in future reports to the Board.

- Subject to Board and funding approval, the Service is pursuing the de-amalgamation 54 and 55 Divisions. To facilitate the fulsome de-amalgamation the Service will reconstruct a new 54 Division on the 54 Division land, relocate 55 Division staff into the 54 Division and rebuild a new 55 Division on the 55 Division land. The 2025 capital program will be amended to reflect these changes and the Board will be provided an updated plan as part of the capital program.
- The health status of this project is Red for both budget and time. Of the available funding of \$214K for 2024, \$154K will be utilized in 2024. The remaining \$60K will be carried forward to 2025. The budget and project will be re-baselined upon Board approval of the de-amalgamated approach and revised funding estimates have been approved through the 2025–2034 capital program request.

#### *Long Term Facility Plan – 41 Division; New Build (Green)*

The current 41 Division facility is approximately 60 years old, and there are several building deficiencies due to its aging infrastructure and poor operational configuration. An assessment of the building confirmed it is not economically feasible to address the building deficiencies only through renovations or to retrofit the existing 41 Division to accommodate the current needs of the Service, and a new build is proceeding. The phased construction and demolition approach for a new building on the existing 41 Division site provides the Service with a new facility with ample room for future expansion. The new division will provide a modern, efficient workspace for the Service, serving the community for decades to come.

- This new divisional building is being constructed in phases. Operations are continuing on site during construction.
- The new 41 Division will be the first Net Zero Emission building in the Service's asset base and the first of its kind in Ontario.
- The tender process is now complete, and the Construction Manager (Eastern Construction Company) and the construction costs are finalized.
- The building is weather and watertight. Green roof installation for Phase 1 is complete. Metal siding is 95% complete.
- Over the past few months, the Service has been coordinating the commissioning and handover procedures, and Preventative Maintenance of Phase 1 equipment/systems, with City staff. The Architect and Construction Manager have been engaged in meetings with City staff.



- Phase 1 Occupancy is projected for 2025 Q1, while Phase 2 Occupancy is expected by 2026 Q4.
- In September 2024, the Construction Manager provided a revised cash flow projection that was higher than the projection submitted in July 2024, primarily due to the acceleration of a considerable amount of work to meet the target occupancy date for Phase 1 of the project. After careful analysis of the 2024 budget requirements, the Service proposes an in-year transfer of \$3.7M from N.G. 9-1-1 in 2024; this amount will be returned to N.G. 9-1-1 in 2025. The total increased cashflow of \$3.7M will be sufficient for 2024 and staying within the overall project budget remains achievable.
- The health status of this project is Green (both on budget and on time). It is anticipated that 100% of the available funding of \$28.2M (including the \$3.7M cashflow adjustment from N.G. 9-1-1) will be spent in 2024.

#### *Relocation of Wellness Services (Green)*

This project is to undertake renovations required to relocate portions of the Service's Wellness Unit from Toronto Police Headquarters to two additional, more accessible locations, one in the west end of the city (at the Toronto Police College), and the other in the east end of the city (leased space at 2075 Kennedy Road). Once completed, the new decentralized delivery model will allow members to access wellness services from central, east and west locations. The anticipated benefits are increased access to care and improved service to members, creating a more supportive work environment for members to seek support.

- The East location, a 2,709 square foot leased space at 2075 Kennedy Road, became operational on August 29, 2023.
- The renovation work at the Toronto Police College (West location) was awarded to BDA Inc. through a competitive tender. The Service and the general contractor have both executed the construction agreement. The construction commencement date was established as May 17, 2024, and is on schedule to be completed by January 2025.
- Facilities Management continues to finalize office furniture requirements for the renovated Toronto Police College space.
- The health status of this project is Green (both on budget and on time). Of the available funding of \$1.6M in 2024, it is expected that \$1.5M will be spent by year-end, and the remaining amount of \$99K will be carried forward to 2025.

### *Long-Term Facility Plan – Consulting Services (Yellow)*

The Service is the largest municipal police service in Canada and has a portfolio of over 52 buildings throughout Toronto. Some of these buildings range between 35 and 50 years old and need 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 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 and optimize resources.
- The consultant has submitted all Building Condition Assessment reports in draft format and has completed all strategic interviews of staff at each building.
- Additional analytical work and preparation of the finalized report is expected by mid-2025.
- The health status of this project is Yellow (Red for time since there has been a delay from the original schedule; Yellow for budget). Of the available funding of \$315K in 2024, it is expected that \$175K will be spent by year-end and the remaining amount of \$140K will be carried forward to 2025.

### **Information Technology Modernization Projects:**

In the last decade, the Service has embraced many important developments with respect to information technology in public safety. New technology aims to improve efficiencies that eliminate costly and manual processes, increase accessibility, improve transparency, enhance analysis, augment existing or add new capabilities. These systems also improve overall information management and expand opportunities for enhanced community engagement, modernize data storage to manage costs (through cost avoidance) and create value-added capabilities to the Service's data storage infrastructure.

*Analytics Centre of Excellence (A.N.C.O.E.) program; Enterprise Business Intelligence (E.B.I.) and Global Search (Green)*

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 program includes key projects such as E.B.I. and Global Search. The program goals are the enhancements of the Service's analytical reporting environments through the integration of advanced Power B.I., geospatial and reporting technologies. The program aims to deliver streamlined service processes, enhance data accessibility and enrich the delivery of analytics products to front-line members, management, and the public.

- The E.B.I. portion of the project was completed in 2021, along with the implementation of the Service's Geographic Information System (G.I.S.) and Power B.I. platforms.
- The Service continues to expand its use of Power B.I. and G.I.S. technologies for monitoring and reporting on operational and strategic initiatives. These technologies enhance the Service's ability to share information through maps, applications, and interactive dashboards, both internally and with external stakeholders, including the public and other agencies.
- The Global Search portion of the project is still in progress. The migration of the search functionality to a new Elastic Search platform is complete. The focus for 2024 Q4 will be integrating additional datasets and establishing the sustainment team.
- The health status of this project is Green (both on time and on budget). Of the available funding of \$156K in 2024, it is expected that \$109K will be spent by year-end and the remaining amount of \$47K will be carried forward to 2025.

*Next Generation (N.G.) 9-1-1 (Yellow)*

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. The system is designed to improve the way people request emergency services and how emergency responders communicate with each other. The system will also provide more accurate location information, which will help emergency responders reach people more quickly and efficiently.

- The first phase of this project, which included the implementation of the new technology provided by Solacom, as well as the renovation of the training room, training room furniture and the retrofitting of other floors at the current Communications Centre building, has been completed.

- The second phase of the project is in progress and is focused on transitioning to the I.P. protocol and improving 9-1-1 capabilities including the way the public requests 9-1-1 services and how emergency responders communicate with each other.
- The technological architecture of the overall solution for the second phase is being reviewed.
- To assist with the creation of appropriate Privacy Impact Assessments (P.I.A.s) for the second phase of N.G. 9-1-1, external expertise has been acquired and is working closely with the Information Privacy and Security Office. Work is underway and current state assessments are being performed to understand the work and processes associated with the Communications Team, Information Technology Teams, and privacy legislation. Recommendations and considerations for the Service and the associated evolution of N.G. 9-1-1 are expected by the end of 2024.
- Collaboration meetings with the secondary Public Safety Answering Point (P.S.A.P.) (which includes Toronto Paramedic Services and Toronto Fire) on the N.G. 9-1-1 platform are ongoing. Additionally, regular collaboration meetings with other P.S.A.P.s have been initiated.
- The project also includes the renovations of partial floors of the Communication Centre. These renovations have been deferred to 2025 and 2026, to first allow the completion of the second phase of the technical solution, estimated for the end of 2024.
- The health status of this project is Yellow (Red for time due to deferring the renovations to 2025 and 2026; Green for budget). Of the \$2.8M available to spend (after the cashflow adjustment of \$3.7M to the Long Term Facility Plan – 41 Division; New Build project), it is projected that \$2.7M will be spent by year-end. The remaining \$65K will be carried forward to 2025.

### **Replacements/ Maintenance/ Equipment Projects:**

Projects in this category are for the replacement and maintenance of equipment, and maintenance of facilities.

#### *State of Good Repair (S.O.G.R.) (Green)*

S.O.G.R. funds are used to maintain the general condition, overall safety and requirements of existing Service buildings.

- The ongoing demand for upkeep at many of the Service's facilities continue at a high volume, particularly in those facilities that have been in the Service's

portfolio for several years and require small and large-scale renovations. Some examples of work are hardware replacement (locking mechanisms), repairs or replacement of overhead door and gate equipment, flooring replacement, painting and replacement of security equipment.

- This project also includes technology upgrades to optimize service delivery and increase efficiencies (e.g., wireless internet).
- The health status of this project is Green (both on budget and on time). Of the \$7.4M available to spend, it is expected that \$6.7M will be spent by year-end. The remaining amount of \$726K will be carried forward to 2025.

#### *Radio Lifecycle Replacement (Green)*

The Service's Telecommunications Services Unit maintains mobile, portable and desktop radio units. The replacement lifecycle is ten years.

- A consultant has been engaged during 2024 Q3 to review and identify areas for improvement, efficiencies, technology and savings that can be incorporated into the next lifecycle plan in 2027.
- The health status of this project is Green (both on budget and on time). Of the available funding of \$100K, it is expected that \$75K will be spent by year-end. The remaining \$25K will be carried forward to 2025.

#### *Automated Fingerprint Identification System Replacement (A.F.I.S.) (Green)*

The current A.F.I.S. is a 2011 model that was first deployed in January 2013, and reached end of life as at December 31, 2020. A.F.I.S. is based on a biometric identification methodology that uses digital imaging technology to obtain, store and analyze fingerprint data. A.F.I.S. allows for compatibility with external systems in other agencies such as the Royal Canadian Mounted Police, communicating electronically for real-time identification, fingerprint submissions, searches and criminal record updates. This system is also integrated with other Service systems to, for example, provide real-time confirmation of prisoner identity for Booking Officers and to process requests for background clearance, police reference checks and clearance letter services.

- 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. The design phase was completed in October 2023.
- In 2024 Q2, delays were incurred with the configuration, testing and acceptance of the system through the vendor's development and assurance processes. The vendor is working towards resolving these issues and has updated the project

schedule to reflect the delay. The majority of equipment is on site and the vendor is currently coordinating the shipment of remaining hardware. Migration activities are continuing in tandem with these events.

- The final two milestones, Acceptance and Implementation-to-Operational, are expected to be completed by 2025 Q2.
- The vendor is continuing to show improvements in aligning their resources with the demands of the project. There is ongoing balancing of the same resources needed to maintain the current A.F.I.S. system, while also implementing the new solution. This risk is being managed with regular review of resources and enhanced support from the vendor.
- The health status of this project is Green (Yellow for time due to vendor issues; Green for budget). Of the \$870K available to spend, it is expected that \$612K will be spent by year-end. The remaining \$258K will be carried forward to 2025.

#### *Mobile Command Centre (Yellow)*

This vehicle will support the unique 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 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 investigative operations.

The vehicle will incorporate all necessary capabilities to support and integrate with other emergency services, as well as with municipal, provincial and federal agencies. Moreover, the vehicle's design will remain adaptable to accommodate future technological advancements, guaranteeing its relevance and efficient functioning within the Command, Control and Communications (C3) environment.

- P.K. Van Welding and Fabrication was the selected bidder. Original timelines for delivery of the vehicle were delayed due to supply chain challenges which affected the timely delivery of various components. The vehicle went through final inspection and delivery acceptance in July 2024.
- Decaling and training for key members were conducted in August and September 2024 respectively. It is anticipated that the vehicle will be functional to respond to operational requirements in 2024 Q4.
- The health status of this project is Yellow (Red for time due to previous delay in delivery; Green for budget). Of the available funding of \$727K in 2024, it is expected that 100% will be spent by year-end.

### *New Records Management System (R.M.S.) (Green)*

This project is for the replacement of the existing R.M.S., a core business operating system of the Service. A review of the Service's existing system has highlighted technological weaknesses, as usability and functional gaps continue to create operational challenges and hinder the progression to a digital environment. The new system is expected to improve the ability to make connections between related pieces of information and increase the interaction and openness to the public of the Service's information and processes. It is expected to generate tangible savings and cost avoidance, reduce risk, increase transparency and improve other operational processes to deliver public safety services effectively and efficiently.

- The contract award was approved at the April 28, 2023 Board meeting (Min. No. P2023-0428-7.0 refers). Negotiations on contract terms have been completed.
- The Project Charter has been completed. Some scope decisions are pending further discovery and will be revisited with iterative updates to the Project Charter.
- The Service has resourced a project team with 8 civilian members, 11 external contractors, and 9 uniform members seconded on a full-time basis. There are also subject matter experts (S.M.E.s) from within the Service providing ongoing support to the project on a part time basis. The team officially kicked off the project in February 2024.
- The entire project team completed 5 weeks of training on Niche R.M.S. to prepare for the system design and build phase. Training occurred in March and April 2024.
- The project team developed the initial iteration of a Service version of Niche R.M.S., with limited scope (single occurrence – Break and Enter) but with comprehensive functionality coverage (call to court processes included).
- The system will be developed using an incremental build approach over the next 12 months. Build 1 of the Service's Niche R.M.S. was completed in September 2024 and the project team had several engagements within the Service to show the value the system will be able to deliver.
- A project website has been launched for the Service's internal audience, providing information about the system and system demonstration videos.
- The biggest project risk is the retention of resources critical to executing the project, and the reliance on internal S.M.E.s, particularly uniform members that are often redeployed based on operational Service requirements. Lack of consistency and reliance on internal S.M.E.s has the potential to expand the timeline and costs of the project. The go-live approach and schedule is also being reviewed as the timeline may overlap with Federation Internationale de Football Association (F.I.F.A.) events.

- The health status of this project is Green (both on budget and on time). Of the \$6M available to spend, it is expected that \$5M will be spent by year-end. The remaining amount of \$1M will be carried forward to 2025.

### ***Lifecycle Projects:***

Projects listed in this category are primarily funded from the Vehicle and Equipment Reserve (Reserve). The Reserve is in turn funded through annual contributions from the Service and Parking Enforcement Unit's operating budgets. As table 3 shows, Lifecycle Projects include the regular replacement of vehicles, information technology equipment and other equipment.

Table 3 – Summary of Vehicle and Equipment Lifecycle Projects (\$000s)

Project Name	Carry Forward from previous years	2024 Budget	Available to Spend	Year End Projection	YE Variance (Over)/ Under	Carry Forward to 2025	Return to Reserve
Vehicle Replacement	637.3	11,560.0	12,197.3	10,939.5	1,257.8	1,105.2	152.6
IT- Related Replacements	5,928.5	28,793.9	34,722.4	31,503.3	3,219.1	3,219.1	0.0
Other Equipment	3,474.9	6,541.1	10,016.0	7,597.1	2,418.9	2,418.9	0.0
<b>Total Lifecycle Projects</b>	<b>10,040.8</b>	<b>46,895.0</b>	<b>56,935.8</b>	<b>50,039.9</b>	<b>6,895.9</b>	<b>6,743.3</b>	<b>152.6</b>

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) resulting in an increased requirement for on-premise storage (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 because of these new systems and storage requirements. These increased requirements place significant pressure on the 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 continues to review planned expenditures for all projects 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.

Of the available funding of \$56.9M, it is expected that \$50.0M will be spent by year-end. Of the anticipated under-expenditure of \$6.9M, \$6.7M will be carried forward to 2025 and \$153K will be returned to Reserve.

### ***Conclusion:***

The Service's 2024 gross spending rate is estimated at 91.4%. Of the anticipated under-expenditure of \$9.9M, \$9.7M will be carried forward to 2025 and \$153K will be returned to Reserve.

The Board will continue to be kept apprised of project progress through the quarterly variance report, including any major issues as projects progress, and any proposed capital program changes.



Ms. Svina Dhaliwal, Chief Administrative Officer, will attend to answer any questions the Board may have regarding this report.

Respectfully submitted,

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

*Attachments:*

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Attachment A – 2024-2033 Capital Program as approved by the Board on September 12, 2024

Attachment B – 2024 Capital Budget Variance Report as at September 30, 2024

2024-2033 Capital Program as approved by the Board on September 12, 2024 (\$000s)																Attachment A
Project Name	Category	Budget to end of 2023	Carry forward 2022 & 2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	Total 2024-2033	Total Project Cost	
Projects in Progress																
State-of-Good-Repair - Police	Facility Projects		4,041	3,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400	4,400	43,000	43,000	
Long Term Facility Plan - 54 and 55 Division	Facility Projects	2,238	614	(400)	2,247	1,847	14,898	20,339	43,644	15,187	0	0	0	97,762	100,000	
Long Term Facility Plan - 41 Division; New Build	Facility Projects	28,364	(2,184)	26,684	10,133	20,819	0	0	0	0	0	0	0	57,636	86,000	
Radio Replacement	Life cycle Replacement Projects	38,051	0	100	0	0	15,328	5,030	6,429	4,867	6,116	0	0	37,870	75,921	
Automated Fingerprint Identification System (A.F.I.S.) Replacement	Life cycle Replacement Projects	4,285	870	0	0	0	0	1,285	2,304	0	0	0	0	3,589	7,874	
Next Generation (N.G.) 9-1-1	Information Technology Projects	10,042	2,486	4,009	2,200	0	0	0	0	0	0	0	0	6,209	16,251	
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	Life cycle Replacement Projects	850	46	752	848	800	800	450	800	800	0	0	450	5,700	6,550	
Information Technology Storage Growth	Information Technology Projects	500	39	1,967	539	500	500	500	500	500	500	500	500	6,506	7,006	
New Records Management System (RMS)	Information Technology Projects	10,000	0	6,000	14,598	0	0	0	0	0	0	0	0	20,598	30,598	
Relocation of Wellness Services	Facility Projects	1,700	1,450	140	0	0	0	0	0	0	0	0	0	140	1,840	
Transforming Corporate Support (iHRMS, TRMS)	Information Technology Projects	8,435	329	(220)	220	0	0	0	0	0	0	0	0	0	8,435	
ANCOE (Global Search)	Information Technology Projects	12,528	155	0	0	0	0	0	0	0	0	0	0	0	12,528	
Body Worn Camera - Phase II	Information Technology Projects	5,887	476	0	0	0	0	0	0	0	0	0	0	0	5,887	
Long Term Facility Plan - Consulting	Facility Projects	878	315	0	0	0	0	0	0	0	0	0	0	0	878	
Mobile Command Centre	Equipment	1,735	897	(170)	0	0	0	0	0	0	0	0	0	(170)	1,565	
Total, Projects In Progress		125,493	9,534	42,262	35,185	28,366	35,926	32,004	58,077	25,754	11,016	4,900	5,350	278,840	404,333	
Upcoming Projects																
Long Term Facility Plan - 13 Division	Facility Projects	0	0	0	0	0	0	0	300	8,661	23,303	24,553	0	56,817	56,817	
Long Term Facility Plan - 51 Division; Major Expansion	Facility Projects	0	0	0	0	0	8,761	9,120	7,729	0	0	0	0	25,610	25,610	
Property & Evidence Warehouse Racking	Facility Projects	30	0	50	950	0	0	0	0	0	0	0	0	1,000	1,030	
Communication Center Furniture Replacement - Design	Facility Projects	0	0	0	300	0	0	0	0	0	0	0	0	300	300	
Forensic Identification Services (FIS) Facility Replacement - Feasibility Study	Facility Projects	0	0	0	400	0	0	0	0	0	0	0	0	400	400	
Vehicle and Equipment for Additional Capacity	Equipment	6,621	0	4,900	2,465	0	0	0	0	0	0	0	0	7,365	13,986	
FIFA Requirement - Motorcycles	Equipment	0	600	0	0	0	0	0	0	0	0	0	0	600	600	
Total, Upcoming Projects:		6,651	0	5,550	4,115	0	8,761	9,120	8,029	8,661	23,303	24,553	0	92,092	98,743	
Completed Projects																
Long-Term Facility Plan - Facility and Process Improvement	Facility Projects	3,508	506	(506)	0	0	0	0	0	0	0	0	0	(506)	3,002	
Total Completed Projects:		3,508	506	(506)	0	0	0	0	0	0	0	0	0	(506)	3,002	
Total, Vehicle and Equipment Lifecycle Replacement Projects		363,673	10,041	46,895	53,626	42,419	43,133	41,366	35,431	58,726	49,682	44,402	43,896	459,576	820,949	
Total Capital Request		499,325	20,081	94,201	92,926	70,785	87,820	82,490	101,537	93,141	84,001	73,855	49,246	830,002	1,327,027	
Funding Sources:																
Vehicle and Equipment Reserve		(359,578)	(9,714)	(41,928)	(53,226)	(42,227)	(43,133)	(41,366)	(35,431)	(58,726)	(49,682)	(44,402)	(43,896)	(454,017)	(811,295)	
Recoverable Debt - Net Zero Emission		0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Other Source of Funding (Federal and Provincial Grants)		0	0	(1,860)	0	0	0	0	0	0	0	0	0	(1,860)	(1,860)	
Development Charges Funding		(6,715)	(1,280)	(13,308)	(3,736)	(2,539)	(29,933)	(30,463)	(8,369)	(5,808)	(6,972)	(3,394)	0	(104,522)	(111,237)	
Net Debt-Funded Projects		133,032	9,087	37,105	35,964	26,019	14,754	10,661	57,737	28,607	27,347	26,059	5,350	269,603	402,635	
Note: Due to rounding, numbers presented may not add up precisely.																

2024 Capital Budget Variance Report as at September 30, 2024 (\$000s)															Attachment B
Project Name	2024 Cashflow					Variance (Over)/ Under	Spending Rate	Start Date	End Date		Life to Date		Overall Project Health	Comments	
	Carry Forward from 2022 & 2023	Adjusted 2024 Budget	Total Available Funding	Actuals as of Sept 30, 2024	Projected Actuals to year-end				Planned	Revised	On Budget	On Time			
Facility Projects:															
Long Term Facility Plan - 54/55 Amalgamation; New Build	614.1	(400.0)	214.1	0.0	154.0	60.1	71.9%	Jan-17	Dec-28	TBD	Red	Red	Red	Please refer to the body of the report	
Long Term Facility Plan - 41 Division; New Build	(2,183.9)	30,383.9	28,200.0	20,623.5	28,200.0	0.0	100.0%	Jan-18	Dec-26	Dec-26	Green	Green	Green	Please refer to the body of the report	
Long Term Facility Plan - Facility and Process Improvement	505.9	(505.9)	0.0	0.0	0.0	0.0		Jan-18	Dec-23	Dec-23	Green		Green		
Relocation of Wellness Services	1,449.8	140.0	1,589.8	573.9	1,491.0	98.8	93.8%	Jan-23	Jan-25	Jan-25	Green	Green	Green	Please refer to the body of the report	
Long Term Facility Plan - Consulting	314.7	0.0	314.7	0.0	175.0	139.7	55.6%	Jan-21	Dec-23	Jun-25	Yellow	Red	Yellow	Please refer to the body of the report	
Communication Center 9th Floor Furniture Replacement	0.0	0.0	0.0	0.0	0.0	0.0		Jan-24	Dec-24	Dec-25	Green	Red	Yellow		
Information Technology Modernization Projects:															
Transforming Corporate Support (HRMS, TRMS)	329.1	(220.0)	109.1	0.0	100.0	9.1	91.7%	Jan-14	Dec-25	Dec-26	Green	Red	Yellow		
ANCOE (Global Search)	155.5	0.0	155.5	0.0	108.9	46.6	70.0%	Jan-15	Jan-25	Jan-25	Green	Green	Green	Please refer to the body of the report	
Body Worn Camera - Phase II	475.8	0.0	475.8	152.4	201.2	274.6	42.3%	Jan-17	Jan-25	Jun-25	Red	Yellow	Yellow		
Next Generation (N.G.) 9-1-1	2,486.0	309.0	2,795.0	2,103.1	2,730.0	65.0	97.7%	Jan-19	Dec-25	Sep-26	Green	Red	Yellow	Please refer to the body of the report	
Replacements/ Maintenance/ Equipment Projects:															
State-of-Good-Repair - Police	4,041.4	3,400.0	7,441.4	4,140.1	6,715.9	725.5	90.3%	on-going	on-going	on-going	Green	Green	Green	Please refer to the body of the report	
Radio Replacement	0.0	100.0	100.0	0.0	75.0	25.0	75.0%	Jan-16	on-going	on-going	Green	Green	Green	Please refer to the body of the report	
Automated Fingerprint Identification System (A.F.I.S.) Replacement	869.6	0.0	869.6	0.0	612.3	257.3	70.4%	Jan-19	Dec-24	Apr-25	Green	Yellow	Green	Please refer to the body of the report	
Mobile Command Centre	896.7	(169.9)	726.8	707.2	726.8	0.0	100.0%	Feb-21	Jun-24	Dec-24	Green	Red	Yellow	Please refer to the body of the report	
Information Technology Storage Growth	39.0	1,966.9	2,005.8	1,175.7	2,005.8	0.0	100.0%	Jan-23	on-going	on-going	Green	Green	Green		
New Records Management System (RMS)	0.0	6,000.0	6,000.0	1,964.1	5,000.0	1,000.0	83.3%	Jan-23	Dec-27	Dec-27	Green	Green	Green	Please refer to the body of the report	
Uninterrupted Power Supply (U.P.S.) Lifecycle Replacement	46.4	752.0	798.4	654.9	798.4	0.0	100.0%	Feb-21	ongoing	ongoing	Green	Green	Green		
Property & Evidence Warehouse Racking	0.0	50.0	50.0	0.0	50.0	0.0	100.0%	Apr-24	Dec-25	Dec-25	Green	Green	Green		
Vehicle and Equipment for Additional Capacity	0.0	4,900.0	4,900.0	2,541.6	4,690.0	210.0	95.7%	Jan-24	Dec-25	Dec-25	Green	Green	Green		
FIFA Requirement - Motorcycles	0.0	600.0	600.0	544.8	544.8	55.2	90.8%	Jan-24	Jan-25	Jan-25	Green	Green	Green		
Lifecycle Projects:															
Vehicle Replacement	637.3	11,560.0	12,197.3	8,102.7	10,939.5	1,257.8	89.7%								
IT- Related Replacements	5,928.5	28,793.9	34,722.4	26,214.6	31,503.3	3,219.1	90.7%								
Other Equipment	3,474.9	6,541.1	10,016.0	5,760.6	7,597.1	2,418.9	75.8%								
Total Capital Expenditures	20,080.8	94,201.0	114,281.8	75,259.1	104,419.1	9,862.7	91.4%								
Funding from Developmental Charges	(1,280.0)	(13,308.0)	(14,588.0)	(34,827.3)	(14,163.9)	(424.1)	97.1%								
Funding from Vehicle and Equipment Reserve	(9,713.9)	(41,928.0)	(51,641.9)	(32,345.7)	(44,746.0)	(6,895.9)	86.6%								
Other (Provincial and Federal Funding)	0.0	(1,860.0)	(1,860.0)	(2,103.1)	(1,860.0)	0.0	100.0%								
Debt	9,087.0	37,105.0	46,191.9	5,983.0	43,649.2	2,542.8	94.5%								
Note: Due to rounding, numbers presented may not add up precisely.															

Note: Due to rounding, numbers presented may not add up precisely.



## PUBLIC REPORT

**November 14, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: 2024 Operating Budget Variance for the Toronto Police Service Parking Enforcement Unit, Period Ending September 30, 2024**

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

### **Recommendation:**

This report recommends that the Toronto Police Service 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's (P.E.U.) 2024 approved net operating budget is \$51.3 Million (M). The P.E.U. is anticipating no year-end variance on its 2024 operating budget.

### **Summary:**

The purpose of this report is to provide the Board with information on the P.E.U.'s 2024 projected year-end variance as at September 30, 2024. The P.E.U. is not projecting any year-end variance on its 2024 operating budget. Anticipated savings in salaries will be offset by additional benefit costs being attributed to the P.E.U. for the first time in 2024.

Table 1 provides a high-level summary of variances by feature category. Year to date and projection figures are shown in the Appendix 1 at the end of this report.

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**Table 1 – 2024 Variance by Feature Category (\$Ms)**

Category	2024 Budget (\$Ms)	2024 Projection	Variance Fav (UnFav)	Explanation
Salaries	\$33.3	\$31.6	\$1.7	<ul style="list-style-type: none"> <li>30 Parking Enforcement Officers (P.E.O.s) made the transition to become Special Constables in August, resulting in the overall staffing complement becoming lower than budgeted (321 v.s. 357). A class of 34 P.E.O.s is scheduled to take place in November 2024, however cost savings are still anticipated due to the timing of hires and separations.</li> </ul>
Premium Pay	\$1.9	\$2.5	(\$0.5)	<ul style="list-style-type: none"> <li>Nearly all premium pay in the P.E.U. is related to special events or directed enforcement activities. The volume of these events have increased in 2024.</li> <li>Some of this cost is offset by recoveries included as revenue below.</li> </ul>
Benefits	\$9.4	\$11.0	(\$1.6)	<ul style="list-style-type: none"> <li>The P.E.U.'s benefits mirror those of the Service, with costs being applied at year-end as a percentage of the Service's costs.</li> <li>It is estimated that approximately 3-5% of the Service's Workplace Safety Insurance Board (W.S.I.B.) related costs are attributed to P.E.U.. This will be reconciled and allocated at year-end.</li> </ul>
Materials & Equipment	\$2.0	\$2.2	(\$0.2)	<ul style="list-style-type: none"> <li>Significant items in this category include parking tags, uniforms, gasoline, vehicle parts and batteries for handheld parking devices.</li> <li>On April 17, 2024, City Council adopted a proposal to amend Toronto Municipal Code Chapter 610 to reflect new</li> </ul>

Category	2024 Budget (\$Ms)	2024 Projection	Variance Fav (UnFav)	Explanation
				penalty amounts for parking violations. As a result, there is an unanticipated cost of approximately \$0.2M to replace the P.E.U.'s stock of parking tags to reflect the new amounts.
Services	\$6.2	\$6.2	\$0.0	<ul style="list-style-type: none"> <li>Significant items in this category include interdepartmental chargebacks, contributions to reserves, rental of property and maintenance, and support costs for the handheld parking devices.</li> <li>No variance is anticipated at this time.</li> </ul>
Revenue (e.g. T.T.C., towing recoveries)	(\$1.5)	(\$2.1)	\$0.6	<ul style="list-style-type: none"> <li>Revenues include towing recoveries, draws from reserves, and recoveries from partners such as Toronto Transit Commission (T.T.C.).</li> <li>Revenues have already surpassed the annual budget as at the end of Q3.</li> <li>Revenue of \$0.2M is also expected in support of the City's Traffic Direction Pilot Program.</li> </ul>
<b>Total Net</b>	<b>\$51.3</b>	<b>\$51.3</b>	<b>\$0.0</b>	

## Discussion:

### **Background**

At its December 19, 2023 meeting, the Board approved the Toronto Police Service's Parking Enforcement Unit (P.E.U.) operating budget request at \$51.3 Million (M) (Min. No. P2023-1219-2.4 refers), a 0% increase over the 2023 approved budget. Subsequently, City Council, at its February 14, 2024 meeting, approved the P.E.U.'s 2024 operating budget at the same amount.

The P.E.U. is managed by the Service; however, the P.E.U.'s operating budget is separate from the Toronto Police Service (Service) budget, and is maintained in the City's non-program budget. In addition, revenues from the collection of parking tags issued accrue to the City, not the Service.

#### ***Relevant Board Policies and Compliance***

This report is in compliance with the Board's Budget Transparency Policy, approved on July 29, 2021 (Min. No. P2021-0729-3.0. refers).

#### ***Pressures and Opportunities***

While no variance is anticipated at this time, the P.E.U.'s budget pressures stem from benefits, premium pay and non-salary costs.

#### ***Benefits***

The P.E.U.'s benefits mirror those of the Service, with costs being applied at year-end as a percentage of the Service's costs. Historically, W.S.I.B. costs have remained within the Service's Operating Budget, although approximately 3-5% of those costs can be attributed to the P.E.U. Starting in 2025, these costs will be allocated to the P.E.U.'s budget, and future budget requests for the P.E.U. will reflect this increased amount. A reconciliation will be done at year-end to determine the actual W.S.I.B. impact for 2024.

#### ***Premium Pay***

Nearly all premium pay in the P.E.U. is related to special events or directed enforcement activities, with a portion of costs recovered from the T.T.C. and the City's Traffic Direction Program. The volume of these events have increased in 2024, combined with the reduced P.E.O. complement as of August, resulting in the additional need for premium pay. While premium pay is projected to have an unfavourable variance of \$0.5M, it is estimated that revenue generated through increased enforcement is 600% over the cost to deploy each callback.

#### ***Non-Salary Costs***

There is an unanticipated cost of \$0.2M to replace the P.E.U.'s stock of parking tags due to the newly adopted changes to Toronto Municipal Code Chapter 610.

## **Savings**

Offsetting the budget pressures are projected increases to revenues arising from the City's Traffic Direction Pilot Program, as well as increased revenues from the T.T.C. and towing recoveries.

The hiring of Special Constables and Cadets impacts staffing levels within the P.E.U., given the trend of some Parking Enforcement Officers (P.E.O.) transitioning to those roles. While predicting the number of P.E.O.s transitioning to these positions is challenging, the Service continues to monitor actual separations throughout the year and adjusts the P.E.O. hiring plan accordingly. As P.E.O. separations continue, new P.E.O.s are hired at the lowest 'step' in the salary band, resulting in cost savings.

