

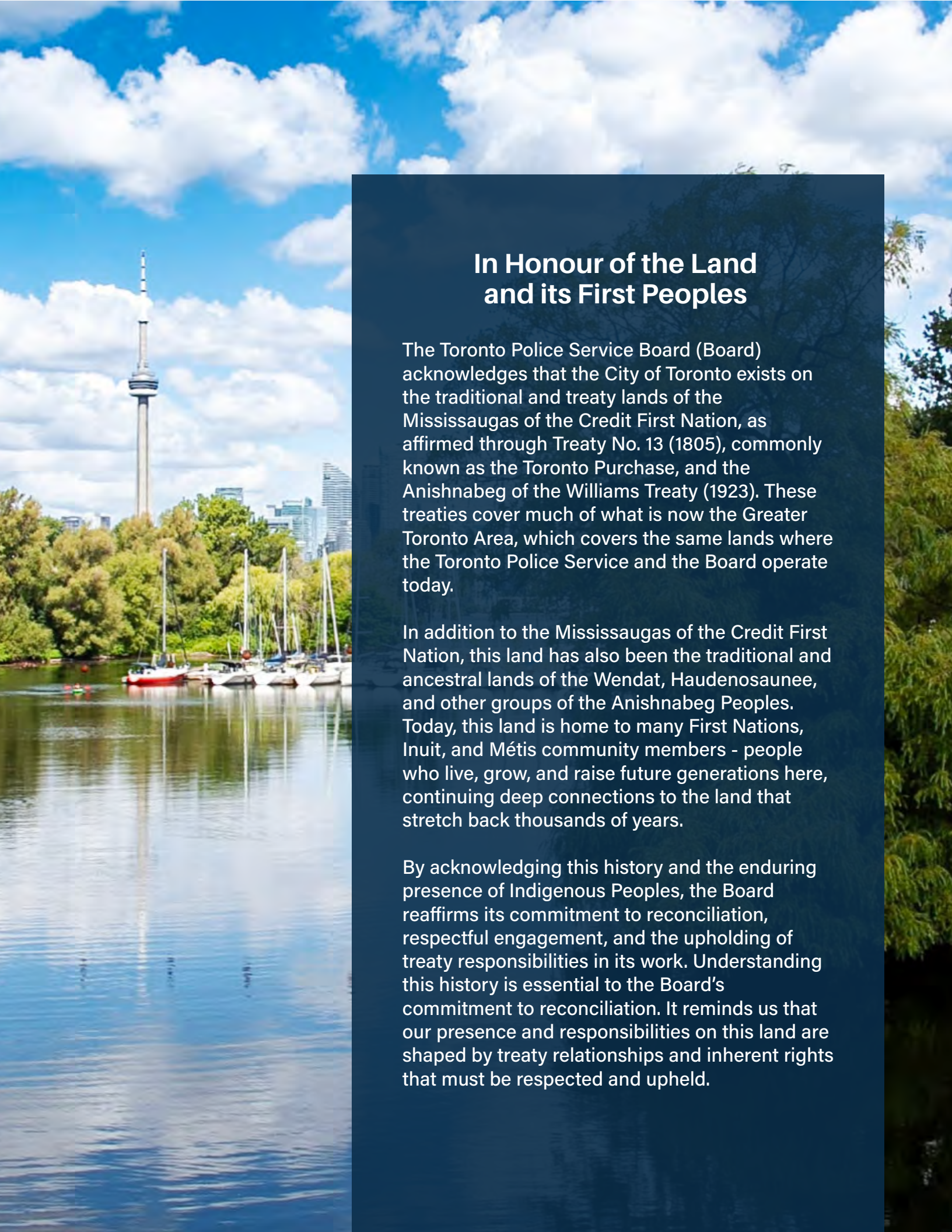
STRATEGIC PLAN FOR POLICING IN TORONTO

2026 - 2030



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In Honour of the Land and its First Peoples

The Toronto Police Service Board (Board) acknowledges that the City of Toronto exists on the traditional and treaty lands of the Mississaugas of the Credit First Nation, as affirmed through Treaty No. 13 (1805), commonly known as the Toronto Purchase, and the Anishnabeg of the Williams Treaty (1923). These treaties cover much of what is now the Greater Toronto Area, which covers the same lands where the Toronto Police Service and the Board operate today.

In addition to the Mississaugas of the Credit First Nation, this land has also been the traditional and ancestral lands of the Wendat, Haudenosaunee, and other groups of the Anishnabeg Peoples. Today, this land is home to many First Nations, Inuit, and Métis community members - people who live, grow, and raise future generations here, continuing deep connections to the land that stretch back thousands of years.

By acknowledging this history and the enduring presence of Indigenous Peoples, the Board reaffirms its commitment to reconciliation, respectful engagement, and the upholding of treaty responsibilities in its work. Understanding this history is essential to the Board's commitment to reconciliation. It reminds us that our presence and responsibilities on this land are shaped by treaty relationships and inherent rights that must be respected and upheld.



Introductory Letter from the Chair of the Toronto Police Service Board

On behalf of the Board, I am pleased to introduce our first Strategic Plan for Policing in Toronto.

At its simplest, this plan sets out what the Board is responsible for and how we intend to do the job. That means clear oversight, asking the right questions, and making sure policing in Toronto continues to earn public confidence.

We are putting this forward at a time when people are paying close attention to policing and to the systems that hold it accountable. That is appropriate. Residents expect both safety and accountability, and it is the Board's job to make sure those expectations are met. People want to feel safe in their day-to-day lives — on the TTC, in their neighbourhoods, and during major events and demonstrations. When that confidence is shaken, it is our responsibility to respond with clarity and focus.

This plan reflects that, with a stronger focus on transparency, risk management, and making sure we have the information we need to do our work properly.

It is grounded in what we heard across the city. Communities spoke about safety, but also about trust and communication. We heard clearly that safety is not experienced the same way across Toronto. The Jewish community has experienced a very real loss of safety in recent years. That is serious, and it requires a serious, sustained response. Members of the Toronto Police Service (Service) spoke about the need for clarity and support. That input shaped where we are focusing our work.

