



TORONTO POLICE SERVICE

The Way Forward:
Modernizing Community
Safety in Toronto

INTERIM REPORT







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JUNE 2016

An aerial photograph of the Toronto skyline. In the foreground, a construction site is visible with a large crane and the skeletal frame of a building under construction. The background is filled with various high-rise buildings, including the prominent CN Tower on the right side. The sky is blue with light, wispy clouds.

TORONTO

POLICE

SERVICE

MESSAGE FROM THE CO-CHAIRS

The Transformational Task Force was created because we all recognize that the Toronto Police Service must keep pace with the changing needs and expectations of our city.

Building on our strengths and dealing directly with our challenges, this interim report describes a new vision of a modern Toronto Police Service. We envision that Service members will be where the public needs them the most, working in partnership with all communities, and that the Service will continue to evolve in the future to meet the complex needs of a large city.

The work of the Task Force is forward-looking. While we are acknowledging, building on, and incorporating the learnings from previous reviews, the scope of our work is very different. Our interim report proposes far-reaching changes to how policing services are organized and delivered. The recommendations touch on every aspect of the Service including culture change, a new community-centred service delivery model, new investments in people and technology, the reconfiguration of

Divisions across the city and a stronger approach to the management of public funds, with a net budget reduction and savings over the three next years.

Our final report will delve into these areas further and we will make final recommendations where appropriate. We will also be recommending an accountable, transparent and very concrete path forward – one that will provide the people of Toronto with confidence that implementation is happening.

Finally, although change on this scale will not be easy, it is also not something the Service can do without a greater public alignment. The process of getting feedback from the public and Service members, over the next several months, will be an important part of our alignment process. We look forward to that dialogue.



ANDY PRINGLE
Chair, Toronto Police Service
Board (Task Force Co-Chair)



MARK SAUNDERS
Chief, Toronto Police Service
(Task Force Co-Chair)

EXECUTIVE SUMMARY

Toronto is a large and complex city. It is vibrant and dynamic, with diverse multicultural and multiracial communities. As Toronto has grown and changed, the Toronto Police Service (“the Service”) has responded effectively in many areas and can be proud of its accomplishments.

There have also been challenges and mistakes, including programs such as the Toronto Anti-Violence Intervention Strategy (TAVIS) which, when implemented improperly, impacted relationships and trust with a number of communities, as well as the Service’s reputation on a larger scale.

The Transformational Task Force was created because the expectations that our city has of its police service are continuing to change – fundamental expectations related to accountability, collaboration and inclusiveness, greater openness and transparency of information and decision-making, as well as sustainability and affordability. But also expectations that our police service will be an effective partner with all communities, including and especially with marginalized communities, where Service members can have a positive impact on deeper challenges related to social inequality, poverty, inequality of opportunity, discrimination, and systemic racism.

In February 2016, the Task Force began work on a plan to modernize the Service to ensure it can keep pace with changing public expectations. In this interim report, we describe a community-centred vision of excellence and leadership that will provide the Service with a strong foundation, as well as 24 interim recommendations where work can begin now. We will be expanding on that foundation and making more recommendations in our final report, which will be completed at the end of December 2016, for presentation to the Toronto Police Services Board (“the Board”) in January.

Our vision is reflected in a new community-centred service delivery model with three goals:



Goal 1

Be where the public needs the Service the most

Goal 2

Embrace partnerships to create safe communities

Goal 3

Focus on the complex needs of a large city

We have an opportunity to redefine, revitalize, and modernize the Service to achieve a new level of excellence and leadership. The implementation of our interim recommendations, as well as those in our final report, will result in a strengthened and trusted police



presence in our communities and neighbourhoods. The implementation of our interim recommendations will recognize the need for multi-faceted local strategies and solutions.

The proposed service delivery model represents unprecedented change for the Service and our city. But successful implementation will require an equally unprecedented alignment of the public, elected officials, members of the Board, senior leadership of the Service, members of the Service, and the collective bargaining agents – the Toronto Police Association, and the Senior Officers' Organization. All of us together must choose to empower the Service to seize this opportunity.

Our roadmap for a modern Toronto Police Service includes major changes in five areas:

1 HOW WE RELATE TO THE PUBLIC: FOCUSING ON SAFE COMMUNITIES + NEIGHBOURHOODS

The centrepiece of the new service delivery model is a renewed, more integrated and intensified investment in building safe communities and neighbourhoods, with officers focused on local problem solving.

In this model, all officers will not only be protectors and guardians of public safety, but also facilitators, problem solvers, and collaborative partners. They will be known, valued, and trusted as members of the community. They will have the skills, knowledge, experience, and emotional intelligence to build strong relationships

and facilitate local strategies to keep individuals and communities safe.

Through an investment in mobile smart technology, officers will work in their assigned neighbourhoods every day, sometimes in cars, but also on foot and bikes. They will deliver services more flexibly from appropriate locations – a school, a community centre, or even on a park bench with a person in need – and will be accessible by phone, email, text messages, social media, and an enhanced Toronto Police Service mobile application (app).

Consistent with the emphasis on communities, we have heard the concerns with TAVIS and are recommending it be disbanded and its resources deployed to other priorities.



2 HOW WE DELIVER OUR SERVICES: FROM PRIMARY TO PRIORITY RESPONSE

To enable the Service to implement the new model and enhance its presence in communities through neighbourhood officers, we are recommending a shift from primary to priority response. This shift will reduce the amount of time police officers spend responding to non-emergency calls for service and situations that fall within the mandates of other organizations. Based on an assessment of risk, the Service will:

- Focus on dispatching officers where an immediate response is necessary for personal safety, or where there is an immediate investigative need.
- Provide enhanced options for the public to report non-emergency situations, including on-line, through smart devices, over-the-phone, by appointment at a police station, and by employing civilian members to follow up on certain non-emergency reports.
- Refer appropriately designated non-policing situations to other city departments or organizations that, through their own mandates, are better suited to respond.

As part of this shift, some existing services, including the School Crossing Guard Program and the Lifeguard Program at Toronto beaches, will be transferred to other entities.

We are also recommending an overhaul of the Paid Duty system, with a risk-based model to ensure that off-duty police officers are only utilized in a paid duty capacity where the skills, authorities and training of a police officer are necessary. Related to this recommendation, the Task Force also strongly supports the City of Toronto's request to the Government of Ontario to allow it to create municipal traffic wardens.

3 ACCESS TO SERVICES

The new service model includes a redesign of the current map of 17 Divisions to better meet the needs of our large complex city. This will include fewer Divisions, with boundaries that better align with Toronto's 140 neighbourhoods and also with the planning and service boundaries of city departments, community-based organizations, and agencies. Some staff will be redeployed to other priorities and some management and supervisory positions will be eliminated. There will be capital cost savings, as well as the re-purposing of funds. Buildings and land currently used by the Service will be returned to the City of Toronto. The enhanced use of modern technology will give residents better access to police information and services.

4 SUSTAINABILITY + AFFORDABILITY

The modernized Service will demonstrate value and make the most of every dollar. To date, the Task Force has identified \$100 million in reductions and savings to the Service's operating budget over the next three years. This figure includes \$60 million over the next three years, beginning in 2017, as a result of a carefully managed moratorium on hiring, and promotion between ranks for officers and civilians. During this period, there will be some critical situations where the hiring or filling of vacant positions may be necessary. This moratorium will allow the Service to ensure that it has the right type and number of members for the new service delivery model and the leanest possible management structure.

The proposed reduction also includes \$30 million in identified savings through alternative service delivery or shared services over the next three years that we must confirm, plus a commitment to a further \$10 million at a minimum over the same period. Additionally, the buildings and land to be returned to the City of Toronto have a potential value of up to \$72 million.

In the months leading up to our final report, we will continue to look for responsible measures that can yield additional reductions, savings, and real estate returns.



Photo Credit: Toronto Star

5 CULTURE CHANGE

Culture change is the essential underpinning of our vision and the enabler of all our recommendations. Success will only be possible by creating a culture that reflects and embraces the vision and embeds the principles of trust, active accountability, partnerships, transparency, inclusiveness and collaboration, as well as sustainability and affordability. Success will also require training that equips Service members to be effective partners with all communities and to have a positive impact on deeper challenges, such as social inequality, poverty, inequality of opportunity, discrimination, and systemic racism.