As at September 30, 2024, the P.E.O. strength is 321 compared to a budgeted complement of 357. There have been 26 separations to date in 2024, in addition to 30 P.E.O.s who became Special Constables as of the August 2024 training class. An additional P.E.O. class of 34 is scheduled for November, and the class size may be adjusted to reflect latest separation data.

## **Conclusion:**

As at September 30, 2024, the P.E.U. is not projecting any year-end variance.

Ms. Svina Dhaliwal, 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

## **Attachments:**

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Appendix 1: Year to date and projection



### Appendix 1

Category	2024 Budget (\$Ms)	Actual to September 30/24 (\$Ms)	Projected Year-End Actual (\$Ms)	Fav/(Unfav) (\$Ms)
1- Salaries	\$33.3	\$23.4	\$31.6	\$1.7
2- Premium Pay	\$1.9	\$1.6	\$2.5	(\$0.5)
3- Benefits	\$9.4	\$4.5	\$10.9	(\$1.6)
4- Materials & Equipment	\$2.0	\$1.1	\$2.2	(\$0.2)
5- Services	\$6.2	\$2.2	\$6.2	(\$0.0)
6- Revenue (e.g. T.T.C., towing recoveries)	(\$1.5)	(\$0.9)	(\$2.1)	\$0.6
<b>Total Net</b>	<b>\$51.3</b>	<b>\$31.8</b>	<b>\$51.3</b>	<b>\$0.0</b>

It is important to note that expenditures do not all follow a linear pattern and therefore year-to-date expenditures cannot be simply extrapolated to year-end. Rather, the projection of expenditures to year-end is done through an analysis of all accounts, taking into consideration factors such as expenditures to date, future commitments expected and spending patterns.



## PUBLIC REPORT

**November 4, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Dubi Kanengisser  
Executive Director

**Subject: 2024 Operating Budget Variance Report for the Toronto Police Service Board, Period Ending September 30, 2024**

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

**Recommendation(s):**

It is recommended that the Toronto Police Service Board (Board) receive this report, and forward a copy to the City of Toronto (City) Chief Financial Officer and Treasurer for information and inclusion in the variance reporting to the City's Budget Committee.

**Financial Implications:**

As of September 30, 2024, the Board is anticipating no year-end variance on its 2024 Operating Budget.

### **Summary:**

The purpose of this report is to provide information on the Board's 2024 projected year-end variance as at September 30, 2024. The Board is not projecting any year-end variance on its 2024 Operating Budget. Anticipated savings in Salaries and Benefits will be offset by lower than projected draws from reserves.

### **Discussion:**

#### ***Background***

At its December 19, 2023 meeting, the Board approved the Toronto Police Service Board's 2024 Operating Budget at a net amount of \$2,355,300 (Min. No. P2023-1219-

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2.5 refers), a \$178,500 increase over the 2023 approved budget. Subsequently, City Council, at its February 14, 2024 meeting, approved the Board's 2024 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**

As of September 30, 2024, no variance is anticipated at year-end. The following chart summarizes the Board's variance by expenditure category. Details regarding these categories are discussed in the sections that follow.

<b>Expenditure Category</b>	<b>2024 Budget (\$000s)</b>	<b>Actual to September 30/2024 (\$000s)</b>	<b>Projected Year-End Actual (\$000s)</b>	<b>Fav/(Unfav) (\$000s)</b>
Salaries & Benefits	\$1,749.2	\$1,074.6	\$1,536.7	\$212.5
Non-Salary Expenditures	\$1,671.8	\$704.5	\$1,671.8	(\$0.0)
Draws from Reserves	(\$1,065.7)	\$0.0	(\$853.2)	(\$212.5)
<b>Total Net</b>	<b>\$2,355.3</b>	<b>\$1,779.1</b>	<b>\$2,355.3</b>	<b>\$0.0</b>

It is important to note that not all expenditures follow a linear pattern and, as such, year-to-date expenditures cannot be simply extrapolated to year-end. Rather, the projection of expenditures to year-end is done through an analysis of all accounts, taking into consideration factors such as expenditures to date, future commitments and spending patterns.

#### **Salaries & Benefits**

Year-to-date expenditures for Salaries and Benefits are lower than budgeted, as not all Board staff are at the highest 'step' of their respective salary band, and there were three vacant positions which were filled in July and September of this year. Therefore a favourable variance of \$212,500 is expected at year-end.

These projected savings are expected to be fully offset by lower than budgeted draws from reserves.

#### **Non-Salary Expenditures/Draws from Reserves**

The majority of the costs in this category are for arbitrations/grievances and City charge backs for legal services.

The Toronto Police Service 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 2024 Operating Budget includes a

\$424,800 contribution to a Reserve for costs associated with the provision of legal advice and representation. Fluctuations in legal spending will be dealt with by increasing or decreasing the budgeted reserve contribution in future years' operating budgets so that the Board ultimately has funds available in the Reserve, upon which to draw, to fund these variable expenditures.

In case of a favourable operating variance at year-end, the Board may choose to draw less than the budgeted amount from the reserves in order to preserve the reserves' balances.

***Conclusion:***

As of September 30, 2024, no variance is being projected by the end of 2024. Favourable variances in salaries & benefits will be offset by reducing draws from reserves, which will help maintain reserve balances.

Respectfully submitted,

Dubi Kanengisser  
Executive Director



## PUBLIC REPORT

**November 21, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Dubi Kanengisser  
Executive Director

**Subject: Board's Response to Recommendations from the Jury in the Inquest in the Death of Sammy Yatim**

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

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

It is recommended that the Board:

1. Approve the Board's *Responses to Jury Recommendations*, in relation to Recommendations 22 and 36 contained in the verdict of the jury in the Inquest in the Death of Sammy Yatim, as requested by Dr. David A. Cameron, Regional Supervising Coroner, attached at *Appendix A*;
2. Forward Appendix A, *Responses to Jury Recommendations*, to Dr. Cameron, no later than December 28, 2024, as its response to correspondence sent on February 12, 2024;
3. Refer the input of M.H.A.A.P. with respect to Recommendations 22, 31 and 32 to the Chief for consideration; and
4. Put forward the M.H.A.A.P. model to the Canadian Association of Police Governance (C.A.P.G.), for other police service boards to use in the creation of their own similar advisory panels, as recommended in Recommendation 28 in the verdict of the jury in the Inquest in the Death of Sammy Yatim.

### **Financial Implications:**

There are no financial implications arising from the recommendation(s) contained in this report.

### **Summary:**

On February 1, 2024, the jury in the Inquest in the death of Sammy Yatim issued its verdict, including two recommendations aimed at the Toronto Police Service Board (the Board). This report proposes the Board's response to the jury's recommendations,

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following a consultation with the Board's Mental Health and Addictions Advisory Panel (M.H.A.A.P.).

## **Discussion:**

### ***Background***

Sammy Yatim, 18 years old, died in hospital on July 27, 2013, after being shot during an altercation with an officer from the Toronto Police Service (the Service). An inquest into his death, mandatory under the *Coroners Act*, took place in January of this year, and the verdict was received on February 1, 2024.

The inquest examined the circumstances surrounding Mr. Yatim's death with the objective of having the jury make recommendations aimed at preventing further deaths. The jury's verdict included 63 recommendations dealing with a variety of issues, such as officer training, monitoring, and accountability, peer intervention, and the availability of mental health supports for both police officers, and family members of those killed or seriously injured by police.

The full verdict of the jury is attached at **Appendix B**.

The Board is in receipt of correspondence from Dr. David A. Cameron, Regional Supervising Coroner, dated February 12, 2024, requesting that the Board report back its consideration to implement the following recommendations by August 12, 2024:

#### ***To the Toronto Police Services Board and to the Toronto Chief of Police:***

*22. Consider formalizing the involvement of crisis nurses across the delivery of various training programs including annual recertification;*

#### ***To the Toronto Police Service, Toronto Police Services Board, and the City of Toronto:***

*36. In considering the recommendations from this jury directed to the Toronto Police Service and Toronto Police Services Board, ensure that adequate funding is provided or existing funding is re-distributed for their effective implementation.*

The Office of the Chief Coroner has subsequently granted an extension to the Board's response to December 28, 2024.

### ***Consultation with the Board's Mental Health and Addictions Advisory Panel (M.H.A.A.P.)***

In developing the Board's response, the Board Office consulted with M.H.A.A.P.

M.H.A.A.P. held a special meeting on May 6, 2024 on the Board's response to the inquest recommendations. In addition, M.H.A.A.P. had a follow-up discussion on this

matter on June 13, 2024. Both discussions were skilfully facilitated by former Deputy Chief Mike Federico, a leading expert in police interactions with people in crisis. Both M.H.A.A.P. and the Board are grateful to former Deputy Federico for his informed and balanced perspective that honours community voices while providing operational expertise.

M.H.A.A.P. provided its response on a number of recommendations, beyond those specifically directed to the Board by Dr. Cameron, as there were other recommendations that involved the Board's role. These are provided to the Board for its information and consideration.

A copy of the entirety of M.H.A.A.P.'s input is attached as **Appendix C**.

### **Formal Response to Coroner – Recommendations 22 and 36**

M.H.A.A.P. has provided formal responses to the two above-noted recommendations. Based on this input, I recommend that the Board's response to the Regional Supervising Coroner, Dr. Cameron as follows:

#### **Response to Recommendation 22:**

*The Board notes that this recommendation is more appropriately directed towards the Service as the Board does not have the jurisdiction to determine specific individuals to be involved in training programs. However, while the Board agrees that there is a need for the involvement of subject-matter experts other than police in the delivery of training, there is not a need for those experts to be solely restricted to nurses who have worked in the area of crisis services. The Board recognizes that not restricting training to a potentially medical model approach to crisis has been recommended at previous inquests and identified by organizations representing people with lived experience of crisis.*

*The Board suggests that this recommendation might be better addressed by requesting that the Service use the same trainers who delivered training to staff of the Toronto Community Crisis Service (T.C.C.S.) (including the Gerstein Crisis Service, and other anchor partners). This would have the added advantage of allowing for some coordination of training received by members of the T.C.C.S., and the Service, including members of the Mobile Crisis Intervention Team (M.C.I.T.) program.*

***Overall, the Board will direct the Chief to make procedural revisions and other process changes, as well as a report back to explain what changes have been made, the rationale for such changes, and the impact of the changes moving forward.***

As this recommendation is primarily aimed at operational issues, it is recommended that, in addition to including this response in the chart sent to the Regional Supervising Coroner, the Board refer this response to the Chief for his consideration.

### **Response to Recommendation 36:**

**The Board concurs with this recommendation.**

*The Board notes that its role in the budget process is related to its governance function, making decisions related to the overall objectives of the Service. While the Board cannot make specific directions to the Service regarding budget allocation, the Board supports, through policy, and in consultation with its Advisory Panels, wherever possible, the implementation of inquest recommendations.*

*Specific budget decision-making, including allocations for deployment and operational programming, is the sole purview of the Chief of Police. Thus, the recommendations, insofar as they relate to funding provision and redistribution for effective implementation of the recommendations, are more properly directed to the Chief. Of course, the Board, with input from MHAAP, can collaborate with the Chief as these decisions are made.*

### **Additional Input from M.H.A.A.P.**

As was noted above, M.H.A.A.P. also provided input with respect to a number of other recommendations not specifically directed towards the Board.

This includes Recommendation 31, as follows:

#### ***To all police service boards and all police services in Ontario:***

- 31. Support the development, implementation and/or continued operation of community-based and consent-based crisis response services, as an alternative to a police-led response to mental health related calls for service, where a police response is not required.*

### **M.H.A.A.P.'s Response to Recommendation:**

*M.H.A.A.P. urges the Board to advocate to the Ministry of Health for funding for the development of new and continued and sustained community-based and consent-based crisis response services. M.H.A.A.P. recognizes that the police service itself cannot do this on its own; we need other levels of government to join in, and offer concrete and ongoing support in this area.*

*M.H.A.A.P. can request that the Board include program evaluation as part of initiatives like these, including an evaluation of the impact of training on police behaviour "on the street"; we know that we need to build the evaluation into the budget piece for the programming to be effective in the long-term.*

*M.H.A.A.P. is looking forward to the evaluation of both the Toronto Community Crisis Support program (T.C.C.S.), as well as the imbedded 911 crisis worker*



*program, as these evaluations will help to inform any future recommendations to the Board.*

*As the T.C.C.S. launches city-wide, M.H.A.A.P. will be watching closely to see the impacts, especially as they relate to police calls, and where it might suggest that the Board look to future alternative service delivery options.*

*M.H.A.A.P. agreed that it needs to identify not just what we are currently doing, but what is missing in terms of our current approach, and how we recommend filling in those gaps.*

*M.H.A.A.P. views these recommendations as part of a continuum of ongoing work in terms of alternative service delivery. These are dynamic and evergreen recommendations, and as we move forward in this area, both as a policing organization, as well as one of many stakeholders engaged in inter-related initiatives, we must ensure that the recommendations also grow and evolve.*

As this recommendation contains a number of operational issues, it **is recommended that the Board refer this response to the Chief for his consideration.**

Additionally, M.H.A.A.P. provided comments on recommendation 32:

**To all police service boards and all police services in Ontario:**

32. Consider stationing a crisis worker who is employed by community crisis service in Communications for onsite intervention. If crisis workers cannot attend a mental health call (e.g. time or safety), police use the crisis service to advise if possible. Records of calls that do not involve police stay solely with the crisis service.

*M.H.A.A.P. concurs, and supports this model as it exists in Toronto. In addition, M.H.A.A.P. would also like the Board to consider working with the Service to ensure that the opportunity for an individual in crisis to speak to a crisis worker or nurse while the police are on scene is provided.*

As this recommendation contains a number of operational issues, it **is recommended that the Board refer this response to the Chief for his consideration.**

### **Assisting others in Creating Advisory Panels**

Lastly, the verdict explicitly recognizes that the M.H.A.A.P. model is one that should be replicated across the province.

Recommendation 28, directed to the Ministry of the Solicitor General, all police services in Ontario and all police services boards in Ontario, states the following:

*28. Institutionalize community engagement in the areas of mental health (and related initiatives such as anti-bias, intersectionality, gender diversity, and anti-racism) through the creation of mental health advisory panels modelled on the Mental Health and Addictions Advisory Panel to the Toronto Police Services Board, and such panels should be properly composed to reflect the diversity of the community and to address the intersectionality of biases, mental health, and substance use.*

Given M.H.A.A.P.'s success and the desire for both the Board and M.H.A.A.P. to play a leadership role in this area, I am recommending that we put forward the M.H.A.A.P. model to the C.A.P.G., for other police service boards to use in the creation of their own similar advisory panels.

**Conclusion:**

The jury's recommendations in the Inquest in the death of Sammy Yatim propose a number of important steps that, if implemented, could help prevent future tragedies. The Board, in collaboration with the Chief and other stakeholders including CAPG, will support all efforts to prevent and minimize future harm to persons in crisis.

Respectfully submitted,

Dubi Kanengisser  
Executive Director

**Contact**

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Sandy Murray  
Senior Advisor, Toronto Police Service Board  
Email: [sandy.murray@tpsb.ca](mailto:sandy.murray@tpsb.ca)

**Attachments**

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Appendix A - Responses to Jury Recommendations (22 and 36)  
Appendix B – Verdict in the Inquest in the Death of Sammy Yatim  
Appendix C – Full Response from M.H.A.A.P.: Yatim Inquest Recommendations directed to Toronto Police Service Board, and all police service boards

Responses to Jury Recommendations  
YATIM Inquest Q2024-03

TORONTO POLICE SERVICE BOARD

RECOMMENDATION #:

# 22, 36

REC. #	ORGANIZATION'S RESPONSE
22	<p><i>The Board notes that this recommendation is more appropriately directed towards the Service as the Board does not have the jurisdiction to determine specific individuals to be involved in training programs. However, while the Board agrees that there is a need for the involvement of subject-matter experts other than police in the delivery of training, there is not a need for those experts to be solely restricted to nurses who have worked in the area of crisis services. The Board recognizes that not restricting training to a potentially medical model approach to crisis has been recommended at previous inquests and identified by organizations representing people with lived experience of crisis.</i></p> <p><i>The Board suggests that this recommendation might be better addressed by requesting that the Service use the same trainers who delivered training to staff of the Toronto Community Crisis Service (TCCS) (including the Gerstein Crisis Service, and other anchor partners). This would have the added advantage of allowing for some coordination of training received by members of the TCCS, and the Service, including members of the Mobile Crisis Intervention Team (MCIT) program.</i></p> <p><b><i>Overall, the Board will direct the Chief to make procedural revisions and other process changes, as well as a report back to explain what changes have been made, the rationale for such changes, and the impact of the changes moving forward.</i></b></p>
36	<p><b>The Board concurs with this recommendation.</b></p> <p><i>The Board notes that its role in the budget process is related to its governance function, making decisions related to the overall objectives of the Service. While the Board cannot make specific directions to the Service regarding budget allocation, the Board supports, through policy,</i></p>

	<p><i>and in consultation with its Advisory Panels, wherever possible, the implementation of inquest recommendations.</i></p>
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	<p><i>Specific budget decision-making, including allocations for deployment and operational programming, is the sole purview of the Chief of Police. Thus, the recommendations, insofar as they relate to funding provision and redistribution for effective implementation of the recommendations, are more properly directed to the Chief. Of course, the Board, with input from M.H.A.A.P., can collaborate with the Chief as these decisions are made.</i></p>
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Office of the  
Chief Coroner

Bureau du  
coroner en chef

## Verdict of Inquest Jury Verdict du jury de l'enquête

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

We the undersigned / Nous soussignés,

_____	of / de	_____
_____	of / de	_____
_____	of / de	_____
_____	of / de	_____
_____	of / de	_____

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

Surname / Nom de famille	Given Names / Prénoms	Aged / à l'âge de
Yatim	Sammy	18

held in / tenue à \_\_\_\_\_ (Virtually) Toronto, Ontario from / du January 12, 2024 to / au February 1, 2024

By / Par \_\_\_\_\_ Dr David Cameron Presiding Officer for Ontario / Président de séance pour l'Ontario

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

Name of Deceased / Nom du défunt	Sammy Yatim
Date and Time of Death / Date et heure du décès	27 July 2013, 12:26 AM
Place of Death / Lieu du décès	St Michael's Hospital, 30 Bond St, Toronto, ON
Cause of Death / Cause du décès	Gunshot wound to the chest
By What Means / Circonstances du décès	Homicide

Original signed\* by Foreperson /  
Original signé\* par le contremaître

*\*In-Person Inquests Only / Enquêtes en personne uniquement*

The verdict was received on \_\_\_\_\_  
Ce verdict a été reçu le February 1, 2024

Original signed\* by jurors / Original signé\* par les jurés

Dr. David Cameron

Presiding Officer's Name (Please print) /  
Nom du président (en lettres moulées)

2024/02/01

Date Signed / Date de la signature

Signature / Signature

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



Office of the  
Chief Coroner

Bureau du  
coroner en chef

## Verdict of Inquest Jury Verdict du jury de l'enquête

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

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

	<b>Name of Deceased / Nom du défunt</b>
	Sammy Yatim

### JURY RECOMMENDATIONS RECOMMANDATIONS DU JURY

#### PEER INTERVENTION

To the Ministry of the Solicitor General and all Police Services in Ontario:

1. Ensure or continue to ensure that bystander/peer intervention training programs become a mandatory component of annual requalification training for officers and be continually developed. Training should focus on improving policing culture by ensuring that officers are aware that there will be no repercussions for intervening when such intervention proves warranted, but that there is potential for misconduct for failing to intervene. The training should emphasize that officers are responsible for their own actions and have a duty to intervene when witnessing misconduct.

To the Ministry of the Solicitor General and all Police Services in Ontario:

2. There should be or should continue to be express explicit protection in the policies and procedures of each police service (whistle-blower protection) for those who exercise peer intervention or report misconduct.

#### MONITORING

To the Toronto Police Service:

3. Consider the feasibility of instituting a quality assurance and audit position at every division, staffed by a sworn police officer, to ensure accountability, transparency, and efficiency of numerous compliance requirements (i.e. reviewing body worn camera ("BWC") footage), including detailed reviews of any Early Intervention Reports and implementation of interventions that are deemed necessary.

4. At the Professional Standards Unit, undertake a review of the process for assessing early intervention program alerts to determine whether there is a need for another position to assist the Detective of Analysis and Assessment.

To All Police Services in Ontario:

5. For all services that provide body worn camera equipment to members, ensure or continue to ensure that relevant footage captured on the BWC is reviewed in every case where an officer completes a use of force report or is the subject of an internal or external conduct complaint.

To All Police Services in Ontario that use IAPro/PSIS:

6. Conduct a systemic, evidence-based review of IAPro/Professional Standards Information System (PSIS), used in Early Intervention Reports, to examine:

(i) the appropriate threshold(s) of alerts, both in terms of quantity and type, that will best identify risk;

(ii) whether the time frame for events that trigger an alert should be greater than twelve (12) months in certain circumstances;

(iii) whether best practices require input of use of force reports to PSIS within a fixed period;

(iv) whether additional types of triggering events should be added (e.g., Special Investigations Unit ("SIU") investigations, officer bystander in a Use of Force event);

(v) whether workload indicators (such as work hours and attendance) will assist in identifying risk;

(vi) the need for a process to document the analyst's review and decision (e.g. a record of when the alert was reviewed, by whom, and the results of the review);

(vii) the circumstances where discretion to advance the matter to the divisional level should become mandatory;

(viii) whether in all cases where discretion is exercised not to advance the matter further, an automatic review of that decision ought to be conducted by the analyst's supervisor;

(ix) the implications of using historical alerts and/or previous intervention reports in the exercise of discretion not to advance a further investigation, or when assessing interventions;

(x) how to record the results of the Early Intervention meeting, identify any follow-up steps, and record acknowledgement and alignment from both supervisor and affected officer;

(xi) how to record and track the results from follow-up steps;

(xii) the effectiveness of interventions and in particular the role of a member's supervisor;

(xiii) the required level of staffing to effectively manage the volume of alerts; and,

(xiv) the need for provincial standardization of system settings and processes.

7. With reference to recommendation #6, once the results of the evidence-based review are obtained, seek and receive input from community stakeholders and subject matter experts with respect to the appropriate triggering events and thresholds (type/frequency) before further customizing IAPro and the BlueTeam IAPro system enhancement feature.

To the Ministry of the Solicitor General:

8. With reference to recommendation #6, the Ministry of the Solicitor General will consider issuing grant funding to services seeking to undertake systemic reviews of IAPro/Professional Standards Information Systems (PSIS).

To the Toronto Police Service:

9. Review and consider expanding the role of in-house psychologists in qualitatively assessing threshold events and critical incidents. Where a threshold event leads to an intervention, consider the support a psychologist may provide:

(i) to the subject officer;

(ii) to supervisors in determining the scope of the intervention; and,

(iii) in assisting to identify and address fitness for duty issues, including requiring further psychological assessment, in appropriate cases.

#### STANDARDIZATION

To the Ontario Police College, and all Police Services in Ontario who provide in-house training:

10. Establish a system of ongoing and improved information sharing between the Ontario Police College ("OPC") and police services in Ontario, regarding changes to be applied to best practices in police training and curriculum to ensure alignment of training expectations.

To the Ministry of Solicitor General, all police service boards in Ontario, all police chiefs in Ontario, the Ontario Association of Chiefs of Police, the Ontario Association of Police Services Boards, the Special Investigations Unit, the Office of the Independent Police Review Director and the Inspector General for Policing:

11. Consider jointly establishing a Centre for Excellence in Policing with a goal of continually improving and standardizing the training given to recruits, as well as the in-service training given to police officers across the province of Ontario and elsewhere in Canada. The Centre for Excellence in Policing should have a community advisory board and consideration should be given as to whether the Centre would be able to achieve a mandate to:

(i) improve policing in Ontario through collaboration and evidence-based research;

(ii) standardize best practices in police training, police leadership, and police governance; and,

(iii) integrate police, academic, and community resources.

To the Province of Ontario, the Coalition for Canadian Police Reform, and the Government of Canada:

12. The Province of Ontario in partnership with the Coalition for Canadian Police Reform and the Government of Canada should explore the development of national certification criteria for Canadian police officers, which may be integrated into existing institutions' curricula, or the establishment of a Canadian College of Professional Policing.

13. If a national certification program is developed for Canadian police officers, the certification program should include in its mission statement an acknowledgement that it was established because of the Jury recommendations at the Coroner's Inquest into the Death of Sammy Yatim.

14. If a Canadian College of Professional Policing is established, the College should acknowledge in its founding letters and mission statement that it was established because of the Jury recommendations at the Coroner's Inquest into the Death of Sammy Yatim.

To all Police Services Boards and all Police Services in Ontario:

15. Engage in public education and community outreach with a view to enhancing community awareness of peer intervention and the duty to report.

To All Police Services in Ontario:

16. Create an annual award modelled on the Toronto Police Services Board's Mental Health Excellence Award to be presented to police officers throughout Ontario who have demonstrated excellence, compassion, and respect in their

interactions with members of their community who experienced mental health crises during the police interaction.

17. In reference to recommendation #16, where appropriate, consider incorporating these positive encounters in scenario-based training during annual recertification.

To the Ministry of the Solicitor General and the New Inspector General of Policing:

18. Institutionalize a system that will continue to align the training provided at the Ontario Police College and the training occurring at the service level for/by coach officers, especially with respect to scenario-based training, de-escalation, anti-bias, and peer intervention.

#### ESSENTIAL EQUIPMENT

To the Ontario Ministry of the Solicitor General and the Ontario Association of Chiefs of Police:

19. Evaluate and consider mandating body worn cameras for all front-line police officers in Ontario to provide an objective source of information.

To the Ontario Association of Chiefs of Police:

20. Consider formalizing the process of sharing the results of candidate screening for new officers among police services including any reasons why an applicant was not selected.

21. Consider setting standardized guidelines for hiring and recruiting new officers across all of Ontario to ensure recruitment best practices are used across all police services.

To the Toronto Police Services Board and to the Toronto Chief of Police:

22. Consider formalizing the involvement of crisis nurses across the delivery of various training programs including annual recertification.

#### IMPLEMENTATION

To the Government of Ontario:

23. Enable and assist the Office of the Chief Coroner ("OCC") in making all inquest recommendations and responses publicly available on the OCC website.

24. The Government of Ontario should review recommendations from previous inquests and public reports, including those to specific police services, to determine whether a systemic review should be undertaken. This review should consider whether there should be standardization in respect of specific requirements for police officers and should include community stakeholders. The results of this review should be reported publicly.

To the Government of Ontario:

25. In consultation with the Ministry of the Solicitor General, explore whether the responsibility to deal with Inquest Jury recommendations that are directed to all police services can be assigned to the new Inspectorate of Policing, and if not, then identify the correct body that can:

(i) engage all police services with respect to implementation of recommendations; and,

(ii) compile responses before they are forwarded to the Office of the Chief Coroner.

26. Consider creating a government body that would track, coordinate, and report on the implementation of inquest recommendations. This body may also facilitate communication between affected parties who disagree on interpretation or implementation of an accepted inquest recommendation.

#### SUPPORT FOR FAMILY MEMBERS

To the Government of Ontario:

27. Create or augment the availability and accessibility of immediate and on-going financial and mental health support for the family members of persons who were killed or seriously injured in an interaction with police.

#### COMMUNITY ADVISORY PANELS, STRATEGIES, AND CHAMPIONS

To the Ministry of the Solicitor General, all Police Services in Ontario and all Police Services Boards in Ontario:

28. Institutionalize community engagement in the areas of mental health (and related initiatives such as anti-bias, intersectionality, gender diversity, and anti-racism) through the creation of mental health advisory panels modelled on the Mental Health and Addictions Advisory Panel to the Toronto Police Services Board, and such panels should be properly composed to reflect the diversity of the community and to address the intersectionality of biases, mental health, and substance use.

To the Ministry of the Solicitor General, all Police Services in Ontario, and all Police Services Boards in Ontario:

29. Consider developing a rights-respecting mental health strategy for every police service in consultation with representative organizations of persons with relevant lived experience.

To all Police Services in Ontario:



30. Appoint a command level service member or senior member of the organization to be responsible for the police service's mental health portfolio or strategy and, in the selection of that officer, ensure that they are committed to values aligned with community engagement, the engagement of persons with lived experience, and officer wellness.

#### CRISIS INCIDENT RESPONSE

To all Police Service Boards and all Police Services in Ontario:

31. Support the development, implementation and/or continued operation of community-based and consent-based crisis response services, as an alternative to a police-led response to mental health related calls for service, where a police response is not required.

32. Consider stationing a crisis worker who is employed by community crisis service in Communications for onsite intervention. If crisis workers cannot attend a mental health call (e.g. time or safety), police use the crisis service to advise if possible. Records of calls that do not involve police stay solely with the crisis service.

To the Ministry of the Solicitor General:

33. Consider enhancing the Use of Force form to include layers or stages of de-escalation to provide clarity on the steps taken.

#### WELLNESS AND OFFICER SUPPORTS TO ENHANCE GOOD DECISION-MAKING

To the Ministry of the Solicitor General, all Police Services Boards in Ontario, and all Police Services in Ontario:

34. Adopt or implement, and continue to develop, front-line wellness and peer support/mentorship programs, including training to increase the number of officers who participate in offering these supports to their colleagues.

To the Toronto Police Service:

35. Consider regular reviews of the volume and nature of calls for service in each division to determine the need in each division for wellness support and whether existing supports adequately meet each division's needs. Consider increasing or instituting regular officer wellness checks in divisions that may require it.

#### FUNDING

To the Toronto Police Service, Toronto Police Services Board, and the City of Toronto:

36. In considering the recommendations from this jury directed to the Toronto Police Service and Toronto Police Services Board, ensure that adequate funding is provided or existing funding is re-distributed for their effective implementation.

To all Police Services, Police Service Board in Ontario, and their Respective Municipalities:

37. In considering recommendations from this jury directed to police services and police services boards, ensure adequate funding is provided or existing funding is re-distributed for their effective implementation.

To the Province of Ontario:

38. Consider all the recommendations by this jury in identifying provincial community safety priorities and consider the establishment of provincial community safety grant programs to support any provincial priorities identified from these recommendations.

39. Consider designating the following as provincial community safety priorities and providing grant funding for those priorities:

(i) the development, implementation, and maintenance of evidence-based tools for evaluating the effectiveness of police training programs; and,

(ii) the development, implementation, and maintenance of effective early intervention programs.

To the Federal Government of Canada:

40. In considering the recommendations from this jury directed to the Government of Canada, ensure adequate funding is provided for their effective implementation.

#### APOLOGIES

To All Police Services in Ontario, All Police Services Boards:

41. In consultation with relevant stakeholders, consider an approach to apologies, expressions of regret and recognition of loss following a critical incident, being mindful of legal and other considerations involved.

#### POLICE TRAINING & RECRUITMENT

To the Toronto Police Service:

42. Support individualized monitoring based on the specific needs and performance of the new recruits during their onboarding and probationary period to identify any areas of risk that should be assessed.

To the Ontario Police College ("OPC") and All Police Services in Ontario who offer training:

43. Continue to prioritize the non-application of force in all de-escalation training with an emphasis on calming the person in

crisis and avoiding any use of force, whether demonstrated or used, whenever possible.

To All Police Services in Ontario:

44. Make trauma-informed de-escalation and peer intervention training a mandatory component of annual requalification training for officers and commit to ongoing development and enhancement of this training. Ensure that the training continues to emphasize the importance of trauma-informed and anti-biased communication, and that officers are responsible for their own actions and have a positive duty to intervene.

To All Police Services in Ontario:

45. Consider implementing standardized evidence-based training on critical decision-making and trauma-informed de-escalation, to be delivered every twelve (12) months, in addition to annual recertification requirements.

46. Consider increasing annual use of force training to sixteen (16) hours, with a focus on critical decision-making practice and assessment (scenario-based stress modulation training).

47. Mandate a 'Train the Trainers' program for use of force instructors and require recertification and quality assessment no less than once every 3 years.

To the Ontario Police College and all Police Services in Ontario:

48. Consider the use of heart rate trackers (e.g. wearable fitness tracker) to aid when teaching existing courses related to breathing techniques to bring down heart rate and manage high-stress encounters. The heart rate data should be for the officer's personal use and not collected in any way to ensure confidentiality.

49. To better evaluate the degree of training effectiveness in individual cases, replace pass/fail grading systems with a graduated marking system where appropriate.

50. With the application of graduated marking systems that track skill level, consider making individual evaluations accessible to current and future supervisors.

To the Ministry of the Solicitor General:

51. Review and consider whether the basic constable training offered at the Ontario Police College should be extended beyond the current 13 weeks.

To the Ontario Police College and all other Police Services in Ontario that offer in-house training:

52. Require and institutionalize the participation and feedback from persons with relevant lived experience in the design and evaluation of all use of force, de-escalation, anti bias, and peer intervention training provided to recruits and police officers.

53. Continue to conduct annual reviews of the training curriculum to ensure it remains in alignment with the needs of the community. This should include community engagement through feedback from the community to assess the impact of the training.

54. Explore in consultation with community stakeholders, ways to incorporate skilled community members with relevant lived experience in the delivery and debriefing of scenario-based training covering use of force, de-escalation, peer intervention, and anti-bias.

To the Ontario Police College and all other Police Services in Ontario that offer in-house training:

55. Continue efforts to make scenario-based training as realistic as possible by relying primarily on real-life scenario training (e.g. using scenarios from police related Coroner's Inquests). Such training should, where possible, employ professional actors and, where not possible, persons unknown to the trained police officers.