We also heard, just as clearly, that many communities continue to face systemic challenges — including Islamophobia, homophobia and transphobia, and anti-Black racism. If policing is not experienced as fair and consistent, trust breaks down. That is something the Board has to take seriously in how we oversee the system.

We are not starting from zero. The multi-year hiring plan is putting more officers and staff where they are needed. The expansion of the Neighbourhood Community Officer program is helping rebuild relationships at the local level. We are also seeing faster response times for the most urgent calls. That progress matters, and it needs to continue.

At the same time, the framework around policing has changed. The *Community Safety and Policing Act, 2019* has strengthened oversight across the province. That gives the Board a better foundation to stay ahead of issues, rather than responding after the fact.

This plan focuses our work in a few key areas: stronger governance and transparency; a workforce that can meet the demands of a growing city; improving how people experience safety in their communities; supporting the continued evolution of policing; and building more effective partnerships. Those priorities are straightforward, but they come with a clear expectation; we need to see results and the public needs to see them too.

As Chair, I take this responsibility seriously. The Board's role is to listen carefully, to challenge when needed, and to make sure the system is working the way it should. We are not here to manage operations, but we are responsible for making sure the system is accountable and performing. This plan is how we will hold ourselves to that over the next four years.

I look forward to continuing this work with my colleagues on the Board, with Chief Demkiw and the Service, and with community, to make Toronto the safest city in Canada.

With gratitude,

A handwritten signature in blue ink, belonging to Councillor Shelley Carroll. The signature is stylized and fluid, written in a cursive-like script.

Councillor Shelley Carroll
Chair, Toronto Police Service Board



Message from the Chief of Police, Toronto Police Service

The Service welcomes the Board's first Strategic Plan for Policing in Toronto, which establishes a framework for the provision of adequate and effective policing outlining priorities, expectations and outcomes that will guide our work over the next four years.

This Strategic Plan reflects a shared commitment between the Board and the Service to strengthen public safety, reinforce accountability, and ensure policing continues to evolve in step with Toronto's communities.

In recent years, the Service has made meaningful progress in strengthening performance. That has been supported by the Board's ongoing commitment to investing in the Service, including the advancement of a multi-year hiring plan to ensure we have the people and capacity required to meet growing demands. It is reflected in the downward trend in key community safety indicators as well as improvements in response times for priority calls for service.

This progress is about delivering best-in-class core policing services — disrupting cycles of violence, preventing crime where possible, responding effectively when it occurs, and ensuring that people in Toronto not only are safe, but feel safe.

Our focus will continue to be on not only improving outcomes, but on how those outcomes are achieved — through professionalism, consistency, and service that is experienced as fair and reliable across all communities. This is essential to strengthening trust both within the organization and with the public we serve.

Policing in Toronto is distinct. As Canada's largest city, Toronto welcomes millions of visitors each year and is home to a population of nearly three million people, world-class institutions, sports and entertainment venues, many consulates and a globally connected economy. Toronto is also increasingly shaped by global and geopolitical dynamics that manifest locally through demonstrations, major events, and heightened community tensions.

The Service is a dynamic organization, with highly trained and specialized officers and civilian professionals working across 16 police divisions and an expansive range of service areas. This structure enables us to respond effectively to rapidly changing demands across the city.

The Service — founded in 1834 as the first locally established police service in North America, and Canada's largest municipal police service — carries a long and distinguished history. Today, more than 8,000 members proudly carry forward that legacy, serving Toronto with integrity, professionalism, and a commitment to continuous improvement.

Policing must also continue to evolve. This means building on what is working, addressing gaps where they exist, and ensuring our people, systems, and practices keep pace with the demands of a modern and complex city.

The Board's role in setting priorities and providing oversight is foundational to this effort. My responsibility, as Chief, is to ensure the Service continues to deliver — through effective operations, strong leadership, and consistent execution — and that our members are supported with the resources, and tools they need to succeed.

This Strategic Plan will help to ensure we move forward together in a clear and unified direction.

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

Executive Summary

What will policing in Toronto look like in 2030?

This Strategic Plan sets the direction for policing in Toronto over the next four years. It reflects what community members consistently told us matters most: greater trust and transparency, stronger accountability, safer communities, equitable service delivery, and better collaboration across the city. It also strengthens how policing services prevent and respond to crime and victimization, while contributing to broader community safety and well-being outcomes.

More than 1,200 community members, partners, advocates, service providers, and Service members shared their perspectives on the future of policing in Toronto. Their message was clear: policing in Toronto should continue to evolve to meet the needs of a growing, diverse, and dynamic city.

Informed by community input and working in collaboration with the Service, the Board has identified five strategic priorities that form a modern, accountable, and community-centered police service.



1. **Transparent and trusted governance:** we will strengthen oversight and make decision-making more accessible, supported by evidence and risk management practices.

Key actions: modernize Board policies, oversee development of an enterprise risk management framework, establish a new audit and risk management committee, and provide timely and clear information on Board decisions and progress.

2. **Supporting an agile and engaged workforce:** we will support a diverse and well-prepared workforce that can meet Toronto's evolving public safety needs.

Key actions: monitor the multi-year hiring plan and ensure evidence-based workforce planning, oversee a people plan focused on well-being, diversity, inclusion, and strengthen transparent and equitable hiring, promotion, and retention practices.

- 3. Increasing safety in both fact and perception:** we will ensure safety outcomes are visible, measurable, and meaningful to residents.

Key actions: develop and report on public safety and perception indicators, advance technology modernization, and oversee implementation of a public safety risk model.

- 4. Evolving policing in a dynamic city:** we will align policing with Toronto's changing expectations and diverse communities.

Key actions: complete long-standing reforms with transparent reporting, continue supporting alternative safety responses, and advance continuous improvement aligned with Ontario's oversight framework.

- 5. Reciprocal partnerships moving policing and communities together:** we will deepen partnerships and strengthen engagement to support community safety outcomes.