In our final report, we will provide more details on a comprehensive culture change and human resources strategy that includes a framework for innovation, a robust talent management strategy, and immediate changes to training. It will also include benchmarks and metrics that enable culture change to be measured and reported on, incorporating the insights and perceptions of the public.

Towards a Final Report

As emphasized throughout, this is an interim report. Its primary purpose is to describe our community-centred vision of a modern Toronto Police Service and, through our interim recommendations, to begin to define the path forward. In our final report, we will expand on our interim recommendations and also present many other recommendations that we are still actively studying. Additionally, we will provide more information about proposed savings and budget reductions, as well as details about the smart investments in people, training, and technology that will be required to support the community-centred service delivery model.



Consultation

Input from the public and Service members is a critical part of the next phase of our work. The Task Force will hold public consultation meetings across the city over the summer months and into September. The schedule for these meetings will be announced shortly after the release of the interim report and will be posted on <http://www.tps.on.ca/TheWayForward>. There will also be a mechanism for online feedback which will be posted on <http://www.tps.on.ca/TheWayForward> beginning later in the summer. The consultation process with Service members will begin with a series of information sessions in September and early fall. These sessions will be organized by rank and civilian classification in order to allow for discussion among peers. They will not only provide members with the opportunity to comment on our recommendations, but also encourage them to share their insights into how these recommendations can be expanded, implemented or improved upon for our final report.



KEEP PACE

WITH THE
CHANGING NEEDS
+ EXPECTATIONS

OF OUR CITY.

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1 OUR CALL TO ACTION



Toronto is a large and complex city. It is vibrant and dynamic with diverse multicultural and multiracial communities and neighbourhoods.

All of us are committed to making Toronto the best and safest place to live and work.

As Toronto has grown and changed, the Toronto Police Service (“the Service”) has responded effectively in many areas and can be proud of its accomplishments. There have also been challenges and mistakes including programs such as TAVIS, which when implemented improperly, impacted relationships and trust with a number of communities, as well as the Service’s reputation on a larger scale.

The expectations that our city has of its police service are continuing to change – fundamental expectations related to accountability, collaboration and inclusiveness, greater openness and transparency of information and decision-making, as well as sustainability and affordability. But there are also expectations that our police service will be an effective partner with all communities including, and perhaps especially, with marginalized communities where Service members can have a positive impact on deeper challenges related to social inequality, poverty, inequality of opportunity, discrimination, and systemic racism.

We have an opportunity to re-define, revitalize and modernize the Toronto Police Service to achieve a new level of excellence and leadership. To strengthen a trusted police presence in our communities and neighbourhoods that recognizes the need for multi-faceted local strategies and solutions.

We envision a Toronto Police Service that works in collaborative partnerships. Its members engage proactively with communities to address the root causes of crime and social disorder, and to prevent victimization. They are not only recognized as protectors and guardians, but also as facilitators, problem solvers, and collaborative team members who can connect people to the services they need. They are trusted members of the community who are known and valued.

We envision a Toronto Police Service that is open and transparent while respecting and maintaining a balance among privacy, public safety, the integrity of the investigative process, and all other legislated requirements. A Service that is actively accountable, and reports on progress. It bases its strategies, plans and decisions on high quality information and analytics, and

shares those with the public whenever possible. A Service that is a valuable contributor to broader planning in our city for all types of services.

We envision a Toronto Police Service that embraces continuous improvement. It relentlessly, transparently, and continuously evaluates its services, its processes, and its organization to find efficiencies, and ensure future sustainability and affordability. It takes tremendous pride in its management of public funds and being able to identify resources that can be invested in other important civic priorities – by making smart investments, controlling costs, finding effective alternatives and leveraging the mandates and capacities of service delivery partners.

We envision a Toronto Police Service where the civilians and officers – front-line, administrative, investigative, operational supports, and senior management – are passionate about the future. Its members enthusiastically and uncompromisingly re-tool skills and are challenged every day to excel in demanding new roles. It has effective human resource management systems and talent development strategies to support the right people in the right places doing the right things to achieve and sustain community safety. Its members take intense pride not only in their ability to keep the city safe, but also in building and maintaining deep relationships with communities and neighbourhoods, based on mutual respect, confidence, and trust.



WE ENVISION

A TORONTO
POLICE SERVICE

WHERE
CIVILIANS AND
OFFICERS ARE
PASSIONATE
ABOUT THE
FUTURE.

2 ABOUT THE TRANSFORMATIONAL TASK FORCE

The Transformational Task Force was formed in February 2016 at the direction of the Toronto Police Services Board, with a mandate to:

Develop and recommend, to the Toronto Police Services Board, a modernized policing model for the City of Toronto that is innovative, sustainable and affordable. The model will place communities at its core, will be intelligence-led and optimize the use of resources and technology while embracing partnerships as a means of enhancing capability and capacity.

In this interim report, we lay out a modern vision and initial steps in a balanced plan that aligns strategy, actions, and financial imperatives. The recommendations build on the strengths and successes of the past and address, directly, the things the Service can and must do differently. They will deepen and strengthen trust with all communities. They also reflect the voices, values and aspirations of Service members. A list of Task Force members, as well as the members of the Service who are supporting the Task Force is provided in Appendix A.

UNPRECEDENTED CHANGE

This will be unprecedented change for the Service and a fundamental departure from a service delivery model that has been in place since the 1957 creation of the Metropolitan Toronto Police, which became the Toronto Police Service in 1997.

The changes go well beyond the scope of previous reviews. The Task Force discussed why change did not happen sooner. We acknowledged that large public

institutions that are the foundations of our society, such as healthcare, education, and policing are not easy to change. This is not because the people in these institutions do not want to, or are incapable of change, although that is sometimes the case. But because for decades what society expected from these institutions was stability, reliability and continuity, based on a broad consensus – which typically followed a path of incremental rather than transformational change. This was reinforced by structures, processes, cultures and governance frameworks so that society, and not the institutions themselves, controlled the pace of change.

The histories of these institutions, including police services, contain many examples of progressive, innovative public servants who made significant changes in their day. There are also many examples of changes that did not take place because the necessary alignment of the public, governance bodies, governments, interest groups, bargaining agents and others was absent.

All that has changed in a very short time span. We now expect all public institutions to be able to deconstruct and reconstruct themselves quickly, to change culture when needed, to be innovative on transformational, rather than incremental scales, and to nimbly respond to changing needs. Our Task Force is very much in support of this expectation.

UNPRECEDENTED ALIGNMENT

Unprecedented change means that the Service cannot move forward without the support of the city it serves. This will require an equally unprecedented alignment of the public, elected officials, the members of the Board, the senior leadership of the Service, members of the Service, the Toronto Police Association, and the Senior Officers' Organization. All of us together must choose to empower the Service to seize this opportunity.

SUSTAINABILITY + AFFORDABILITY

In support of our vision of the Service as a responsible manager of public funds that makes the most of every dollar, the Task Force to date has identified \$100 million in savings and efficiencies over the next three years. The savings will begin in 2017, and include a carefully managed three-year moratorium on hiring and promotions between ranks while the service delivery model is being redesigned. We have also identified up to \$72 million in land and buildings to be returned to the City of Toronto. As we work towards our final report we will be continuing to explore other opportunities.

In this Interim Report

In this interim report, we describe guiding principles and goals, as well as five major changes that are critical to the success of our vision:

- 1 A renewed, more integrated, and intensified focus on building safe communities and neighbourhoods.
- 2 Redefining how we deliver services, including a shift from primary to priority response to allow for resources to be realigned through police officers spending less time responding to non-emergency calls for service and situations that fall within the mandates of other organizations.
- 3 Providing better access to services by realigning boundaries and facilities to reflect our changing city, and enhanced public access to services and information through technology.
- 4 A commitment to sustainability, affordability, and the responsible management of public funds.
- 5 Culture change to enable modernization, and embed the vision in the values, beliefs, and behaviours of the Service.

Across these five areas, we are proposing 24 interim recommendations where work can begin now (see summary of recommendations in section 11). A few of our recommendations directly impact collective agreements and the Board will need to work in partnership with the Toronto Police Association and Senior Officers' Organization to move forward. A number of actions will require discussions with the City of Toronto, as well as changes to provincial legislation. We will also be providing our insights to Government of Ontario officials who are studying province-wide policing policy changes.