56. Consider the expanded use of multiple officer scenario training (involving 3 or more officers) that involve staggered officer arrival on scene and emphasize incident command, role assignment, and communication between officers.

57. Consider including radio use and the ongoing or continued receipt and transmission of information via radio in scenario training.

To the Ontario Police College and all other Police Services in Ontario that offer in-house training:

58. Incorporate or continue to incorporate evidence based self-regulation techniques and situational awareness into the training of all police recruits and police officers and embed the application of those techniques in all use of force, de-escalation, and peer intervention scenario-based training.

To the Ministry of the Solicitor General:

59. Examine and consider mandating mental health first aid as required training for police officers.

60. Continue to provide evidence-based anti-bias training to police recruits and police officers, including training on intersectionality and its effects, particularly on potentially exaggerated perceptions of risk. Continue to emphasize training on implicit biases, and critical self-reflection of individual biases, and include training to assist officers to learn the skill of impartial speech and questioning when interacting with members of the public.

To the Ontario Police College, the Ministry of the Solicitor General and all Police Services in Ontario:

61. Continue to emphasize a community-based approach to policing and ensure an ongoing emphasis on community

policing in both culture and training, and that this emphasis is reflected in the policies and procedures of each police service. Recognizing that policing is a public service, review the value of a paramilitary structure to determine which, if any, aspects of this structure continue to serve a core purpose of policing. Continue to ensure that officers are aware of the crucial importance of individual responsibility for ethical decision-making and the need to hold each other responsible for their conduct.

To all Police Services in Ontario:

62. Continue the use of psychological testing at the recruit selection stage, with particular emphasis on identifying candidates who demonstrate strong critical decision-making skills, emotional competencies, and traits such as compassion, empathy, and ability to relate. Conduct ongoing research into the quality and types of tests used in recruit screening, as well as their effectiveness in detecting personality traits that are both compatible and incompatible with policing.

#### TRAINING EVALUATION

To All Police Services Boards of Services that Provide In-house training:

63. Institutionalize evidence-based evaluation of the effectiveness of training programs by incorporating its requirement into policy and by making it a specific budget line item.

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

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

**Response from MHAAP**  
**Yatim Inquest Recommendations directed to Toronto Police Service Board,**  
**and all police service boards**

**To the Ministry of Solicitor General, all police service boards in Ontario, all police chiefs in Ontario, the Ontario Association of Chiefs of Police, the Ontario Association of Police Services Boards, the Special Investigations Unit, the Office of the Independent Police Review Director and the Inspector General for Policing:**

11. Consider jointly establishing a Centre for Excellence in Policing with a goal of continually improving and standardizing the training given to recruits, as well as the in-service training given to police officers across the province of Ontario and elsewhere in Canada. The Centre for Excellence in Policing should have a community advisory board and consideration should be given as to whether the Centre would be able to achieve a mandate to:
- i. improve policing in Ontario through collaboration and evidence-based research
  - ii. standardize best practices in police training, police leadership, and police governance, and
  - iii. integrate police, academic, and community resources

**MHAAP's Response to Recommendation:**

**Support for National Centre for Excellence in Policing, through the Coalition for Police Reform**

*MHAAP has determined that it supports the establishment of a Centre for Excellence in Policing, and intends to advocate in that regard. In particular, it supports the work that the Coalition for Police Reform is doing to advance the creation of such a centre.*

*The mission statement of the Coalition for Police Reform is as follows: to achieve the creation of a National Centre of Policing Excellence with the support of community representatives, stakeholders, police practitioners, academics, and government officials. The Coalition is working to put together a comprehensive proposal for the federal government to establish such a Centre of Excellence. Working collaboratively, the Centre would develop national standards for training and education of our police service members with the objective of broadening both perspectives and horizons. It would go beyond training and education in the traditional sense, providing contextual information so that police services are best equipped to engage with and serve the diverse members of their communities.*

*More information about the Coalition can be found here: [Coalition for Canadian Police Reform – Educating Canadians about Police Training and National Standards \(c-cpr.com\)](http://c-cpr.com).*

*It notes that both a member of MHAAP, Jennifer Chambers (representing the Empowerment Council), along with former Deputy Chief Mike Federico, are a part of this Coalition. The Coalition has also invited a diverse cross-section of stakeholders, including Indigenous and Black community members, and representatives of academic institutions, to be part of its work.*

*MHAAP Co-Chair Kevin Haynes has been invited to attend future meetings of the Coalition, where appropriate, to provide input and support on behalf of MHAAP.*

*On July 3, 2024, a letter was drafted to the Board indicating MHAAP's support for the creation for a Centre of Excellence in Policing. The letter asks the Board to support this initiative. This would be help to create a cadre of well-educated recruits that could then become members of police services.*

#### *Other Related Recommendations*

*The Board has a number of other similar recommendations that it is currently considering and/or implementing. These recommendations speak to the importance of developing best practices, providing leadership training, encouraging independent evaluation, and advancing police reform. MHAAP is in alignment with each of these objectives and views the establishment of a Centre for Excellence in Policing as an effective mechanism to assist in meeting them.*

#### *MHAAP in support of Board's Work related to Regional (Ontario) Centre for Policing Excellence*

*In particular, the Board has already sent a letter in support of the creation of a regional, Ontario-wide centre for policing excellence.*

*Recommendation 123 of the Final Report ("the Report") by the Honourable Gloria J. Epstein, Head of the Independent Civilian Review into Missing Person Investigations ("the Review"), entitled Missing and Missed states as follows:*

***The Toronto Police Services Board and the Toronto Police Service should support the creation of a regional centre for policing excellence, housed within an academic institution. The centre would, through research and ongoing evaluation, promote excellence in policing through developing best practices on policing, including training, education, and professional development; itself provide some leadership training and education for senior officers and board members; offer "training the trainers" or "educating the educators" programming; create an environment for policing to be regarded as a profession; and, based on the research produced, recommend evidence-based statutory or regulatory changes. Ideally, the Centre would also be established in partnership with other regional police services and police services boards, the Ministry of the Solicitor General and the Office of the Inspector General of Policing, and community, private sector, and not-for-profit stakeholders.***

*MHAAP is pleased that this is consistent with the Board's view that in order to achieve excellence, ongoing, comprehensive and proactive research and evaluation are essential. Indeed, the Board has taken steps to promote this approach on a Service-wide level. Nevertheless, for it to be truly effective, we agree with Judge Epstein that it is critical to utilize a regional approach for the entire province.*

*In Chapter 15 of the Report, Judge Epstein outlines what a proposed centre for policing excellence would look like. She states that her research has led her to advocate for "the creation of a regional centre for policing excellence housed in an academic institution that, among other things, promotes, through research and ongoing evaluation, the development of best practices in policing among a number of regional police services, including, in this context, best practices in training, education, and professional development" (Volume 4, page 815, emphasis added).*

*As indicated in the body of the recommendation cited above, the centre of policing excellence should also "provide leadership training and education for senior officers and board members, offer "training the trainers" or "educating the educators" programming, promote excellence in policing, create the environment for policing to be regarded as a profession, and recommend evidence-based statutory or regulatory changes." In terms of location, Judge Epstein notes "the centre for policing excellence should ideally be housed within any one of the many post-secondary institutions in the Greater Toronto area or in the region." In terms of a mandate, she states that "[i]t would be a space for policing experts and academia to examine and independently evaluate existing policies, procedures, and practice and for candid discussions with a range of not-for-profit organizations and community agencies about opportunities for policing reform."*

*In Chapter 14, Judge Epstein gives the example of the Toronto Police College's use of the American program of "Fair and Impartial Policing," and notes that the evaluation of programs like this, to determine their ability to impact subsequent officer conduct, is precisely the kind of work that a centre for policing excellence could take on. MHAAP very much supports the Board's interest in how training "translates" into operations; how officers apply what they learn in training to their work "on the streets." This has been a important recurring theme for MHAAP as well. We certainly support the establishment of a regional centre of policing excellence that can examine this critical issue, on a sustained and province-wide basis.*

*MHAAP is in agreement with the Board that, given the scope of the proposed centre for policing excellence, and the need for independence from any one police service, leadership is most appropriately taken by a provincial entity, such as the Inspector General. Indeed, Judge Epstein comments that "in order to provide informed, credible, and constructive criticism of existing policies, procedures, and practices, it is important that such a centre for policing excellence have some degree of independence from the Service, the Board, and the Ministry of the Solicitor General." She adds that "[t]he location of the centre in an academic institution rather than within the ministry or the*

*police colleges would reinforce its independence and the role of policing within the larger network of community and government agencies” (Volume 4, page 827).*

*It should be noted that, with respect to Recommendation 123, Judge Epstein does not assign a leading role to any one party, stating that “[the] Toronto Police Services Board and the Toronto Police Service should support the creation of a regional centre for policing excellence in partnership with other regional police services and police services boards, the Ministry of the Solicitor General and the Office of the Inspector General of Policing, and community, private sector, and not-for-profit stakeholders” (emphasis added). While the Board certainly appreciates and values the collaborative approach recommended here, and is wholly supportive of this recommendation, from a logistical perspective, the work should be spearheaded by a single agency.*

*In our view, the Inspector General is well-positioned, at least initially, to take the lead in this important initiative. The Inspector General’s role, operating at arm’s length from government to provide policing oversight and ensure effective policing services are provided to every community in Ontario, is very much aligned with the proposed mandate of the centre for policing excellence, and uniquely positioned to establish the partnerships needed, and to initiate the process of creating an initial model for an Ontario centre of policing excellence.*

*MHAAP supports the willingness of the Board to undertake to work with the Inspector General and other stakeholders to build and sustain support, including advocacy where required.*

*MHAAP views the Board’s noted support of a regional, Ontario-wide centre for policing excellence, and the work being advanced by the Coalition for Policing Reform for the creation of a Canada-wide Centre for Excellence in Policing as symbiotic and inter-related. It is our hope that this work will continue in tandem, so that each is strengthened by the other.*

*MHAAP would like to emphasize the importance of meaningful community participation in all stages of this significant work – ideation, development, inception and implementation, on a continued basis. Indeed, we believe that public input and engagement is the foundation of an initiative like this. We are pleased that the Empowerment Council is part of the Coalition’s Working Group. To date, invitations have also gone to representatives of the Indigenous and Black communities, as well as members of a variety of academic institutions.*

**To all police services boards and all police services in Ontario:**

15. Engage in public education and community outreach with a view to enhancing community awareness of peer intervention and the duty to report.

**MHAAP’s Response to Recommendation:**

*MHAAP emphasized its support for the important concept of peer intervention, as well as the need to ensure that members of the public understand the concept and its applicability within our context. It urged the Board to explicitly recognize its support of this recommendation. MHAAP would like the Board to work with the Service to ensure that the public is informed of any Board Policy or Service procedural requirements for peer intervention and duty to report, as a way of restoring public trust following the death and inquest of Sammy Yatim.*

*It was agreed that this might be something that is raised during public meetings, held either by MHAAP or by the Board. MHAAP agreed that the joint policy forum to be hosted in collaboration with ARAP would be one possible opportunity during which we could discuss this issue with members of the public.*

*MHAAP stated that the standard level in practices in this area might be much lower than what we are hoping for in terms of what the Service should do. It was explained that the Service exceeds the minimum standardized practices and MHAAP suggested that the Board encourage that this continue, noting that we very much support the Service in going above and beyond in this area. And there is always a need to strive to be better.*

*MHAAP would like the Board to work with the Service and community to identify promising and best practices in this area, recognizing innovation in other jurisdictions, and applying it to our organization where possible.*

#### **To the Toronto Police Services Board and to the Toronto Chief of Police:**

22. Consider formalizing the involvement of crisis nurses across the delivery of various training programs including annual recertification.

#### **MHAAP's Response to Recommendation:**

*MHAAP noted that this recommendation is more appropriately directed towards the Service as the Board does not have the jurisdiction to determine specific individuals to be involved in training programs. However, while MHAAP agrees that there is a need for the involvement of subject-matter experts other than police in the delivery of training, there is not a need for those experts to be solely restricted to nurses who have worked in the area of crisis services. MHAAP recognizes that not restricting training to a potentially medical model approach to crisis has been recommended at previous inquests and identified by organizations representing people with lived experience of crisis.*

*MHAPP suggests that this recommendation might be better addressed by the Board requesting that the Service use the same trainers who delivered training to staff of the Toronto Community Crisis Service (TCCS) (including the Gerstein Crisis Service, and other anchor partners). This would have the added advantage of allowing for some coordination of training received by members of the TCCS, and the Service, including members of the Mobile Crisis Intervention Team (MCIT) program.*



*Overall, MHAAP agrees that the Board should support this important concept, with the additional suggestions, as detailed above, and suggests that the Board can ask for procedural revisions and other process changes, as well as a report back to explain what changes have been made, the rationale for such changes, and the impact of the changes moving forward.*

*It was noted that the 2023 Ontario Public-Police Interactions Training Aid has recently been approved by the Ministry of the Solicitor General to replace the 2004 Ontario Use of Force Model. This training aid emphasizes de-escalation, and a non-use-force response wherever possible. MHAAP noted that this recommendation is very much aligned with the objectives and spirit of this new training aid, all of which MHAAP supports. MHAAP also recognizes that the Board is committed to comprehensive police reform, in collaboration with the City of Toronto and other community stakeholders, following a wide-ranging roadmap for policing reform. This includes alternative service delivery, particularly in the area of individuals in crisis.*

**To the Ministry of the Solicitor General, all police services in Ontario and all police services boards in Ontario:**

28. Institutionalize community engagement in the areas of mental health (and related initiatives such as anti-bias, intersectionality, gender diversity, and anti-racism) through the creation of mental health advisory panels modelled on the Mental Health and Addictions Advisory Panel to the Toronto Police Services Board, and such panels should be properly composed to reflect the diversity of the community and to address the intersectionality of biases, mental health, and substance use.

**MHAAP's Response to Recommendation:**

*MHAAP is proud that this recommendation recognizes that MHAAP has set an example for successful, effective and meaningful community engagement across Ontario, and, indeed, across Canada. MHAAP is committed to providing offering a leadership role in this area, and offering advice and inspiration to other police services who would like to create advisory panels modelled on MHAAP. MHAAP also recognizes the need for it to constantly strive for meaningful engagement that makes a difference, and anticipates learning from other communities who are seeking similar goals described in this recommendation.*

*MHAAP will continue to seek to ensure that its membership reflects the diversity of the Toronto community, and, in particular, to address the intersectionality of biases, mental health, and substance use.*

*MHAAP suggests that the Board put forward the MHAAP model to the Canadian Association of Police Governance (CAPG), for other police service boards to use in the*

*creation of their own similar advisory panels. MHAAP would also be pleased to work with a Centre of Excellence in Policing to help to build a template for other policing organizations and boards to use in creating their own advisory panels.*

*MHAAP also notes the work the Toronto Police Service has been doing in the area of gender diversity, through the Gender Diversity Trans-Inclusion (GDTI) initiative, and encourages other police services to utilize a similar approach.*

**To the Ministry of the Solicitor General, all police services in Ontario, and all police services Boards in Ontario:**

29. Consider developing a rights-respecting mental health strategy for every police service in consultation with representative organizations of persons with relevant lived experience.

**MHAAP's Response to Recommendation:**

*MHAAP is pleased that the Toronto Police Service was a pioneer in this important area, having developed the first strategy of this kind in Canada. As recommended by the Board's Mental Health External Advisory Committee, the Toronto Police Service developed a Mental Health and Addictions Strategy that was released on October 7, 2019. MHAAP continues to review the principles of this Strategy on an ongoing basis. This Strategy was intended to be a dynamic and evolving plan that illustrates how the Toronto Police Service compassionately responds to individuals who may be experiencing mental health and/or addictions issues while ensuring the well-being, safety, rights and dignity of individuals and communities. MHAAP continues to review the principles of this Strategy on an ongoing basis.*

*The Strategy outlined eight key areas of commitment, each with a set of Action Items, as follows:*

- *Preserving Life*
- *Leadership*
- *Cultural Competence, Equity, and Anti-racism*
- *Stigma-free Environment*
- *Continuous Learning*
- *Advocacy and Partnerships*
- *Evaluation*
- *Transparency, Accountability, Oversight, and Reporting*

*To help inform the public and stakeholders of progress achieved in relation to each action item, details relating to each action item were reported in a publicly available dashboard.*

*The dashboard provides the status for each action item and other pertinent information including the lead unit(s), progress details, the area of commitment, and other relevant links.*

*MHAAP is pleased that there is a public-facing, open-data dashboard that is regularly updated. To view annual statistics on Persons in Crisis Calls for Service and Mental Health Act Apprehensions, [please click here](#).*

*All 46 action items are listed on the dashboard as 'Implemented'; meaning, the recommendations have been satisfied but it is recognized that this is not the same as stating that they are fully "done". The Service has indicated that it retains fully committed to the principles contained within the Strategy and will report on enhancements to the outcomes as they occur. All items are in a process of continual improvement. MHAAP shares the Service's acknowledgment that the Strategy is a dynamic and constantly evolving document, with ongoing work in many areas still continuing, in collaboration and partnership with MHAAP. Indeed, MHAAP plays an instrumental role in helping the Service determine areas of focus on an ongoing basis.*

**To all police service boards and all police services in Ontario:**

31. Support the development, implementation and/or continued operation of community-based and consent-based crisis response services, as an alternative to a police-led response to mental health related calls for service, where a police response is not required.

**MHAAP's Response to Recommendation:**

*MHAAP urges the Board to advocate to the Ministry of Health for funding for the development of new and continued and sustained community-based and consent-based crisis response services. MHAAP recognizes that the police service itself cannot do this on its own; we need other levels of government to join in, and offer concrete and ongoing support in this area.*

*MHAAP can request that the Board include program evaluation as part of initiatives like these, including an evaluation of the impact of training on police behaviour "on the street"; we know that we need to build the evaluation into the budget piece for the programming to be effective in the long-term.*

*MHAAP is looking forward to the evaluation of both the Toronto Community Crisis Support program (TCCS), as well as the imbedded 911 crisis worker program, as these evaluations will help to inform any future recommendations to the Board.*

*As the TCCS launches city-wide, MHAAP will be watching closely to see the impacts, especially as they relate to police calls, and where it might suggest that the Board look to future alternative service delivery options.*

*MHAAP agreed that it needs to identify not just what we are currently doing, but what is missing in terms of our current approach, and how we recommend filling in those gaps.*

*MHAAP views these recommendations as part of a continuum of ongoing work in terms of alternative service delivery. These are dynamic and evergreen recommendations, and as we move forward in this area, both as a policing organization, as well as one of many stakeholders engaged in inter-related initiatives, we must ensure that the recommendations also grow and evolve.*

*MHAAP supports the Board asking the Service how it has allocated money for crisis intervention services, and what the long-term plan is moving forward in terms of funding community-based, alternative crisis intervention services.*

*MHAAP believes it is critical to analyze the data involved in alternative crisis support, and suggests that the Board direct the Chief to work with the City of Toronto and the Toronto Community Crisis Service (TCCS) to establish procedures and protocols to standardize reporting on crisis calls and dispositions.*

32. Consider stationing a crisis worker who is employed by community crisis service in Communications for onsite intervention. If crisis workers cannot attend a mental health call (e.g. time or safety), police use the crisis service to advise if possible. Records of calls that do not involve police stay solely with the crisis service.

*MHAAP concurs, and supports this model as it exists in Toronto. In addition, MHAAP would also like the Board to consider working with the Service to ensure that the opportunity for an individual in crisis to speak to a crisis worker or nurse while the police are on scene is provided.*

**To the Toronto Police Service, Toronto Police Services Board, and the City of Toronto:**

36. In considering the recommendations from this jury directed to the Toronto Police Service and Toronto Police Services Board, ensure that adequate funding is provided or existing funding is re-distributed for their effective implementation.

**To all police services, police services boards in Ontario, and their respective municipalities:**

37. In considering recommendations from this jury directed to police services and police services boards, ensure adequate funding is provided or existing funding is re-distributed for their effective implementation.

**MHAAP's Response to Recommendations:**

*MHAAP is aware of the Board's important role in the budget process*

*Section 50 of the governing legislation, the Community Safety and Policing Act, 2019, Police Services Act requires that “[a] municipality that maintains a municipal board shall provide the board with sufficient funding to” comply with the Act and regulations, and pay the expenses of the Board’s operation. Additionally, section 50(2) states that “[t]he board shall submit operating and capital estimates to the municipality...” that will show, separately, the amounts that will be required to comply with this Act and the regulations, including the amounts required to provide the police service with required equipment and facilities, having regard for the various ways that the board can discharge this obligation” and “pay the expenses of the board’s operation, other than the remuneration of board members.” The role of City Council is to establish “an overall budget for the municipal board,” upon reviewing these estimates.*

*As per section 37(a), the Board is legislatively responsible for the provision of adequate and effective police services in the municipality. Adequate and effective police services must include, at a minimum, all of the following: crime prevention, law enforcement, assistance to victims of crime, maintaining the public peace, and emergency response.*

*Thus, MHAAP recognizes that the Board’s role in the budget process is related to its governance function, making decisions related to the overall objectives of the Service. While the Board cannot make specific directions to the Service regarding budget allocation, MHAAP suggests that the Board support, through policy, and in consultation with its Advisory Panels, wherever possible, the implementation of inquest recommendations.*

*Specific budget decision-making, including allocations for deployment and operational programming, is the sole purview of the Chief of Police. Thus, the recommendations, insofar as they relate to funding provision and redistribution for effective implementation of the recommendations, are more properly directed to the Chief. Of course, the Board, with input from MHAAP, can collaborate with the Chief as these decisions are made.*

To all police services in Ontario, all police services boards:

41. In consultation with relevant stakeholders, consider an approach to apologies, expressions of regret and recognition of loss following a critical incident, being mindful of legal and other considerations involved.

## **MHAAP’s Response to Recommendation:**

### ***Relevant Police Reform Work is Underway***

MHAAP is aware that the notion of incorporating an approach to apologies, expressions of regret and recognition of loss following a critical incident is already part of the Board’s ongoing workplan related to building public trust and confidence. Recommendation 68 in the 81 Police Reform recommendations approved by the Board in August, 2020 states as follows:

*68. Direct the Executive Director to, in consultation with the Chief of Police and other stakeholders, develop a new policy for the provision of apologies, expressions of regret and recognitions of loss, mindful of legal and other considerations.*

*As the draft Policy is further developed, MHAAP hopes to be able to provide input and consultation. MHAAP would like to see this work succeed, being mindful of the various factors involved, including community standards, legal parameters, and human rights.*

*MHAAP appreciates that there are circumstances in which an expression of regret or recognition of loss might be more appropriate than an apology. It would also be helpful for such an apology, expression or recognition to be accompanied with concrete commitments or guidance as to how to prevent future deaths or harm.*

*MHAAP looks forward to the Board developing and finalizing its approach to apologies, with input from MHAAP, as well as the public more generally.*

**To all police services boards of services that provide in-house training:**

*63. Institutionalize evidence-based evaluation of the effectiveness of training programs by incorporating its requirement into policy and by making it a specific budget line item.*

**MHAAP's Response to Recommendation:**

*MHAAP has long advocated for more tools to evaluate the effectiveness of training programs, and very much supports this recommendation. While MHAAP views the training provided by the Toronto Police College as comprehensive and excellent in many respects, in order to truly understand the strengths of the training, along with any gaps or weaknesses, independent, evidence-based evaluation, conducted on a regular and recurring basis, is required. In order for this evaluation to occur in a way that is meaningful and effective, it must be incorporated into policy, process and budget.*

*MHAAP suggests that the Board request the Service to detail how much funding they have put aside for evaluation of this kind, this year, and on an ongoing basis. In addition, and on a related note, MHAAP would like to know if the Service has been pursuing any partnerships with academic institutions.*

*MHAAP would also suggest that the Board consider institutionalizing evidence-based evaluation of the effectiveness of training programs by incorporating this requirement into a specific, new Board Policy, or a revised Board Policy on training.*

*MHAAP notes that it may have additional comments recommendations in the future as they arise.*



## PUBLIC REPORT

**November 8, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Response to the Jury Recommendations from the  
Coroner's Inquest into the Death of Sammy Yatim**

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

**Recommendation:**

This report recommends that Toronto Police Service Board (Board) receive the following report for information and forward a copy of the report to the Chief Coroner for the Province of Ontario

**Financial Implications:**

The current operating budget contains sufficient funding to be in compliance with the jury recommendations and future operating budget submissions will seek to maintain sufficient funding in order to be in compliance with the jury recommendations on an ongoing basis.

**Summary:**

A Coroner's inquest into the death of Sammy Yatim was conducted in the City of Toronto during the period of January 12, 2024, to February 1, 2024.

As a result of the inquest, the jury made 63 recommendations, 43 of which were directed to the Service. Four (4) recommendations were directed exclusively to the Toronto Police Service, 11 were directed to all police services in Ontario and 28 of the recommendations were directed jointly to a combination of police services, police service boards, the Ministry of the Solicitor General and various other agencies.

### Toronto Police Service Board

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Of the 43 recommendations directed to the Service, 34 have been implemented and 9 are currently in progress.

The purpose of this report is to inform the Toronto Police Service Board (Board) of the Service's response to the jury recommendations.

## **Discussion:**

### ***Background***

The following is a summary of the circumstances of the death of Sammy Yatim and issues addressed at the inquest, as delivered in the Verdict Explanation by Dr. David Cameron, Presiding Officer. For ease of reference, the Verdict Explanation, including all recommendations, is located in Appendix A.

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

*Mr. Sammy Yatim was 18 years old when he died from gunshot wounds received during a confrontation with officers from the Toronto Police Service on July 27, 2013.*

*Mr. Yatim had been with friends earlier in the evening on July 26, 2013. He later separated from his friends and ended up on a Toronto Transit Commission (TTC) streetcar on Dundas Street heading west, seated near the rear. The streetcar had enough passengers on board that most seats were occupied. Mr. Yatim was seated near a group of female passengers. When the streetcar was near Grace Street, at approximately 11:57 p.m., Mr. Yatim brandished a knife and swung his knife in an arc in front of a passenger's chest, without contacting her. His pants were undone, exposing his genitalia.*

*The female, along with other passengers, fled the area and alerted the driver to stop the streetcar and let them out. Approximately 30 passengers exited through both the front and side doors while Mr. Yatim walked slowly behind them towards the front of the streetcar. Several passengers, including the female, called 9-1-1 and reported that Mr. Yatim had made threatening comments to them.*

*The streetcar driver activated a silent onboard emergency system, alerting the TTC Central Operating Centre that there was an emergency on board. When this alarm was activated, an audio recording began. The streetcar driver remained on the streetcar and spoke briefly with Mr. Yatim, who made several requests for a cell phone to call his father. Mr. Yatim sat on a seat near the front door and no longer brandished the knife. Upon seeing the police arrive, Mr. Yatim became agitated, and the streetcar driver quickly exited the streetcar, leaving Mr. Yatim alone on the empty streetcar with both doors open.*



*A number of Toronto Police Service (TPS) officers, including Mr. James Forcillo, were dispatched to the call. Officer Forcillo and Officer Iris Fleckeisen were the first to arrive on scene. They positioned themselves near the front door of the streetcar with sidearms drawn and pointed at Mr. Yatim. Mr. Yatim was standing alone on the streetcar near the front door, still holding the knife. Mr. Forcillo instructed Mr. Yatim, loudly and directly, to drop the knife, but he did not. Instead, he yelled back “no” and that he wasn’t afraid of them. Officer Fleckeisen re-holstered her sidearm. Mr. Forcillo continued pointing his sidearm at Mr. Yatim and told him that he would shoot if Mr. Yatim stepped forward.*

*Several other TPS officers arrived on scene shortly after Officers Forcillo and Fleckeisen. They positioned themselves in a semi-circle around the front door area, about 14 feet away from the streetcar’s front door. They too drew their sidearms. A single officer positioned himself at the rear door of the streetcar with his sidearm also drawn. Officers continued to instruct Mr. Yatim to drop the knife. Mr. Yatim did not comply with those orders but continued to hold the knife in front of him, yelling obscenities at the officers.*

*Several officers made repeated calls for a Sergeant to attend with a Conducted Energy Weapon (CEW, commonly known as a Taser).*

*The on-board cameras from the streetcar show that at 12:00:50 a.m. on July 27<sup>th</sup>, Mr. Yatim took a step forward from the aisle onto the platform in front of the front door. At that point, Mr. Forcillo discharged his firearm three times, striking Mr. Yatim and knocking him backwards, where he lay with his feet facing the exit, still gripping the knife in his right hand.*

*For the next six seconds, Mr. Forcillo continued to yell at Mr. Yatim to drop the knife while Mr. Yatim lay on the floor of the streetcar. When Mr. Yatim did not do so, Mr. Forcillo fired six more shots – five of which struck Mr. Yatim.*

*The entire confrontation between Mr. Forcillo and Mr. Yatim lasted for approximately 60 seconds.*

*Sergeant Pravica arrived on scene with a CEW within 20 seconds of the last shot. He was unaware that shots had been fired. Mr. Yatim was still holding the knife, and Sergeant Pravica discharged his CEW and struck Mr. Yatim. He then kicked the knife out of Mr. Yatim’s hand. Although other officers handcuffed Mr. Yatim, they removed the handcuffs and commenced CPR when they realized that Mr. Yatim was no longer displaying vital signs.*

*These events were recorded on closed-circuit video cameras on the streetcar and some bystanders also recorded the incident on their cell phones from outside the streetcar.*

*Paramedics arrived a short time later and continued resuscitation efforts. Mr. Yatim was transported to St. Michael's Hospital, where advanced resuscitation efforts were continued. He continued to remain vital signs absent until he was pronounced deceased at 12:26 am on July 27, 2013.*

*On July 28, 2013, Forensic Pathologist Dr. Noel McAuliffe performed an autopsy and determined that the cause of death was "gunshot wound to the chest".*

*A toxicology analysis of Mr. Yatim's blood was positive for MDMA, cannabis, and cocaine.*

*Mr. Yatim, who had come to Canada at age 14, had no documented history of mental illness, psychosis, or violence. He had recently graduated from high school and had applied to George Brown College for a program in Hospital Management.*

*The Special Investigations Unit (SIU) investigated the matter and Mr. Forcillo was charged criminally. Officer Forcillo discharged his weapon at Mr. Yatim a total of nine times and he did so in two volleys. The first three shots knocked Mr. Yatim to the ground. Following this, while Mr. Yatim was on the ground and after a brief pause, six more shots were fired, five of which entered Mr. Yatim's body. The evidence concluded that the first three shots were fatal. The Crown preferred a two-count indictment, alleging second-degree murder in relation to the first set of shots, and an attempted murder in relation to the second volley of shots discharged by Mr. Forcillo from his firearm.*

*The matter was tried in the Ontario Superior Court of Justice in 2016. Mr. Forcillo pled not guilty to both counts. The jury found Mr. Forcillo not guilty of second-degree murder as related to the first three shots but guilty of attempted murder for the subsequent six shots, which were fired while Mr. Yatim was supine and unresponsive on the floor of the streetcar. Mr. Forcillo was sentenced to serve six years in prison following the verdict. An appeal was unsuccessful.*

### **Stakeholder Analysis**

Service subject matter experts from multiple units, including Strategic Planning and Governance, the Toronto Police College, Community Partnerships and Engagement, Communications Services, Professionalism and Accountability, Finance and Business Management, Wellness, and Audit and Quality Assurance contributed to the responses contained in this report.

For the purpose of reporting the Service's response, a chart summarizing the status of each recommendation with a comprehensive response is attached to this report as Appendix B.

***Conclusion:***

As a result of the Coroner's inquest into the death of Sammy Yatim, and the subsequent 43 jury recommendations directed to the Toronto Police Service, a review of Service governance, training and current practices has been conducted.

The Service has taken multiple steps ahead of this inquest and the release of the jury recommendations to incorporate many lessons learned from the interaction that led to the death of Sammy Yatim.

The Service has fully implemented 34 recommendations put forth by the jury, and is on track to implement the remaining 9 recommendations.

Acting Staff Superintendent Jacqueline Baus, 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

***Attachments:***

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Appendix A – Verdict Explanation – Inquest into the Death of Sammy Yatim  
Appendix B – Toronto Police Service Repose to Yatim Inquest Recommendations

## Appendix A – Verdict Explanation – Inquest into the Death of Sammy Yatim



### VERDICT EXPLANATION

#### Inquest into the Death of Sammy YATIM

**Dr. David Cameron, Presiding Officer**  
**January 12 to February 1, 2024**  
**Virtual Inquest**

### OPENING COMMENT

This verdict explanation is intended to give the reader a brief overview of the circumstances surrounding the death of Sammy Yatim and some context for the jury's recommendations. The synopsis of events and comments are based on the evidence presented and are written to assist in understanding the jury's reasoning.