Key actions: enhance engagement practices, develop an Indigenous engagement and relationship building strategy, and promote multi-sector collaboration.

Together, these strategic priorities are the pillars that form a coherent vision for the future of policing in Toronto and a clearer path toward upholding public trust, creating safer communities, and strengthening partnerships with the city's communities.

To ensure we deliver on our commitments, progress will be publicly reported each year, and the strategic plan will be reviewed every four years to ensure it reflects the needs of the communities we serve.

Background

Toronto is home to approximately 3 million residents and is one of the most complex policing environments in Canada. The city's size, diversity, and growing population create a need for a police service that is modern, grounded in public trust, and community centered.

The introduction of the *Community Safety and Policing Act, 2019 (Act)*, which came into effect in 2024, marked a significant evolution in Ontario's policing oversight landscape. The Act requires every police service board to develop a strategic plan that establishes objectives, priorities, and performance measures to ensure policing is adequate, effective, and responsive to community needs. Meeting this requirement involves more than compliance. It requires a commitment to build governance structures, policies, operating plans, and the organizational culture needed to sustain systemic change.

The Strategic Plan sets the direction for policing in Toronto over the next four years. It identifies the outcomes the Board expects and guides decision-making, policy development, resource allocation, performance monitoring, and alignment across the organization.



Who We Are

The Board is the seven-member civilian body that oversees the Service and ensures the delivery of adequate and effective policing. The Board's key responsibilities include:

- setting the strategic direction and policing priorities for the Service
- hiring the Chief of Police and Command Members
- monitoring and reviewing the Chief of Police's performance
- approving the annual police budget



The Chief of Police reports to the Board and is responsible for managing the day-to-day operations of the Service, including making decisions about investigations, program delivery, and implementing operational policing strategies. The distinction in responsibilities ensures that policing is accountable to the public while preserving the operational independence of the Chief of Police.

Strategic Planning Context

Toronto is changing rapidly. Demographic changes, including population growth and the increasing diversity of its communities are redefining what safety means. Through engagement, community members told us that they want greater transparency, stronger accountability, meaningful partnerships, and policing that reflects their lived experiences. Service members shared similar perspectives, calling for clearer expectations, stronger supports, and modern tools to help them meet rising demands.

Pressures on policing are also increasing. Calls for service are becoming more complex, shaped by multiple factors such as mental health crises, housing instability, and other social vulnerabilities. As a large and diverse city, Toronto also experiences frequent large-scale protests and demonstrations, which place additional demands on policing and require careful coordination to ensure public safety and protect democratic rights. Addressing these pressures requires strong collaboration across community partners and sectors.

The Service also investigates and responds to hate crimes, including antisemitic, anti-2SLGBTQ+, anti-Black, and Islamophobic incidents. While the size of the Service's Hate Crime Unit has quadrupled in recent years, addressing hate-motivated incidents remains a complex and evolving priority requiring continuing focus.

There are also internal pressures related to longstanding capacity constraints and staffing challenges, which were identified by Service members as barriers to policing at the level expected by Torontonians. While the multi-year hiring plan is gradually rebuilding front-line capacity, reducing 911 wait times and improving response times, an evidence-based approach to determine staffing and resource needs will be necessary to ensure that the Service can meet public safety demands.

Recent changes to Ontario's policing oversight system, such as the establishment of the Inspectorate of Policing and the expanded mandate of the Law Enforcement Complaints Agency, are contributing to a coordinated oversight framework with clear expectations for transparency, accountability, and modern police governance. The plan responds to these changes by setting priorities that strengthen oversight and governance, modernize technology and systems, support member wellbeing, and build stronger, reciprocal partnership with communities and oversight bodies.



Role of Policing in Toronto

Under the Act, police officers have specific duties that are fundamental to public safety and the administration of justice. These include preserving the peace, preventing crime, assisting victims, apprehending offenders, laying charges, participating in prosecutions, executing warrants, and other lawful duties assigned under legislation.

These duties define the core functions of policing and establish the foundation for how policing services contribute to public safety outcomes. They require policing to act where harm occurs, intervene when individuals or communities are at risk, hold individuals accountable for unlawful behaviour, support victims and maintain public order.

In this context, policing must achieve two core objectives:

- **effectiveness** — preventing and responding to crime and disorder, protecting victims, maintaining public order, and reducing harm.
- **equity** — delivering policing services fairly, consistently, and in a manner that reflects the diverse needs and lived experiences of Toronto's communities.

These objectives are interconnected. Effective policing supports safer communities by interrupting harm and restoring safety. Equitable service delivery strengthens public trust and confidence. In turn, trust enables cooperation, reporting, and engagement, which are essential to achieving public safety outcomes.



Public Safety within the Community Safety and Wellbeing System

Public safety focuses on protecting people, property, and communities from immediate harm through enforcement, emergency response, and maintaining public order.

Community safety and wellbeing focuses on preventing harm by addressing the social and structural factors that increase exposure to risk, such as housing instability, unmet mental health and addictions needs, poverty, and barriers to accessing supports.

Public safety plays a critical role within the broader community safety and wellbeing system by responding to immediate risks so that prevention and early intervention efforts can take hold.

Public safety in Toronto is shaped by a range of interconnected and evolving factors that include:

- crime and victimization patterns, both reported and unreported incidents
- social and economic conditions, including housing instability, mental health and addictions challenges, and other forms of vulnerability
- population growth and other demographic changes
- the presence of disorder and its impact on perceptions of safety
- community trust and confidence in public institutions, including policing
- emerging and complex threats, include cyber-enabled crime and transnational activity
- global and geopolitical events, which can influence local dynamics, including community tensions, protests, and public safety demands

These factors, influenced by broader historical, social, and economic conditions, are not experienced equally across communities. Crime and victimization can have concentrated impacts in specific neighbourhoods or among vulnerable populations, with effects that extend beyond the immediate incident, affecting families and communities over time.