Our Final Report

Our final report will be completed in December 2016, for presentation to the Board in January 2017. Over the next several months, we will continue to identify, explore, and study other measures needed to achieve our vision in a fiscally responsible manner. In our final report, we will describe those additional recommendations, along with human resources and collective agreement impacts.

In our final report, we will also report on the strategic investments that will be required in people, training, capital, and technology to support our recommendations.

A critical part of our final report will focus on ensuring that our proposed changes are implemented. We will propose recommendations to strengthen the Service's capacity to implement change, including project management, change management, and a very visible quarterly reporting to the Board and the public that will demonstrate meaningful progress in real time.



3 THE NEED FOR CHANGE

OUR CITY IS CHANGING

- With 2.8 million people, Toronto is already the fourth largest city in North America, after Mexico City, New York and Los Angeles and by 2031, we will reach 3 million. People are returning to the downtown core, creating denser neighbourhoods with more people living in closer contact.
- As we grow, we will continue to face challenges related not only to crime and social disorder, but also to poverty, inequality of opportunity, discrimination, systemic racism and other more fundamental challenges.

EXPECTATIONS OF PUBLIC SERVICE ORGANIZATIONS ARE CHANGING

- Public service organizations are expected to make decisions that are visible, predictable and understandable, with supporting information and analysis accessible to the public. They are expected to manage in a sustainable and affordable manner and to measure and report on performance.

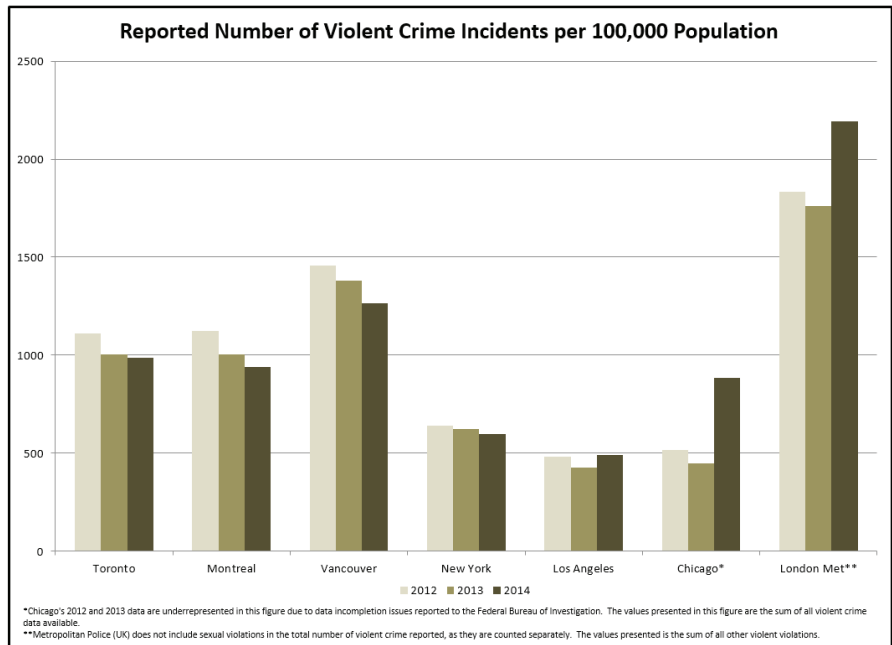
20K

Number of Domestic Calls for Service Per Year.

DEMANDS ON POLICING ARE CHANGING

Considerable amounts of data have been used to prepare the charts on rates of crime and the costs of policing. Readers interested in exploring this data are welcome to go to <http://www.tps.on.ca/TheWayForward>. Here readers will find data about the Toronto Police Service and City of Toronto, as well as links to other services, organizations and research.

- While overall crime rates have decreased over the past 20 years, reported violent crimes such as gang related crimes, shootings, and homicides have increased.



*Chicago's 2012 and 2013 data are underrepresented in this figure due to data incompleteness issues reported to the Federal Bureau of Investigation. The values presented in this figure are the sum of all violent crime data available. **Metropolitan Police (UK) does not include sexual violations in the total number of violent crime reported, as they are counted separately. The values presented is the sum of all other violent violations.

- The time spent by officers on domestic assaults and incidents has increased over the past 10 years by approximately 22 percent.

114,490 HOURS

Time spent at domestic calls has increased by 22%.

An Example of Changing Needs

Responding to Domestic Assaults & Incidents By Toronto Police From 2005 to 2015

TOTAL EVENTS ATTENDED

20,000

Over the past decade the Toronto Police Service has attended approximately 20,000 Domestic Calls for Service per year.

OUR BASIC RESPONSE DOESN'T CHANGE...

Domestic calls for service are treated with same priority as other life threatening events. Police Officers will respond even when the original call for service is cancelled.

The safety of victims, witnesses and police officers is of utmost importance due to the volatility of domestic situations.

A minimum of two officers are dispatched to all domestic calls.

...BUT ON SCENE RESPONSIBILITIES HAVE INCREASED

Time spent at domestic calls has increased by approximately 22%.



Officers remain at the scene until the victim is safe.

Officers take statements and information from those involved, and may be required to make an arrest. While on scene, Officers are responsible for:

- Separating disputing persons and ensuring safety
- Facilitating arrangement for child care, if necessary
- Collecting physical evidence
- Conducting Criminal History Checks
- Comprehensive documentation

Officers provide support for those involved, including:

- Victim Services
- Divisional Victim Witness Liaison Officer
- Safety Planning
- Access to Various Appropriate Agencies

Officers may also work in conjunction with other agencies including:

- Toronto Paramedics
- Transport to hospital or shelter
- Children's Aid Society
- Multilingual Community Interpreter Services

- Borderless criminal activity, such as online fraud, terrorist threats, cyber-identity thefts and international hacking are creating new demands on policing and partner agencies.

- Our city is home to marginalized and vulnerable individuals who are in need of broad-based assistance. Sometimes that assistance falls outside of the purview of the Service, but its members become involved because they are 24/7 first responders.

- Investigations are more time and resource intensive because of legislated requirements, as well as evidentiary standards and processes which require additional skills, practices, and training.

- Smart phones and social media have enhanced public expectations for police service transparency and accountability. They are also a means for the Service to engage with communities, to share information, prevent crime, plus find wanted and missing persons.

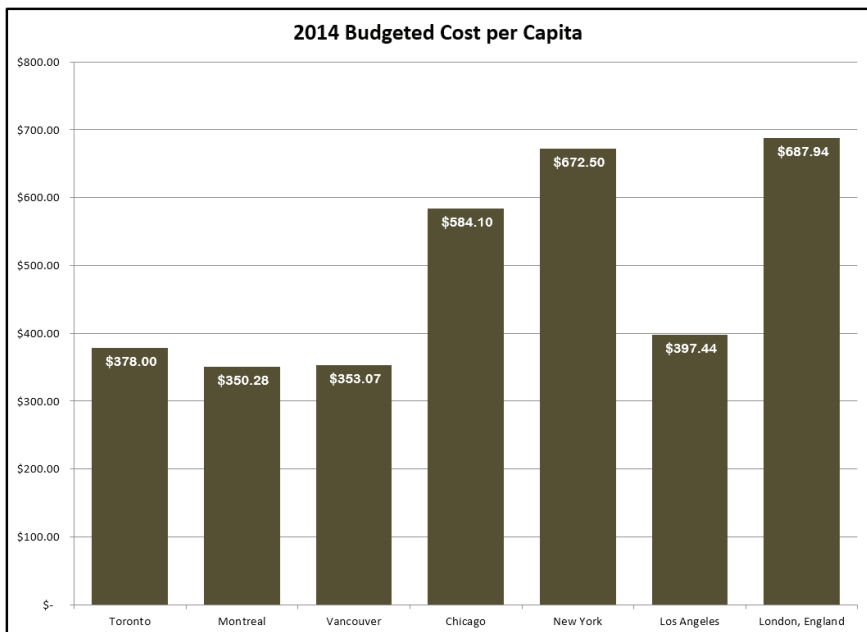
THE CURRENT SERVICE DELIVERY MODEL IS OUTDATED

- The current service delivery model does not place communities at the centre of service delivery or sufficiently elevate and value this kind of police work. Some individuals and communities, and particularly young people, would not always turn to Service members when they need their help. Much of the service delivery model is also reactive, and does not sufficiently distinguish situations that require an immediate response to ensure personal safety from non-emergencies such as noise and animal control.