### PARTICIPANTS

#### **Inquest Counsel:**

Peter Napier – Inquest Counsel  
347 Preston Street, Floor 3, Suite 350  
Ottawa, ON K1S 3H8

Grace Alcaide Janicas – Inquest Counsel  
North Region  
199 Larch Street, 2<sup>nd</sup> Floor  
Sudbury, ON P3E 5P9

#### **Inquest Investigators:**

D/C Jeff Landy – Peel Regional Police and  
D/C Heather Readman – OPP  
Office of the Chief Coroner – Inquest Unit  
25 Morton Shulman Ave.  
Toronto, ON M3M 0B1

#### **Recorder:**

Andreea Muscalu  
First Class Conferencing Facilitation Inc.  
1035 Victoria Road South, Unit 61  
Guelph, Ont. N1L 0H5

**Parties with Standing:**

**Family**  
**(Mother, Sahar Bahadi)**

**Represented by:**

Counsel: Asha James and  
 Shelby Percival  
 Falconers LLP  
 10 Alcorn Ave.  
 Toronto, ON M4V 3A9  
[ashaj@falconers.ca](mailto:ashaj@falconers.ca)  
[shelbyp@falconers.ca](mailto:shelbyp@falconers.ca)

**Family**  
**(Father, Nabil Yatim and**  
**sister, Sarah Yatim)**

Counsel: Ed Upenieks and  
 Julia Chumak  
 Lawrences Law  
 43 Queen St W  
 Brampton, ON L6Y 1L9  
[eupenieks@lawrences.com](mailto:eupenieks@lawrences.com)  
[jchumak@lawrences.com](mailto:jchumak@lawrences.com)

**Ontario Ministry of the Solicitor**  
**General (SOLGEN)**

Counsel: Mimi Singh and Gavin Lee  
 Civil Law Division  
 Ministry of the Attorney General  
 25 Grosvenor St, 12th Flr.  
 Toronto, ON M7A 1Y6  
[Mimi.N.Singh@ontario.ca](mailto:Mimi.N.Singh@ontario.ca)  
[Gavin.Lee@ontario.ca](mailto:Gavin.Lee@ontario.ca)

**Chief of the Toronto Police**  
**Service (“TPS”)**

Counsel: Jerry Leung  
 Legal Services  
 Toronto Police Service  
 40 College Street,  
 Toronto, ON M5G 2J3  
[Jerry.Leung@torontopolice.on.ca](mailto:Jerry.Leung@torontopolice.on.ca)

**Toronto Police Service Board**

Counsel: Fred Fischer and  
 Matthew Cornett  
 City of Toronto  
 Legal Services  
 26th Flr., Metro Hall, Stn. 1260  
 55 John St.  
 Toronto, ON M5V 3C6  
[fred.fischer@toronto.ca](mailto:fred.fischer@toronto.ca)  
[Matthew.Cornett@toronto.ca](mailto:Matthew.Cornett@toronto.ca)

**TPS Officers Hoy and Ryan**

Counsel: Jimmy Lee  
 393 University Ave., Suite 2000  
 Toronto, ON M5G 1E6  
[jlee@leebarrister.com](mailto:jlee@leebarrister.com)

**TPS Officers Pravica and Fleckheisen**

Counsel: Gary Clewley  
 360 Walmer Road  
 Toronto, ON M5R 2Y4  
[garyclewley@rogers.com](mailto:garyclewley@rogers.com)

**James Forcillo**

Counsel: Peter Brautti  
 Brauti Thorning LLP  
 26 Wellington St E #400  
 Toronto, ON M5E 1S2  
[pbrauti@btlegal.ca](mailto:pbrauti@btlegal.ca)

**Toronto Transit Commission (“TTC”)**

Counsel: Stephen Sargent  
 Toronto Transit Commission  
 1900 Yonge St.  
 Toronto, ON M4S 1Z2  
[Stephen.Sargent@ttc.ca](mailto:Stephen.Sargent@ttc.ca)

**Empowerment Council**

Counsel: Anita Szigeti  
 ASA Law  
 55 University Ave., Suite No. 1100  
 Toronto, ON M5J 2H7  
[anita.szigeti@gmail.com](mailto:anita.szigeti@gmail.com)

**SUMMARY OF THE CIRCUMSTANCES OF THE DEATH**

Mr. Sammy Yatim was 18 years old when he died from gunshot wounds received during a confrontation with officers from the Toronto Police Service on July 27, 2013.

Mr. Yatim had been with friends earlier in the evening on July 26, 2013. He later separated from his friends and ended up on a Toronto Transit Commission (TTC) streetcar on Dundas Street heading west, seated near the rear. The streetcar had enough passengers on board that most seats were occupied. Mr. Yatim was seated near a group of female passengers. When the streetcar was near Grace Street, at approximately 11:57 p.m., Mr. Yatim brandished a knife and swung his knife in an arc in front of a passenger’s chest, without contacting her. His pants were undone, exposing his genitalia.

The female, along with other passengers, fled the area and alerted the driver to stop the streetcar and let them out. Approximately 30 passengers exited through both the front and side doors while Mr. Yatim walked slowly behind them towards the front of the streetcar. Several passengers, including the female, called 9-1-1 and reported that Mr. Yatim had made threatening comments to them.

The streetcar driver activated a silent onboard emergency system, alerting the TTC Central Operating Centre that there was an emergency on board. When this alarm was activated, an audio recording began. The streetcar driver remained on the streetcar and spoke briefly with Mr. Yatim, who made several requests for a cell phone to call his father. Mr. Yatim sat on a seat near the front door and no longer brandished the knife. Upon seeing the police arrive, Mr. Yatim became agitated, and the streetcar driver quickly exited the streetcar, leaving Mr. Yatim alone on the empty streetcar with both doors open.

A number of Toronto Police Service (TPS) officers, including Mr. James Forcillo, were dispatched to the call. Officer Forcillo and Officer Iris Fleckeisen were the first to arrive on scene. They positioned themselves near the front door of the streetcar with sidearms drawn and pointed at Mr. Yatim. Mr. Yatim was standing alone on the streetcar near the front door, still holding the knife. Mr. Forcillo instructed Mr. Yatim, loudly and directly, to drop the knife, but he did not. Instead, he yelled back “no” and that he wasn’t afraid of them. Officer Fleckeisen re-holstered her sidearm. Mr. Forcillo continued pointing his sidearm at Mr. Yatim and told him that he would shoot if Mr. Yatim stepped forward.

Several other TPS officers arrived on scene shortly after Officers Forcillo and Fleckeisen. They positioned themselves in a semi-circle around the front door area, about 14 feet away from the streetcar’s front door. They too drew their sidearms. A single officer positioned himself at the rear door of the streetcar with his sidearm also drawn. Officers continued to instruct Mr. Yatim to drop the knife. Mr. Yatim did not comply with those orders but continued to hold the knife in front of him, yelling obscenities at the officers.

Several officers made repeated calls for a Sergeant to attend with a Conducted Energy Weapon (CEW, commonly known as a Taser).

The on-board cameras from the streetcar show that at 12:00:50 a.m. on July 27<sup>th</sup>, Mr. Yatim took a step forward from the aisle onto the platform in front of the front door. At that point, Mr. Forcillo discharged his firearm three times, striking Mr. Yatim and knocking him backwards, where he lay with his feet facing the exit, still gripping the knife in his right hand.

For the next six seconds, Mr. Forcillo continued to yell at Mr. Yatim to drop the knife while Mr. Yatim lay on the floor of the streetcar. When Mr. Yatim did not do so, Mr. Forcillo fired six more shots – five of which struck Mr. Yatim.

The entire confrontation between Mr. Forcillo and Mr. Yatim lasted for approximately 60 seconds.

Sergeant Pravica arrived on scene with a CEW within 20 seconds of the last shot. He was unaware that shots had been fired. Mr. Yatim was still holding the knife, and Sergeant Pravica discharged his CEW and struck Mr. Yatim. He then kicked the knife out of Mr. Yatim's hand. Although other officers handcuffed Mr. Yatim, they removed the handcuffs and commenced CPR when they realized that Mr. Yatim was no longer displaying vital signs.

These events were recorded on closed-circuit video cameras on the streetcar and some bystanders also recorded the incident on their cell phones from outside the streetcar.

Paramedics arrived a short time later and continued resuscitation efforts. Mr. Yatim was transported to St. Michael's Hospital, where advanced resuscitation efforts were continued. He continued to remain vital signs absent until he was pronounced deceased at 12:26 am on July 27, 2013.

On July 28, 2013, Forensic Pathologist Dr. Noel McAuliffe performed an autopsy and determined that the cause of death was "gunshot wound to the chest".

A toxicology analysis of Mr. Yatim's blood was positive for MDMA, cannabis, and cocaine.

Mr. Yatim, who had come to Canada at age 14, had no documented history of mental illness, psychosis, or violence. He had recently graduated from high school and had applied to George Brown College for a program in Hospital Management.

The Special Investigations Unit (SIU) investigated the matter and Mr. Forcillo was charged criminally. Officer Forcillo discharged his weapon at Mr. Yatim a total of nine times and he did so in two volleys. The first three shots knocked Mr. Yatim to the ground. Following this, while Mr. Yatim was on the ground and after a brief pause, six more shots were fired, five of which entered Mr. Yatim's body. The evidence concluded that the first three shots were fatal. The Crown preferred a two-count indictment, alleging second-degree murder in relation to the first set of shots, and an attempted murder in relation to the second volley of shots discharged by Mr. Forcillo from his firearm.

The matter was tried in the Ontario Superior Court of Justice in 2016. Mr. Forcillo pled not guilty to both counts. The jury found Mr. Forcillo not guilty of second-degree murder as related to the first three shots but guilty of attempted murder for the subsequent six shots, which were fired while Mr. Yatim was supine and unresponsive on the floor of the streetcar. Mr. Forcillo was sentenced to serve six years in prison following the verdict. An appeal was unsuccessful.

## THE INQUEST

At the time of this incident, inquests were not mandatory under the provisions of the *Coroners Act* for deaths resulting from interactions with the police; however, a discretionary inquest was called pursuant to the *Coroners Act*.



In Ontario, coroner's inquests are public, quasi-judicial hearings held pursuant to the *Coroners Act*. The inquest is chaired by a Presiding Officer, who may be a coroner, lawyer, or retired judge. A jury of five members is tasked with answering five specific questions about the death, being who died, where and when they died, the cause of death, and the manner of death. The jury is also given the opportunity to make recommendations to prevent further deaths based on the evidence heard at the inquest. Juries are not to make findings of fault or draw conclusions of law. Unlike most other proceedings, inquests are forward-looking, collaborative proceedings held to enhance public safety and to ensure public transparency surrounding the incident resulting in the death.

The scope of this inquest is attached to this verdict explanation as an Appendix. The factual circumstances of Mr. Yatim's death allowed for the scope of the inquest to focus on the following key components:

- (i) a careful examination of how to optimize police officer recruitment;
- (ii) monitoring of police officers' execution of their duties;
- (iii) police officer decision-making; and,
- (iv) available supports for those decision-making skills.

The inquest heard from several witness with expertise who were able to provide information to the jury about operational issues related to police officers generally and TPS specifically. These included:

- (i) TPS Superintendent Lisa Crooker, who outlined TPS recruitment and hiring strategies and practices;
- (ii) Dr. Paula Di Nota, who provided information on stress, health, and police officer decision-making;
- (iii) Sergeant Robert Monteiro, who provided information on police officer training at the Toronto Police College;
- (iv) Mr. Peter Rampat from the Ontario Police College, who provided further information on police officer training in the province;
- (v) Ms. Ivy Nanayakkara, Manager of the TPS Wellness Unit, who provided information on wellness and psychological aspects of on-going monitoring and support of police officers at TPS;
- (vi) Ms. Jennifer Chambers, Executive Director of the Empowerment Council, an organization that advocates for those who have needed or may need mental health and addictions services;

- (vii) Mr. Mike Federico, former TPS Deputy Chief, who was able to provide information about TPS recruitment, training, and on-going monitoring processes of officers, and opportunities to improve these.

The inquest was conducted in a virtual manner, with remote participation by parties with standing and remote testimony from all witnesses. In keeping with the open court principle, the inquest was streamed live.

The jury sat for eleven days and heard evidence from 12 witnesses. The jury was presented with 14 Exhibits (documentary, photographic and video), and deliberated for two days before reaching a verdict.

## VERDICT

<b>Name of Deceased:</b>	Sammy Yatim
<b>Date and Time of Death:</b>	27 July 2013, 12:26 AM
<b>Place of Death:</b>	St. Michael's Hospital, 30 Bond St, Toronto, ON
<b>Cause of Death:</b>	Gunshot wound to the chest
<b>By What Means:</b>	Homicide

## RECOMMENDATIONS

The jury made a total of 63 recommendations. These recommendations touched upon a wide variety of areas, and they are set out below and grouped under headings.

## PEER INTERVENTION

### ***To the Ministry of the Solicitor General and all Police Services in Ontario:***

1. Ensure or continue to ensure that bystander/peer intervention training programs become a mandatory component of annual requalification training for officers and be continually developed. Training should focus on improving policing culture by ensuring that officers are aware that there will be no repercussions for intervening when such intervention proves warranted, but that there is potential for misconduct

for failing to intervene. The training should emphasize that officers are responsible for their own actions and have a duty to intervene when witnessing misconduct.

**To the Ministry of the Solicitor General and all Police Services in Ontario:**

2. There should be or should continue to be express explicit protection in the policies and procedures of each police service (whistle-blower protection) for those who exercise peer intervention or report misconduct.

**Comments:**

*The jury received evidence about the interactions between Mr. Yatim and officers from TPS. They also heard evidence from the TTC streetcar driver. The jury may have concluded that Mr. Forcillo perceived a greater threat from Mr. Yatim than others did, and that Mr. Forcillo acted more aggressively than other officers would have.*

*The jury also heard evidence about peer intervention. Peer intervention describes an interaction where one or more officers intervene with the actions of a peer officer when that officer does not appear to be following an appropriate course of action.*

*The jury may have concluded that it would have been beneficial if nearby officers were trained to, and felt comfortable with, intervening in Mr. Forcillo's course of action in a safe manner.*

*The jury may have concluded from the evidence presented that further annual mandatory training would be of benefit, as well as explicit clarification that appropriately and safely intervening in a peer officer's actions when those actions are inappropriate and not aligned with training would not lead to either formal or informal repercussions.*

*The jury also heard evidence that it was a legal requirement of police officers to prevent wrong-doing among peers.*

**MONITORING**

**To the Toronto Police Service:**

3. Consider the feasibility of instituting a quality assurance and audit position at every division, staffed by a sworn police officer, to ensure accountability, transparency, and efficiency of numerous compliance requirements, (i.e. reviewing body worn camera ("BWC") footage), including detailed reviews of any Early Intervention Reports and implementation of interventions that are deemed necessary.
4. At the Professional Standards Unit, undertake a review of the process for assessing early intervention program alerts to determine whether there is a need for another position to assist the Detective of Analysis and Assessment.

**Comments:**

*The process of monitoring police officer performance was reviewed in evidence. As described in Recommendations #5 and #6, below, and the comments that follow, the current role responsible for this kind of monitoring may have, in the jury's conclusions, been under-resourced, particularly in its requirements to take action on Early Intervention Reports and review of BWC footage.*

**To all Ontario Police Services:**

5. For all services that provide body worn camera equipment to members, ensure or continue to ensure that relevant footage captured on the BWC is reviewed in every case where an officer completes a use of force report or is the subject of an internal or external conduct complaint.

**Comments:**

*The jury received evidence that currently, all officers with the TPS wear body worn cameras (BWCs). The footage from the BWCs is reviewed by the Detective for Analysis and Assessment any time there is a use of force report completed by an officer. In addition, evidence was received that random camera footage is also reviewed by the Detective for Analysis and Assessment.*

*Evidence indicated that automatic review of BWC footage is not conducted when an Early Intervention Report is triggered (see below for more details). The evidence from the officer who was the designated Detective for Analysis and Assessment at the time indicated that the work to review camera footage for all events that trigger an Early Intervention Report is important and time consuming, but there is no dedicated position in each division responsible for this type of review, given staffing issues.*

*The jury also heard evidence that many police services in Ontario do not have the resources to issue to each member a BWC and may have concluded that it was an important tool/piece of equipment for all officers to have to enhance public confidence in policing, and officer and public safety.*

**To all Police Services in Ontario that use IAPro/PSIS:**

6. Conduct a systemic, evidence-based review of IAPro/Professional Standards Information System (PSIS), used in Early Intervention Reports, to examine:
  - (i) the appropriate threshold(s) of alerts, both in terms of quantity and type, that will best identify risk;
  - (ii) whether the timeframe for events that trigger an alert should be greater than twelve (12) months in certain circumstances;
  - (iii) whether best practices require input of use of force reports to PSIS within a fixed period;

- (iv) whether additional types of triggering events should be added (e.g., Special Investigations Unit (“SIU”) investigations, officer bystander in a Use of Force event);
- (v) whether workload indicators (such as work hours and attendance) will assist in identifying risk;
- (vi) the need for a process to document the analyst’s review and decision (e.g. a record of when the alert was reviewed, by whom, and the results of the review);
- (vii) the circumstances where discretion to advance the matter to the divisional level should become mandatory;
- (viii) whether in all cases where discretion is exercised not to advance the matter further, an automatic review of that decision ought to be conducted by the analyst’s supervisor;
- (ix) the implications of using historical alerts and/or previous intervention reports in the exercise of discretion not to advance a further investigation, or when assessing interventions;
- (x) how to record the results of the Early Intervention meeting, identify any follow-up steps, and record acknowledgement and alignment from both supervisor and affected officer;
- (xi) how to record and track the results from follow-up steps;
- (xii) the effectiveness of interventions and in particular the role of a member’s supervisor;
- (xiii) the required level of staffing to effectively manage the volume of alerts; and,
- (xiv) the need for provincial standardization of system settings and processes.

### **Comments:**

*The jury received evidence that years before Mr. Yatim’s death, the TPS, along with several other police services in Ontario<sup>1</sup>, purchased a risk management suite of computer software known as IAPro. Part of the suite was a program known as*

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<sup>1</sup> Among the police services in Ontario that use IAPro/PSIS are: Peel Regional Police, York Regional Police, Ontario Provincial Police, Ottawa Police Service, Windsor Police Service, Durham Regional Police Service, London Police Service, Waterloo Regional Police Service, North Bay Police Service, Sudbury Police Service, Barrie Police Service. In addition, the RCMP uses this system, as do numerous other provincial police services.

*PSIS (Professional Standards Information System), designed to issue and manage alerts relating to concerning behavior on the part of a member.*

*Alerts were triggered by the system after the input of a triggering event, which included any use of force events where an officer pointed a firearm (either a sidearm or a shotgun) at a member of the public.*

*The jury received evidence that Mr. Forcillo had been flagged by PSIS several times leading up to the shooting of Mr. Yatim, including a use of force incident where he had pointed a shotgun at a member of the public 10 days before Mr. Yatim was fatally shot.*

*The jury received evidence that each police service may program what types of triggering events can lead to an alert, the frequency of triggering events and the date-range for such triggering events. In this case, the TPS programmed the date-range for triggering events that lead to an alert to span 12 months. In this case, the pertinent alerts relating to Mr. Forcillo re-set just prior to Mr. Yatim's death, and as a result, the use of force event that occurred 10 days prior to Mr. Yatim's shooting did not trigger an alert.*

*In addition, the jury heard that the prior alerts were reviewed and dismissed as not requiring any further intervention. There was a dearth of evidence with respect to the considerations applied by the reviewing officer. The jury may have been concerned that any review of triggering events should accommodate a historical perspective that could identify concerning patterns. Evidence was received that in the 15 months prior to the death of Mr. Yatim, Mr. Forcillo had drawn a weapon against members of the public on six occasions without the system triggering an Early Intervention process that is designed to manage risk and put in place any supports or additional training that the officer may require.*

*The jury may have concluded that the exercise of discretion not to advance a case to intervention should be subject to review by a superior officer.*

7. With reference to recommendation #6, once the results of the evidence-based review are obtained, seek and receive input from community stakeholders and subject matter experts with respect to the appropriate triggering events and thresholds (type/frequency) before further customizing IAPro and Blue Team IAPro system enhancement feature.

**Comments:**

*The jury heard evidence that community stakeholder groups provide important input to policy changes, as do subject matter experts. The jury may have concluded that community stakeholder groups should be involved in reviewing the results of the evidence-based review and their voices should be heard with respect to any decisions that further customize the risk management system being used.*

**To the Ministry of the Solicitor General:**

8. With reference to recommendation #6, the Ministry of the Solicitor General will consider issuing grant funding to services seeking to undertake systemic reviews of IAPro/Professional Standards Information Systems (PSIS).

**Comments:**

*The jury heard evidence that police budgets do not currently include a budget line to undertake the type of systemic review that is recommended and received evidence that the Ministry of the Solicitor General is the appropriate funding authority for such reviews.*

**To the Toronto Police Service:**

9. Review and consider expanding the role of in-house psychologists in qualitatively assessing threshold events and critical incidents. Where a threshold event leads to an intervention, consider the support a psychologist may provide:
  - (i) to the subject officer;
  - (ii) to supervisors in determining the scope of the intervention; and,
  - (iii) in assisting to identify and address fitness for duty issues, including requiring further psychological assessment, in appropriate cases.

**Comments:**

*The jury heard evidence that psychological assessments of members are generally only conducted at the recruitment stage. Where concerns are identified through alerts issued by PSIS, the jury may have concluded that it was important that in appropriate cases, a psychologist qualitatively assess the events that led to any alerts with a view to providing appropriate interventions with officer wellness and fitness for duty as the focus.*

**STANDARDIZATION****To the Ontario Police College, and all Police Services in Ontario who provide in-house training:**

10. Establish a system of ongoing and improved information sharing between OPC and police services in Ontario, regarding changes to be applied to best practices in police training and curriculum to ensure alignment of training expectations.

**Comments:**

*The jury heard evidence that there was limited sharing of information between the OPC and police services that provide their own further in-house training regarding*

*best practices in police training and curriculum, and likely concluded that this could be improved by establishing a system of information sharing.*

***To the Ministry of Solicitor General, all police service boards in Ontario, all police chiefs in Ontario, the Ontario Association of Chiefs of Police, the Ontario Association of Police Services Boards, the Special Investigations Unit, the Office of the Independent Police Review Director and the Inspector General for Policing:***

11. Consider jointly establishing a Centre for Excellence in Policing with a goal of continually improving and standardizing the training given to recruits, as well as the in-service training given to police officers across the province of Ontario and elsewhere in Canada. The Centre for Excellence in Policing should have a community advisory board and consideration should be given as to whether the Centre would be able to achieve a mandate to:
  - (i) improve policing in Ontario through collaboration and evidence-based research;
  - (ii) standardize best practices in police training, police leadership and police governance; and,
  - (iii) integrate police, academic and community resources.

***Comments:***

*The jury received evidence from a subject matter expert, Michael Federico – retired Deputy Chief of Police for the Toronto Police Service – that there is no standardized training given to police recruits across the country, and that there are many police associations and academics who have been advocating for a Centre for Excellence in Policing for many years, in order to enhance, improve and standardize the training of Canadian police officers.*

***To the Province of Ontario, the Coalition for Canadian Police Reform, and the Government of Canada:***

12. The Province of Ontario in partnership with the Coalition for Canadian Police Reform and the Government of Canada should explore the development of national certification criteria for Canadian police officers, which may be integrated into existing institutions' curricula, or the establishment of a Canadian College of Professional Policing.
13. If a national certification program is developed for Canadian police officers, the certification program should include in its mission statement an acknowledgement that it was established because of the Jury recommendations at the Coroner's Inquest into the Death of Sammy Yatim.



14. If a Canadian College of Professional Policing is established, the College should publicly acknowledge in its founding letters and mission statement that it was established because of the Jury recommendations at the Coroner's Inquest into the Death of Sammy Yatim.

**Comments:**

*The jury received evidence that policing would benefit from the establishment of a Canadian College of Professional Policing with national certification criteria, as there are variations in the type, frequency, and quality of training that officers undergo. The jury may have concluded that it would be appropriate to recognize that the Inquest into the Death of Sammy Yatim was one factor leading to the creation of such a college and/or national certification program.*

**To all Police Services Boards and all Police Services in Ontario:**

15. Engage in public education and community outreach with a view to enhancing community awareness of peer intervention and the duty to report.

**Comments:**

*See comments under Recommendations 1 and 2.*

*The jury may have concluded that it was important that the communities served by a police service be made aware that their officers are receiving training on peer intervention and the duty to report any wrong-doing by fellow officers.*

**To All Police Services in Ontario:**

16. Create an annual award modeled on the Toronto Police Services Board's Mental Health Excellence Award to be presented to police officers throughout Ontario who have demonstrated excellence, compassion, and respect in their interactions with members of their community who experienced mental health crises during the police interaction.
17. In reference to recommendation #16, where appropriate, consider incorporating these positive encounters in scenario-based training during annual recertification.

**Comments:**

*Mr. Yatim was presenting as a person in crisis during his interaction with Toronto Police Service officers. Historically, some officers have demonstrated adeptness at de-escalating situations when engaging with a person in crisis, resulting in a safe and caring outcome. To recognize the contributions of officers who demonstrate this skillset, the jury recommends the creation of an annual award in all police services across Ontario to recognize and celebrate these officers.*

**To the Ministry of the Solicitor General and the New Inspector General of Policing:**

18. Institutionalize a system that will continue to align the training provided at the Ontario Police College and the training occurring at the service level for/by coach officers, especially with respect to scenario-based training, de-escalation, anti-bias, and peer intervention.

**Comments:**

*The jury received evidence that every recruit is assigned to a coach officer after being sworn in as an officer. The coach officer is a mentor and provides on the job training to new officers. The jury heard evidence that a good coach officer is instrumental in training a recruit to become a fully competent officer. To support the coach officer's ability to mentor recruits, there should be specific training offered to coach officers that is consistent with OPC training strategies.*

**ESSENTIAL EQUIPMENT**

**To the Ontario Ministry of the Solicitor General and the Ontario Association of Chiefs of Police**

19. Evaluate and consider mandating body worn cameras for all front-line police officers in Ontario to provide an objective source of information.

**Comments:**

*The jury heard evidence that not all police services in Ontario have BWCs as part of the standard equipment issued to officers. The jury likely determined that footage from BWCs represents the best evidence with respect to a member's interactions with the public.*

**To the Ontario Association of Chiefs of Police:**

20. Consider formalizing the process of sharing the result of candidate screening for new officers among police services including any reasons why an applicant was not selected.
21. Consider setting standardized guidelines for hiring and recruiting new officers across all of Ontario to ensure recruitment best practices are used across all police services.

**Comments:**

*The jury received evidence that prior to applying to become a recruit with a police service, all candidates are encouraged and required to complete an information module*

*with the Ontario Association of Chiefs of Police, which provide general information about policing and minimal requirements for application.*

*The jury also heard that there is no central organization that compiles information about recruits and that a potential recruit could be rejected by one police service, yet be accepted by another, due to differing criteria and number of available positions.*

*The jury may have determined that the quality of recruits would be improved if all police services could access information about potential recruits.*

### **To the Toronto Police Services Board and to the Toronto Chief of Police:**

22. Consider formalizing the involvement of crisis nurses across the delivery of various training programs including annual recertification.

#### **Comments:**

*The jury likely recognized that community stakeholders, including crisis nurses, may offer invaluable knowledge and experience for officer training and that consideration should be given to including them in training programs including annual recertification.*

## **IMPLEMENTATION**

### **To the Government of Ontario:**

23. Enable and assist the Office of the Chief Coroner (“OCC”) in making all inquest recommendations and responses publicly available on the OCC website.
24. The Government of Ontario should review recommendations from previous inquests and public reports, including those to specific police services, to determine whether a systemic review should be undertaken. This review should consider whether there should be standardization in respect of specific requirements for police officers and should include community stakeholders. The results of this review should be reported publicly.

#### **Comments:**

*When an inquest jury directs recommendations to a recipient organization, person, institution or any such entity, the OCC provides the recommendation to the recipient with a request that they provide a response to the OCC outlining the implementation of the recommendation and/or other considerations they have applied to the recommendation.*

*Evidence was received that these responses of the recipients of inquest recommendations are not available on the website of the Office of the Chief Coroner for Ontario, making it difficult for interested parties/stakeholders to evaluate the outcome of previous jury recommendations.*

*The jury also heard evidence that there have been many prior inquests and public reports dealing with police shootings over the years and likely concluded that the Government of Ontario should consider undertaking a systemic review, specifically with respect to policing in Ontario and the potential contribution of community stakeholders to improve public safety.*

**To the Government of Ontario:**

25. In consultation with the Ministry of the Solicitor General, explore whether the responsibility to deal with Inquest Jury recommendations that are directed to all police services can be assigned to the new Inspectorate of Policing, and if not, then identify the correct body that can:
  - (i) engage all police services with respect to implementation of recommendations; and,
  - (ii) compile responses before they are forwarded to the Office of the Chief Coroner.
26. Consider creating a government body that would track, coordinate, and report on the implementation of inquest recommendations. This body may also facilitate communication between affected parties who disagree on interpretation or implementation of an accepted inquest recommendation.

**Comments:**

*The jury heard evidence that a new provincial statute governing policing would be proclaimed shortly after the completion of the inquest. Among the proposed changes to policing in Ontario is the creation of an Inspectorate of Policing. Given the challenges with responding and implementing recommendations that are addressed “to all police services”, the jury concluded that there ought to be a centralized office to coordinate responses and implementation of these recommendations. This centralized office would also track, coordinate, and report on the status of past inquest jury recommendations, as well as facilitate communication when parties disagree on interpretation or implementation of recommendations.*

**SUPPORT FOR FAMILY MEMBERS**

**To the Government of Ontario:**

27. Create or augment the availability and accessibility of immediate and on-going financial and mental health support for the family members of persons who were killed or seriously injured in an interaction with police.

**Comments:**

*The jury received evidence that the family of Sammy Yatim was not able to immediately access supports in the aftermath of Sammy's death. The jury also heard evidence that there were significant supports available to officers involved in critical incidents. The jury may have interpreted this evidence to conclude that the Government of Ontario should create or augment the availability and accessibility of immediate and ongoing financial and mental health support for family members.*

**COMMUNITY ADVISORY PANELS, STRATEGIES, AND CHAMPIONS****To the Ministry of the Solicitor General, all Police Services in Ontario and all Police Services Boards in Ontario:**

28. Institutionalise community engagement in the areas of mental health (and related initiatives such as anti-bias, intersectionality, and anti-racism) through the creation of mental health advisory panels modelled on the Mental Health and Addictions Advisory Panel to the Toronto Police Services Board, and such panels should be properly composed to reflect the diversity of the community and to address the intersectionality of biases, mental health, and substance use.

**Comments:**

*There was no evidence that Sammy Yatim experienced mental health or addiction challenges. However, he did present in a manner similar to how an individual with mental health or addiction challenges may present when in crisis. The jury heard evidence that the Toronto Police Services Board has a Mental Health and Addictions Advisory Panel that has provided input with respect to the interests of the community, and that this input has proven beneficial in the past.*

**To the Ministry of the Solicitor General, all Police Services in Ontario, and all Police Services Boards in Ontario:**

29. Consider developing a rights-respecting mental health strategy for every police service in consultation with representative organizations of persons with relevant lived experience.

**Comments:**

*The jury heard evidence that officers can better respond to calls involving a person in crisis if a mental health strategy is developed that educates officers with respect to the rights of a person in crisis.*

**To all Police Services in Ontario:**

30. Appoint a command-level service member or senior member of the organization to be responsible for the police service's mental health portfolio or strategy and, in the selection of that officer, ensure that they are committed to values aligned with community engagement, the engagement of persons with lived experience, and officer wellness.

**Comments:**

*The jury may have concluded that appointing a command-level service member or senior member to be responsible for the police service's mental health strategy would signal to the community that the police service is committed to community engagement, engagement with persons with lived experience, and officer wellness.*

**CRISIS INCIDENT RESPONSE****To all Police Service Boards and all Police Services in Ontario:**

31. Support the development, implementation and/or continued operation of community consent-based crisis response services, as an alternative to a police-led response to mental health related calls for service, where a police response is not required.
32. Consider stationing a crisis worker who is employed by community crisis service in Communications for onsite intervention. If crisis workers cannot attend a mental health call (e.g. time or safety), police use the crisis service to advise if possible. Records of calls that do not involve police stay solely with the crisis service.

**To the Ministry of the Solicitor General:**

33. Consider enhancing the Use of Force form to include layers or stages of de-escalation to provide clarity on the steps taken.

**Comments:**

*The jury received some evidence that the Toronto Police Service has engaged community consent-based crisis response services, as an alternative to police response to persons in crisis and likely determined that this should be encouraged when a police response is not required. The jury likely concluded that police services should consider having a crisis worker available for onsite intervention, when appropriate.*

*The jury also reviewed evidence concerning what is tracked on the provincially mandated use of force form. The form does not currently require an officer to show what attempts, if any, had been made to de-escalate the situation. The jury determined that it is important to track those attempts at de-escalation.*

## **WELLNESS AND OFFICER SUPPORTS TO ENHANCE GOOD DECISION-MAKING**

### ***To the Ministry of the Solicitor General, all Police Services Boards in Ontario, and all Police Services in Ontario:***

34. Adopt or implement, and continue to develop, front-line wellness and peer support/mentorship programs, including training to increase the number of officers who participate in offering these supports to their colleagues.
35. Consider regular reviews of the volume and nature of calls for service in each division to determine the need in each division for wellness support and whether existing supports adequately meet each division's needs. Consider increasing or instituting regular officer wellness checks in divisions that may require it.