Trust in public institutions, including policing, influences whether individuals seek assistance or engage with services. Where trust is low, public safety outcomes may be affected by underreporting, reduced cooperation, and limited access to supports.

Improving public safety therefore requires effective policing responses to address immediate risks and interrupt cycles of harm, and sustained efforts to strengthen relationships to address contributing factors over time.

Role of Policing Within the Broader Community Safety and Wellbeing System

Community safety and wellbeing is a shared responsibility across multiple sectors, including policing, health, education, housing and other social services, and community organizations. Within this system:

Policing is *responsible* for:

- responding to crime
- maintaining public order
- managing incidents requiring intervention, enforcement, or the use of lawful authority to protect public safety

Policing *contributes* to:

- coordinated public safety responses
- prevention, early intervention, and coordinated responses to complex social issues where working with partners with multi-sector expertise is required

This reflects a community safety and wellbeing approach where improving safety outcomes requires both immediate response to harms and collaboration with partners to reduce the conditions that contribute to harm over time.

The Board's role is to ensure that policing is accountable, aligned, and adequately resourced within this broader system, with a focus on achieving measurable public safety outcomes.

Delivering Policing in a Diverse City

Toronto's diversity requires a policing approach that is adaptable, consistent, and responsive to different community needs. Differences in public safety outcomes and experiences of policing are shaped by a range of historical, social, and economic factors that extend beyond policing alone.

This requires:

- delivering services that are consistent and equitable across communities
- ensuring interactions are respectful, professional, and responsive to different lived experiences
- building and maintaining public trust and legitimacy through fair and transparent practices

Policing should be both effective in addressing and reducing harm, and consistent in how services are delivered, so that communities experience policing as fair and reliable.

Evolution of Policing and Reform in Toronto

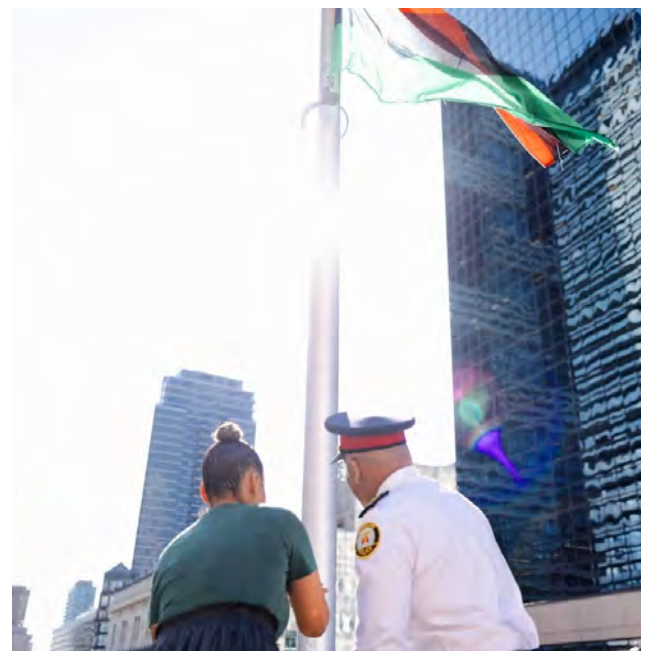
Over the past decade, policing in Toronto has undergone significant reforms, driven by a series of police reform recommendations. The recommendations consistently highlighted systemic inequities faced by Indigenous, Black, racialized, and Queer communities, reflecting long-standing gaps in service delivery and trust. They also addressed challenges in having police respond to calls for persons in mental health crisis.

Extensive work has been carried out to implement the recommendations, resulting in meaningful progress and changes to policing.

This includes: the implementation of body-worn cameras; enhanced training in de-escalation and culturally competent policing; strengthened partnerships with historically marginalized communities; and a shift to route non-violent mental health calls away from police to alternative response models (such as the Toronto Community Crisis Service) when safe to do so. These changes have enhanced transparency, accountability, and how the Service responds to complex community needs.

It is important to note that these historic policing reform recommendations were by their nature reactive, often overlapping in their subject matter, yet developed in silos from one another. At times, this created misalignment and complexity in implementation.

With the implementation of the Act in 2024 and the establishment of the new Inspectorate of Policing, police governance can now be less reliant on reactive reviews. The Board (and police boards across Ontario) are now supported by ongoing, structured oversight that is more coherent, legally binding, and provides for more consistent, proactive improvement, informed by sector-wide insight and expertise.



How The Strategic Plan Was Developed

The Strategic Plan was informed by extensive engagement with over 1,200 community members, advocates, service providers, partners, organizations, business leaders, members of the public, and the Service members. Insights from this engagement are captured in the Board's *What We Heard Report*, which identified clear expectations for stronger transparency and accountability, meaningful change, and more collaborative approaches to community safety.

It aligns with, and furthers the goals of, SafeTO, the City of Toronto's *Community Safety and Well Being Plan*. This alignment ensures that policing priorities support the advancement of the City of Toronto's broader vision for prevention focused, community driven, and multi-sectoral approach to community safety and wellbeing. Recognizing that policing and public safety are components within the broader community safety and wellbeing ecosystem, the Strategic Plan strengthens coordination of strategies across sectors and supports integrated responses to complex social challenges.

The Strategic Plan also builds on many years of transformational change and policing reform recommendations, including the *Way Forward*, Justice Morden's *Independent Civilian Review into Matters related to the G20 Summit*, Justice Epstein's *Missing and Missed* report, the Board's own *81 Recommendations on Police Reform*, and other reform recommendations such as the Ontario Human Rights Commission's report, *From Impact to Action: Final report into anti-Black racism by the Toronto Police Service*. The Strategic Plan brings these shared insights together and reflects the evolution of the police governance and oversight landscape,

acknowledging the significant progress that has been made, the work underway, areas for further improvement, and establishes strategic priorities designed to drive sustained and systemic improvements in policing.

How The Strategic Plan Works

The Strategic Plan sets out the outcomes the Board expects, while respecting the Chief of Police's operational independence to decide how these outcomes are achieved. It provides a four-year roadmap that guides decision-making, strengthens accountability, and ensures that policing evolves in alignment with community values and expectations.