OPERATING COSTS NEED TO BE AS SUSTAINABLE AND AFFORDABLE AS POSSIBLE

• In per capita terms, the cost of policing in Toronto is not high compared to some other major urban police services. But the cost is growing:

- The current net budget of \$1.005 billion has grown by 65 percent since 2002, while the City of Toronto's overall budget has grown by about 60 percent.
- Policing as a percentage of overall municipal expenditures has increased from 10 percent in 2002 to 11 percent today.



• Eighty-nine percent of the budget is made up of salaries and benefits. In 1980 there were 5,412 officers and 1,037 civilian members. Today with a larger, more complex city, there are slightly fewer officers (5,235), but twice as many civilian positions (2,230). The increase in the number of civilian positions is the result of converting from uniform positions over time.

65%

Percentage increase of the Toronto Police Service budget since 2002.

THE PERSPECTIVE OF SERVICE MEMBERS SUPPORTING THE TASK FORCE

During the course of our discussions, the Service members who are supporting the Task Force and who have a wide range of backgrounds and experiences also articulated the need for change from their own perspectives. Their words provide unique and valuable insights:

- Our culture has been slow to change, and we want to quicken the pace. Although we now define ourselves in more complex multi-faceted terms, the legacy of previous service models and training is a culture of "reactive responders" – responding to calls, regardless of the level of risk or if we're the appropriate response.

5,235

Number of Toronto Police officers today. In 1980, there were 5,412.

2,230

Number of Civilian Members today. In 1980, there were 1,037.

• Our knowledge of how to keep communities safe has changed. Programs like TAVIS were effective at reducing violent crime in the short term, but weren't sustainable investments in community safety. We are more aware of the impact that law enforcement measures like street checks and TAVIS, when done improperly, have on community trust and confidence, especially among racialized youth.

• We are too bureaucratic. With too many time consuming processes and existing technology, we can't respond to changing service needs. Our Divisions are too "cookie cutter" and could be better aligned to community needs and today's neighbourhood boundaries.

• We don't sufficiently empower our members to be effective. Our procedures and training reflect a different time and more limited expectations of our members. We want to make better use of our training, skills, and knowledge to identify and partner with others on solutions.

• We need better information and analysis to plan and make decisions. We are strong in operational knowledge, but we need more strategic, data-driven analytical insights to support decision making and realign our focus and resources.

VISION OF A MODERN TORONTO POLICE SERVICE 4

This report is a living roadmap for the transformation and modernization of the Service.

It is grounded in an examination of past accomplishments, successes and mistakes, as well as the practices and developments of other policing organizations. It considers previous reviews, such as the 2015 KPMG review, and the 2013 Chief's Internal Organization Review, among others (see Appendix B for the full list).

MISSION + PRINCIPLES

The roadmap starts with the current community safety Mission of the Toronto Police Service:

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

This Mission will continue to be the essence of the Service's commitment to the people of Toronto. But how it delivers on that Mission will change, focusing on four guiding principles:

We will be Actively Accountable and Trusted by:

- Providing services that are centred on communities and neighbourhoods.
- Focusing every day on building trust and addressing community concerns.

We will be Transparent and Engaged by:

- Making decisions based on strategic information analysis and forecasting as well as leading practices.
- Engaging individuals and communities, and being as open as possible about decision-making.
- Managing change thoughtfully and assessing, mitigating, and monitoring risks.





OUR MISSION IS COMMUNITY SAFETY

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

OUR PRINCIPLES

Actively Accountable and Trusted • Transparent and Engaged • Inclusive and Collaborative • Affordable and Sustainable

OUR GOALS



Be where the public needs the Service the most



Embrace partnerships to create safe communities



Focus on the complex needs of a large city

HOW WE WILL GET THERE

BY TRANSFORMING

How we relate to the public: focusing on safe communities and neighbourhoods

How we deliver our services: from Primary to Priority response

Access to Services

Affordability and sustainability

Culture change

Our people are our greatest asset

We will be Inclusive and Collaborative by:

- Consistently listening to, and considering, the best interests of our communities and neighbourhoods and demonstrating this to the public.
- Supporting our members to be our best partners, advisors, and champions in working with communities and neighbourhoods.
- Working collaboratively in partnership with others to develop sustainable solutions and apply the most appropriate resources to needs.

We will be Sustainable and Affordable by:

- Providing value, always seeking to control our costs, and making the most of every dollar as facilitators of community safety.
- Working continuously to improve public access to services while achieving sustainability and affordability.
- Aligning our budgets to our strategy and focusing on the right priorities.



In 1829, Sir Robert Peel laid out the foundations of modern policing by consent, including three principles that are reflected in the Task Force's vision and paraphrased as follows:

- Policing depends on public approval of police actions and behaviour as well as securing and maintaining the public's trust and respect.
- The test of policing effectiveness is preventing crime rather than dealing with crime after it happens through law enforcement.
- Public support results from constantly demonstrating absolutely impartial service to the law and embracing and serving all our citizens.

Photo Credit: Toronto Police Service





Photo Credit: Toronto Police Service

GOALS

We have set out three goals for a modern Toronto Police Service that will guide the change process and service delivery in the months and years ahead.

Embrace partnerships to create safe communities.

- A service delivery model that is community-centric with an intensified, sustainable, longer term commitment of resources and capabilities.
- Recognizing that there are many different communities in Toronto and that the only effective approach is an all-inclusive one.
- Working in collaboration and partnership with communities and other services to understand and address the root causes of crime, share information, intervene early to reduce victimization, and build community capacity.

Be where the public needs the Service the most.

- A service delivery model that prioritizes need, and the flexible, resilient deployment of resources.
- A rapid, highly-effective priority response that is focused where an immediate response is necessary for personal safety, wherever and whenever needed.
- Using modern technology to ensure officers are fully connected to the community from any location, and to improve public access and customer service.

Focus on the complex needs of a large city.

- A sustainable and affordable service delivery model based on understanding the needs of our city and continuously adapting services to respond.
- Drawing on the diverse and rich perspectives of residents, communities, and Service members as invaluable sources of knowledge, experience and insight.
- Using strategic information and analytics (e.g. demand and workload modeling, locational assessments and socio-economic and demographic data from internal and external sources) to inform resourcing and deployment decisions.
- Reflecting the diversity of Toronto's population through the members of the Service and supporting them to deliver change, continuously improve, and take their pride of place as outstanding and innovative public servants.



Photo Credit: Toronto Police Service

5 HOW WE RELATE TO THE PUBLIC: FOCUSING ON SAFE COMMUNITIES + NEIGHBOURHOODS

The centrepiece of the new service delivery model is a renewed, more integrated and intensified investment in building safe communities and neighbourhoods, and focusing officers on local problem solving.

While the details of the new model will take time to establish and will require intensive discussion and engagement with the public and Service members, the model represents a significant enhancement of how members work with communities to build safe neighbourhoods.

In the new service delivery model, all officers, including a new community specialist designation, will not only be protectors and guardians of public safety, but will also be recognized as facilitators, problem solvers, collaborative partners, and team members. Officers will have the skills, knowledge, experience and emotional intelligence to build strong relationships and facilitate local strategies to keep individuals and communities safe. They will be community members who are known, valued, and trusted.

Through an investment in mobile smart technology, officers will work in their assigned neighbourhoods every day, sometimes in cars, but also on foot and bikes. They will be able to deliver services more flexibly from appropriate locations – a school, a community centre, or even on a park bench with a person in need – and will be accessible through email, text

messages and social media. Residents will be able to see their faces and learn their names online, and on the street. They will be able to reach out to Service members: not only in person or by phone, but also through video calling, social media, and the Toronto Police Service's app.