#### **Comments:**

*The jury heard evidence that the TPS has officers who work on a voluntary basis to offer peer support to their colleagues. The jury may have concluded that it is important to enhance the complement of officers willing to provide these informal supports to their colleagues, and to encourage more officers to volunteer their time; training ought to be developed and offered to prospective mentors.*

*The jury heard evidence of the varying call volumes and levels of severity across various TPS divisions. The jury likely concluded that consideration be given to conducting regular reviews of call for service volume and nature of the calls to ascertain the level of need for wellness supports in each division or detachment.*

## **FUNDING**

### ***To the Toronto Police Service, Toronto Police Services Board, and the City of Toronto:***

36. In considering the recommendations from this jury directed to the Toronto Police Service and Toronto Police Services Board, ensure that adequate funding is provided, or existing funding is re-distributed for their effective implementation.

#### **Comments:**

*The jury heard evidence that budgeting for police services is the responsibility of a municipality. The jury concluded that it is appropriate to ensure there is adequate funding available for the implementation of these recommendations and directed this recommendation to the Toronto Police Service, the Toronto Police Services Board, and the City of Toronto.*

**To all Police Services, Police Service Boards in Ontario, and their Respective Municipalities:**

37. In considering recommendations from this jury directed to police services and police services boards, ensure adequate funding is provided or existing funding is re-distributed for their effective implementation.

**Comments:**

*The jury concluded that it is appropriate to ensure there is adequate funding available for the implementation of these recommendations and directed this recommendation to all police services, their boards, and the municipalities from which they receive an allotment of funds.*

**To the Province of Ontario:**

38. Consider all the recommendations by this jury in identifying provincial community safety priorities and consider the establishment of provincial community safety grant programs to support any provincial priorities identified from these recommendations.

**Comments:**

*The jury received evidence that grants may be available from the SOLGEN to assist with the cost of implementing certain recommendations.*

39. Consider designating the following as provincial community safety priorities and providing grant funding for those priorities:
- (i) the development, implementation, and maintenance of evidence-based tools for evaluating the effectiveness of police training programs; and,
  - (ii) the development, implementation, and maintenance of effective early intervention programs.

**Comments:**

*The jury concluded that it is important to signal to SOLGEN the priorities that were identified at this Inquest, particularly in relation to ensuring evidence-based research into various aspects of policing.*

**To the Federal Government of Canada:**

40. In considering the recommendations from this jury directed to the Government of Canada, ensure adequate funding is provided for their effective implementation.



**Comments:**

*The jury concluded that it is appropriate to ensure there is adequate funding available for the implementation of recommendations #12 - 14 directed to the Government of Canada for the establishment of a Canadian College of Professional Policing.*

**APOLOGIES****To All Police Services in Ontario, All Police Services Boards:**

41. In consultation with relevant stakeholders, consider an approach to apologies, expressions of regret and recognition of loss following a critical incident, being mindful of legal and other considerations involved.

**Comments:**

*The jury heard evidence that apologies, expressions of regret, and recognition of loss are meaningful, but that such communications are often hindered by concerns over legal liability and other considerations.*

**POLICE TRAINING & RECRUITMENT****To the Toronto Police Service:**

42. Support individualized monitoring based on the specific needs and performance of the new recruits during their onboarding and probationary period to identify any areas of risk that should be assessed.

**Comments:**

*The jury likely concluded that it is appropriate to enhance individualized monitoring at the initial recruit stage, to ensure areas of concern are addressed early in a police officer's career.*

**To the Ontario Police College ("OPC") and All Police Services in Ontario who offer training:**

43. Continue to prioritize the non-application of force in all de-escalation training with an emphasis on calming the person in crisis and avoiding any use of force, whether demonstrated or used, whenever possible.

**Comments:**

*The jury heard evidence that de-escalation training was not a specific focus of recruit training at the time of this incident but is currently part of the mandatory*

*curriculum. The jury likely concluded that it is important to ensure that training in this area continue to be prioritized for recruits.*

**To All Police Services in Ontario:**

44. Make trauma-informed de-escalation and peer intervention training a mandatory component of annual requalification training for officers and commit to ongoing development and enhancement of this training. Ensure that the training continues to emphasize the importance of trauma-informed and anti-biased communication, and that officers are responsible for their own actions and have a positive duty to intervene.

**Comments:**

*The jury heard evidence that annually, all officers must undergo requalification training in certain set areas, for example firearms certification. The jury likely determined that it is important that de-escalation and peer intervention training become a mandatory requirement for annual requalification. This training should continue to emphasize the importance of trauma-informed and anti-biased communication, as well as positive duty for officers to intervene when appropriate. See also recommendations 1 and 2 and the comments that follow them.*

**To All Police Services in Ontario:**

45. Consider implementing standardized evidence-based training on critical decision-making and trauma-informed de-escalation, to be delivered every twelve (12) months, in addition to annual recertification requirements.
46. Consider increasing annual use of force training to sixteen (16) hours, with a focus on critical decision-making practice and assessment (scenario-based stress modulation training).
47. Mandate a 'Train the Trainers' program for use of force instructors and require recertification and quality assessment no less than once every 3 years.

**Comments:**

*The jury heard evidence from Dr. Paula Di Nota, a psychologist and subject-matter expert in police training who participated in the largest, Canadian, evidence-based research study on police learning. She recommended the implementation of annual standardized evidence-based training, in addition to annual certification requirements. To maximize retention, the program should be 16 hours long and focus on critical decision-making practice and assessment, using scenario-based stress modulation techniques.*

*Dr. Di Nota also recommended that a ‘Train the Trainers’ program should be implemented for use of force instructors and that these instructors should be recertified not less than once every three years.*

**To the Ontario Police College and all Police Services in Ontario:**

48. Consider the use of heart rate trackers (e.g. wearable fitness tracker) to aid when teaching existing courses related to breathing techniques to bring down heart rate and manage high-stress encounters. The heart rate data should be for the officer’s personal use and not collected in any way to ensure confidentiality.
49. To better evaluate the degree of training effectiveness in individual cases, replace pass/fail grading systems with a graduated marking system where appropriate.
50. With the application of graduated marking systems that track skill level, consider making individual evaluations accessible to current and future supervisors.

**Comments:**

*Dr. Di Nota also recommended that consideration be given to the use of heart rate trackers during officer autonomic modulation training (breathing technique training) so that the officer can observe and absorb the effects of the training.*

*The jury heard evidence that the current evaluation system at the Ontario Police College is based on a pass/fail model. It was recommended that the pass/fail grading system be replaced with a graduated marking system where appropriate and that supervisors have access to these evaluations to permit a better assessment of the strengths/weaknesses of the recruit.*

**To the Ministry of the Solicitor General:**

51. Review and consider whether the basic constable training offered at the Ontario Police College should be extended beyond the current 13 weeks.

**Comments:**

*The jury heard evidence that some jurisdictions offer constable training programs that last months (e.g., 38-week program in British Columbia; longer in Finland). The jury may have concluded that SOLGEN should review and consider whether 13 weeks is sufficient time to encode or consolidate motor, social, verbal and psychological (i.e., self-regulatory) skills that can be effectively employed in acutely stressful encounters.*

**To the Ontario Police College and all other Police Services in Ontario that offer in-house training:**

52. Require and institutionalize the participation and feedback from persons with relevant lived experience in the design and evaluation of all use of force, de-escalation, anti bias, and peer intervention training provided to recruits and police officers.
53. Continue to conduct annual reviews of training curriculum to ensure it remains in alignment with the needs of the community. This should include community engagement through feedback from the community to assess the impact of the training.
54. Explore in consultation with community stakeholders, ways to incorporate skilled community members with relevant lived experience in the delivery and debriefing of scenario-based training covering use of force, de-escalation, peer intervention, and anti-bias.
55. Continue efforts to make scenario-base training as realistic as possible by relying primarily on real-life scenario training (e.g. using scenarios from police related Coroner's Inquests). Such training should, where possible, employ professional actors and, where not possible, persons unknown to the trained police officers.
56. Consider the expanded use of multiple officer scenario training (involving 3 or more officers) that involve staggered officer arrival on scene and emphasize incident command, role assignment and communication between officers.
57. Consider including radio use and the ongoing or continued receipt and transmission of information via radio in scenario training.

**Comments:**

*The jury received evidence from multiple police trainers that indicated the best training is scenario-based training. The jury also heard from witnesses that including the perspective and input from community stakeholders further enhances the effectiveness of the training. Some evidence indicated that employing professional actors where possible added to the effectiveness of the training. As the inquest involved multiple officers, the jury recommended that the OPC and all other police service that offer scenario training consider the expanded use of multiple officer scenario training, that includes radio use training and training on scenarios where radio communications are hampered. There was evidence that the communication among officers at the scene with Sammy Yatim was not ideal, and some of the difficulties were the result of limitations to the radio communications among officers.*

**To the Ontario Police College and all other Police Services in Ontario that offer in-house training:**

58. Incorporate or continue to incorporate evidence based self-regulation techniques and situational awareness into the training of all police recruits and police officers and embed the application of those techniques in all use of force, de-escalation, and peer intervention scenario-based training.

**Comments:**

*The jury heard evidence that self-regulation techniques and situation awareness are valuable tools that can be used during de-escalation efforts. The jury recommended that these techniques be embedded in all use of force, de-escalation and peer intervention scenario-based training.*

**To the Ministry of the Solicitor General:**

59. Examine and consider mandating mental health first aid as required training for police officers.

**Comments:**

*Mental health first aid is a training program designed to teach individuals how to provide initial assistance to someone who is experiencing a mental health crisis or who is developing a mental health problem. Like physical first-aid, it is a training program targeted for the general population but may be modified to fit the particular environment of its users. The jury heard evidence that mental health first aid is not part of the current mandatory curriculum and received evidence that such training would be of assistance in police interactions with persons in crisis.*

**To the Ontario Police College and all other Police Services in Ontario that offer in-house training:**

60. Continue to provide evidence-based anti-bias training to police recruits and police officers, including training on intersectionality and its effects, particularly on potentially exaggerated perceptions of risk. Continue to emphasize training on implicit biases, and critical self-reflection of individual biases, and include training to assist officers to learn the skill of impartial speech and questioning when interacting with members of the public.

**Comments:**

*Although the jury heard no evidence that the interaction between Sammy Yatim and officers was affected by any form of bias, there was some evidence that persons from various marginalized and vulnerable groups were more likely to have negative interactions with police. In addition, that evidence indicated that use of impartial speech and questioning during police interactions with the public can assist in fostering improved communication and can de-escalate tense situations.*

**To the Ontario Police College, the Ministry of the Solicitor General and all Police Services in Ontario:**

61. Continue to emphasize a community-based approach to policing and ensure an ongoing emphasis on community policing in both culture and training, and that this emphasis is reflected in the policies and procedures of each police service. Recognizing that policing is a public service, review the value of a paramilitary structure to determine which, if any, aspects of this structure continue to serve a core purpose of policing. Continue to ensure that officers are aware of the crucial importance of individual responsibility for ethical decision-making and the need to hold each other responsible for their conduct.

**Comments:**

*There was evidence at the inquest that police agencies currently emphasize a community-based approach to policing in both culture and training. The jury recommended that they continue to do so. The jury also heard evidence that what was referred to as “paramilitary structures” within policing agencies was required to deal with certain situations that police must respond to. The jury recommended that police agencies review the value of this structure in areas that fall outside core policing functions. The jury also recommended that policing agencies continue to ensure that officers are aware of the importance of individual responsibility for ethical decision making and the need to hold one another accountable.*

**To all Police Services in Ontario:**

62. Continue the use of psychological testing at the recruit selection stage, with particular emphasis on identifying candidates who demonstrate strong critical decision-making skills, emotional competencies, and traits such as compassion, empathy, and ability to relate. Conduct ongoing research into the quality and types of tests used in recruit screening, as well as their effectiveness in detecting personality traits that are both compatible and incompatible with policing.

**Comments:**

*This recommendation was based on evidence received that the psychological tests currently utilized by the Toronto Police Service to screen potential new recruits have been in use for decades. Evidence was received that policing has undergone many changes and that currently, there is an emphasis on attracting recruits with lived experience. The jury concluded that screening potential new recruits for certain qualities including strong critical decision-making skills, emotional competencies and traits like compassion, empathy, and the ability to relate with others would enhance public safety.*

## TRAINING EVALUATION

### ***To All Police Services Boards of Services that Provide In-house training:***

63. Institutionalize evidence-based evaluation of the effectiveness of training programs by incorporating its requirement into policy and by making it a specific budget line item.

#### ***Comments:***

*The jury heard about the value of evidence-based evaluation. This recommendation, if implemented, would solidify its requirement in policy and secure ongoing funding for this goal by explicitly listing it in the budget.*

## CLOSING COMMENT

In closing, I would like to again express my condolences to the family and loved ones of Sammy Yatim for their profound loss.

I would like to thank the witnesses and parties to the inquest for their thoughtful participation, the inquest counsel, investigators and the recorder for their hard work and expertise, and 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, with the goal of keeping Ontarians safer.




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David Cameron, M.D., LL.B., C.C.F.P.  
Presiding Officer

July 26, 2024

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Date

## APPENDIX



### STATEMENT OF SCOPE

#### Inquest into the Death of Sammy Yatim

This inquest will explore the circumstances surrounding the death of Mr. Sammy Yatim. The evidence will be directed at assisting the jury to answer the five questions pursuant to section 31(1) of the *Coroners Act* and to help the jury make recommendations to prevent further deaths, should the jury decide to make recommendations.

Specifically, beyond the facts required to accurately answer the five questions and understand the circumstances of the death, we will be addressing the following issues to the extent that these issues may have relevance to potential recommendations:

1. An exploration of mechanisms in place to promote good decision-making by front-line police officers acting in the line of duty, which may include the following:
  - a. Systems in place for the screening of police recruits;
  - b. On-going monitoring of police officers including:
    - i. the collection of data regarding use of force events and collection of data regarding key incidents related to decision making, such as
      1. frequency of events where use-of-force is deployed or nearly deployed
      2. complaints received about officers and their interactions with the public;
  - c. Policies and practices related to how responding officers who are nearby (bystander officers) can improve the outcome of confrontations such as the one between Mr. Forcillo and Mr. Yatim;
  - d. Mechanisms in place and follow-up by supervising officers on the above monitored results and recommended actions to be taken;
  - e. Mental health supports and programs in place for officers to support good decision-making.
2. A general overview of the best practices for police responding to a person in crisis, such that the jury can understand the overall policing strategy of such interactions, including the supports and resources available to officers, as well as the risks of such strategy to the person in crisis, to police officers, and to the public.

Excluded from scope will be any in-depth exploration of the following:



1. Emergency or first-aid response provided to Mr. Yatim after he was shot;
2. The SIU investigation into the shooting and SIU interaction with family, officers, and the public;
3. Analysis of the charges laid against Mr. Forcillo, or analysis of the criminal trial or outcome of the criminal trial of Mr. Forcillo;
4. Mr. Forcillo's potential culpability for his response, except as previously determined by the criminal verdict or admissions by Mr. Forcillo, and useful in the analysis of front-line police officer decision-making as outlined in the points in scope listed above;
5. Detailed review of the incident, such detailed review having been done during the criminal trial of Mr. Forcillo, except where such review substantially informs the points in scope listed above; and,
6. Detailed review of use-of-force models used by police services in Ontario.

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

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p><b>#1 – Directed to the Ministry of the Solicitor General and all Police Services in Ontario:</b></p> <p>Ensure or continue to ensure that bystander/peer intervention training programs become a mandatory component of annual requalification training for officers and be continually developed. Training should focus on improving policing culture by ensuring that officers are aware that there will be no repercussions for intervening when such intervention proves warranted, but that there is potential for misconduct for failing to intervene. The training should emphasize that officers are responsible for their own actions and have a duty to intervene when witnessing misconduct.</p>	<p><b>Status - Implemented</b></p> <p>The Toronto Police Service (Service) has fully integrated bystander/peer intervention training into the training programs at the Toronto Police College (College). This includes both simulator and live-actor scenarios training. All new recruit training includes a comprehensive five-day course titled, "Fair and Unbiased Policing," where Service Governance is covered and reviewed, including an emphasis on the importance of bystander/peer intervention and accountability to ensure officers are aware that there will be no repercussions for intervening when warranted.</p> <p>Additional courses at the College that address accountability and bystander/peer intervention include: Workplace Harassment, Violence and Peer Intervention, Police Resiliency/Wellness, Adverse Childhood Experiences, Indigenous Experience, Mental Health and Addiction, and Intimate Partner Violence. Within the Standards of Conduct, Section 1.3, Contravention of Service or Legislative Governance and/or Misconduct states, "Failure by members to comply with any of the provisions of the Service or Legislative Governance without lawful excuse shall be deemed to be disobeying, omitting, or neglecting to carry out a lawful order and will be subject to discipline, which may include suspension and/or dismissal...". This ensures that officers understand their responsibility and duty of intervention when witnessing misconduct.</p> <p>The College is committed to continually developing and refining all training programs, including recruit training and annual In-Service Training, to ensure officers are equipped to uphold their duty to intervene when necessary. Learning outcomes during training programs include recognizing when intervention is needed and strategies on such</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	intervention, understanding the importance of accepting interventions, demonstrating effective interventions and practicing skills through role playing, and creating a culture that expects all officers to intervene when witnessing misconduct.
<p><b>#2 – Directed to the Ministry of the Solicitor General and all Police Services in Ontario:</b></p> <p>There should be or should continue to be express explicit protection in the policies and procedures of each police service (whistle-blower protection) for those who exercise peer intervention or report misconduct.</p>	<p><b>Status - Implemented</b></p> <p>The Service has explicit governance in place for the protection of those who exercise Peer Intervention or report misconduct. Section 1.4 Reprisal, states, "No person shall harass, coerce, intimidate or retaliate against, or attempt to harass, coerce, intimidate or retaliate against, any other person in relation to a complaint made or investigation conducted. Any member who, in good faith, reports a breach of Service or Legislative Governance or an act of misconduct shall not be subject to reprisal for making such report." This applies to all members of the Service.</p> <p>Additionally, within Service Governance, procedure 13-18 Anonymous Reporting of Discreditable Conduct, is a step-by-step process highlighting the importance of maintaining the integrity of the Service which enshrines the need for good faith reporting of criminal activity or misconduct. This governance highlights the investigative responsibility of the Professional Standards unit, prohibition of reprisal, the need for confidentiality, and protections afforded to Service members making the disclosure.</p>
<p><b>#3 – Directed to the Toronto Police Service:</b></p>	<p><b>Status – Implemented</b></p> <p>Each Service division currently staffs a sworn police officer in a quality assurance and audit position to review body worn camera footage to</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p>Consider the feasibility of instituting a quality assurance and audit position at every division, staffed by a sworn police officer, to ensure accountability, transparency, and efficiency of numerous compliance requirements (i.e. reviewing body worn camera ("BWC") footage), including detailed reviews of any Early Intervention Reports and implementation of interventions that are deemed necessary.</p>	<p>ensure accountability, transparency, and compliance. This is governed by the Toronto Police Service Board policy on Body Worn Cameras. Section 38 of the policy outlines monitoring, with the inclusion of a ledger for supervisory oversight and review of footage including testing and use by officers, appropriate deployment, informed statements to the public, and interactions of Service members with the public. Service members are also governed by procedure 15-20 Body-Worn Camera, which provides directions to police officers, officers in charge, and Unit Commanders on expected use of equipment.</p> <p>Early Intervention Reports are maintained and reviewed by the Detective in charge of the Risk Analysis and Assessment sub-unit. When generated, these reports are presented via the chain of command for review and response by the member's supervisor, Staff Sergeant, Unit Commander, and Staff Superintendent. This acknowledgement and report is returned to the Staff Superintendent of Professionalism and Accountability, and the Detective in Risk Analysis and Assessment for review.</p>
<p><b>#4 – Directed to the Toronto Police Service:</b></p> <p>At the Professional Standards Unit, undertake a review of the process for assessing early intervention program alerts to determine whether there is a need for another position to assist the Detective of Analysis and Assessment.</p>	<p><b>Status – In Progress</b></p> <p>The Service's Professionalism and Accountability pillar has conducted a review and determined that the Detective in the Risk Analysis and Assessment sub-unit, who oversees the Early Intervention program, requires additional staff to more effectively address and conduct reviews on the volume of work that has been entered into the system. The Professionalism and Accountability pillar is currently working with the Labour Relations unit to increase the sub-unit's capacity. The staffing plan includes a new civilian member who will start in December</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	2024 as well as one police officer scheduled to start in December 2024 and another police officer scheduled to start in February 2025.
<p><b>#5 – Directed to All Police Services in Ontario:</b></p> <p>For all services that provide body worn camera equipment to members, ensure or continue to ensure that relevant footage captured on the BWC is reviewed in every case where an officer completes a use of force report or is the subject of an internal or external conduct complaint.</p>	<p><b>Status – Implemented</b></p> <p>All Service members using Body Worn Cameras (B.W.C.) are trained and subject to regular audits for quality control purposes. Per Toronto Police Service procedure 15-01, Incident Response (Use of Force/De-Escalation), all Use of Force report submissions include the review of body worn and in-car camera footage. The reviewed footage progresses through a multi-step process, from the Sergeant to the Staff Sergeant, followed by the Unit Complaint Coordinator, and finally to the appropriate body for review, such as the Toronto Police College. This process involves a thorough review in all cases involving use of force, including those that may result in internal or external conduct complaints.</p>
<p><b>#6 – Directed to All Police Services in Ontario that use IAPro/PSIS:</b></p> <p>Conduct a systemic, evidence-based review of IAPro/Professional Standards Information System (PSIS), used in Early Intervention Reports, to examine:</p> <ul style="list-style-type: none"> <li>(i) Investigations Unit ("SIU") the appropriate threshold(s) of alerts, both in terms of quantity and type, that will best identify risk;</li> <li>(ii) whether the time frame for events that trigger an alert should be greater than twelve (12) months in certain circumstances;</li> <li>(iii) whether best practices require input of use</li> </ul>	<p><b>Status – In Progress</b></p> <p>The Toronto Police Service has determined a full review of the Early Intervention Reports system is required. This review will examine all items recommended by the jury. While this review has begun in 2024, it will also be supported by the actions taken in Recommendation #4 to increase the staff of the Risk Analysis and Assessment sub-unit.</p> <p>The Detective in charge of Risk Analysis and Assessment, who is responsible for the program, will be conducting this review. This review will include a number of supports, including liaising with other Canadian police services that utilize the system, to ensure there is continuity and best practices established to achieve effectiveness.</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p>of force reports to PSIS within a fixed period;</p> <p>(iv) whether additional types of triggering events should be added (e.g., Special investigations, officer bystander in a Use of Force event);</p> <p>(v) whether workload indicators (such as work hours and attendance) will assist in identifying risk;</p> <p>(vi) the need for a process to document the analyst's review and decision (e.g. a record of when the alert was reviewed, by whom, and the results of the review);</p> <p>(vii) the circumstances where discretion to advance the matter to the divisional level should become mandatory;</p> <p>(viii) whether in all cases where discretion is exercised not to advance the matter further, an automatic review of that decision ought to be conducted by the analyst's supervisor;</p> <p>(ix) the implications of using historical alerts and/or previous intervention reports in the exercise of discretion not to advance a further investigation, or when assessing interventions;</p> <p>(x) how to record the results of the Early Intervention meeting, identify any follow-up steps, and record acknowledgement and alignment from both supervisor and affected officer;</p> <p>(xi) how to record and track the results from follow-up steps;</p> <p>(xii) the effectiveness of interventions and in particular the role of a member's supervisor;</p>	

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p>(xiii) the required level of staffing to effectively manage the volume of alerts; and,</p> <p>(xiv) the need for provincial standardization of system settings and processes.</p>	
<p><b>#7 – Directed to All Police Services in Ontario that use IAPro/PSIS:</b></p> <p>With reference to recommendation #6, once the results of the evidence-based review are obtained, seek and receive input from community stakeholders and subject matter experts with respect to the appropriate triggering events and thresholds (type/frequency) before further customizing IAPro and the BlueTeam IAPro system enhancement feature.</p>	<p><b>Status – In Progress</b></p> <p>The Service's Professionalism and Accountability unit, in conjunction with the Wellness Unit, are working towards an evidence-based review of the I.A.Pro/P.S.I.S. system. This consists of subject matter experts, including the Service's Psychologists, who are working collaboratively to complete the review of I.A.Pro/P.S.I.S. This evidence-based review will ultimately provide criteria to identify triggering events and thresholds, including event types and frequency.</p> <p>One of the gaps that has already been identified is that Critical Incidents do not trigger the system. The Service is working towards remedying this issue.</p>
<p><b>#9 – Direct to the Toronto Police Service:</b></p> <p>Review and consider expanding the role of in-house psychologists in qualitatively assessing threshold events and critical incidents. Where a threshold event leads to an intervention, consider the support a psychologist may provide:</p> <ul style="list-style-type: none"> <li>i. to the subject officer;</li> <li>ii. to supervisors in determining the scope of the intervention; and,</li> </ul>	<p><b>Status – In Progress</b></p> <p>The Service's Wellness Unit is conducting a comprehensive review of the role of the in-house psychologists and other unit personnel. This includes reviewing how the psychologists may provide support to the subject officer, to supervisors in determining the scope of the intervention, and in assisting to identify and address fitness for duty issues, including the need for further psychological assessment, as appropriate.</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p>iii. in assisting to identify and address fitness for duty issues, including requiring further psychological assessment, in appropriate cases.</p>	
<p><b>#10 – Directed to the Ontario Police College, and all Police Services in Ontario who provide in-house training:</b></p> <p>Establish a system of ongoing and improved information sharing between the Ontario Police College (O.P.C.) and police services in Ontario, regarding changes to be applied to best practices in police training and curriculum to ensure alignment of training expectations.</p>	<p><b>Status – In Progress</b></p> <p>The Service remains committed to ongoing and improved information sharing with the Ontario Police College (O.P.C.), to ensure best practices in police training and curriculum. Current Service members assigned to the O.P.C. act as liaisons with counterparts at the Toronto Police College.</p> <p>The Ministry of the Solicitor General in Ontario has tasked the O.P.C. with developing an accreditation process for courses listed in O.Reg. 87/24 of the recently released Community Safety and Policing Act (C.S.P.A.) 2019, that came into effect on April 1<sup>st</sup>, 2024. This Ontario Regulation establishes training standards for all police officers and special constables across the province to ensure alignment of expectations. This information will be delivered to all police services in Ontario through a Ministry of the Solicitor General communications strategy.</p>
<p><b>#11 – Directed to the Ministry of Solicitor General, all police service boards in Ontario, all police chiefs in Ontario, the Ontario Association of Chiefs of Police, the Ontario Association of Police Services Boards, the Special Investigations Unit, the Office of the</b></p>	<p><b>Status – In Progress</b></p> <p>The Service and the Toronto Police College (College) supports the spirit and action of this recommendation. The Service also supports a similar recommendation within the report, Missing and Missed: Report of the Independent Civilian Review into Missing Persons Investigations (2021) by the Honourable Gloria J. Epstein. Within that report, Recommendation #123 directs the Service in conjunction with the</p>



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<p><b>Independent Police Review Director and the Inspector General for Policing:</b></p> <p>Consider jointly establishing a Centre for Excellence in Policing with a goal of continually improving and standardizing the training given to recruits, as well as the in-service training given to police officers across the province of Ontario and elsewhere in Canada. The Centre for Excellence in Policing should have a community advisory board and consideration should be given as to whether the Centre would be able to achieve a mandate to:</p> <ul style="list-style-type: none"> <li>i. improve policing in Ontario through collaboration and evidence-based research;</li> <li>ii. standardize best practices in police training, police leadership, and police governance; and,</li> <li>iii. integrate police, academic, and community resources.</li> </ul>	<p>Toronto Police Service Board (Board), to support the creation of a Centre for Policing Excellence in partnership with other regional police services and their Boards, the Ministry of the Solicitor General, and the Office of the Inspectorate General of Policing. On February 1, 2024, the Executive Director and Chair of the Board sent a letter to the Inspector General, indicating the Board's support of this recommendation.</p> <p>The Toronto Police College is a leader in evidence-based policing practices and training for recruits and police officers. Additionally, the College has established a Training Standards Section dedicated to standardizing best practices, evaluation, and assessment methods, as well as proven and leading techniques in adult education methodologies. The Canadian Coalition of Police Reform is involved in this work.</p>
<p><b>#15 – Directed to all Police Services Boards and all Police Services in Ontario:</b></p> <p>Engage in public education and community outreach with a view to enhancing community</p>	<p><b>Status – Implemented</b></p> <p>The Service continues to engage in public education and community outreach to inform multiple levels of training. In 2023, advisory groups including, but not limited to, various Chief's Consultative Committees, the Mental Health and Addictions Advisory Panel (M.H.A.A.P.), and the</p>

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<p>awareness of peer intervention and the duty to report.</p>	<p>Ontario Human Rights Commission (O.H.R.C.), reviewed the current In-Service Training (I.S.T.) curriculum, including demonstrations of live-action scenarios for skill development, and Peer Intervention training. These groups also previewed the 2024 I.S.T curriculum to be delivered to officers.</p> <p>The Toronto Police College also delivers information on Peer Intervention to law enforcement groups and other police services via conferences, symposiums, and seminars.</p> <p>In addition, the Service shares information publicly through a variety of mediums including, but not limited to, conversations with community groups and town hall meetings.</p>
<p><b>#16 – Directed to All Police Services in Ontario:</b></p> <p>Create an annual award modelled on the Toronto Police Services Board's Mental Health Excellence Award to be presented to police officers throughout Ontario who have demonstrated excellence, compassion, and respect in interactions with members of their community who experienced mental health crises during the police interaction.</p>	<p><b>Status – Implemented</b></p> <p>In 2016, the Service's Professionalism and Accountability Awards unit began conferring this award annually on a member of the Service who has demonstrated excellence, compassion, and respect in interactions with a member(s) of the community who experienced mental health crises during their interaction with the police.</p>
<p><b>#17 – Directed to All Police Services in Ontario:</b></p>	<p><b>Status – Implemented</b></p> <p>The Service integrates both positive and negative encounters involving mental health related police interactions into scenario-based training</p>

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<p>In reference to recommendation #16, where appropriate, consider incorporating these positive encounters in scenario- based training during annual recertification.</p>	<p>sessions. This allows opportunities to reinforce best practices as well as address any gaps in knowledge and application among officers. By incorporating a range of encounters, this process ensures the annual in-service training is comprehensive and responsive to real-world situations.</p>
<p><b>#22 – Directed to the Toronto Police Services Board and to the Toronto Chief of Police:</b></p> <p>Consider formalizing the involvement of crisis nurses across the delivery of various training programs including annual recertification.</p>	<p><b>Status – Implemented</b></p> <p>The Toronto Police College seeks out stakeholder feedback during the design phase of developing the annual re-certification. For the 2025 annual requalification, this will include seeking input from crisis nurses so that their experiences and expertise can inform the course content and learning objectives.</p> <p>In relation to the Mobile Crisis Intervention Team (M.C.I.T.), registered nurses with an extensive background in the field of mental health are paired with a specially trained police officer. The nurses are employed by one of six partnering hospitals in the program and are not Service employees. Their primary function is to provide clinical assessments and community referrals for clients.</p> <p>The M.C.I.T. officers receive an 80-hour training course when assigned to the program. Registered Nurses receive a 40-hour training course upon entering the program. This training is open to new nurses entering the program as well as nurses already deployed in the program as a refresher. As learners on this course, nurses have the opportunity to share their experiences with the class and answer questions that officers may have.</p>

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<p><b>#28 – Directed to the Ministry of the Solicitor General, all Police Services in Ontario and all Police Services Boards in Ontario:</b></p> <p>Institutionalize community engagement in the areas of mental health (and related initiatives such as anti-bias, intersectionality, and anti-racism) through the creation of mental health advisory panels modelled on the Mental Health and Addictions Advisory Panel to the Toronto Police Services Board, and such panels should be properly composed to reflect the diversity of the community and to address the intersectionality of biases, mental health, and substance use.</p>	<p><b>Status – Implemented</b></p> <p>Through the Toronto Police Service Board, the Service currently engages the Mental Health and Addictions Advisory Panel (M.H.A.A.P.). M.H.A.A.P.'s primary objective is to review the implementation of the Mental Health and Addictions Strategy (the Strategy), to provide advice with respect to monitoring and evaluating the Strategy, and matters relating to policy involving mental health and addictions issues. Some examples include partnerships and collaborations, such as the M.C.I.T, program, training and education of Service members, the use of weapons, tools and equipment by Service members, the collection and analysis of data, the sharing of that information related to mental health and addictions, and mechanisms related to accountability and oversight.</p> <p>The Mental Health and Addictions Strategy, as recommended by M.H.A.A.P., outlines the following key areas of commitment:</p> <ul style="list-style-type: none"> <li>• Preserving Life</li> <li>• Leadership</li> <li>• Cultural Competence, Equity, and Anti-Racism</li> <li>• Stigma-free Environment</li> <li>• Continuous Learning</li> <li>• Advocacy and Partnerships</li> <li>• Evaluation</li> <li>• Transparency, Accountability, Oversight, and Reporting</li> </ul> <p>Action items are set that will assist the Toronto Police Service in fulfilling its commitment and evaluation is available through the Mental Health and Addictions Strategy Implementation Dashboard.</p>