The Strategic Plan includes:

- strategic priorities that define the long-term outcomes for policing in Toronto and key actions.
- operational frameworks developed by the Service to translate strategic priorities into day-to-day plans and ensure alignment across the organization.
- a performance measurement framework that explains how progress will be measured for each priority reported publicly.

Together, this helps the Board, the Service, and the public to understand how change is occurring, how progress is being made, and where further work is needed. The Board and Service will report on progress annually and remain responsive to emerging issues and community needs.



Vision and Mission for Policing in Toronto

Vision

- We are committed to being a world leader in policing through excellence, innovation, continuous learning, quality leadership, and management.
- We are committed to delivering police services which are sensitive to the needs of our communities, involving collaborative partnerships and teamwork to overcome all challenges.
- We take pride in what we do and measure our success by the satisfaction of our communities and members.

Mission

We are dedicated to delivering police services in partnership with our communities to keep Toronto the best and safest place to be.

Guiding Principles for the Strategic Plan:

Transparency and Accountability

Enable the public and communities to meaningfully participate in decision-making and ensure clear, publicly reporting on progress and performance.

Proactivity and Continuous Improvement

Take a forward-looking approach by identifying emerging community needs, trends, and risks based on evidence, data, and ongoing community input to refine strategies, practices, and partnerships over time.

Comprehensive Approaches to Community Safety and Wellbeing

Consider the full range of factors that influence safety when developing decisions, policies, and plans, including social factors and community-based considerations.

Fairness and Equity

Apply consistent, fair, and evidence-based approaches to ensure services are responsive to the diverse needs of Toronto's communities.

Strategic Priorities

The Board has identified five strategic priorities for the next four years, which will guide meaningful change toward more transparent, accountable, and community-focused policing.

1. Transparent and Trusted Governance

Strong governance is foundational to reinforcing and maintaining trust in policing. Through community and public engagement, residents told us that they find it difficult to understand how decisions are made, how oversight works, and whether commitments lead to visible change. We also heard a clear call for stronger accountability and proactive identification and management of risks to community safety, organizational integrity, and trust.

Key performance result:

Governance is proactive, transparent, accountable, and compliant, with the Board exercising responsible, clear oversight through policies that are effective, accessible, and grounded in evidence-and risk informed practices, while working within and respecting the roles of its statutory regulators.

What success looks like:

Success means the public understands how policies work, decisions are made, and results are achieved. The Service can predict, plan for, and respond to emerging operational, professional standards, technological, legal and reputational risks.

To achieve this, the Board will:

- 1.1** Regularly review and develop Board policies to ensure they are effective and that policing standards and procedures are compliant.
- 1.2** Oversee the Service's development, ownership, and implementation of an enterprise risk management framework, with the Board monitoring governance-level risks within its mandate, to proactively identify, assess, monitor and mitigate risks.
- 1.3** Establish an audit and risk management committee to strengthen oversight of enterprise risk management, audit, and compliance.
- 1.4** Provide timely, clear, and accessible information on Board decisions and progress on priorities.



2. Supporting an Agile and Engaged Workforce

Effective policing in Toronto depends on a workforce that is well-supported, diverse, and prepared to meet Toronto's changing needs. Through engagement with Service members, many described heavy workloads, wellness and morale challenges, reflecting a period of sustained operational pressure and increasing service demands. This reinforces the need for accountable leadership, clear expectations, effective support for wellbeing and professional growth. Communities emphasized the importance of a police service that reflects Toronto's diversity, demonstrates cultural competence, and delivers services consistently and respectfully.

With many Service members expected to retire or transition roles in the coming years, strong leadership development, succession planning, and knowledge transfer will be essential to organizational stability and meeting the public's needs.

Recent investments through the Service's multi-year hiring plan have begun the work of strengthening frontline, investigative, and supervisory capacity after a prolonged period of constraint. This positions the Service to better manage workload pressures, support its members and sustain service delivery. Continuing this work after the hiring plan concludes in 2027 will require an evidence-based approach, including consideration of span of control, for determining future staffing and resourcing needs.

Key performance result:

A workforce that is diverse, resilient, healthy, and operationally resourced to meet Toronto's evolving public safety needs.

What success looks like:

The Service has a stable and diverse workforce supported by strong leadership and modern systems. Workforce planning is proactive, evidence-based, and transparent, ensuring the Service has the right people and skills to meet current and future needs.

Service members work in an environment that prioritizes safety, wellbeing, professionalism, and inclusion. This will help them provide better, more consistent service to the public. Communities see a police service that reflects Toronto's diversity, engages respectfully, and delivers fair and reliable services.



To achieve this, the Board will:

- 2.1** Ensure that the implementation of the multi-year hiring plan and the development of future budgets and staffing plans remain responsive to evolving needs through ongoing review, are rooted in evidence-based assessment, and are aligned with long-term workforce sustainability and service continuity.
- 2.2** Oversee and monitor the Service's development and implementation of a people plan that advances:
 - a) A culture of care supports Service Members' physical and mental health and improves engagement, trust, morale, and job satisfaction.
 - b) A diverse and inclusive workforce, with accountability for equity, belonging, and representation across all levels of the organization.
- 2.3** Direct the Service to ensure transparent, evidence-based, and equitable processes for recruitment, promotion, retention, and succession planning.
- 2.4** Oversee and monitor workforce related risks, such as conduct issues, wellbeing, and organizational culture are identified, assessed, and proactively managed within the enterprise risk management framework.



3. Increasing Safety in both Fact and Perception

Through community engagement, we consistently heard that public safety should be measurable, visible, and equitable. Community members want clear insight into how resources are used, how risks are identified, and how progress is tracked. Community members also emphasized the need for transparent reporting and evidence informed decisions that reflect the realities of different neighbourhoods.

Recent trends in community safety indicators show a meaningful reduction in crime between 2025 and 2024 (including a 47% decrease in homicide, a 31% decrease in shootings, and a 20% decline in robberies). Building on that momentum to prevent harm and responding effectively when it occurs are necessary for the creation of a safer city. Ensuring the public is informed of these activities improves the perception of a safer city.