INTERIM RECOMMENDATIONS

Connected officers


- We are recommending an investment to move from Mobile Workstations in vehicles to smart devices carried by all officers. This will include a full application suite and e-notebook, as well as updating existing applications to a mobile environment and allowing officers to be connected, at all times, to the most current operational information. The next steps will include research, an analysis of best practices, assessing network opportunities, and developing and costing different options, all leading to purchase decisions and implementation in 2019.

Improved capabilities related to data, information, and analysis, including big data

- We are recommending that the Service support the new service delivery model with a strengthened capacity to collect, measure and evaluate data from a wide range of internal and external sources. The result will include an improved capacity to model demand and workload as well as analytics of large complex data sets ("big data"). This capability will allow the Service to better deliver evidence-based policing services where they are most needed in a way that is proportional, appropriate, and more sustainable.

Disbanding TAVIS

- We are recommending that TAVIS be disbanded and existing members be redeployed to other Service priorities. Although the 2012 redesign of the program addressed many community concerns, the program as originally implemented focused on law enforcement to curb incidents of violent crimes but did not sufficiently emphasize sustainable community-based strategies to build safe neighbourhoods. There were unintended impacts on communities, especially among racialized youth, who felt unfairly targeted, which in turn impacted trust and confidence in the Service.



EMOTIONAL
INTELLIGENCE

TO BUILD STRONG
RELATIONSHIPS

TO KEEP INDIVIDUALS
+ COMMUNITIES SAFE.

6 HOW WE DELIVER OUR SERVICES: FROM PRIMARY TO PRIORITY RESPONSE

The Service's existing service delivery model is built around primary response – meaning the first response to a call for service.

This means the Service responds to most calls by dispatching officers to the scene, and often for non-emergency situations.

In 2015, police were dispatched to 147,000 non-emergency events representing 317,000 hours of Primary Response officer time. Many of these were not situations where an immediate officer response was necessary. Also, many situations are within the mandates of other municipal departments or service delivery agencies, such as low-risk noise and animal-related complaints.

In order for the Service to implement the new service delivery model and enhance its presence with communities and in neighbourhoods, we are recommending a shift from primary to priority response. The purpose of this shift is to increase police officer availability for emergency calls, while reducing the amount of time spent responding to non-emergency calls for service, including situations that fall within the mandates of other organizations. This shift will be accomplished through more sustainable approaches including:

- Focusing on dispatching officers where an immediate response is necessary for personal safety or where there is an immediate investigative need.
- Providing enhanced options for the public to report non-emergency policing matters including online, through smart devices, over-the-phone, by appointment at a police station, and by employing civilian members to follow up on certain non-emergency reports.
- Working with City of Toronto departments and other service delivery partners to refer appropriately designated non-policing situations to other organizations that, through their respective mandates, are better suited to respond.
- Developing civilian positions more effectively. This may include crime scene containment once threats and risks have been minimized or eliminated, as well as civilians designated as Special Constables to assist with the transfer of care at hospitals under the Mental Health Act.

The Task Force also strongly supports the City of Toronto's request to the Government of Ontario for changes to the Highway Traffic Act to allow for the creation of municipal traffic wardens. In the future, there will continue to be situations where, for public safety reasons, traffic direction will need to be provided by a police officer. However, that will not be the case in most situations. Other large cities, such as Vancouver, rely on civilian traffic wardens as a more effective and cost-efficient municipal service.

INTERIM RECOMMENDATIONS

Risk assessment for priority response

- We are recommending that the Service develop a risk assessment tool to identify non-emergencies that can be addressed through alternative approaches, including redirection to the mandated city department or other agency.

147,000

Non-emergency calls attended in 2015, representing 317k hours.



IDENTIFY NON-EMERGENCIES

THAT CAN BE ADDRESSED THROUGH ALTERNATIVE APPROACHES.

Alternative reporting and follow-up for non-emergencies

- We are recommending the use of alternative methods for people to report non-emergency situations, i.e. where an immediate officer response is not necessary for personal safety or to meet an immediate investigative need, including:

- Enhanced, easy to use and convenient on-line, digital and by-phone reporting tools for low-risk incidents with civilian reporting, and intake personnel available by appointment at police stations.
- The use of civilian members to more efficiently follow up on less serious/non-emergency neighbourhood safety incidents.

Improved public safety response

- We are recommending that a specialized Public Safety Response Team be formed with a comprehensive mandate that includes extreme event response, public order, search management, and critical infrastructure protection.

More efficient scheduling

- We are recommending that the shift schedule known as the Compressed Work Week be reviewed. The current approach requires a consistent deployment, regardless of the time of day or demand patterns, which we believe may limit the Service's ability to deploy resources more flexibly. Changes in this area will require a negotiated change to the collective agreement with the Toronto Police Association.

More effective deployment in vehicles

- We are recommending that the requirement in the collective agreement for two-officer cars be reviewed. Using risk and demand analysis currently underway, we believe there may be an opportunity to identify situations where unaccompanied officers or response alternatives are more appropriate. This recommendation mirrors the approach taken by other leading police services and will allow for more effective personnel deployment, while continuing to ensure officer safety. It will require a negotiated change to the collective agreement with the Toronto Police Association.

A risk-based response to special events

- We are recommending that the Service support special events through a fair and equitable threat and risk-based assessment. This will focus police resources on events where their presence is necessary for public safety. For designated situations, event organizers will be responsible for their own security measures.

- We are recommending a more integrated structure for special events. Divisions currently support local events within their boundaries while the Public Safety - Special Events Unit handles large scale major events. This leads to challenges in consistency of approach, risk assessment and staffing which will be addressed in the new design.



THE PURPOSE OF THIS SHIFT

A more efficient retail response

- We are recommending that the Toronto Police Services Board seek the Government of Ontario's approval to appoint and train selected security guards at major shopping malls as Special Constables. In designated non-emergency situations, these individuals will be authorized to process and release arrested individuals. We estimate that through this change it will be possible to save approximately 5,500 hours of policing services per year, while reducing costs for the private sector.

Disband the Transit Patrol Unit

- We are recommending that the Transit Patrol Unit be disbanded. The Unit was originally established to supplement the day-to-day role of Divisions to respond to calls for service related to Toronto Transit Commission vehicles, subways and properties. However, this role is no longer required since the Toronto Transit Commission now has a highly capable Special Constable Program in place, and local Divisions will continue to respond to calls as required. Transit Patrol Unit members will be redeployed to other priorities.

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- We are recommending that the Lifeguard Program, and its \$1.1 million budget become the responsibility of the appropriate department of the City of Toronto. This program provides lifeguarding services on Toronto beaches while the City of Toronto provides lifeguard services for the rest of the city. For example, City of Toronto personnel provide lifeguard services at the Sunnyside Gus Ryder Outdoor Pool. A few metres away, on Sunnyside Beach, lifeguard services are provided by the Toronto Police Service. Civilian staff currently supporting this program will be redeployed to other priorities.

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- We are recommending that the School Crossing Guard Program, with its \$6.8 million budget, become the responsibility of the City of Toronto, or an alternative. Currently, the Toronto Police Service administers the program and dispatches officers to fill in when crossing guards are unexpectedly absent. In 2015 this resulted in 3,138 hours of officer time away from other needs to which only a police officer can respond. This recommendation will allow members who support the program to be redeployed to other priorities. This change was also recommended as part of the 2011 KPMG City of Toronto Core Services Review. In 2013 the City of London, Ontario implemented a similar approach.

Using traffic enforcement technology to improve community safety

- We are recommending that the City of Toronto implement traffic enforcement cameras that are owned and operated by the City of Toronto in school zones and areas identified as having higher collision rates as a way of modifying driver behaviour and reducing risks. The Service will provide collision and enforcement-related data to inform where these cameras should be located. This recommendation means our city is using all of the tools it can to provide the right mix of prevention, enforcement, and response. It is also an area of growing need because of the densification of people and vehicles.

Overhauling Paid Duty

- We are recommending an overhaul of the Paid Duty process. The current process is not well understood and often puts the reputation of the Service at risk. In our final report we will include recommendations for a risk assessment model to ensure that off-duty police officers are only utilized in a paid duty capacity where the skills, authorities, and training of a police officer are necessary. We will also be clear about those situations where private security is the appropriate alternative.

TO INCREASE OFFICER AVAILABILITY FOR EMERGENCY CALLS.