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	<p>M.H.A.A.P. is comprised of a diverse group of members to effectively address the intersectionality of biases, anti-racism, mental health, and substance use. Members of the community include representatives from various organizations, from major as well as local groups, working alongside members of the Service and members of the Board, towards achieving the strategies outlined above. These representatives include individuals with client-focused and/or direct lived experience of mental health and addictions issues (this includes lived experience in addictions or substance use, including harm reduction and service delivery) as well as with expertise in the areas of law and human rights, accountability and data.</p>
<p><b>#29 – Directed to the Ministry of the Solicitor General, all Police Services in Ontario, and all Police Services Boards in Ontario:</b></p> <p>Consider developing a rights-respecting mental health strategy for every police service in consultation with representative organizations of persons with relevant lived experience.</p>	<p><b>Status – Implemented</b></p> <p>Externally, in 2019, the Service presented the 2019 Mental Health and Addictions Strategy. The Strategy was created and developed under former Chief Mark Saunders in collaboration with the Toronto Police Service Board, the Mental Health Sub-Committee, the Board's Mental Health External Advisory Committee, and members of both the Service and community with lived mental health and/or addiction issues.</p> <p>The rights-respecting strategy details actions to be taken to respond effectively and compassionately to community members experiencing mental health and/or addictions issues. It is seen as a living document, evolving around complex issues and how those issues affect the lives of people in the community and workplace. The Strategy incorporates the concept of intersectionality – the interconnected nature of mental health, addictions, social determinants of health, and equity issues. Key commitment areas of the Strategy include:</p>

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	<ul style="list-style-type: none"> <li>• Preserving Life</li> <li>• Leadership</li> <li>• Cultural Competence, Equity, and Anti-Racism</li> <li>• Stigma-free Environment</li> <li>• Continuous Learning</li> <li>• Advocacy and Partnerships</li> <li>• Evaluation</li> <li>• Transparency, Accountability, Oversight, and Reporting</li> </ul> <p>Internally, the Wellness Unit, released the TPS Wellbeing Strategy, a plan to build and maintain optimal strength and enable sustainable high performance of members and to foster an ever-growing culture of high-performance health, safety and wellbeing for the Service. Themes of this strategy include:</p> <ul style="list-style-type: none"> <li>• Confidence, Trust and Access;</li> <li>• Health Promotion and Illness/Injury Prevention;</li> <li>• Ecosystem of Care and Support; and</li> <li>• Culture and Behaviours and Member Experience</li> </ul> <p>A framework of supports to shape actions based on research and evidence in the areas of mental health, physical health, social health, and life health, are achieved through both proactive and reactive programs to create high-performance member wellbeing.</p>
<p><b>#30 – Directed to all Police Services in Ontario:</b></p> <p>Appoint a command level service member or senior member of the organization to be</p>	<p><b>Status – Implemented</b></p> <p>At the time of writing, Acting Staff Superintendent Donald Belanger is the senior member responsible for the Service's mental health portfolio.</p>

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<p>responsible for the police service's mental health portfolio or strategy and, in the selection of that officer, ensure that they are committed to values aligned with community engagement, the engagement of persons with lived experience, and officer wellness.</p>	<p>Supporting this endeavour is Deputy Chief Lauren Pogue who is a current serving member on the Toronto Police Service Board's Mental Health and Addictions Advisory Panel (M.H.A.A.P.).</p> <p>In addition, the Mental Health and Wellbeing Lead is a Senior Officer role held by a regulated health professional who specializes in first responder mental health. The role is dedicated to the development and delivery of mental health and wellbeing programs for Service members. Program goals include growing member competency, evolving training, and enhancing relationships with those living with addiction issues and the community partners supporting them. The lead also oversees annual reporting and implementation of the Mental Health and Addictions Strategy via a Toronto Police Service Board Report. A Mental Health and Addictions Strategy Implementation Dashboard exists containing the Strategy's 46 action items and affords the public full access to updates and outcomes, increasing transparency and accountability.</p>
<p><b>#31 – Directed to all Police Service Boards and all Police Services in Ontario:</b></p> <p>Support the development, implementation and/or continued operation of community-based and consent-based crisis response services, as an alternative to a police-led response to mental health related calls for service, where a police response is not required.</p>	<p><b>Status – Implemented</b></p> <p>The Toronto Community Crisis Service Pilot Project (T.C.C.S.) commenced in 2022. This is a non-police led mobile response to persons in crisis that incorporates a multi-disciplinary mobile team of crisis support specialists who work for partner agencies.</p> <p>Call takers assess and evaluate incoming calls to determine suitability for diversion based on a specific set of criteria, outlined in procedures and training. Where that criteria is met, and upon consent from the caller to divert their call and share their personal information, the caller is transferred to 211 to receive a response and support from a T.C.C.S.</p>

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	<p>mobile team. This collaborative venture is also a part of the "No Wrong Door" Campaign, ensuring callers receive the best service according to their needs, regardless of the original service that was requested.</p> <p>This program was supported unanimously through a vote and adopted by Council at the City of Toronto meeting on November 9, 2023. The program was fully expanded citywide in July 2024. The service is available 7 days a week, 24 hours a day by community anchor agencies to citizens over the age of 16. The goal of the program is to provide client-centred and trauma-informed response, and focuses on health, prevention and the wellbeing of users for those matters falling within the mandate of the T.C.C.S. The Service has been and will continue to be fully supportive of the T.C.C.S. program.</p>
<p><b>#32 – Directed to all Police Service Boards and all Police Services in Ontario:</b></p> <p>Consider stationing a crisis worker who is employed by community crisis service in Communications for onsite intervention. If crisis workers cannot attend a mental health call (e.g. time or safety), police use the crisis service to advise if possible. Records of calls that do not involve police stay solely with the crisis service.</p>	<p><b>Status – Implemented</b></p> <p>The Service implemented this in 2021 with the Gerstein Crisis Centre Diversion (C.C.D.) Pilot Project. This project was expanded citywide on October 24, 2022.</p> <p>This collaboration between the Service and the Gerstein Crisis Centre (G.C.C.) was a community based mental health service to respond to persons in crisis who would call 9-1-1 with non-emergent mental health needs. Service and G.C.C. responders worked collaboratively to assist in the diversion of mental health related calls away from a police response. Call takers would evaluate incoming calls for diversion based on specific non-imminent risk criteria and transferred calls to a G.C.C. crisis worker co-located in the Communications Services centre. The G.C.C. crisis worker assisted the person in crisis by providing</p>



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	<p>immediate support, intervention, referrals, and connection to further services as needed.</p> <p>Per the Memorandum of Understanding between the Service and the G.C.C., a specific policy and protocol regarding confidentiality and protection of private health information is in place, however it allowed for the sharing of anonymized data necessary to evaluate the program.</p> <p>Launching the 911C.C.D. pilot in partnership with G.C.C. was the right path forward for the Service to embark on addressing Police Reform. The pilot began at a time when the Toronto Community Crisis Service (T.C.C.S.) Pilot Project, now the largest and fastest growing alternate crisis response service led by the City of Toronto, was still in the development stage. The 911C.C.D. pilot continued to provide over-the-phone crisis service delivery citywide throughout the T.C.C.S. phased expansion.</p> <p>On July 10, 2024, the T.C.C.S. was expanded citywide and can provide the same services and functions as the Gerstein Crisis Centre Diversion Pilot Project.</p> <p>Given the growth, success, and greater capabilities of the T.C.C.S., the G.C.C. Diversion Pilot Project concluded on September 30, 2024. The Service will focus on streaming all diversion efforts of non-emergency crisis calls to the T.C.C.S.</p> <p>The T.C.C.S. affords a more streamlined diversion process for Communications Operators, offers an extensive suite of support services to persons experiencing non-emergency mental health crises, and offers an at-scene non-police response to all areas of the city.</p>

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<p><b>#34 – Directed to the Ministry of the Solicitor General, all Police Services Boards in Ontario, and all Police Services in Ontario:</b></p> <p>Adopt or implement, and continue to develop, front-line wellness and peer support/mentorship programs, including training to increase the number of officers who participate in offering these supports to their colleagues.</p>	<p><b>Status – Implemented</b></p> <p>The Service launched its Peer Support and Critical Incident Response Team (C.I.R.T.) initiative in March 2010. In October 2022, the Service engaged external Peer Support experts, Mental Health Innovations, to conduct an audit and needs assessment on the existing Peer Support and C.I.R.T. programs for members. In January 2023, the results of the audit and needs assessment were submitted to the Service. This initiative was undertaken in accordance with one of the key priority tactics in the Member Wellbeing Strategy in order to:</p> <ul style="list-style-type: none"> <li>• Align with a culture of support as stated in the Chief's Wellbeing Goals</li> <li>• Deliver on key points of the Member Wellbeing Strategy</li> <li>• Transform and professionalize an underperforming but high impact wellbeing program</li> <li>• Enhance delivery of wellbeing support to members</li> <li>• Improve member morale and Service goals of being an employer of choice</li> <li>• Position the Service in the Canadian policing landscape as a leader in Peer Support</li> </ul> <p>In January 2024, the Service partnered with Mental Health Innovations to transform and enhance existing programs to better fit the complex needs of members. The goal is to develop sustainable programs that can be run autonomously using Service personnel and resources. Over an 18-month timeline (January 2024 – June 2025), the following tasks will be engaged:</p> <ul style="list-style-type: none"> <li>• Program redesign</li> </ul>

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	<ul style="list-style-type: none"> <li>• Redesign the training program based on National Peer Support Standards</li> <li>• Develop policies and procedures to govern the programs</li> <li>• Increase unit-level presence of Peer Support members</li> <li>• Expand the mandate of the Peer Support Program</li> <li>• Enhance the selection process</li> <li>• Implement reporting/tracking benchmarking systems</li> <li>• Conduct regular program review and evaluation</li> <li>• Develop an action-oriented communications and marketing plan</li> <li>• Create an advisory committee that meets regularly</li> <li>• Develop a continued learning process by creating a Community of Practice</li> </ul> <p>The C.I.R.T. currently has over 60 members. By June 2025, 160 new volunteers from both uniform and civilian Service members will be selected and trained. The training includes the following six (6) modules:</p> <ol style="list-style-type: none"> <li>1. Intro to Peer Support</li> <li>2. Promoting Wellness</li> <li>3. Communicating Empathetically</li> <li>4. Empowering Change and Managing Crisis</li> <li>5. Supporting a Safe Space</li> <li>6. Maintaining Boundaries</li> </ol> <p>In addition, members receive comprehensive training in wellness and resiliency through various courses and training programs. All front-line police officers and special constables receive this training during annual In-Service Training, and new members receive this training during on-boarding courses.</p>

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<p><b>#35 – Directed to the Ministry of the Solicitor General, all Police Services Boards in Ontario, and all Police Services in Ontario:</b></p> <p>Consider regular reviews of the volume and nature of calls for service in each division to determine the need in each division for wellness support and whether existing supports adequately meet each division's needs. Consider increasing or instituting regular officer wellness checks in divisions that may require it.</p>	<p><b>Status - Implemented</b></p> <p>The Service's Senior Officers and supervisory members have access to, and review, volume and nature of calls at the divisional level, through existing dashboards. It is recognized in Toronto Police Service procedure 08-04 Critical Incidents that "any event has the potential to interfere with a member's ability to function professionally or personally; supervisors, officers in charge and Unit Commanders must assess each traumatic critical incident to determine the appropriate level of support for members involved."</p> <p>The Service's Wellness Hotline is an internal service where members can inquire about Wellness processes, system navigation, and request support to be connected to various programs, services, and community resources.</p> <p>The Service's Wellness Unit manages the hotline with their Central Intake Team who actively promote available supports to members who reach out. The Wellness Unit also collects and reviews data regarding the volume and nature of calls the Service attends. They monitor unit/division-specific activity by analysing Injured-On-Duty reports as well as Critical Incident Response Team responses. The Wellness Unit employs Wellbeing Co-ordinators who proactively visit all divisions/units once monthly with the purpose of sharing information on resources and enhancing wellbeing awareness, in a strategy focused on preventative health promotion.</p>
<p><b>#36 – Directed to the Toronto Police Service, Toronto Police Services Board, and the City of Toronto:</b></p>	<p><b>Status – Implemented</b></p>

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<p>In considering the recommendations from this jury directed to the Toronto Police Service and Toronto Police Services Board, ensure that adequate funding is provided or existing funding is re-distributed for their effective implementation.</p>	<p>The current operating budget of the Service contains sufficient funding to be in compliance with these jury recommendations and future operating budget submissions will seek to maintain sufficient funding in order to be in compliance with the recommendations on an ongoing basis.</p>
<p><b>#37 – Directed to All Police Services, Police Services Boards in Ontario, and their Respective Municipalities:</b></p> <p>In considering recommendations from this jury directed to police services and police services boards, ensure adequate funding is provided or existing funding is re-distributed for their effective implementation.</p>	<p><b>Status – Implemented</b></p> <p>The current operating budget of the Service contains sufficient funding to be in compliance with these jury recommendations and future operating budget submissions will seek to maintain sufficient funding in order to be in compliance with the recommendations on an ongoing basis.</p>
<p><b>#41 – Directed to All Police Services in Ontario, All Police Services Boards:</b></p> <p>In consultation with relevant stakeholders, consider an approach to apologies, expressions of regret and recognition of loss following a critical incident, being mindful of legal and other considerations involved.</p>	<p><b>Status – In Progress</b></p> <p>The Service recognizes the sentiments and importance behind this recommendation. This recommendation is also proposed in the August 2020 report to the Board, Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety, Appendix A, #68, to address apologies and recognition of loss following critical incidents.</p> <p>Recommendation #68 states: “Direct the Executive Director to, in consultation with the Chief of Police and other stakeholders, develop a</p>

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	<p>new policy for the provision of apologies, expressions of regret and recognitions of loss, mindful of legal and other considerations.”</p> <p>We understand that the Board, in consultation with advisory panels, is in the process of developing a policy that addresses these issues. The Service will review the outcome of these efforts and consider the development of a procedure that complements the policy.</p>
<p><b>#42 – Directed to the Toronto Police Service:</b></p> <p>Support individualized monitoring based on the specific needs and performance of the new recruits during their onboarding and probationary period to identify any areas of risk that should be assessed.</p>	<p><b>Status - Implemented</b></p> <p>Each new recruit at the Service is monitored while at the Toronto Police College and the Ontario Police College. Recruits are constantly evaluated and any performance deficiencies that arise are dealt with immediately through remedial training. This process continues during the probationary period where new officers are assigned to work with a coach officer(s). Probationary constables are evaluated by coach officers at prescribed periods during their field training (Procedure 14-03, Probationary Constable/Field Training). These evaluations and assessments are administered during regular intervals in the probationary year, and results are discussed with supervisory officers and the Unit Commander on an ongoing basis.</p> <p>If performance issues arise during this time, the probationary constable is provided with additional training opportunities to address and rectify identified issues. Where a probationary constable is found not suitable for continued employment, a regulated process is commenced to separate them from employment with the Service.</p>

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<p><b>#43 – Directed to the Ontario Police College (OPC) and All Police Services in Ontario who offer training:</b></p> <p>Continue to prioritize the non-application of force in all de-escalation training with an emphasis on calming the person in crisis and avoiding any use of force, whether demonstrated or used, whenever possible.</p>	<p><b>Status - Implemented</b></p> <p>The Service trains police officers to continuously use the core tools of de-escalation and communication in all situations. These “include verbal and non-verbal strategies intended to reduce the intensity of a conflict or crisis encountered by the police” (Procedure 15-01 Incident Response (Use of Force/De-escalation)).</p> <p>Procedure 15-01 indicates that, “Members of the Service have a responsibility to only use that force which is reasonably necessary,” as it places the highest value on the protection of life and safety of the public and members. As protection of human life is a core duty of the police, de-escalation tactics, including disengagement predicated on the philosophy of that protection, is also highlighted.</p> <p>Additionally, the Toronto Police College has also integrated the Ontario Public-Police Interaction Training Aid (2023) into all training curriculum. Training at the College is developed and delivered based on the guiding principles of this model: preservation and protection of life, conflict prevention and de-escalation, and public and officer safety.</p>
<p><b>#44 – Directed to All Police Services in Ontario:</b></p> <p>Make trauma-informed de-escalation and peer intervention training a mandatory component of annual requalification training for officers and commit to ongoing development and enhancement of this training. Ensure that the training continues to</p>	<p><b>Status - Implemented</b></p> <p>The Service includes trauma-informed de-escalation, and peer intervention training in the annual In-Service Training delivered to all front-line officers and special constables. Members are trained that de-escalation and communication are core police tools and are expected to be considered continuously during police interactions with the public. Trauma-informed and anti-biased communication principles are included across the three-day program. Additionally, Peer Intervention</p>

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emphasize the importance of trauma-informed and anti-biased communication, and that officers are responsible for their own actions and have a positive duty to intervene.	training, which highlights the importance of an officer's duty to intervene, has been fully integrated into training programs, including simulator scenario sessions and close-quarters in-person training. The Toronto Police College is committed to ongoing enhancements and development of training for police officers.
<p><b>#45 – Directed to All Police Services in Ontario:</b></p> <p>Consider implementing standardized evidence-based training on critical decision-making and trauma-informed de-escalation, to be delivered every twelve (12) months, in addition to annual recertification requirements.</p>	<p><b>Status - Implemented</b></p> <p>The Toronto Police College delivers a three-day in person training program, In-Service Training, to over 5000 members a year. This training incorporates mandatory recertification requirements along with training on topics such as emotional intelligence, critical thinking and decision-making, and trauma-informed de-escalation, which are strategically and extensively integrated throughout the three-day course. The program is updated annually to reflect best practices.</p>
<p><b>#46 – Directed to All Police Services in Ontario:</b></p> <p>Consider increasing annual use of force training to sixteen (16) hours, with a focus on critical decision-making practice and assessment (scenario-based stress modulation training).</p>	<p><b>Status – Implemented</b></p> <p>Police Services in Ontario are mandated to provide 16 hours of use of force training annually. The Service currently provides 30 hours of mandatory use of force training each year. The In-Service Training program currently consists of three 10-hour days. An emphasis is placed on critical decision-making, communication skills, de-escalation strategies, peer intervention, and trauma-informed approaches. This is reinforced in the scenario-based aspect of the training.</p>
<p><b>#47 – Directed to All Police Services in Ontario:</b></p>	<p><b>Status – In Progress</b></p> <p>All Service Incident Response Training Instructors are required to be provincially certified through the Ontario Police College (O.P.C.) in the</p>



Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p>Mandate a 'Train the Trainers' program for use of force instructors and require recertification and quality assessment no less than once every 3 years.</p>	<p>Ontario Use of Force Instructor Course. Instructors at the Toronto Police College continuously upgrade their skills and knowledge through ongoing course attendance.</p> <p>With the April 2024 implementation of the Community Safety and Policing Act (2019), a new regulation for training has been issued with regards to use of force. Trainers will be expected to complete recertification every three years. This training is in the implementation phase at O.P.C</p> <p>Additionally, operational platforms such as Conducted Energy Weapons require Master Instructors to requalify every three years.</p>
<p><b>#48 – Directed to the Ontario Police College and all Police Services in Ontario:</b></p> <p>Consider the use of heart rate trackers (e.g. wearable fitness tracker) to aid when teaching existing courses related to breathing techniques to bring down heart rate and manage high-stress encounters. The heart rate data should be for the officer's personal use and not collected in any way to ensure confidentiality.</p>	<p><b>Status – In Progress</b></p> <p>The Service teaches various breathing techniques, including box breathing, psychological sigh, etc., and it is a long established training practice employed by the Incident Response Training (I.R.T.) section at the Toronto Police College. Recently, members of the I.R.T attended The International Performance Resilience and Efficiency Program (i.P.R.E.P.). "This course uses methods that improve mental and physical readiness in high-stress situations. Through effective, evidence-based resilience training, i.P.R.E.P. enhances situational awareness leading to improved critical decision making." A key component of the i.P.R.E.P. course is using heart rate trackers to provide a visual display of heart rate during stress-inducing scenarios. The learning experience from this course is being considered to further enhance training outcomes.</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p><b>#49 – Directed to the Ontario Police College and all Police Services in Ontario:</b></p> <p>To better evaluate the degree of training effectiveness in individual cases, replace pass/fail grading systems with a graduated marking system where appropriate.</p>	<p><b>Status – Implemented</b></p> <p>The Toronto Police College (College) currently utilizes the Kirkpatrick training evaluation method, and grading methodologies are selected on a course-by-course basis to be most effective/appropriate for both the curriculum being delivered and the performance objectives/learning outcomes identified. Currently, select courses utilize graduated marking systems, which are recorded, to determine whether members have met the standard, for example, Fair &amp; Unbiased Policing, In-Service Training Day-1 content, Ontario Police College Basic Constable, Special Constable Training, and Criminal Investigative Training.</p> <p>An increasing number of training courses for Service members are now governed by Ontario Police College curriculum as required by the Community Safety and Policing Act legislation, and as such, the Ontario Police College mandates and controls the evaluation methodology/grading standard that is used.</p> <p>In 2023, the College introduced a Training Standards Section. This section is staffed by Civilian members with both academic qualifications and extensive experience in adult learning principles. This section's mandate includes guiding all sections of the College in the development/use of industry recognized, evidence based, and up-to-date training evaluation processes and systems. Training at the College, which is guided by this section, will continue to consistently assess methodologies to evaluate training effectiveness, including the ongoing consideration of the use of graduated marking systems.</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	<p>Additionally, in alignment with other recommendations received, the College is currently engaged in a process to have a third-party academic institution collaborate on a robust transfer-of-learning assessment. This includes examination of evaluation methodologies which may also inform the above.</p>
<p><b>#50 – Directed to the Ontario Police College and all Police Services in Ontario:</b></p> <p>With the application of graduated marking systems that track skill level, consider making individual evaluations accessible to current and future supervisors.</p>	<p><b>Status – Implemented</b></p> <p>In 2023, the Toronto Police College (College) introduced a Training Standards Section staffed by Civilian members with both academic qualifications and extensive experience in adult learning principles. This section will continue to guide the evaluation of training effectiveness/transfer of learning, including identifying use-cases for the evaluation data collected. Evaluation data is actively used by the College to develop future training and support the professional development and work performance standards of Service members in the field.</p> <p>As outlined in recommendation #49, the College continues to assess evaluation methodologies, including the implementation of more graduated marking systems.</p>
<p><b>#52 – Directed to the Ontario Police College and all other Police Services in Ontario that offer in-house training:</b></p> <p>Require and institutionalize the participation and feedback from persons with relevant lived experience in the design and evaluation of all use of force, de- escalation, anti-bias,</p>	<p><b>Status – Implemented</b></p> <p>The Toronto Police College consistently collects feedback and participation from persons with relevant lived experience in the annual design and evaluation of course curriculum and training provided to all Service members, including recruits and police officers. Stakeholder involvement includes, but is not limited to, members of the Mental Health and Addictions Advisory Panel, members of the Police and</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
and peer intervention training provided to recruits and police officers.	Community Engagement Review, members of the Anti-Racism Advisory Panel and several of the Chief's Consultative Committees.
<p><b>#53 – Directed to the Ontario Police College and all other Police Services in Ontario that offer in-house training:</b></p> <p>Continue to conduct annual reviews of the training curriculum to ensure it remains in alignment with the needs of the community. This should include community engagement through feedback from the community to assess the impact of the training.</p>	<p><b>Status – Implemented</b></p> <p>The Toronto Police College consistently engages with a number of stakeholders including but not limited to members of the Community Advisory Panel, the Mental Health Addictions Advisory Panel, the Police and Community Engagement Review, several Chief's Consultative Committees, and members of the Anti-Racism Advisory Panel. Stakeholders provide feedback on course content and ideas through methods such as surveys or hosted meetings.</p> <p>The Service regularly reviews the process in place for engaging community stakeholders.</p>
<p><b>#54 – Directed to the Ontario Police College and all other Police Services in Ontario that offer in-house training:</b></p> <p>Explore in consultation with community stakeholders, ways to incorporate skilled community members with relevant lived experience in the delivery and debriefing of scenario-based training covering use of force, de-escalation, peer intervention, and anti-bias.</p>	<p><b>Status - Implemented</b></p> <p>The Service recognizes the value that the lived experience of community stakeholders has in multiple facets of policing.</p> <p>Previously, community stakeholders attended Day 1 of the annual recertification to share their expertise and lived experience in advance of members participating in the scenario-based training on Days 2 and 3. Over the last few years, the Service has hired full time Civilian training specialists with lived experience to consistently provide this perspective.</p> <p>In addition, community stakeholders currently provide input during the development of scenario-based training, including notes to be</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	<p>considered during debriefing. The Service consults multiple community stakeholders including the Mental Health and Addictions Advisory Panel and the Confronting Anti-Black Racism Panel who have had input in the development of the Toronto Police College curriculum.</p>
<p><b>#55 – Directed to the Ontario Police College and all other Police Services in Ontario that offer in-house training:</b></p> <p>Continue efforts to make scenario-based training as realistic as possible by relying primarily on real-life scenario training (e.g. using scenarios from police related Coroner's Inquests). Such training should, where possible, employ professional actors and, where not possible, persons unknown to the trained police officers.</p>	<p><b>Status – Implemented</b></p> <p>Professional actors and nurses are used to act in reality-based scenarios during the Mobile Crisis Intervention Training Level 1.</p> <p>The Toronto Police College's scenario-based training is heavily rooted in, and influenced by, real-life incidents and expert recommendations, Coroner's Inquests, and reports and reviews. In 2017, Service members participated in persons in crisis training involving a party armed with an offensive weapon on public transit, a scenario developed based on the interaction that led to the death of Sammy Yatim.</p> <p>In 2020, Service members participated in a training scenario taking place in an apartment complex involving an individual armed with an offensive weapon. This scenario was developed based on the police interaction that led to the death of Andrew Loku.</p>
<p><b>#56 – Directed to the Ontario Police College and all other Police Services in Ontario that offer in-house training:</b></p> <p>Consider the expanded use of multiple officer scenario training (involving 3 or more officers) that involve staggered officer arrival on scene</p>	<p><b>Status – Implemented</b></p> <p>The Toronto Police College currently uses both multiple officer and staggered arrival scenarios in training. This is completed during In-Service Training courses annually, and integrated into recruit training scenarios such as Less Lethal training and Active Attacker training. All training at the Toronto Police College has a high focus on</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
and emphasize incident command, role assignment, and communication between officers.	communication between members, the role they are assigned to, and the incident command structure.
<p><b>#57 – Directed to the Ontario Police College and all other Police Services in Ontario that offer in-house training:</b></p> <p>Consider including radio use and the ongoing or continued receipt and transmission of information via radio in scenario training.</p>	<p><b>Status – Implemented</b></p> <p>The Service uses radio telecommunication devices to transmit and receive information during scenario training. Scenario training held at the Toronto Police College incorporates communications operators (dispatchers) to simulate real-time challenges, and ensures that scenarios are realistic for the officers involved in the training.</p>
<p><b>#58 – Directed to the Ontario Police College and all other Police Services in Ontario that offer in-house training:</b></p> <p>Incorporate or continue to incorporate evidence based self-regulation techniques and situational awareness into the training of all police recruits and police officers and embed the application of those techniques in all use of force, de- escalation, and peer intervention scenario-based training.</p>	<p><b>Status – Implemented</b></p> <p>The Service currently incorporates and will continue to incorporate resiliency training into the training curriculum at the Toronto Police College. Self-regulation techniques and situational awareness are seamlessly woven into multiple areas of training, and consistently emphasized and applied in use-of-force, de-escalation, and peer intervention scenario-based training sessions.</p>
<p><b>#60 – Directed to the Ontario Police College and all other Police Services in Ontario that offer in-house training:</b></p> <p>Continue to provide evidence-based anti-bias training to police recruits and police officers,</p>	<p><b>Status – Implemented</b></p> <p>The Toronto Police College (College) incorporates evidence-based training into recruit training programs as well as annual In-Service Training Program (I.S.T) for all police officers.</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p>including training on intersectionality and its effects, particularly on potentially exaggerated perceptions of risk. Continue to emphasize train on implicit biases, and critical self-reflection of individual biases, and include training to assist officers to learn the skill of impartial speech and questing when interacting with members of the public.</p>	<p>In 2022, the College introduced a new Fair and Unbiased Policing course which is delivered to every new recruit class. This training includes over 40 hours of instruction on various topics including bias, intersectionality, and anti-oppressive critical thinking, decision-making and communication.</p> <p>Anti-bias communication principles are also included across the College curriculum, and are developed in consultation with community groups and stakeholders. Community stakeholder groups provide insight into intersectionality and its effects with interactions involving the public and police. Self-reflection, critical thinking and decision-making, impartial communication skills and de-escalation strategies are consistently emphasized in training curriculums. For example, I.S.T. regularly includes components on recognizing and addressing third party bias and applying various trauma-informed strategies to interactions with the public. Additionally, during I.S.T. instructors often address power, privilege, intersectionality, as well as the impacts implicit bias and systemic racism can have in the delivery of policing services.</p>
<p><b>#61 – Directed to the Ontario Police College, the Ministry of the Solicitor General and all Police Services in Ontario:</b></p> <p>Continue to emphasize a community-based approach to policing and ensure an ongoing emphasis on community policing in both culture and training, and that this emphasis is reflected in the policies and procedures of each police service. Recognizing that policing</p>	<p><b>Status – Implemented</b></p> <p>The role of responsibility and ethics are highlighted in the Core Values of the Service which provide members with guidance in their professional decision making. The Core Values include: “Service at our Core; Do the right thing; Connect with Compassion; and Reflect and Grow.”</p> <p>The Service also has Standards of Conduct and included in this is the explanation and guide to Ethical Decision Making, referred to as The S.E.L.F. test (Scrutiny, Ethical, Lawful, Fair). The S.E.L.F. Test is used</p>

Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p>is a public service, review the value of a paramilitary structure to determine which, if any, aspects of this structure continue to serve a core purpose of policing. Continue to ensure that officers are aware of the crucial importance of individual responsibility for ethical decision-making and the need to hold each other responsible for their conduct.</p>	<p>as a guide for members when assessing the appropriateness of their conduct or the conduct of others, and is an integral part of police training and Service Governance.</p> <p>Emphasis on community policing is a major theme at the Toronto Police College (College) and is reflected in the training curriculum. The Service actively engages with community stakeholders including, but not limited to, members of the Mental Health and Addictions Advisory Panel, members of the Police and Community Engagement Review, and members of Anti-Racism Advisory Panel, to help shape the direction of the training curriculum at the College.</p> <p>The Service continues to review its organizational design, including reporting structure, to determine what will be most effective in the delivery of police services.</p>
<p><b>#62 – Directed to all Police Services in Ontario:</b></p> <p>Continue the use of psychological testing at the recruit selection stage, with particular emphasis on identifying candidates who demonstrate strong critical decision-making skills, emotional competencies, and traits such as compassion, empathy, and ability to relate. Conduct ongoing research into the quality and types of tests used in recruit screening, as well as their effectiveness in detecting personality traits that are both compatible and incompatible with policing.</p>	<p><b>Status – Implemented</b></p> <p>The Service follows established practices set out by multiple bodies including the Ontario Association of Chiefs of Police, special reports, and SIGMA Survey for Police Officers.</p> <p>Psychological assessments are an integral part of pre-employment and recruit testing. These assessments include cognitive and judgement skills assessments. They identify and screen out parties demonstrating evidence of serious psychopathology, psychological vulnerabilities, or personality traits likely to interfere with their ability to safely and successfully carry out the duties of a police officer, or pose a risk to the applicant or public. As previously recommended by the Honourable Frank Iacobucci in his Independent Review of Police Encounters with</p>



Yatim Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	<p>People in Crisis (2014), the psychological assessment is also instrumental in identifying the presence of positive traits that contribute to effective performance as a police officer.</p> <p>The Service psychologists continually stay abreast of developments in the area of psychological testing of police candidates through a review of literature, consultation with colleagues, and attendance at relevant conferences. In a recent response to Recommendation #126 of Missing and Missed: Report of the Independent Civilian Review into Missing Persons Investigations (2021), a literature review was conducted to identify any measures that can aid in the identification of candidates that may hold discriminatory or biased views. Based on this review, the Service has recommended the piloting of additional measures to enhance current protocols.</p>



## PUBLIC REPORT

**November 8, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Response to the Jury Recommendations from the  
Coroner's Inquest into the Death of Robert John Morfitt**

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

**Recommendation:**

This report recommends that Toronto Police Service Board (Board) receive the following report for information and forwards a copy of the report to the Chief Coroner for the Province of Ontario.

**Financial Implications:**

The current operating budget contains sufficient funding to be in compliance with the jury recommendations and future operating budget submissions will seek to maintain sufficient funding in order to be in compliance with the jury recommendations on an ongoing basis.

**Summary:**

A Coroner's inquest into the death of Robert John Morfitt was conducted in the City of Toronto during the period of May 27, 2024 to May 31, 2024.

As a result of the inquest, the jury made three recommendations, two of which were directed to the Toronto Police Service (Service). One recommendation was directed to the Ontario Police College. Both of the recommendations directed to the Service have been implemented.

The purpose of this report is to inform the Toronto Police Service Board (Board) of the Service's response to the jury recommendations.

## Toronto Police Service Board

40 College Street, Toronto, Ontario M5G 2J3 | Phone: 416-808-8080 Fax: 416-808-8082 | [www.tpsb.ca](http://www.tpsb.ca)

## **Discussion:**

### ***Background***

The following is a summary of the circumstances of the death of Robert John Morfitt and issues addressed at the inquest, as delivered in the Verdict Explanation by Dr. Daniel Lamberto Ambrosini, Presiding Officer. For ease of reference, the Verdict Explanation, including all recommendations, are located in Appendix A.