Key performance result:

Public safety improves in Toronto, with the Service effectively responding to crime and holding offenders accountable, while the public experiences greater trust, fairness, and confidence in the Service.

What success will look like:

The public experiences improvements in safety in their daily lives, supported by accessible public reporting. Public safety outcomes are measured not only through crime trends, but feedback from the public on how they feel about the safety of their neighbourhoods and the fairness of and confidence in policing. Risks are identified early and addressed using evidence-informed approaches, ensuring resources are focused where they have the greatest impact.

4. *Evolving Policing in a Dynamic City and Changing World*

To achieve this, the Board will:

- 3.1** Oversee and monitor the Service's development of meaningful and measurable public safety indicators and publicly report on them, where feasible, including:
 - a) Crime trends, youth safety, road safety, emergency response, victimization reporting on progress, challenges, and neighbourhood results where possible.
 - b) Public perception, fairness, and lived experience that help assess overall community safety.
- 3.2** Oversee and monitor the Service's development and implementation of a technology plan to modernize technology and infrastructure to support consistent, digitally enabled workflows and ensure residents can access services more easily, receive faster and more consistent support, and understand how well the Service is performing.
- 3.3** Direct the Service to maintain a clear and comprehensive service delivery framework that:
 - a) includes both public facing and internal services;
 - b) shows how resources contribute to public safety outcomes;
 - c) Uses clear measures to show how well services are working.
- 3.4** Oversee and monitor the Service's development and implementation of the public safety risk model to ensure that community risks are identified consistently, prioritized transparently, and addressed using evidence informed decisions about how resources are used.

Toronto is a rapidly evolving city shaped by growth, diversity, and high levels of civic engagement, including major events, demonstrations, and public discourse influenced by global events. These are a vital part of a democratic and pluralistic society and require careful planning and coordination to ensure public safety while protecting rights.

Over the past decade, policing in Toronto has undergone significant reform. While there has been significant progress leading to meaningful changes, trust and service experiences remain uneven across communities, particularly among Indigenous, Black, and Queer communities, and expectations of policing continue to evolve. Through engagement, we heard a clear call for policing that is fair, transparent, culturally responsive, and focused on delivering consistent outcomes across the city.

As Toronto continues to change, policing must continue to evolve with it.

The priority now is to complete the implementation of established reforms and ensure that the outcomes of this work are visible and understood by the communities most affected by them. The Board will support transparent communication that shows how reforms are improving service delivery, enhancing safety, and responding to community needs, so that the public can see both progress and impact.

Going forward, reform will move to a more proactive model of continuous improvement, aligned with Ontario's modernized and coherent policing oversight framework, which will provide greater accountability and more sustainable change than the historic approach of ad hoc, reactive police reform recommendations.

Key Performance Result:

Policing evolves through a proactive, continuous improvement approach, aligned with Ontario's policing oversight framework, strengthening trust with communities, improving crisis response, and providing transparent public reporting on progress.

What success looks like:

Policing in Toronto becomes more consistent, equitable, and transparent, building on recent progress. Trust building with equity deserving communities is intentional and measurable. Non-violent mental health crises and other non emergency situations are increasingly addressed through coordinated, community led responses. Changes to policing are made in a proactive and coordinated way, strengthening accountability and public confidence, with clear, accessible reporting that shows how these changes are improving outcomes across the city.

To achieve this, the Board will:

- 4.1 Oversee, monitor, and complete implementation of outstanding policing reforms, ensuring clear and accessible public reporting that demonstrates progress and outcomes.
- 4.2 Support the advancement of alternative safety responses that reduce police involvement in appropriate non-emergency, non-violent situations (such as mental health crisis response), in coordination with the City of Toronto and community partners to ensure continuity of service and public safety.
- 4.3 Advance a more coordinated and proactive approach to improving policing by supporting continuous improvement and coherent change management that aligns with Ontario's modernized policing oversight framework and replacing a legacy approach of fragmented and reactive policing reform efforts.
- 4.4 Advocate for legislative and system-level changes to strengthen responses to hate-motivated incidents, including prosecutorial tools and supports at the provincial level and targeted reforms to the *Criminal Code* at the federal level.



5. Reciprocal Partnerships Moving Policing and Communities Together

Community safety is a shared responsibility that depends on reciprocal relationships between the Board, Service, communities, governments, and service partners. Community members also told us they want deeper collaboration, clearer communication, and meaningful opportunities to shape decisions that affect their safety and wellbeing. Indigenous community members and partners emphasized that reciprocity requires sustained, respectful and trust-based engagement, grounded in understanding of the impacts of colonialism and intergenerational trauma.

We also heard that engagement practices across the Board and Service can be further strengthened, and partnerships would benefit from more clearly defined roles, accountability structures, and approaches to measuring their effectiveness. At the same

time, there is a solid foundation to build on, including established partnerships such as the Service's relationship with the Toronto Community Crisis Service to divert non-violent mental health crisis calls where appropriate. Communities consistently emphasized the importance of advancing co-design, inclusive engagement, transparent partnership arrangements that reinforce mutual accountability and shared responsibility.

Consultation structures should be comprehensive, inclusive, internally aligned, and digitally enabled to enable meaningful participation. The Board itself will also strengthen its consultation approach to ensure engagement is more focused, accessible, inclusive, effectively facilitated, and supported by well-defined structures and practices.



Key Performance Result:

Achieve measurable improvements in public confidence and shared community safety outcomes through strengthened, reciprocal, and inclusive partnerships and engagement.

What success looks like:

Partnerships will become more reciprocal, clearly defined, and performance-driven. Communities will have clearer, more accessible ways to inform decisions and participate in the co-design of service delivery models. Engagement will be more focused, consistently delivered, and supported by strengthened facilitation, clearer structures, and digital and in-person approaches to enable meaningful and accessible participation. Stronger communication and collaboration will help reinforce trust and strengthen public confidence in shared community safety efforts.