Photo Credit: CBC

ENHANCED ANALYTICS: A KEY ENABLER OF TRANSFORMATION

An enhanced analytics capacity is a key enabler of the three transformation goals:

- Be where the public needs the Service the most.
- Embrace partnerships to create safe communities.
- Focus on the complex needs of a large city.

The Service has engaged an independent consulting firm to assist it in planning for the future of policing in Toronto and the implementation of the new service delivery model. The goal of this work is to ensure that the Service is able to make effective use of its existing resources. The work includes predictive forecasting in 5, 10, 15, and 20 year timespans using existing and future new business processes and drawing on all of the Service's internal data as well as extensive external data sources. The two key areas of focus are:

- Demand modelling to provide the Service with a comprehensive picture of future needs for the city as a whole, across neighbourhoods, and at a micro-level within neighbourhoods. This will allow the Service to make decisions on many fronts including deploying resources, realigning boundaries, assessing the safety needs of individual communities and identifying other service providers that can be connected to individuals in need.
- Workload modelling to provide a detailed understanding of the required effort and number of staff needed in different parts of the new service delivery model, including their locations. This will inform decisions about the number, size and location of facilities as well as the optimal deployment of more centralized resources such as central booking and investigative services. Examples of workload data include calls for service, arrests and booking, transportation to and from court, mental health apprehensions, parking enforcement and traffic enforcement and accidents.

Photo Credit: Toronto Police Service

7 ACCESS TO SERVICES

For some people, police stations are important elements of the local landscape and a way for communities to access police services.

For others, they present a barrier or obstacle that separates police from communities. More recently we have experienced a technological revolution in how the public is able, and often prefers, to access and engage with all types of services.

The current Divisional concept dates back to the creation of the former Metropolitan Toronto Police in 1957 with some necessary modifications over time. Since then the city has changed dramatically. With the new service delivery model, the Service will require fewer Divisions. It will need new Divisional boundaries that take into account the boundaries of Toronto's 140 neighbourhoods and coordinate better with the planning of other city and provincial services. The Service will also need to provide more modern and effective options for the public to connect with and access police services and information on a timely basis that do not involve visiting a police station.

A new Divisional map will enable the Service to be where the public needs it the most, and support the Service's city-wide priority response capacity. It will permit officers in vehicles to respond quickly to situations where an immediate response is necessary for personal safety or where there is an immediate investigative need. It will also result in lower facility operating

costs, avoid costly redevelopment of aging facilities, and allow the Service to return real estate assets to the City of Toronto.

The redesign will also allow officers to be redeployed into new neighbourhood roles. For example, there may be a greater focus on bike and foot patrols. Civilian members may be redeployed into new roles. The redesign will include the reduction of some management and supervisory positions to align with the new service delivery model, and a reassessment of spans of control. Reductions in these ranks will allow the Service to offset the natural attrition that will occur through the moratorium on hiring and promotion.

INTERIM RECOMMENDATIONS

City-wide Divisional boundary and facilities realignment

- We are recommending that the Service begin a phased redesign of its Divisional structure and alignment of facilities. The redesign will follow the principle of lifting all boundaries from the city map, and then using demand and workload modelling to draw new boundaries and facility

locations that take into account the boundaries of Toronto's 140 neighbourhoods and coordinate better with the planning of other city and provincial services. The redesign will draw on the enhanced analytics capacity described earlier related to demand and workload modelling. The Service will also engage and obtain input and advice from the City Planning department. The details of a new configuration will take time to establish and will require intensive discussion and engagement with the public and Toronto Police Service members.

- As a first step in the phased re-alignment, we are recommending the amalgamation of 54 and 55 Divisions. This will involve working with an independent consulting firm to determine the right location for a new station, and to determine the appropriate workload balance and reporting structures. This amalgamation will also include the first phase of a longer term consolidation of criminal investigators into a more flexible and streamlined group. Between now and our final report, we will explore similar options for Divisions 12, 13, 33, 41, 52 and 53.

- We are also recommending that the Service test the dispatching of priority response through the use of Automated Vehicle Locating which will allow it to send the closest resource to a call for service.



Photo Credit: Toronto Police Service

More accessible and transparent information and services

- As the Divisional map is redesigned, we are recommending an investment be made in modern technology to offer the public open access to information and tools that communities can use to improve neighbourhood safety including:
 - A public safety data portal to encourage the creation and use of open data for public safety in Toronto. The portal is intended to improve the understanding of transparency, and enhance understanding and confidence.
 - A wider, up-to-date range of means to speak with neighbourhood officers – in person and by phone, but also through video calling, social media, and an enhanced Toronto Police Service's app. Through their mobile devices, officers will also have access to preliminary translation, in hundreds of languages.
- Offering technology that brings communities together to crowd-source and solve safety problems using their phones, which will allow for improved community intelligence related to incidents like break and enters.
- Offering technology for communities to anonymously crowdsource and report concerns about officers. This will allow the Service to respond more quickly and transparently.
- Enhancing the Toronto Police Service app so that when a neighbourhood crime is reported, a mobile connected officer in the area, and in any setting, can view the information in real time.
- Enhancing real-time data and information about what's happening in their neighbourhood, including crime trends and more general policing metrics, while respecting privacy requirements.

A NEW DIVISIONAL MAP

WILL ENABLE THE SERVICE TO BE WHERE PUBLIC NEEDS IT THE MOST.

8 SUSTAINABILITY + AFFORDABILITY

Having the most efficient and effective management of policing services means freeing up funds that can be deployed to other city priorities, especially social needs that have a direct impact on the demand for policing services.

A modern Toronto Police Service will embody management excellence through relentlessly, transparently, and continuously evaluating its services, business processes and organization to better serve the public. It will take pride in making smart investments, controlling costs, finding cost effective alternatives, and leveraging the mandates of other service delivery partners wherever possible. It will be able to transparently document, demonstrate, measure, communicate, and be held accountable for its ongoing efforts.

A fiscal commitment as responsible managers of public funds

Our interim recommendations are an initial demonstration of the impact of the Task Force's vision. As we work towards our final report, we will identify other fiscally responsible measures and also where smart investments are required.

To date, we have identified \$100 million in reductions and savings to the Service's operating budget over the next three years – through strategies that will not impact priority response or community safety. This reduction includes the previously mentioned \$60 million in salaries and benefits savings over the next three years through the carefully managed moratorium on most hiring and promotions between ranks. This is money that will not need to be included in future budget requests and that the City of Toronto will have available for other priorities.

The reduction includes other measures such as the previously mentioned amalgamation of Divisions and alternative service delivery opportunities that have the potential to save up to an additional \$30 million. For our final report we are committed to identifying a further minimum of \$10 million in potential savings that might be possible over the next three years.

Through the redesign of boundaries and facilities, we have identified up to \$72 million in real estate that could be returned to the City of Toronto. As we conduct the next phase of our work we will look for other similar opportunities.

Where members are affected by alternative or shared service delivery actions (see the Interim Recommendations below) the Board will work within the collective agreements to redeploy members to vacancies caused by attrition and into new roles, including investing in their training and development, where it is appropriate and necessary.



Photo Credit: Toronto Police Service

INTERIM RECOMMENDATIONS

Moratorium on hiring and promotions

- We are recommending a carefully managed moratorium on hiring and promotions between ranks for officers and civilians over the next three years while the Service designs and deploys the new service delivery model. This moratorium will allow the Service to ensure that it has the right type and number of members for the new service delivery model, and the leanest possible management structure.

- There will be some circumstances where hiring or filling vacant positions may be necessary – for example, to make investments in modernization, achieve other strategic priorities, comply with legislative requirements, or provide adequate supervision. In these situations, the Service will implement a rigorous and transparent assessment process before approval is given, and will continue to report on the number and types of situations where it has been necessary to do so.

Assessing Information Technology requirements

- We are recommending that the Toronto Police Service retain an external expert advisor to review potential efficiencies, alternative service delivery models, and future trends for information technology in policing. The advice will include immediate efficiencies that may be possible through benchmarking, as well as an Information Technology Unit organizational assessment and identification of opportunities for alternative service delivery mechanisms.



Alternative or shared service delivery of Court Services

- We are recommending that the Service fully assess whether alternatives exist that can reduce costs while ensuring that the Toronto Police Service fulfills its court security obligations under the Police Services Act.