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

*Around midnight of June 6, 2018, Robert John Morfitt, born December 9, 1981, was involved in an altercation at a pub in the city of Toronto, Ontario. One of the patrons was familiar with Mr. Morfitt and appeared to have an old grievance against him. Shortly after the patron saw Mr. Morfitt enter the pub, he walked over to him and there was an altercation. A bartender and an off-duty police officer, who happened to be at the bar, saw a handgun in Mr. Morfitt's possession. The pub owner, who was present, separated the two men and directed the patron into another room while Mr. Morfitt left the bar. The off-duty officer called 911.*

*Toronto Police Service ("TPS") officers responded to the call and upon arrival discovered that Mr. Morfitt was seated in a car in the parking lot adjacent to the pub. The off-duty officer was outside in the parking lot when the police arrived, and he identified Mr. Morfitt in the vehicle. The uniformed officers approached the vehicle from the driver's side requesting he show them his hands and exit the vehicle. An officer opened the driver's door and observed Mr. Morfitt pointing a firearm at him. Mr. Morfitt shot this officer who opened the door, striking him in the chest but he was protected by a bulletproof vest. Three officers discharged their firearms in the direction of Mr. Morfitt. Immediately after incapacitating him, these officers removed Mr. Morfitt from the vehicle and commenced first aid and cardiopulmonary resuscitation ("CPR"). Mr. Morfitt had multiple penetrating injuries.*

*The Toronto Paramedic Services attended the scene in response to a call for assistance from police. Mr. Morfitt was transferred to Sunnybrook Hospital in Toronto, but he did not regain consciousness and was pronounced deceased at 00:41 hours on June 7, 2018. The coroner was notified; he attended the hospital and issued a warrant for the body to have an autopsy performed.*

*The forensic pathologist, Dr. Rebekah Jacques, conducted the autopsy on the body of Mr. Morfitt on June 8, 2018, and identified 15 gunshot wounds to Mr. Morfitt's torso, left elbow, and right and left thighs. The pathologist concluded that the medical cause of death was multiple gunshot wounds.*

*The Centre of Forensic Sciences ("CFS") firearms laboratory examined the four firearms which were discharged during the incident in the pub parking lot. They also examined the ammunition found on scene, in the officer's bulletproof vest*

*and in Mr. Morfitt's body during the autopsy.*

*The Special Investigations Unit ("SIU") is a civilian law enforcement agency whose mandate is to investigate incidents involving police officers where there has been death, serious injury or allegations of sexual assault. The Director of the SIU must decide, based on the evidence gathered, whether they have grounds to believe that an officer has committed an offence, and if so will lay criminal charges. If they do not believe they have grounds, the Director files a report with the Attorney General, communicating the results of their investigation.*

*The TPS notified the SIU on June 7, 2018, at 00:54 a.m. that Mr. Morfitt had died. The SIU invoked its mandate and sent investigators to the scene and hospital, where they conducted their own investigation.*

### **Stakeholder Analysis**

Service subject matter experts from multiple units, including Strategic Planning and Governance, the Toronto Police College and Communications Services contributed to the responses contained in this report.

For the purpose of reporting the Service's response, a chart summarizing the status of each recommendation with a comprehensive response is attached to this report as Appendix B.

### **Conclusion:**

As a result of the Coroner's Inquest into the death of Robert John Morfitt, and the subsequent two jury recommendations directed to the Toronto Police Service, a review of Service governance, training and current practices has been conducted and the Service has implemented both recommendations.

Acting Staff Superintendent Jacqueline Baus 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

### **Attachments:**

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Appendix A – Verdict Explanation – Inquest into the Death of Robert John Morfitt  
Appendix B – Toronto Police Service Response to Morfitt Inquest Recommendations

## Appendix A – Verdict Explanation – Inquest into the Death of Robert John Morfitt



### VERDICT EXPLANATION

#### Inquest into the Death of Robert John MORFITT

**Daniel Lamberto Ambrosini**  
**Presiding Officer**  
**May 27 – 31, 2024**  
**Virtual Inquest**

### OPENING COMMENT

This verdict explanation is intended to provide a brief overview of the circumstances surrounding the death of Robert John Morfitt, 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:**

Maria Stevens  
Office of the Chief Coroner  
Provincial Inquest Unit  
25 Morton Shulman Avenue  
Toronto, ON M3M 0B1

#### **Inquest Investigator and Constable:**

Detective Constable Kelly Rees  
Office of the Chief Coroner  
Provincial Inquest Unit  
25 Morton Shulman Avenue  
Toronto, ON M3M 0B1

#### **Recorder:**

Wintana Paulos  
First Class Conferencing Facilitation Inc.  
61-1035 Victoria Rd. S.  
Guelph, ON N1L 0H5

**Persons with Standing:**

**Family of Robert John Morfitt  
(Bill Morfitt, Patrick Morfitt, William Morfitt)**

**Constables Arjuna Raveendran,  
Devon Kime, Jason Crocker**

**Staff Sergeant Alvin Hall**

**Toronto Police Service Board**

**Myron Demkiw, Chief of Toronto Police  
Service**

**Represented by:**

Bill Morfitt, father

Gary R. Clewley  
360 Walmer Road  
Toronto, ON M5R 2Y4  
[garyclewley@rogers.com](mailto:garyclewley@rogers.com)

Jimmy Lee  
2000 – 393 University Street  
Toronto, ON M5G 1E6  
[jlee@leebarrister.com](mailto:jlee@leebarrister.com)

David Gourlay & Laura Nyman  
City of Toronto Legal Services  
Metro Hall  
26 – 55 John Street  
Toronto, ON M5V 3C6  
[David.Gourlay@toronto.ca](mailto:David.Gourlay@toronto.ca)  
[Laura.Nyman@toronto.ca](mailto:Laura.Nyman@toronto.ca)

Jerry Leung  
40 College Street  
Toronto, ON M5G 2J3  
[Jerry.Leung@torontopolice.on.ca](mailto:Jerry.Leung@torontopolice.on.ca)

**SUMMARY OF THE CIRCUMSTANCES OF THE DEATH**

Around midnight of June 6, 2018, Robert John Morfitt, born December 9, 1981, was involved in an altercation at a pub in the city of Toronto, Ontario. One of the patrons was familiar with Mr. Morfitt and appeared to have an old grievance against him. Shortly after the patron saw Mr. Morfitt enter the pub, he walked over to him and there was an altercation. A bartender and an off-duty police officer, who happened to be at the bar, saw a handgun in Mr. Morfitt's possession. The pub owner, who was present, separated the two men and directed the patron into another room while Mr. Morfitt left the bar. The off-duty officer called 911.

Toronto Police Service ("TPS") officers responded to the call and upon arrival discovered that Mr. Morfitt was seated in a car in the parking lot adjacent to the pub. The off-duty officer was outside in the parking lot when the police arrived, and he identified Mr. Morfitt

in the vehicle. The uniformed officers approached the vehicle from the driver's side requesting he show them his hands and exit the vehicle. An officer opened the driver's door and observed Mr. Morfitt pointing a firearm at him. Mr. Morfitt shot this officer who opened the door, striking him in the chest but he was protected by a bulletproof vest. Three officers discharged their firearms in the direction of Mr. Morfitt. Immediately after incapacitating him, these officers removed Mr. Morfitt from the vehicle and commenced first aid and cardiopulmonary resuscitation ("CPR"). Mr. Morfitt had multiple penetrating injuries.

The Toronto Paramedic Services attended the scene in response to a call for assistance from police. Mr. Morfitt was transferred to Sunnybrook Hospital in Toronto, but he did not regain consciousness and was pronounced deceased at 00:41 hours on June 7, 2018. The coroner was notified; he attended the hospital and issued a warrant for the body to have an autopsy performed.

The forensic pathologist, Dr. Rebekah Jacques, conducted the autopsy on the body of Mr. Morfitt on June 8, 2018, and identified 15 gunshot wounds to Mr. Morfitt's torso, left elbow, and right and left thighs. The pathologist concluded that the medical cause of death was multiple gunshot wounds.

The Centre of Forensic Sciences ("CFS") firearms laboratory examined the four firearms which were discharged during the incident in the pub parking lot. They also examined the ammunition found on scene, in the officer's bulletproof vest and in Mr. Morfitt's body during the autopsy.

The Special Investigations Unit ("SIU") is a civilian law enforcement agency whose mandate is to investigate incidents involving police officers where there has been death, serious injury or allegations of sexual assault. The Director of the SIU must decide, based on the evidence gathered, whether they have grounds to believe that an officer has committed an offence, and if so will lay criminal charges. If they do not believe they have grounds, the Director files a report with the Attorney General, communicating the results of their investigation.

The TPS notified the SIU on June 7, 2018, at 00:54 a.m. that Mr. Morfitt had died. The SIU invoked its mandate and sent investigators to the scene and hospital, where they conducted their own investigation.

## THE INQUEST

Dr. Jennifer M. Dmetrichuk, Regional Supervising Coroner for Central Region, Toronto East Office, called a mandatory inquest into the death of Robert Morfitt pursuant to section 10(5) of the *Coroners Act*.

The document outlining the scope of this inquest is attached as an Appendix.

The inquest was conducted in a virtual manner, with remote participation by parties with standing and remote testimony from all witnesses. In keeping with the open court principle, the inquest was streamed live.

The jury sat for five days, heard evidence from ten witnesses, reviewed 17 exhibits and deliberated for approximately three and a half hours in reaching a verdict.

## VERDICT

<b>Name of Deceased:</b>	Robert John Morfitt
<b>Date and Time of Death:</b>	June 7, 2018, at approximately 00:41 a.m.
<b>Place of Death:</b>	Sunnybrook Hospital
<b>Cause of Death:</b>	Multiple gunshot wounds
<b>By What Means:</b>	Homicide

## RECOMMENDATIONS

### To the Toronto Police Services

1. Review its officer training curricula and consider, if not already implemented, whether and to what degree the curricula should:
  - (a) Continue to provide training to officers/cadets that involves more than three days of reality-based scenarios, and evaluate whether any portion of such training should be separate from evaluation to avoid interfering with learning;
  - (b) include a variety of live reality-based scenarios to ensure that officers are required to learn the skills for both individual and coordinated police responses (i.e. multiple officers);
  - (c) implement brief weekly training in the form of officer-led visualization scenarios;
  - (d) explicitly train and evaluate the skills that enhance situational awareness;
  - (e) include training for high-risk, low frequency cases using scenarios with potentially inaccurate and/or dynamic information;
  - (f) explicitly train and evaluate physiological stress management and self-regulation, (including the one breath technique and the recovery breath



technique as outlined in the “iPREP protocol” published in the *Journal of Applied Psychophysiology and Biofeedback*, 2024);

- (g) be subject to periodic independent third-party program evaluation to ensure the overall effectiveness and relevance of the program, along with appropriate pedagogical approaches to gradually increase the complexity of the training content.

### **Comments:**

*The jury heard testimonial evidence from police officers who arrived on scene that in high-risk situations involving gun calls, it is important to create “time and distance” to better understand the situation as it can change suddenly. The evidence from these officers revealed that their level of stress was clearly heightened, and they were on high alert, particularly when gunshots were fired. One of the officers testified that although he had received previous training about high-risk situations involving persons with guns in a vehicle, he did not necessarily receive training to deal with this specific situation. The evidence showed that officers received training based on the model of ‘assess, plan, act’.*

*At the inquest, several officers testified on how they understood the concept of ‘situational awareness’ and its relationship to high-risk gun calls. One of the officers testified that he did not believe additional training would necessarily have helped, in part because training does not equate to real-life situations. Another officer testified that he did receive some training on responding to high-risk calls involving individuals with guns in a vehicle, but these were simple scenarios. One of the officers also stated that there was a lot of adrenaline in the moment, and that he had an opportunity to measure his own heart rate which continued to be elevated even after the shooting occurred.*

*An expert in the neuroscience of training on performance under stress testified at the inquest and explained the effects that high levels of stress can have on officer behaviour and cognition, and the role of training to assist. The expert testified regarding the role of ‘situational awareness,’ the concept of affective realism, cognitive load, and other neurophysiological markers involving high-risk situations such as gun calls. The expert testified on research she had conducted on a technique known as the ‘iPREP protocol’ that had been published in peer-reviewed academic journals and had also been taught to police officers to deal with self-awareness and performance resilience in high-risk scenarios. The expert testified on the importance of biofeedback, virtual training, and incorporating reality-based scenarios. The expert added that at times it was difficult to obtain information on the training methods and model of delivery provided to officers by various police colleges so it could be evaluated in terms of its effectiveness from an academic or research perspective. The expert testified that training provided by police colleges could benefit from regular external program evaluation.*

*A trainer from the Toronto Police College (“TPC”) testified that they are currently exploring on incorporating more elements of virtual reality into training for their officers. The TPC trainer testified on the importance of incorporating training that relates to situational awareness. The TPC trainer added that he had taken the iPREP protocol proposed by the expert, and that he believed it would be valuable to incorporate elements of the iPREP protocol into the training officers received.*

*An Ontario Police College (“OPC”) trainer also testified that it may be helpful to have periodic, regular, and centralized training in the form of visualization scenarios that are provided to officers that simulate ‘low-frequency, high-risk’ calls before such officers start their shift, and that it would be important for this training to be consistent and in accordance with best practices.*

2. Consider enhancing opportunities to review the training that dispatchers receive to ensure:
  - (a) Receipt of high-quality and accurate situational information from caller (including the use of comprehensive follow-up questions to validate information);
  - (b) caller receives instructions to ensure civilian safety at scene.

### **Comments:**

*The jury heard evidence of a 911 audio call made by an off-duty officer, who was a civilian on scene, that Mr. Morfitt had left the bar, was outside, and had left the scene in a vehicle. The off-duty officer appeared to provide these details to the dispatcher based on information conveyed to him by others at the bar while he was still on the 911 call. The off-duty officer testified during the inquest that he was told by someone at the bar that Mr. Morfitt had left the scene in a blue car. Only when the TPS officers arrived was it discovered that Mr. Morfitt did not leave, but that he was sitting in a white vehicle in the parking lot.*

*The video evidence showed that when TPS officers arrived at the scene, there was an off-duty officer standing not far from where the shooting took place and who did not appear to take cover during the shooting. The bartender and others were also outside initially upon police arrival. Their collective presence in the parking lot contributed to the concerns of the responding officers when the off-duty officer pointed out Mr. Morfitt as the suspect. This off-duty officer was the same individual who made the initial 911 phone call from inside the bar. It could have been helpful if the off-duty officer had received further instructions to ensure civilian safety.*

## To the Ontario Police College

3. Review its officer training curricula and consider, if not already implemented, whether and to what degree the curricula should:
  - (a) explicitly train and evaluate the skills that enhance situational awareness;
  - (b) include training for high-risk, low frequency cases using scenarios with potentially inaccurate and/or dynamic information;
  - (c) explicitly train and evaluate physiological stress management and self-regulation, (including the one breath technique and the recovery breath technique as outlined in the “iPREP protocol” published in the *Journal of Applied Psychophysiology and Biofeedback*, 2024); and
  - (d) be subject to periodic independent third-party program evaluation to ensure the overall effectiveness and relevance of the program, along with appropriate pedagogical approaches to gradually increase the complexity of the training content.

### Comments:

*As four of the recommendations directed to the TPC apply equally to the OPC, refer to the comments in Recommendation 1.*

*Additionally, a trainer from the Ontario Police College testified that officers receive scenario-based training from the OPC including some training dealing with high-risk takedowns involving motor vehicles. The OPC trainer testified that officers are trained on the value of box-breathing techniques, the ‘assess, plan, act’ method and its relationship to ‘situational awareness,’ along with the importance of creating time and distance in high-risk situations. The OPC trainer testified that it would be helpful to have additional time to incorporate training with more scenarios involving ‘high risk-low frequency’ calls that are complex and may create simulated levels of elevated stress for officers.*

## CLOSING COMMENT

In closing, I would like to again express my condolences to the family of Robert Morfitt 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, Inquest 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 to consider 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.



August 19, 2024

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Daniel Lamberto Ambrosini  
Presiding Officer

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Date

## APPENDIX



### STATEMENT OF SCOPE

#### Inquest into the Death of Robert John MORFITT

1. This inquest will inquire into the circumstances of the death of Robert John Morfitt and examine the events surrounding his death on June 7, 2018, in order to assist the jury in answering the five questions set out in s. 31(1) of the *Coroners Act* and in reaching any recommendations. The five questions are as follows:
  - a. who the deceased was;
  - b. how the deceased came to his death;
  - c. when the deceased came to his death;
  - d. where the deceased came to his death; and
  - e. by what means the deceased came to his death. (The last question is to be answered with one of “natural”, “accident”, “suicide”, “homicide” or “undetermined.”)
2. This inquest will explore the following areas, to the extent they are relevant and material to the circumstances of the death and/or will assist the jury in making preventative recommendations:
  - a. Training provided to police officers to ensure public and officer safety when responding to active gun calls in public places. This would include coordination of the police response in order to reduce the risk of harm.
3. The inquest will remain focused and not explore the following, except to the extent necessary to answer the five questions set out in s. 31(1) of the *Coroner's Act*:
  - a. The Special Investigations Unit's investigation into the incident. While some materials from the SIU investigation may be used in evidence, the investigation itself will not be within the scope of the inquest.
  - b. The Toronto Police Service's investigation into the incident. While some materials from the TPS investigation may be used in evidence the investigation itself will not be within the scope of the inquest.

## Appendix B - Toronto Police Service Response to Morfitt Inquest Recommendations

Morfitt Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p><b>#1 – Directed to the Toronto Police Service:</b></p> <p>Review its officer training curricula and consider, if not already implemented, whether and to what degree the curricula should:</p> <ul style="list-style-type: none"> <li>(a) Continue to provide training to officers/cadets that involves more than three days of reality-based scenarios, and evaluate whether any portion of such training should be separate from evaluation to avoid interfering with learning;</li> <li>(b) include a variety of live reality-based scenarios to ensure that officers are required to learn the skills for both individual and coordinated police responses (i.e. multiple officers);</li> <li>(c) implement brief weekly training in the form of officer-led visualization scenarios;</li> </ul>	<p><b>Status – Implemented</b></p> <ul style="list-style-type: none"> <li>(a) The Toronto Police College (College) develops and delivers training with a focus on best practices in policing and adult learning. The College strives to maximize available training time, and recognizes the value of scenario-based training. Recruit training occurs over several months which includes over three days of scenario training. Annual recertification for officers, known as In-Service Training, occurs over a three day period, with days two and three containing scenario training. Evaluations and assessments continue to be a consideration during yearly and ongoing reviews of curriculum, delivery methods and development processes. The College continues to evaluate if any portion of scenario training should be separate from evaluation.</li> <li>(b) The College heavily incorporates scenarios that are rooted and influenced by real-life incidents, such as Coroner's Inquests and reports and reviews. In 2017, during annual In-Service Training, members participated in a Person in Crisis scenario taking place on a Toronto Transit Commission bus where the subject was armed with an offensive weapon. This particular scenario was created as a direct result of the death of Sammy Yatim, which occurred during a confrontation with Toronto Police officers. In 2020, a Person in Crisis scenario for training was created where an individual in the hallway of an apartment was armed with an offensive weapon. This scenario was based on the police interaction that led to the death of Andrew Loku. Both of these</li> </ul>

## Appendix B - Toronto Police Service Response to Morfitt Inquest Recommendations

Morfitt Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
<p>(d) explicitly train and evaluate the skills that enhance situational awareness;</p> <p>(e) include training for high-risk, low frequency cases using scenarios with potentially inaccurate and/or dynamic information;</p> <p>(f) explicitly train and evaluate physiological stress management and self-regulation, (including the one breath technique and the recovery breath technique as outlined in the "iPREP protocol" published in the <i>Journal of Applied Psychophysiology and Biofeedback</i>, 2024);</p> <p>(g) be subject to periodic independent third-party program evaluation to ensure the overall effectiveness and relevance of the program, along with appropriate pedagogical approaches to gradually increase the complexity of the training content.</p>	<p>scenarios, including a host of others, continue to be delivered in recruit training.</p> <p>(c) Additional weekly training has been considered and at this time it is not feasible due to staffing constraints. The development, implementation, and management of this weekly training would put undue strain on available resources at divisions. However, during the scenario training that occurs annually as part of In-Service Training, visualization techniques are incorporated. Members are encouraged to utilize this same visualization strategy when they return to their duties on the road.</p> <p>(d) Evaluation of skills and enhancement of situational awareness is explicitly trained and integrated into existing training programs at the College. Topics including emotional intelligence, critical thinking, decision-making, and trauma-informed de-escalation are seamlessly incorporated into ongoing training for all officers.</p> <p>(e) High-risk, low frequency type-incidents with potentially inaccurate information are currently part of the Service's scenario training, and are also included in computer assisted simulator type training. This training is delivered to recruits and during annual recertification.</p> <p>(f) Physiological stress management and self-regulation are historically and currently included in training programs at the College. Some instructors have attended the train-the-trainer "iPREP" course, and are evaluating the suitability of incorporating</p>

## Appendix B - Toronto Police Service Response to Morfitt Inquest Recommendations

Morfitt Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	<p>this training content and principles into the College's training program</p> <p>(g) Currently, a Memorandum of Understanding is signed between the College and a post-secondary academic institution for an in-depth transfer-of-learning assessment, with an initial focus on the Service's In-Service Training program. This is expected to yield appropriate pedagogical increases in the complexity of training content. The design of training scenarios for mental health and de-escalation are currently informed by consultation with community members, community social agencies, and public health officials, including members of the Toronto Police Service Board's Mental Health and Addictions Advisory Panel.</p>
<p><b>#2 – Directed to the Toronto Police Service:</b></p> <p>Consider enhancing opportunities to review the training that dispatchers receive to ensure:</p> <p>(a) Receipt of high-quality and accurate situational information from caller (including the use of comprehensive follow-up questions to validate information);</p> <p>(b) caller receives instructions to ensure civilian safety at scene.</p>	<p><b>Status – Implemented</b></p> <p>The Toronto Police Service's Communications Services makes provisions to review training material multiple times a year. Unit Specific Policies are reviewed prior to each new call taker and dispatch class. These classes are currently administered two to three times per year. Unit Specific Policies are assessed for changes and updates when a related Service Procedure is amended, to best reflect current and/or updated practices.</p> <p>(a) Toronto Police Service Communications Operators are highly trained to respond to callers during emergencies, while always prioritizing public safety. When performing a call taking role and communicating with callers, operators shall, "immediately record all pertinent information in the text of the event ensuring</p>



## Appendix B - Toronto Police Service Response to Morfitt Inquest Recommendations

Morfitt Coroner's Inquest Recommendation	Toronto Police Service (Service) Response
	<p>accuracy.” Operators ask questions of the caller in order to obtain <u>accurate</u> information and pay close attention to key indicators such as background noise, tone and word choice of callers as additional evidence (Communications Services, Call Taker Manual, 2024). While some situational information is based on the veracity of the caller, Operators are also trained to use multiple tools available at their disposal to validate information with relevant follow-up questions.</p> <p>(b) Communications Operators are aware of the importance of public safety while interacting with callers. Operators are trained to confirm with callers that they feel safe while relaying information during emergency situations. If callers are unsure or hesitate, Operators will direct callers to remove themselves to safety. “At no point does the necessity of getting information for the call outweigh the importance of ensuring the caller’s safety” (Communications Services, Call Taker Manual 2024).</p>



## PUBLIC REPORT

**November 15, 2024**

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 2023.40**

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

**Recommendation:**

This report recommends that the Board receive this report for information.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

**Summary:**

The Professional Standards – S.I.U. Liaison (P.R.S. – S.I.U. Liaison) investigation determined the conduct of the designated officer was in compliance with applicable provincial legislation regarding the Standards of Conduct, the applicable Toronto Police Service (T.P.S.) procedures and the officer's training.

**Toronto Police Service Board**

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## **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. Investigative Conclusion made on June 5, 2024***

*"The Director of the Special Investigations Unit, Joseph Martino, has reasonable grounds to believe a Toronto Police Service officer committed a criminal offence in connection with the arrest of a 32-year-old man in July 2020 in North York.*

*The S.I.U. launched an investigation after being notified by the Toronto Police Service of the incident in June 2023.*

*The S.I.U. investigation found the following:*

- *On July 21, 2020, officers went to an apartment near Dufferin Street and Highway 401 after the man reportedly threatened another man with a weapon.*
- *There was an interaction between the officer and the man in the course of the man's arrest.*

*As a result of the S.I.U. investigation, Cst Alain Arakaza is charged with one count of assault, contrary to s. 266 of the Criminal Code.*

*Cst Arakaza is required to appear before the Ontario Court of Justice at 10 Armoury Street in Toronto on July 8, 2024, at 2 p.m.*

*As the matter is before the courts, and in consideration of the fair trial interests of the accused, the S.I.U. will not provide further comment on the investigation."*

The link to the media release detailing the charges laid can be found via the following link:

<https://www.siu.on.ca/siu-charges-toronto-police-officer-with-assault-en9519>

On September 9, 2024, the prosecuting Crown withdrew the charge laid against Constable Arakaza and he is no longer facing a criminal charge in relation to this matter.

### ***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 15-17 (In-Car Camera System).

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

- *Special Investigations Unit Act*, 2019;
- *Police Services Act (P.S.A.)*

### ***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 identified that Constable Arakaza may have used excessive force during the arrest of the Complainant.

An internal investigation was commenced to examine the arrest and the force used on the Complainant. This investigation concluded that Constable Arakaza did not use

excessive force during this arrest and the allegation that he used excessive force was unsubstantiated.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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



## PUBLIC REPORT

**October 31, 2024**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Myron Demkiw  
Chief of Police

**Subject: Chief's Administrative Investigation into the Custody  
Death of Complainant 2024.10**

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

**Recommendation:**

This report recommends that the Toronto Police Service Board (Board) receive this report for information.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

### Summary:

The Professional Standards – S.I.U. Liaison (P.R.S. – 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 the applicable Toronto Police Service (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

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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.A.) 2019*

#### ***S.I.U. Terminology***

**Complainant** – Refers to the Affected Person

**SO** – Subject Official(s)

**WO** – Witness Official

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

In a letter to the Chief of Police dated June 25, 2024, 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."*

The following *S.I.U. Incident Narrative and Analysis and Director's Decision* has been reprinted from the S.I.U. Director's report, number 24-TCD-088, which can be found via the following link:

[Special Investigations Unit -- Director's Report Details, Case Number: 24-TCD-088](#)

#### ***S.I.U. Incident Narrative***

*"The evidence collected by the SIU, including interviews with police and non-police witnesses, and video footage that captured the events in question, gives rise to the following scenario.*

*The Complainant was in the area of the MTCC in the afternoon of February 24, 2024. While outside the building, he entered an out-of-service shuttle bus and was asked to exit by paid-duty TPS officers. While inside the building, the Complainant behaved erratically, caused a disturbance, and was asked to leave by security staff. When he did not do so, security personnel took hold of the Complainant and held him on the floor.*

*The WO, a paid-duty officer working outside the MTCC, was approached by a security guard and asked for assistance with the Complainant. The officer and another paid-duty officer, TPS Officer #1, accompanied the guard up an escalator to a display area where the Complainant was being held in a prone position. The Complainant was*

*arrested for trespassing, handcuffed behind the back and restrained by the legs, and placed in a recovery position. He was sweating, foaming at the mouth, and seemingly under the influence of drugs or alcohol.*

*The Complainant was helped to his feet and escorted to the elevator to be taken to the ground floor. An ambulance was requested by police. En route to the elevator, the Complainant became unable to support himself and had to be carried the rest of the way by the police.*

*On the ground floor, the Complainant was again placed in a recovery position while officers waited for the arrival of paramedics. He remained in that position for about 20 minutes before the ambulance arrived.*

*The Complainant was placed in the ambulance and taken to hospital where he was released unconditionally by the police.*

*On February 26, 2024, while still in hospital, the Complainant was pronounced deceased.*

#### **Cause of Death**

*The pathologist at autopsy was unable to discern a preliminary cause of death, which remains pending at this time. There were no signs of trauma to the body.”*

#### **Analysis and Director’s Decision**

*“The Complainant passed away in hospital on February 26, 2024. As he had been released into the care of hospital following his arrest by TPS officers on February 24, 2024, the SIU was notified of the incident and initiated an investigation. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that any TPS officer committed a criminal offence in connection with the Complainant’s arrest and death.*

*The offences that arise for consideration are failure to provide the necessities of life and criminal negligence causing death contrary to sections 215 and 220 of the Criminal Code, respectively. Both require something more than a simple want of care to give rise to liability. 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 premised on even more egregious conduct that demonstrates a wanton or reckless disregard for the lives or safety of other persons. It is not made out unless the neglect constitutes a marked and substantial departure from a reasonable standard of care. In the instant case, the question is whether there was any want of care on the part of the officers who dealt with the Complainant, sufficiently serious to attract criminal sanction, that endangered the Complainant’s life or caused his death. In my view, there was not.*



*There is no evidence of any officer failing to comport themselves with due care and regard for the Complainant's health and well-being. The WO and TPS Officer #1 quickly ascertained that the Complainant was in distress and required medical attention. They called for an ambulance and ensured the Complainant was placed in a recovery position while they waited for paramedics. At no point was any significant force brought to bear by officers in their dealings with the Complainant – they did have to employ some muscular power to wrestle his arms behind the back at the point of handcuffing and to keep him propped up in a recovery position.*

*For the foregoing reasons, while the cause of the Complainant's unfortunate death remains undetermined, it is apparent that the conduct of the officers neither caused nor contributed to his demise in any fashion that could attract criminal sanction. The file is closed”.*

### **Summary of the Toronto Police Service's Investigation**

The P.R.S. – S.I.U. Liaison conducted an administrative investigation as is required by provincial legislation. This investigation was reviewed by Specialized Criminal Investigations – Homicide and Missing Persons in accordance with T.P.S. Procedure 13-16 (Special Investigations Unit).

This investigation examined the circumstances of the custody death in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The P.R.S. – 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 04-02 (Death Investigations);
- Procedure 06-04 (Person 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);
- Procedure 15-20 (Body-Worn Camera).

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

- *Special Investigations Unit Act, 2019*
- *Trespass to Property Act*

***Conclusion:***

The P.R.S. – S.I.U. Liaison investigation determined that the T.P.S. policies and procedures associated with this custody death were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The P.R.S. – S.I.U. Liaison investigation determined that the conduct of the involved officers were in compliance with applicable provincial legislation regarding the Standards of Conduct, the applicable T.P.S. Procedures and the officers' training.

The existence of the Body-Worn Camera footage of this arrest was a pivotal piece of evidence that assisted both the S.I.U.'s investigation and this administrative investigation in determining what happened and why.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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



## PUBLIC REPORT

**October 31, 2024**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Myron Demkiw  
Chief of Police

**Subject:** Chief's Administrative Investigation into the Custody Injury of Complainant 2024.12

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

**Recommendation:**

This report recommends that the Toronto Police Service Board (Board) receive this report for information.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

### Summary:

The Professional Standards – S.I.U. Liaison (P.R.S. – 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 the applicable Toronto Police Service (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

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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.A.) 2019*

#### ***S.I.U. Terminology***

**Complainant** – Refers to the Affected Person

**SO** – Subject Official(s)

**WO** – Witness Official

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

In a letter to the Chief of Police dated June 26, 2024, 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 subject officials."*

The following *S.I.U. Incident Narrative and Analysis and Director's Decision* has been reprinted from the S.I.U. Director's report, number 24-TCI-092, which can be found via the following link:

[Special Investigations Unit -- Director's Report Details, Case Number: 24-TCI-092](#)

#### ***S.I.U. Incident Narrative***

*"The evidence collected by the SIU, including an interview with the Complainant and video footage that captured the events in question, gives rise to the following scenario. As was their legal right, none of the subject officials agreed an interview with the SIU or the release of their notes.*

*In the afternoon of February 28, 2024, officers were dispatched to the LCBO at 49 Spadina Avenue, Toronto. Security officers were holding the Complainant for theft and an assault on a security guard. Officers arrived on scene and took the already handcuffed Complainant into custody.*

*The Complainant was inebriated and belligerent. As she was being led out the LCBO to a waiting cruiser, she advised the officers they would have difficulty placing her in the vehicle.*

*Once by the driver's side of the cruiser, the Complainant was placed against the front hood of the vehicle and subjected to a search. The Complainant struggled against the officers' efforts and had to be pinned against the vehicle. At one point, SO #3, standing behind the Complainant, momentarily leveraged her handcuffed arms upwards and above her head. Shortly thereafter, the Complainant indicated she had a fractured arm.*

*Following the search, the Complainant was placed in the rear of SO #1's vehicle for transport to the station. The officer, with WO #1 as his passenger, had travelled a short distance north on Spadina Avenue when he pulled over. The Complainant's left hand had slipped from its cuff.*

*SO #1 and WO #1 forced the Complainant out of the cruiser, placed her on the ground in a controlled fashion, and attempted to re-apply the left cuff. The Complainant resisted these efforts, indicating she would not surrender. Shortly, other officers arrived on scene to assist. SO #3 and SO #1 took hold of the Complainant's left arm and were eventually able to bring it behind her back. The cuff was re-applied, and the Complainant was lifted to her feet and placed again in the rear of the cruiser. She began to cry out that her arm was broken.*

*The Complainant was transported to hospital following her arrest and diagnosed with a broken left humerus."*

### **Analysis and Director's Decision**

*"The Complainant was seriously injured in or around the time of her arrest by TPS officers on February 28, 2024. The SIU was notified of the incident and initiated an investigation naming three subject officials – SO #1, SO #2 and SO #3. 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 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.*

*Given what they knew of the theft that had occurred in the LCBO store from the security staff, and the existence of warrants in effect for her arrest, I am satisfied that the officers were within their rights in taking the Complainant into custody.*

*With respect to the force that was brought to bear during the Complainant's arrest and period in custody, I am unable to reasonably conclude that it was unlawful. The Complainant, by word and deed, had indicated an unwillingness to cooperate with the police. When she physically resisted their efforts, the officers were entitled to respond with a measure of force. Without resort to strikes or weapons, they did this by applying manual force to meet and overcome her resistance. While the Complainant's left arm was regrettably broken in the process, whether in the course of the initial search or the*

*subsequent struggle on the ground, the injury would appear more the product of countervailing forces and awkward angles coming together in a dynamic event rather than heavy-handed or unnecessary force by the officers.*

*For the foregoing reasons, 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 P.R.S. – 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 P.R.S. – 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 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 P.R.S. – S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act, 2019*

### **Conclusion:**

The P.R.S. – S.I.U. Liaison investigation determined that the T.P.S. policies and procedures associated with this custody injury were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The P.R.S. – S.I.U. Liaison investigation determined that the conduct of the involved officers were in compliance with applicable provincial legislation regarding the Standards of Conduct and the applicable T.P.S. procedures.