To achieve this, the Board will:

- 5.1** Oversee and monitor the Service's on-going efforts to strengthen its consultation and engagement practices with the public and with the city's diverse communities, and ensure:
 - a) **Inclusive and consistent consultation and engagement practices** that enable diverse communities to actively and meaningfully inform decisions about community safety and wellbeing.
 - b) **Qualitative and quantitative performance measures** to assess effectiveness and impact of consultation and engagement activities.
 - c) **Consolidated and coordinated equity advisory structures** that provide more coherent, intersectional, and transparent input into reform and modernization priorities.
- 5.2** Develop and implement an enhanced and more formalized Board engagement strategy to guide consultation and partnership activities, including a focus on inclusive, accessible, and well-facilitated engagement, particularly with Indigenous, Black, racialized, Queer, and other equity-deserving communities.
- 5.3** Develop a distinct Indigenous engagement and relationship-building strategy to support sustained, respectful, and culturally appropriate engagement with the city's Indigenous communities.
- 5.4** Direct the Service to continue supporting the advancement of SafeTO by co-designing prevention-focused and trauma-informed strategies with the City of Toronto and community partners, to address crime types that pose heightened risk to community safety, including intimate partner and gender-based violence.
- 5.5** Continue promoting cross-sectoral collaboration and advocacy with all levels of government, community organizations, and private-sector partners to advance shared community safety outcomes.

Turning Strategic Priorities into Action

The strategic priorities set the direction for policing in Toronto. While the Board does not develop or manage operational programs, it is responsible for ensuring that the Service has clear and effective models that translate strategic priorities into actionable plans. The Chief of Police is responsible for the development and implementation of operational programs and strategies. The Board recognizes these operational models as supplementing the Strategic Plan for the purpose of fulfilling requirements under the Act not captured in the main body of the Strategic Plan. The Board provides oversight to ensure that operating models are aligned with legislation, the Strategic Plan, and community needs.

Complementary Operating Plans

This Strategic Plan outlines the Board's governance expectations. The Service will develop and implement a complementary set of operating plans.

The Board expects the Service to:

- clearly describe its operating models and major areas of service
- show how resources (budget, staffing, technology, infrastructure) connect to defined outcomes
- establish measurable quantitative and qualitative performance indicators
- clearly identify risks and mitigation strategies
- report on effectiveness, efficiency, and equity
- provide transparent reporting to the Board and the public

The core operating plans include:

Service delivery framework:

Defines the full range of public facing and internal services the Service provides, how those services contribute to public safety outcomes, and how performance is measured and reported.

People plan:

Supports workforce sustainability, representation, wellness, and succession planning.

Technology plan:

Guides digital modernization, data integrity, and technology investments that support transparency and consistent service delivery.

Financial plan:

Ensures resources are aligned with strategic priorities and long term sustainability.

Facilities plan:

Ensures buildings and physical infrastructure support modern service delivery, accessibility, member wellbeing, and long term capital planning.

Resourcing and Implementation Considerations

Delivering on this Strategic Plan will require sustained effort and disciplined investment over time. The Board recognizes that the Service is continuing to rebuild organizational capacity following a period of sustained operational pressure. Recent investments, including the multi-year hiring plan, are supporting measurable progress toward restoring baseline capacity and strengthening the Service's ability to deliver adequate and effective policing.

Advancing the priorities set out in this Strategic Plan, including those related to workforce sustainability, technology modernization, data and analytics, and partnership-based service delivery, will require sustained attention to both resourcing and implementation. The Board will work with the Service through its budget approval, multi-year hiring, and capital planning processes to ensure that future funding decisions are evidence-based and responsive to operational requirements, including appropriate span of control.

Resource allocation will be risk-informed and implemented in a manner that is practical, efficient, and financially sustainable over time.

As the Strategic Plan is implemented and as complementary operational plans are developed, the Board expects to receive clear, evidence-based information on resourcing needs, implementation phasing, and key considerations to support decision-making.

The Board also recognizes its role in implementation. As Board-led initiatives are advanced, including work related to strengthening governance and engagement practices, the Board will assess the resources required to support this work and ensure it can deliver on its commitments effectively.

Clear and transparent reporting on progress and resourcing implications will remain essential to accountability and to sustaining public trust and confidence.



Measuring Progress

The Board is committed to a clear, accountable, and transparent approach to measuring progress on the strategic plan, while respecting the operational independence of the Chief of Police. The performance measurement framework outlines the outcomes the Board will oversee, how performance will be measured, and how progress on the plan will be communicated to the public. This approach ensures that the public can understand what progress is being made, what challenges remain, and how policing in Toronto is strengthened over time.

Key performance results

The Board sets out the strategic priorities and defines outcomes expected under each priority. These outcomes, referred to as key performance results, describe the system-level changes the Board expects to observe as the plan is being implemented over the next four years. The Board monitors progress towards achieving these key performance results through oversight, risk monitoring, and public reporting.

Key performance indicators

The Service will be developing and implementing key performance indicators that demonstrate progress toward achieving key performance results. Many of these key performance indicators are technical and data-driven measures and reflect the Service's operating models and service delivery processes. The Board will oversee the development and reporting of key performance indicators but does not direct the operational methods used to achieve them. This distinction ensures appropriate oversight while ensuring the operational independence of the Service.

The Board will also establish several governance-related indicators to assess its

own performance in areas such as policy review and compliance, transparency, and responsiveness to community input to reinforce accountability at both the governance and operational levels.

How key performance indicators will be developed

Performance measurement under this framework is adaptive and iterative, recognizing that developing key performance indicators for policing is inherently complex. Public safety outcomes are influenced by many factors outside the direct control of the Service, and not all outcomes are immediately achievable and measurable. In several areas, baseline data must first be established before meaningful targets can be established. As policing operates in a dynamic and evolving environment with emerging risks and shifting social conditions, key performance indicators will be developed and refined over time to ensure they remain relevant, evidence-informed, and operationally feasible. This approach is intended to support continuous improvement rather than impose rigid or measures that do not reflect the realities of public safety or the broader community safety and wellbeing system.