Alternative or shared service delivery of Parking Enforcement

- We are recommending that the Service fully assess whether there are better alternatives to the current Parking Enforcement Unit that will lower operating costs – as has also been recommended by previous reviews. The Parking Enforcement Unit budget is wholly separate from the Toronto Police Service's annual operating budget.

Alternative or shared service delivery of background screening

- We are recommending the expanded use of contract agents to conduct background screening as part of the Service's hiring process. The current approach involves a combination of officers and contract agents. Officers who are currently part of this function would be redeployed to other priorities.

Investment in 9-1-1

- We are recommending consultation with the City of Toronto on implementing a 9-1-1 cost recovery fee that would recoup the cost of providing these services to all land and wireless telephone users. The recovery fee would also provide the foundation for future investments in new 9-1-1 technology including allowing the Service to receive text messages, photos, videos and better location information. Currently, the Service's Communications Centre is the answering point for police, fire, and paramedic services. The costs to staff, operate and maintain these operations are covered through the Service's budget. At present 9-1-1 cost recovery fees are in place in eight other provinces.



9 CULTURE CHANGE

Excellent organizations are defined by their culture, but they are also open to continuous self-assessment.

They consistently demonstrate the constructive and innovative energies that help them align and perform through the right processes and behaviours. They build or acquire the tools necessary for successful culture building and the embedding of values, including leadership development, performance management, accountability structures, recognition, and training. These organizations find the right balance between pride in their history and forward-looking missions and visions. They continuously assess people, processes, and practices to connect culture with strategy.

Culture change is the essential underpinning of our vision of a modern Toronto Police Service and is key to the success of our recommendations. Success will require a culture that reflects and embraces the vision and that embeds the principles of trust, active accountability, partnerships, transparency, inclusiveness, collaboration, sustainability, and affordability. Success will also require a culture that is supported by training and education, and where the operational value and impact of that training is measured. That training will also need to equip Service members to be effective partners with all communities including, as we noted at the outset of this report, communities where there are deeper challenges related to social inequality, poverty, inequality of opportunity, discrimination, and systemic racism.

We are recommending a culture for the modern Service:

- That is collaborative and energizing, embracing opportunities to dialogue, partner, and connect both inside and outside the Service.
- That is performance based, continuously empowering members to achieve the vision through self-assessment, and seeking regular feedback from those they serve.
- In which members take immense pride in their work and are recognized for being leaders: aligning recognition and advancement to the vision in a transparent and fair manner.
- That empowers members to use judgement to create solutions in partnership with communities and other agencies.
- That drives excellence through leading practices, evidence-based decisions, evaluation, and results.



Photo Credit: Toronto Police Service

INTERIM RECOMMENDATIONS

In our final report, we will describe the nature of this culture change in more detail, with a comprehensive culture change and human resources strategy that will include the following:

- A means to measure and report publicly on culture change, including benchmarks and metrics that incorporate the insights and perceptions of the public.
- A robust talent management strategy that ensures the Service's greatest asset – its people – are engaged, effective, and performance driven. The strategy will include an investment in leadership that engages, inspires, and fosters a performance culture. It will also include performance management processes that focus on the accountability of members and their leaders, in support of the new service delivery model.
- Professionalization of policing through partnership with an academic institution. We are recommending a comprehensive partnership between the Service and an academic institution to improve training, increase accountability, and further the professionalization of policing.
- A model for innovation that is embedded in the Service's business practices and allows for ongoing professional improvement recommendations from the public and Service members. Approaches from other organizations will be reviewed

PRIDE IN HISTORY

AND ALIGNMENT TO FORWARD-LOOKING MISSIONS + VISIONS.

and a more detailed strategy will be outlined in the final report. We are also recommending that a small group be formed to build and foster innovation capacity with a mandate to spark and nurture change within the organization.

- Redesigned training for existing Constables as they move from probationary status through the three progressive Constable classifications. All existing members will also be required to take this redesigned training. This training will expand on expectations for the new service delivery model's community and neighbourhood focus.
- A strengthened evaluation framework for the reclassification of future new Constables that includes a more rigorous performance management and evaluation process to ensure that Constables will not advance unless, and until, they demonstrate their knowledge, commitment, and ability to be effective in community-centred policing.
- An ongoing program to recognize, reward, and celebrate excellence in support of the new service delivery model, and our vision of community-centred policing services.

Photo Credit: Toronto Police Service



10 NEXT STEPS + CONSULTATION

In this interim report, we have laid out a modern, community-centred vision, and initial steps in a balanced plan that aligns strategy, actions, and financial imperatives.

Our interim recommendations represent the beginnings of unprecedented change that will take the Service to a new level of excellence.

But as we stated earlier, the Service cannot act without the support of the city it serves. Moving forward will require an equally unprecedented alignment of the public, elected officials, the members of the Board, the senior leadership of the Service, Service members, the Toronto Police Association, and the Senior Officers' Organization. All of us together must choose to empower the Service to seize this opportunity.

As emphasized throughout, this is an interim report. Its primary purpose is to describe our community-centred vision of a modern Toronto Police

Service, and through our interim recommendations to begin to define the path forward.

In our final report, to be completed by the end of December 2016, for presentation to the Board in January 2017, we will expand on our interim recommendations, and present many others that we are still studying. We will also provide more information about proposed savings and budget reductions, as well as details about the investments in people, training, and technology that will be required to support the community-centred service delivery model.

Input from the public and Service members is a critical part of the next phase of our work. The Task Force will hold public consultation

meetings across the city over the summer months and into September. The schedule for these meetings will be announced shortly after the release of the interim report and will be posted on <http://www.tps.on.ca/TheWayForward>.

There will also be a mechanism for people and organizations to provide their feedback online through the Board's website. Consistent with the principles of active accountability and transparency, the feedback will be summarized and posted on <http://www.tps.on.ca/TheWayForward> beginning later in the summer.

The consultation process with Service members will begin with a series of information sessions in September and early fall. These sessions will be organized by rank and civilian classification, in order to allow for discussion among peers. They will not only provide members with the opportunity to comment on our recommendations, but also encourage them to share their insights into how these recommendations can be expanded, implemented, or improved upon for our final report.

Photo Credit: Toronto Police Service



RECOMMENDATIONS

1 HOW WE RELATE TO THE PUBLIC: FOCUSING ON SAFE COMMUNITIES + NEIGHBOURHOODS

1 Connected officers

We are recommending an investment in transitioning from Mobile Workstations in vehicles to smart devices carried by all officers. This will include a full application suite and e-notebook, as well as updating existing applications to a mobile environment and allowing officers to be connected at all times to the most current operational information. The next steps will include research, analysis of best practices, assessing network opportunities, and developing and costing different options, leading to purchase decisions and implementation in 2019.

2 Improved capabilities related to data, information, and analysis, including big data

We are recommending that the Toronto Police Service support the new service delivery model with a strengthened capacity to collect, measure, and evaluate data from a wide range of internal and external sources, including an improved capacity to model demand and workload as well as analytics of large complex data sets (“big data”). With this ability, the Service will be better able to deliver evidence-based policing services where they are most needed, in a way that is proportional, appropriate, and more sustainable.

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2 HOW WE DELIVER OUR SERVICES: FROM PRIMARY TO PRIORITY RESPONSE

4 Risk assessment for priority response

We are recommending that the Toronto Police Service develop a risk assessment tool to identify non-emergencies that can be addressed through alternative approaches, including redirection to the mandated city department or other agency.

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- Enhanced, easy to use, and convenient on-line, digital, and by-phone reporting tools for low-risk incidents with civilian reporting and intake personnel available by appointment at police stations.
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3 ACCESS TO SERVICES

16 City-wide Divisional boundary and facilities realignment

We are recommending that the Toronto Police Service begin a phased redesign of its Divisional structure and alignment of facilities. The redesign will follow the principle of lifting all boundaries from the city map, and then using demand and workload modelling to draw new boundaries and facility locations that take into account boundaries of Toronto's 140 neighbourhoods, and coordinate better with the planning of other city and provincial services. The redesign will draw on the enhanced analytics capacity described earlier, related to demand and workload modelling. The Service will also engage and obtain input and advice from the City Planning department. The details of a new configuration will take time to establish and will require intensive discussion and engagement with the public and Toronto Police Service members.