The existence of the Body-Worn Camera footage of this arrest and the In-Car Camera System (I.C.C.S.) assisted both the S.I.U. investigation and this administrative investigation.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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



## PUBLIC REPORT

**October 31, 2024**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Myron Demkiw  
Chief of Police

**Subject:** Chief's Administrative Investigation into the Custody Injury of Complainant 2024.22

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

**Recommendation:**

This report recommends that the Toronto Police Service Board (Board) receive this report for information.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

### Summary:

The Professional Standards – S.I.U. Liaison (P.R.S. – 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 the applicable Toronto Police Service (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

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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.A.) 2019*

#### ***S.I.U. Terminology***

**Complainant** – Refers to the Affected Person

**SO** – Subject Official(s)

**WO** – Witness Official

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

In a letter to the Chief of Police dated August 7, 2024, 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 subject officials."*

The following *S.I.U. Incident Narrative and Analysis and Director's Decision* has been reprinted from the S.I.U. Director's report, number 24-TCI-154, which can be found via the following link:

[Special Investigations Unit -- Director's Report Details, Case Number: 24-TCI-154](#)

#### ***S.I.U. Incident Narrative***

*"The material events in question, clear on the evidence collected by the SIU, may briefly be summarized.*

*In the evening of April 8, 2024, the Complainant exited the LCBO retail outlet at 3111 Danforth Avenue, Toronto, followed by the CW. The CW took hold of the Complainant in connection with the theft of alcohol from the store. The Complainant struggled with the CW in the parking lot of the store attempting to free himself. He was soon approached by two police officers.*

*The SO was riding in the front passenger seat of a police cruiser operated by his partner, WO #3. They were travelling east on Danforth Avenue towards the LCBO when they were waved down by the CW. The officers turned right into the parking lot, stopped and exited their vehicle, and approached the Complainant, telling him he was under arrest.*

*The Complainant protested his arrest and refused to release his arms to be handcuffed. WO #3 encouraged the Complainant to cooperate and warned him that force would be used if he did not. The Complainant continued to struggle against the officers' efforts and was grounded by WO #3. Following a further period of struggle on the ground, the Complainant was handcuffed and then sat on a nearby curb.*

*WO #2 and WO #1 attended the parking lot to assist the SO and WO #3. WO #2 and the SO lifted the Complainant and escorted him to the rear driver's side of the SO's cruiser. As he was being searched by the officers, the Complainant suddenly bolted away, running eastward towards a grassy median in the centre of the parking lot. He had travelled several metres and was on the median when he was tackled from behind by the SO.*

*The SO promptly lifted the Complainant, walked him to his cruiser and placed him in the rear driver's side seat. The Complainant complained of pain to his leg.*

*The Complainant was transported from the scene to hospital but left before being assessed by a physician. He was taken to the station and subsequently asked to go to hospital again. On this occasion, the Complainant was diagnosed with fractures of the right ankle."*

### **Analysis and Director's Decision**

*"The Complainant was seriously injured in the course of his arrest by "TPS" officers on April 8, 2024. The SIU was notified of the incident and initiated an investigation naming the SO the subject official. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the Complainant's 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, based on the information they received from the store security guard, that the SO and WO #3 were proceeding lawfully to arrest the Complainant for theft.*

*I am also satisfied that the SO used no more force than was reasonably necessary to maintain custody of the Complainant. When he fled from the officers, despite being handcuffed behind the back, the SO was within his rights in running after him to re-assert control. The tackle, though forceful and resulting in fractures of the Complainant's right ankle, was a reasonable tactic in the circumstances. The Complainant had demonstrated an unwillingness to succumb peacefully to arrest and the officer could reasonably anticipate continued resistance. With the Complainant on the ground, the SO would be in a position to better manage that resistance.*

*For the foregoing reasons, 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 P.R.S. – 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 P.R.S. – 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 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 P.R.S. – S.I.U. Liaison investigation also reviewed the following legislation:

- *Special Investigations Unit Act, 2019*

### ***Conclusion:***

The P.R.S. – S.I.U. Liaison investigation determined that the T.P.S. policies and procedures associated with this custody injury were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The P.R.S. – S.I.U. Liaison investigation determined that the conduct of the involved officers were in compliance with applicable provincial legislation regarding the Standards of Conduct and the applicable T.P.S. procedures.

The existence of the Body-Worn Camera footage of this arrest and the In-Car Camera System (I.C.C.S.) assisted both the S.I.U. investigation and this administrative investigation.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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



## PUBLIC REPORT

**October 31, 2024**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Myron Demkiw  
Chief of Police

**Subject:** Chief's Administrative Investigation into the Custody Injury of Complainant 2024.25

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

**Recommendation:**

This report recommends that the Toronto Police Service Board (Board) receive this report for information.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

**Summary:**

The Professional Standards – S.I.U. Liaison (P.R.S. – S.I.U. Liaison) investigation determined the conduct of one of the involved officers was not in compliance with applicable provincial legislation regarding the Standards of Conduct, the applicable Toronto Police Service (T.P.S.) procedures and the officers' training. An internal investigation was commenced which included an examination of the late notification to the Special Investigations Unit (S.I.U.)

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## **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.A.) 2019*

### ***S.I.U. Terminology***

**Complainant** – Refers to the Affected Person

**SO** – Subject Official(s)

**WO** – Witness Official

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

In a letter to the Chief of Police dated August 23, 2024, 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 subject officials."*

The following *S.I.U. Incident Narrative and Analysis and Director's Decision* has been reprinted from the S.I.U. Director's report, number 24-TCI-181, which can be found via the following link:

[Special Investigations Unit -- Director's Report Details, Case Number: 24-TCI-181](#)

### ***S.I.U. Incident Narrative***

*"The evidence collected by the SIU, including interviews with the Complainant and the SO, and video footage that captured the incident in parts, gives rise to the following scenario.*

*In the afternoon of January 16, 2024, the SO and WO #1 were dispatched to a building located near the area of Front Street and Church Street, Toronto. A security officer had called police to report a trespasser – the Complainant. The Complainant was in a*

*ground-floor vestibule of the building adjacent the doors to the underground parking. He had refused to leave at the security officer's request.*

*SO and WO #1 arrived at the address and were escorted to the vestibule by a security guard. They approached the Complainant and told him he was being investigated for trespassing. WO #1 directed the Complainant to keep his hands out of his pockets and away from his knapsack, on the floor beside him. The Complainant was holding a wooden implement with a pointed end. Beside him was a broken crack pipe.*

*The Complainant continued to reach for his pocket and was annoyed when WO #1 stepped on his bag. He was grabbed by the officers, told he was under arrest, and taken to the ground. The Complainant refused to release his arms to be handcuffed, keeping them tightly pinned against his chest. WO #1 dropped his right knee onto the Complainant's hip. He cried out in pain but continued to hold his arms against his chest. He was kned in the back by the SO and then punched in the back three times by the officer. SO and WO #1 managed to affix a handcuff to the Complainant's left hand but continued to struggle to secure his right arm. The SO delivered two more knee strikes to the Complainant's back, after which the officers wrestled control of both arms and handcuffed them behind the back.*

*The Complainant was taken to the police station and then to hospital where he was diagnosed with fractured left-sided ribs."*

### **Analysis and Director's Decision**

*"The Complainant was seriously injured in the course of his arrest by "TPS" officers on January 16, 2024. The SIU was notified of the incident and initiated an investigation naming the SO as the subject official. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the Complainant's 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.*

*The Complainant knew he was trespassing in the building and had refused to leave when directed to do so by a building security officer. In the circumstances, I am satisfied he was subject to arrest pursuant to sections 2 and 9 of the Trespass to Property Act.*

*The force brought to bear by the officers in aid of the Complainant's arrest was legally justified. The takedown seems a legitimate tactic. The Complainant was resisting arrest and had access to items that might cause injury if they were used as weapons. Taking him to the floor would place the officers in a better position to safely manage the situation. On the floor, the Complainant refused to release his arms despite the officers' repeated requests that he do so, and struggled against their efforts to wrestle them behind the back. The knee strike, followed by another knee strike, then three punches*

*and, lastly, two knee strikes, were delivered in discrete segments. During the intervening intervals, the Complainant continued to resist. It was not until the final knee strikes by the SO that the officers were able to secure both hands in handcuffs, after which no further blows were struck. On this record, I am satisfied that the force used by the officers was commensurate and proportionate to the exigencies of the moment.*

*In the result, while I accept that the force brought to bear by the officers, likely one or more of the SO's strikes, caused the Complainant's injuries, I am unable to reasonably conclude that they were attributable to any unlawful conduct on the part of the officers. As such, there is no basis for proceeding with criminal charges in this case."*

### **Summary of the Toronto Police Service's Investigation**

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

- *Special Investigations Unit Act, 2019*
- *Trespass to Property Act*

### **Conclusion:**

The P.R.S. – S.I.U. Liaison investigation determined that the T.P.S. policies and procedures associated with this custody injury were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.



The P.R.S. – S.I.U. Liaison investigation determined that conduct of one of the involved officers was not in compliance with applicable provincial legislation regarding the Standards of Conduct, the applicable T.P.S. procedures and the officers' training.

Specifically, it was substantiated that an officer became aware of the Complainant's threshold injury yet failed to make the appropriate notifications as is required by the S.I.U.A. and T.P.S. Procedure 13-16. This resulted in the S.I.U. not being notified in a timely manner as is required and expected. This misconduct was adjudicated at the unit level.

The conduct of all the other designated officials was in compliance with T.P.S. Procedures and their training.

The existence of the Body-Worn Camera footage of this arrest was a pivotal piece of evidence that assisted both the S.I.U.'s investigation and this administrative investigation in determining what happened and why.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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



## PUBLIC REPORT

**October 31, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Chief's Administrative Investigation into the Custody Death of Complainant 2024.27**

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

**Recommendation:**

This report recommends that the Toronto Police Service Board (Board) receive this report for information.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

### Summary:

The Professional Standards – S.I.U. Liaison (P.R.S. – 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 the applicable Toronto Police Service (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

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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.A.) 2019*

#### ***S.I.U. Terminology***

**Complainant** – Refers to the Affected Person

**SO** – Subject Official(s)

**WO** – Witness Official

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

In a letter to the Chief of Police dated August 23, 2024, 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 subject official."*

The following *S.I.U. Incident Narrative and Analysis and Director's Decision* has been reprinted from the S.I.U. Director's report, number 24-TCD-191, which can be found via the following link:

[Special Investigations Unit -- Director's Report Details, Case Number: 24-TCD-191](#)

#### ***S.I.U. Incident Narrative***

*"The evidence collected by the SIU, including interviews with the SO and other officers present at the time of the events in question, and video footage that largely captured the incident, gives rise to the following scenario.*

*In the morning of May 2, 2024, the TPS and Toronto EMS received word of a call for service involving the Complainant. His father, CW #1, had called 911 seeking help for his son. The Complainant was in crisis at the time. He was running into traffic and suffering paranoid delusions.*

*At about 9:13 a.m., the SO and his partner, WO #1, were the first to respond to the scene – the parking lot in front of the Cash Money at the northwest corner of Kennedy and Ellesmere Roads. The Complainant was standing but surrounded by his father and other persons. Questioned by the officers, the Complainant was largely unresponsive.*

*His father explained that the Complainant might be under the influence of a narcotic. The SO decided to arrest the Complainant under the Mental Health Act.*

*An ambulance arrived and a stretcher was brought to the Complainant. He sat himself on the stretcher and was strapped in uneventfully. As he was taken to the rear of the ambulance and then inside, the Complainant became more agitated. He grew increasingly paranoid and began to believe there were people in the ambulance who meant him harm. The officers tried to reassure him, but to no avail. The Complainant started to kick-out and tried to remove the straps. The officers struggled to maintain the Complainant in a seated position as he slid supine on the stretcher. The SO decided to handcuff the Complainant to the stretcher rails and did so with the use of his and his partner's handcuffs. WO #3 arrived on scene and assisted in trying to control the Complainant; she applied restraints to his legs.*

*Because of his agitation, the paramedics on scene asked that another ambulance attend to administer a sedative to the Complainant in advance of their departure for hospital. Before the sedation could be administered, the Complainant lost vital signs. Paramedics and officers performed CPR for a period before the ambulance left the scene.*

*The Complainant was transported to hospital and subsequently pronounced deceased at 10:13 a.m.*

#### **Cause of Death**

*The cause of the Complainant's death remains pending at this time.*

#### **Analysis and Director's Decision**

*"The Complainant passed away on May 2, 2024. As he had been apprehended by TPS officers shortly before his death, the SIU was notified of the incident and initiated an investigation. The SO was identified as the subject official. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the Complainant's death.*

*The offences that arise for consideration are failure to provide the necessities of life and criminal negligence causing death contrary to sections 215 and 220 of the Criminal Code, respectively. Both require something more than a simple want of care to give rise to liability. 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 premised on even more egregious conduct that demonstrates a wanton or reckless disregard for the lives or safety of other persons. It is not made out unless the neglect constitutes a marked and substantial departure from a reasonable standard of care. In the instant case, the question is whether there was*

*any want of care on the part of the SO, sufficiently serious to attract criminal sanction, that endangered the Complainant's life or caused his death. In my view, there was not.*

*The SO was lawfully placed through his engagement with the Complainant. Aware of a person in crisis running into traffic and placing himself at risk, the officer was duty bound to attend the scene to do what he reasonably could to prevent harm coming to the Complainant. His decision to apprehend the Complainant under section 17 of the Mental Health Act was lawful. The Complainant was clearly of unsound mind and a danger to himself.*

*The officer also comported himself at all times with due care and regard for the Complainant's health and wellbeing. He calmly attempted to communicate with the Complainant and quickly understood that he required prompt medical assessment. The use of handcuffs was reasonable in the circumstances. The Complainant was highly agitated, and it was necessary that he be restrained if the paramedics were going to have an opportunity to do their job. The SO and the other officers also attempted to pull the Complainant into a seated position as he slid down the stretcher. That too was reasonable, and in fact became urgent when it seemed as if the Complainant might choke on his own vomit. At no point did any officer deliver any strikes of any kind.*

*In the result, while it remains unclear at this time why precisely the Complainant lapsed into acute medical distress and subsequently passed away, I am unable to reasonably conclude that his death was attributable to any criminal 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 P.R.S. – S.I.U. Liaison conducted an administrative investigation as is required by provincial legislation. This investigation was reviewed by Specialized Criminal Investigations – Homicide and Missing Persons in accordance with T.P.S. Procedure 13-16 (Special Investigations Unit).

This investigation examined the circumstances of the custody death in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The P.R.S. – S.I.U. Liaison investigation reviewed the following T.P.S. procedures:

- Procedure 01-02 (Search of Persons);
- Procedure 01-03 (Persons in Custody);
- Procedure 01-03 – Appendix A (Persons in Custody);
- Procedure 04-02 (Death Investigations);
- Procedure 06-04 (Person 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);
- Procedure 15-17 (In-Car Camera System), and;
- Procedure 15-20 (Body-Worn Camera).

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

- *Special Investigations Unit Act, 2019*

***Conclusion:***

The P.R.S. – S.I.U. Liaison investigation determined that the T.P.S.'s policies and procedures associated with this custody death were lawful, in keeping with current legislation, and written in a manner which provided adequate and appropriate guidance to the members. None of the examined policies and procedures required modification.

The P.R.S. – S.I.U. Liaison investigation determined the conduct of the involved officers were in compliance with applicable provincial legislation regarding the Standards of Conduct, the applicable T.P.S. Procedures and the officers' training.

The existence of the Body-Worn Camera footage of this arrest was a critical piece of evidence that assisted both the S.I.U.'s investigation and this administrative investigation in determining the sequence of events.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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



## PUBLIC REPORT

**October 31, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Chief's Administrative Investigation into the Custody Injury of Complainant 2024.38**

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

**Recommendation:**

This report recommends that the Toronto Police Service Board (Board) receive this report for information.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

### Summary:

The Professional Standards – S.I.U. Liaison (P.R.S. – 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 the applicable Toronto Police Service (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

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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.A.) 2019*

#### ***S.I.U. Terminology***

**Complainant** – Refers to the Affected Person

**SO** – Subject Official(s)

**WO** – Witness Official

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

In a letter to the Chief of Police dated September 27, 2024, 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 subject officials."*

The following *S.I.U. Incident Narrative and Analysis and Director's Decision* has been reprinted from the S.I.U. Director's report, number 24-TCI-234, which can be found via the following link:

[Special Investigations Unit -- Director's Report Details, Case Number: 24-TCI-234](#)

#### ***S.I.U. Incident Narrative***

*"The evidence collected by the SIU, including interviews with the Complainant and a police eyewitness, and video footage that largely captured the incident, gives rise to the following scenario. As was his legal right, the SO chose not to interview with the SIU or authorize the release of his notes.*

*In the morning of June 1, 2024, the SO and his partner, the WO, on patrol in a marked cruiser, were dispatched to Benjamin Boulevard. A vehicle had pulled over on the road, its driver – the CW – having contacted police to report her daughter – the Complainant. The Complainant, in the front passenger seat, had allegedly assaulted the CW.*

*The officers arrived on scene, parked behind the CW's vehicle and exited. As they approached the vehicle, the Complainant exited the front passenger door. She screamed at the officers before turning clockwise to run away.*



*The officers had briefly attempted to calm the Complainant before her flight. The SO quickly caught the Complainant and forced her to the ground from behind. Once on the ground, the officers handcuffed the Complainant without further incident.*

*The Complainant complained of pain in her right foot and paramedics were called. She was transported to hospital and diagnosed with a fractured right foot.”*

### **Analysis and Director’s Decision**

*“On June 1, 2024, the Complainant was seriously injured in the course of her arrest by TPS officers. The SIU was notified of the incident and initiated an investigation naming the SO the subject official. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the Complainant’s 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.*

*Based on the information the officers had received of the 911 call, I am satisfied that they were within their rights in seeking to arrest the Complainant for assault.*

*I am further satisfied that the SO did not exceed the remit of justified force prescribed by section 25. When the Complainant attempted to escape apprehension by running away, the officers were entitled to resort to a measure of force to bring her flight to an end. A tackle made sense, in the circumstances, particularly as it would position the officers to better deal with any resistance by the Complainant on the ground. That concern was a real one given the nature of the call involving reported violence on the part of the Complainant.*

*In the result, while I accept that the Complainant’s injury was incurred in the takedown, there are no reasonable grounds to believe it is attributable to any 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 P.R.S. – 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 P.R.S. – 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);
- Procedure 15-17 (In-Car Camera System), and
- Procedure 15-20 (Body-Worn Camera).

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

- *Special Investigations Unit Act, 2019*
- *Mental Health Act, 1990*

### **Conclusion:**

The P.R.S. - 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. - S.I.U. Liaison investigation determined the conduct of involved officers and specifically the SO were in compliance with the applicable provincial legislation regarding the Standards of Conduct, the applicable T.P.S. procedures and the officers' training.

The existence of the Body-Worn Camera footage of this apprehension was an important piece of evidence that assisted both the S.I.U.'s investigation and this administrative investigation in determining what happened and why.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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



## PUBLIC REPORT

**October 31, 2024**

**To:** Chair and Members  
Toronto Police Service Board

**From:** Myron Demkiw  
Chief of Police

**Subject:** Chief's Administrative Investigation of the Vehicle  
Injuries to Complainant 2024.33

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

**Recommendation:**

This report recommends that the Toronto Police Service Board (Board) receive this report for information.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

### Summary:

The Professional Standards S.I.U. Liaison (P.R.S. – S.I.U. Liaison) investigation determined the conduct of the designated official was in compliance with applicable provincial legislation regarding the Standards of Conduct and applicable Toronto Police Service (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

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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.A.) 2019*

#### ***S.I.U. Terminology***

**Complainants** – Refers to the Affected Persons

**SO** – Subject Official

**WO** – Witness Official

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

In a letter to the Chief of Police dated September 13, 2024, 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 subject official."*

The following *S.I.U. Incident Narrative and Analysis and Director's Decision* has been reprinted from the S.I.U. Director's report, number 24-TVI-207, which can be found via the following link:

[https://www.siu.on.ca/en/directors\\_report\\_details.php?drid=4032](https://www.siu.on.ca/en/directors_report_details.php?drid=4032)

#### ***S.I.U. Incident Narrative***

*"The evidence collected by the SIU, including interviews with police and non-police witnesses, and video footage that largely captured the incident, gives rise to the following scenario. As was his legal right, the SO chose not to interview with the SIU or authorize the release of his notes.*

*In the early morning of May 16, 2024, the SO was on patrol operating an unmarked cruiser north on Niagara Street approaching Queen Street West. His partner – the WO – occupied the front passenger seat. They were stopped a vehicle back of the red light at Queen Street West when they recognized a male on foot travelling south on Niagara Street. The male was wanted on an arrest warrant. The SO decided to execute a three-point turn to travel south after the man.*

*At about the same time, the Complainant, operating an electric bike westbound on Queen Street West, was preparing to turn left onto Niagara Street. He entered the intersection on a green light and had travelled upwards of ten metres past Queen Street West when he collided with the front passenger side of the unmarked cruiser.*

*The SO had just pulled forward into the southbound Niagara Street lane as part of his maneuvers to turn his vehicle around when the collision occurred. He and the WO exited the vehicle to check on the Complainant, who had been ejected from the bike.*

*The Complainant was transported to hospital in ambulance and diagnosed with a fractured left knee.”*

### ***S.I.U. Analysis and Director’s Decision***

*“The Complainant was seriously injured in a motor vehicle collision with a TPS police vehicle on May 16, 2024. The SIU was notified of the incident and initiated an investigation naming the driver of the police vehicle – the SO – the subject official. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that the SO committed a criminal offence in connection with the collision.*

*The offence that arises for consideration is dangerous driving causing bodily harm contrary to section 320.13(2) of the Criminal Code. As an offence of penal negligence, a simple want of care will not suffice to give rise to liability. Rather, the offence is predicated, in part, on conduct that amounts to a marked departure from the level of care that a reasonable person would have observed in the circumstances. In the instant case, the issue is whether there was a want of care in the manner in which the SO operated his vehicle, sufficiently egregious to attract criminal sanction, that caused or contributed to the collision. In my view, there was not.*

*Having observed a male for whom an arrest warrant was in effect, the SO was within his rights in deciding to re-orient his vehicle, so that he could pursue the male, if he could do so safely. On the one hand, attempting a three-point turn near an intersection is inherently risky, particularly in downtown Toronto. On the other hand, given the time, traffic was relatively light in the area, and the officer risked losing the male if they waited to turn at some later point. The maneuver itself appears to have been performed in a controlled fashion, with no sudden decelerations or accelerations. And there is evidence that the collision could well have been averted but for a braking defect on the electric bike and possible impairment on the part of the Complainant. On this record, I am unable to reasonably conclude that the SO transgressed the limits of care prescribed by the criminal law.*

*For the foregoing reasons, 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 P.R.S. – S.I.U. Liaison conducted an administrative investigation as is required by provincial legislation. This investigation was reviewed by the Traffic Services (T.S.V.), as is required by Procedure 13-16 (Special Investigations Unit).

This investigation examined the circumstances of this collision in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The P.R.S. – S.I.U. Liaison investigation reviewed the following T.P.S. procedures:

- Procedure 01-01 (Arrest);
- Procedure 07-03 (Life Threatening/Fatal Collisions);
- Procedure 07-05 (Service Vehicle Collisions);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports); and,
- Procedure 15-11 (Use of Service Vehicles)

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

- *Special Investigations Unit Act (S.I.U.A.), 2019;*
- *Highway Traffic Act (H.T.A.)*

### ***Conclusion:***

The P.R.S. – S.I.U. Liaison in consultation with investigators from T.S.V. determined that the T.P.S.'s policies and procedures associated with this vehicle injury was 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. – S.I.U. Liaison in consultation with investigators from T.S.V. found that the conduct of the subject official was in compliance with applicable provincial legislation regarding the Standards of Conduct and the applicable T.P.S. procedures.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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



## PUBLIC REPORT

**October 31, 2024**

To: Chair and Members  
Toronto Police Service Board

From: Myron Demkiw  
Chief of Police

**Subject: Chief's Administrative Investigation into the Firearm Discharge at, and Custody Injury of, Complainant 2024.19**

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

**Recommendation:**

It is recommended that the Toronto Police Service Board (Board) forward a copy of this report to the Solicitor General as per O. Reg. 552/92 s.8.

**Financial Implications:**

There are no financial implications arising from the recommendation contained in this report.

### **Summary:**

The Professional Standards – S.I.U. Liaison (P.R.S. – S.I.U. Liaison) investigation determined the conduct of the designated official was in compliance with applicable provincial legislation regarding the Standards of Conduct and the applicable Toronto Police Service (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

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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.A.) 2019*

#### ***S.I.U. Terminology***

**Complainant** – Refers to the Affected Person

**SO** – Subject Official

**WO** – Witness Official(s)

**ETF** – Emergency Task Force

**HUS** – Hold Up Squad

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

In a letter to the Chief of Police dated July 24, 2024, Director Joseph Martino of the S.I.U. advised, *"In my view, there were no reasonable grounds in the evidence to proceed with criminal charges against the two subject officials."*

The following *S.I.U. Incident Narrative and Analysis and Director's Decision* has been reprinted from the S.I.U. Director's report, number 23-TCI-139, which can be found via the following link:

[Special Investigations Unit -- Director's Report Details, Case Number: 24-TCI-139](#)

#### ***S.I.U. Incident Narrative***

*"The evidence collected by the SIU, including interviews with the Complainant and police and non-police witnesses, and video footage that captured the incident in parts, gives rise to the following scenario. As was their legal right, the subject officials did not agree an interview with the SIU or the release of their notes.*

*The Complainant was walking his dog in the parkette next to an apartment building in the West Hill area of Scarborough when he was approached by TPS officers. Told that he was subject to arrest for robbery, the Complainant asked for a few days to pay his rent and make arrangements for his dog before he turned himself in. Angered when that request was refused, the Complainant made it clear he would not be taken without a fight and indicated that the police would have to shoot him. The Complainant was wearing a bullet proof vest and in possession of a knife and screwdriver.*

*A team of ETF officers, including SO #1 and SO #2, were dispatched to the scene, arriving at about 6:10 p.m. From outside a fence that bordered the parkette, WO #4 and WO #3 took the lead in speaking with the Complainant. They stressed the need for the Complainant to surrender peacefully and explained that they were not at liberty to defer his arrest. The Complainant could not be persuaded. He walked with his dog around the parkette and noted he would rather die than be arrested. He variously picked up and dropped the knife he had with him.*

*Just before 8:00 p.m. the knife in his right hand, the Complainant and his dog began to walk towards a hole in the fence at the corner of the parkette. WO #4 and WO #3 followed him from outside the fence, warning him not to exit. At the same time, a group of ETF officers, that had taken a position inside the field south of the Complainant's location throughout the negotiations, began to progress northwards towards the Complainant. Before the Complainant arrived at the hole, WO #4 and WO #3 each threw a distraction device over the fence in his direction. Shortly thereafter, additional distraction devices were thrown by WO #1 and WO #7 as they approached from the south. The Complainant remained on his feet and was facing the officers to the south when WO #4 and SO #1 discharged their CEWs, and SO #2 fired his BIP gun twice. The Complainant was felled by either a CEW or the BIP gun, or both.*

*ETF officers rushed towards the Complainant on the ground. The Complainant struggled against their efforts to wrestle his arms behind the back. SO #1 struck the Complainant twice in the face before WO #3, with the use of his baton, was able to pry one of the Complainant's arms free. Shortly, the officers were able to secure his second arm and the Complainant was handcuffed behind the back.*

*Following his arrest, the Complainant was taken to hospital and diagnosed with a fractured left orbital bone and broken nose”.*

### ***S.I.U. Analysis and Director's Decision***

*“The Complainant was seriously injured in the course of his arrest by TPS officers on March 26, 2024. SIU was notified of the incident and initiated an investigation naming SO #1 and SO #2 subject officials. The investigation is now concluded. On my assessment of the evidence, there are no reasonable grounds to believe that either subject official committed a criminal offence in connection with the Complainant's arrest and 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 the Complainant was subject to arrest at the time of the events in question. There was a search warrant in effect naming the Complainant as the subject with respect to a recent home invasion.*

*With respect to the force brought to bear by the ETF, including the subject officials, the evidence falls short of any reasonable suggestion it was unlawful. For more than an hour-and-a-half, the ETF had attempted to negotiate a peaceful resolution to the standoff. The Complainant steadfastly refused to surrender and then forced the ETF's hand when he started to make his way towards an opening in the fence that bordered the parkette. Armed with a knife as he was, I am satisfied that the ETF were right to want to prevent the Complainant's egress from the parkette in the interests of public safety. The ETF were wise to forego a hand-to-hand physical engagement with the Complainant as it would have risked officers being grievously hurt or killed by a knife attack. And the deployment of distraction devices – four in total – was not enough to deter the Complainant; he remained standing with the knife in hand. In the circumstances, I am unable to reasonably conclude that the officers' resort to less-lethal weaponry – CEWs and a BIP gun – was unjustified. If they worked, the Complainant's temporary incapacitation would give the officers an opportunity to safely approach and take him into custody without the infliction of serious injury. The fact that the weapons might have directly caused one or both of the Complainant's fractures, while regrettable, does not detract from the reasonableness of their use. Of course, SO #1 and the punches he delivered might be responsible for some share of the Complainant's injuries. Here too, however, it would appear the force was commensurate with the imperatives of the moment, namely, the need to quickly subdue a man possibly still in possession of a knife and struggling against arrest. Of note, the Complainant continued to resist even after the punches.*

*For the foregoing reasons, 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 P.R.S. – S.I.U. Liaison conducted an administrative investigation as is required by provincial legislation.

This investigation examined the circumstances of the firearm discharge and subsequent custody injury in relation to the applicable legislation, policing services provided, procedures, and the conduct of the involved officers.

The P.R.S. – F.D.I. and P.R.S. – 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 02-18 (Executing a Search Warrant);
- Procedure 10-05 (Incidents Requiring the Emergency Task Force);
- Procedure 10-06 (Medical Emergencies);
- Procedure 13-16 (Special Investigations Unit);
- Procedure 13-17 (Notes and Reports);

- Procedure 15-01 (Incident Response (Use of Force/De-Escalation));
- Procedure 15-02 (Injury/Illness Reporting);
- Procedure 15-09 (Conduct Energy Weapons); and,
- Procedure 15-20 (Body-Worn Camera).

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

- *Special Investigations Unit Act, 2019*

### **Conclusion:**

The P.R.S. – S.I.U. Liaison investigation determined that the T.P.S.'s policies and procedures associated with this firearm discharge and subsequent 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. – S.I.U. Liaison investigation determined the conduct of all the designated officials was in compliance with T.P.S. procedures and the officers' training.

On March 24, 2024, members of the E.T.F. discharged a less lethal blunt impact projectile at the Complainant in an attempt to subdue and arrest him. This firearm discharge coupled with force used in the course of arresting the Complainant resulted in him sustaining a threshold injury. The S.I.U. was notified of the incident and initiated an investigation naming two S.O.'s as subject officials and seven officers as W.O.'s.

Despite protracted efforts by uniform and E.T.F. members to negotiate his peaceful surrender, the Complainant remained steadfast in his refusal to acquiesce into custody. The Complainant remained hostile and combative with the attending officers, arming himself with an edged weapon (knife), retaining carriage of a large "pitbull" dog and declaring his intention to "fight" any efforts to arrest him.

The Complainant's behavior accelerated a measured and progressive force response from the E.T.F. as he attempted to breach an established perimeter while armed with a knife and elude his arrest. The E.T.F. employed the use of several distraction devices and various extended range less lethal force options intended to incapacitate the complainant from a distance. These options were intended to minimize the escalation of force, by providing a window of opportunity for officers to approach and safely secure the Complainant. Due to the dynamic nature of the situation and the Complainant's motivation to escape, these applications were partially effective. As the Complainant remained committed to his escape effort, he continued to progress towards an established perimeter. E.T.F. officers moved in and utilized physical controls to subdue and safely secure him in custody.

These progressive and measured responses were reviewed and deemed to be reasonable, necessary and proportional given the totality of the circumstances.

The existence of the Body-Worn Camera footage of the interaction between the involved officers and the Complainant was an important piece of evidence that assisted both the P.R.S - S.I.U.'s investigation and this administrative investigation in determining what happened and why.

Staff Superintendent Shannon Dawson, Professionalism and Accountability, 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