Criteria to Support Key Performance Indicator Development

To ensure key performance indicators are effective, transparent, and accountable, they should be:

- clearly aligned with the Board's strategic priorities and key performance results
- based on reliable and transparent data sources that allow for year-over-year comparison
- focus on areas within the reasonable influence of the Board and the Service, while allowing for contextual explanation where outcomes are affected by external or broader social factors
- where appropriate, enable analysis across communities to assess equity in outcomes and lived experiences
- easy to understand and accessible to the public, avoiding unnecessary technical complexity

How Success will be Monitored and Reported

Monitoring and reporting will occur through a structured cycle:

- **Semi-annual reporting:** The ongoing development and implementation of key performance measures will be reported semi-annually to the Board's proposed audit and risk management committee. The Service will provide regular updates on data development, data availability and readiness, and early performance findings as this work continues to evolve. These semi annual reports ensure that the committee and the Board can actively monitor progress, strengthen oversight, and support continuous improvement.
- **Annual public reporting:** The Board and Service will publicly report progress on the Strategic Plan through the Board and Chief's legislated Annual Reports. These reports ensure that progress on the strategic plan is transparent and accessible to the public. Where applicable, Board and Service reports will identify the strategic priority and objective they address, enhancing public visibility into how the plan is being advanced and supporting clear tracking of progress over time.



The performance measurement framework establishes a transparent, and outcome-focused approach to oversight. It ensures that the Board's strategic priorities are translated into measurable results and that performance is assessed in a manner that is clear and accountable. By linking the strategic priorities, key performance results, and key performance indicators, this framework will enable the public to see how the strategic plan contributes to improved community safety outcomes in Toronto and increase public confidence.

Performance Measurement Framework

This performance measurement framework summarizes the key performance results associated with each strategic priority and provides illustrative examples of potential key performance indicators. It is intended to support oversight and transparency by showing progress on the strategic plan as implementation advances.

Strategic Priority	Key Performance Results	Examples of Key Performance Indicators
1. Transparent and trusted governance	Governance is proactive, transparent, accountable, and with the Board exercising responsible, clear oversight of the Service through policies that are effective, accessible, and grounded in evidence-and risk informed practices, while working within and respecting the roles of its statutory regulators.	• Board policies reviewed or updated for effectiveness every three years • Implementation of the enterprise risk management framework • Establishment of the audit and risk management committee • Implementation of modern tools to make Board agendas, meetings, reports, and decisions easier to follow • Development of a Board engagement strategy • Development of an Indigenous engagement and relationship-building strategy
2. Supporting an agile and engaged workforce	A workforce that is diverse, resilient, healthy, and operationally resourced to meet Toronto's evolving public safety needs.	• Annual trends in the promotion and retention of Indigenous, Black, racialized, women, and Queer staff across sworn ranks and civilian roles • Progress and outcomes of the Service's people plan and recruitment, retention, promotion, wellness, and succession initiatives

3. Increasing safety in both fact and perception	Public safety improves in Toronto, with the Service effectively responding to crime and holding offenders accountable, while the public experiences greater trust, fairness, and confidence in the Service.	• Crime severity index • Delivery of crime-based initiatives and community investigation services • Rates of violent crime, property crime, traffic fatalities, youth crime, and clearance rates • Effectiveness of assistance to victims of crime and re-victimization rates • Response times (emergency and non-emergency); • Build and demonstrate enterprise-wide capacity for pro-active policing over-time • Public perceptions of fairness, trust, respect, and satisfaction with their interactions with and services delivered by the Toronto Police Service • High risk bail checks or bail checks • Implementation of the Service's service delivery framework, technology plan, and public safety risk model
4. Evolving policing in a dynamic city	Policing evolves through a proactive, continuous improvement approach, aligned with Ontario's policing oversight framework, strengthening trust with communities, improving crisis response, and providing transparent public reporting on progress.	• Proportion and outcomes of 911 calls diverted to non-police crisis response programs
5. Reciprocal partnerships moving communities and policing together	Achieve measurable improvements in public confidence and shared community safety outcomes through strengthened and inclusive partnerships and engagement.	• Partner and community feedback demonstrate that collaboration with the Toronto Police Service is inclusive, effective, responsive, and contributes to improved trust and satisfaction in shared community safety efforts

With Appreciation

The Toronto Police Service Board sincerely appreciates all the community members, partners, organizations, service providers, and many individuals who generously shared their time, expertise, and lived experiences to inform the development of this strategic plan. Your insights have been essential in helping us ground this work in the realities of the communities we serve and in shaping a plan that reflects the complexity of policing governance in Toronto.

We are deeply grateful to the Toronto Police Service members for their dedication and professionalism you bring to serving our city every day. We especially thank the hundreds of Service members who took part in our consultations. Your frontline experience have deepened our understanding of both the challenges we must address and the opportunities ahead.

We also thank the City of Toronto's Social Development Division for its support to the Board Office, which significantly strengthened our outreach and engagement with community members and partners. We further acknowledge the Service's Strategic Planning and Governance Unit for all the outreach and engagement support throughout the process and the Toronto Police Service Association for bringing together Service Members for meaningful dialogue.

We appreciate the Office of the Chief's collaboration throughout this process and the invaluable feedback they provided. Their input has been instrumental in strengthening this work and ensuring it is grounded in operational realities.

Lastly, thanks are due to the Board Office staff for their work at both the engagement level and in developing the Board's first-ever Strategic Plan. In particular, thanks are due to Diana Tsui for her work as project lead, guiding this work from development through to completion, and to Kaitlyn Chapman for her work in community engagement and support in developing the final materials.

This Strategic Plan reflects the importance of collaboration to better serve our city. As we begin the work ahead, we look forward to working alongside our communities and partners with accountability and ongoing commitment to listen, learn, and adapt as our city's needs evolve.



Louis Tsilivis
Executive Director, Toronto Police Service Board