As a first step in the phased realignment, we are recommending the amalgamation of 54 and 55 Divisions. This will involve working with an independent consulting firm to determine the right location for a new station, and to determine the appropriate workload balance and reporting structures. This amalgamation will also include the first phase of a longer term consolidation of criminal investigators into a more flexible and streamlined group. Between now and our final report, we will be exploring similar options for Divisions 12, 13, 33, 41, 52, and 53.

We are also recommending that the Service test the dispatching of priority response through the use of Automated Vehicle Locating, which will allow it to send the closest resource to a call for service.

17 More accessible and transparent information and services

As the Divisional map is redesigned, we are recommending an investment in modern technology to offer the public open access to information and tools that communities can use to improve neighbourhood safety, including:

- A public safety data portal to encourage the creation and use of open data for public safety in Toronto. The portal is intended to improve the understanding of policing, improve transparency, and enhance confidence.
- A wider, up-to-date range of means to speak with neighbourhood officers – in person and by phone, but also through video calling, social media, and the Toronto Police Services app. Through their mobile devices, officers will also have access to preliminary translation, in hundreds of languages.
- Enhancing the Toronto Police Service app so, that when a neighbourhood crime is reported, a mobile connected officer in the area, or in any setting can view the information in real time.
- Enhancing real-time data and information about what’s happening in their neighbourhood, including crime trends and more general policing metrics, while respecting privacy requirements.
- Offering technology that brings communities together to crowdsource and solve safety problems, using their phones, which will allow for improved community intelligence related to incidents like break and enters.
- Offering technology for communities to anonymously crowdsource and report concerns about officers, which will allow the Service to respond more quickly and transparently.

4 SUSTAINABILITY + AFFORDABILITY

18 Moratorium on hiring and promotions

We are recommending a carefully managed moratorium on hiring and promotions between ranks for officers and civilians over the next three years while the Service designs and deploys the new service delivery model. This moratorium will allow the Service to ensure that it has the right type and number of members for the new service delivery model, and the leanest possible management structure. There will be some circumstances where hiring or filling vacant positions may be necessary – for example, to make investments in modernization, achieve other strategic priorities, comply with legislative requirements, or provide adequate supervision. In these situations, the Service will implement a rigorous and transparent assessment process before approval is given, and will continue to report on the number and types of situations where it has been necessary to do so.

19 Assessing Information Technology requirements

We are recommending that the Toronto Police Service retain an external expert advisor to review potential efficiencies, alternative service delivery models, and future trends for information technology in policing. The advice will include immediate efficiencies that may be possible through benchmarking, as well as an Information Technology Unit organizational assessment and identification of opportunities for alternative service delivery mechanisms.

20 Alternative or shared service delivery of Court Services

We are recommending that the Toronto Police Service fully assess whether alternatives exist that can reduce costs while ensuring that the Toronto Police Service fulfills its court security obligations under the Police Services Act.

21 Alternative or shared service delivery of Parking Enforcement

We are recommending that the Service fully assess whether there are better alternatives to the current Parking Enforcement Unit that will lower operating costs – as has also been recommended by previous reviews. The Parking Enforcement Unit budget is wholly separate from the Toronto Police Service’s annual operating budget.

22 Alternative or shared service delivery of background screenings

We are recommending the expanded use of contract agents to conduct background screening as part of the Toronto Police Service's hiring process. The current approach involves a combination of officers and contract agents. Officers who are currently part of this function would be redeployed to other priorities.

23 Investment in 9-1-1

We are recommending consultation with the City of Toronto on implementing a 9-1-1 cost recovery fee that would recoup the cost of providing these services to all land and wireless telephone users. The recovery fee would also provide the foundation for future investments in new 9-1-1 technology including allowing the Service to receive text messages, photos, videos, and better location information. Currently, the Toronto Police Service's Communications Centre is the answering point for police, fire, and paramedic services. The costs to staff, operate and maintain these operations are covered through the Service's budget. At present 9-1-1 cost recovery fees are in place in eight other provinces.

5 CULTURE CHANGE

24 Comprehensive culture change and human resources strategy

In its final report, the Task Force will describe the nature of this culture change, in more detail, with a comprehensive culture change and human resources strategy that will include the following:

- A means to measure and report publicly on culture change including benchmarks and metrics that incorporate the insights and perceptions of the public.
- A robust talent management strategy that ensures the Service's greatest asset – its people – are engaged, effective, and performance driven. The strategy will include an investment in leadership that engages, inspires, and fosters a performance culture. It will also include performance management processes that focus on the accountability of members and their leaders, in support of the new service delivery model.
- Professionalization of policing through partnership with an academic institution. We are recommending a comprehensive partnership between the Service and an academic institution to improve training, increase accountability, and further the professionalization of policing.
- A model for innovation that is embedded in the Service's business practices and allows for ongoing professional improvement recommendations from the public and Service members. Best practices from other organizations will be reviewed, and a more detailed strategy will be outlined in the final report. We are also recommending that a small group be formed to build and foster innovation capacity with a mandate to spark and nurture change within the organization.
- Redesigned training for existing Constables as they move from probationary status through the three progressive Constable classifications. All existing members will also be required to take this redesigned training. This training will expand on expectations for the new service delivery model's community and neighbourhood focus.
- A strengthened evaluation framework for the reclassification of future new Constables that includes a more rigorous performance management and evaluation process, to ensure that Constables will not advance, unless and until they demonstrate their knowledge, commitment, and ability to be effective in community centred policing.
- An ongoing program to recognize, reward, and celebrate excellence in support of the new service delivery model and our vision of community-centred policing services.

TASK FORCE MEMBERS

APPENDIX A

The members of the Task Force are a mix of citizens and Service members.

ANDY PRINGLE • Chair, Toronto Police Services Board (Task Force co-chair)

MARK SAUNDERS • Chief, Toronto Police Service (Task Force co-chair)

MARK BARKLEY • Superintendent, Toronto Police Service

IDIL BURALE • Associate at MaRS Solutions Lab and community advocate

SHAWNA COXON • Inspector, Toronto Police Service

MICHELLE DIEMANUELE • President and CEO of Trillium Health Partners

JEFF GRIFFITHS • Former City of Toronto auditor general

KEN JEFFERS • Member, Toronto Police Services Board, and former manager of Access and Diversity at the City of Toronto

BARBARA MCLEAN • Superintendent, Toronto Police Service

CHERYL MCNEIL • Public Safety Operations Planner, Toronto Police Service

MICHAEL PERREAULT • Staff Sergeant, Toronto Police Service

SEVAUN PALVETZIAN • CEO of CivicAction

DAVID SOKNACKI • Former Councillor, City of Toronto

JUSTIN VANDER HEYDEN • Staff Sergeant, Toronto Police Service

GREG WATTS • Staff Sergeant, Toronto Police Service

The Task Force is being supported by the following members of the Toronto Police Service.

FRANCISCO BARREDO • Inspector, Toronto Police Service

DONALD BELANGER • Detective Sergeant, Toronto Police Service

SANDRA CALIFARETTI • Director, Toronto Police Service

PETER CODE • Inspector, Toronto Police Service

MEAGHAN GRAY • Corporate Communications, Toronto Police Service

JAMES HOGAN • Staff Sergeant, Toronto Police Service

LAURA MCGUIRE • Clerk, Toronto Police Service

DOUGLAS MOORE • Parking Enforcement Officer, Toronto Police Service

PETER MOREIRA • Inspector, Toronto Police Service

TONY VENEZIANO • CAO, Toronto Police Service

SUZANNE WALSH • Inspector, Toronto Police Service

IAN WILLIAMS • Manager, Toronto Police Service

PREVIOUS REVIEWS + REPORTS

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An aerial night photograph of Toronto, Ontario, Canada. The image shows a dense urban landscape with numerous illuminated skyscrapers and buildings. In the foreground, a prominent highway interchange with multiple lanes is visible, with light trails from traffic. The overall scene is lit up by city lights, creating a vibrant and dynamic atmosphere.

TORONTO

POLICE

SERVICE



Photo Credit: Toronto Police Service