

November 16, 2006

To: Policy and Finance Committee, City of Toronto

From: Alok Mukherjee, Chair

Subject: Response to Request for Information on How Quickly the Toronto Police Service Can Recruit and Train the 250 New Police Officers Hired Under the “Safer Communities – 1,000 Officers Partnership Program”, Locations to Which They Will Be Deployed, Associated Costs and Multi-Cultural Diversity of the New Police Officers
Reference: 06-PF#3(12a)

Purpose:

The purpose of this report is to provide a response to a Toronto City Council request for information on how quickly the Toronto Police Service can recruit and train the 250 new police officers hired under the “Safer Communities – 1,000 Officers Partnership Program”, locations to which they will be deployed, associated costs and the multi-cultural diversity of the new police officers.

Financial Implications and Impact Statement:

There are no financial implications in regard to the receipt of this report.

Recommendation:

It is recommended that the Policy and Finance Committee receive this report.

Background:

At its meeting held on August 10, 2006, the Toronto Police Services Board was in receipt of a report, dated July 19, 2006, from the Chief of Police containing a response to a request for information on the 250 new police officers hired by the Toronto Police Service under the “Safer Communities – 1,000 Officers Partnership Program”.

Comments:

The Board received the report from the Chief of Police and agreed to forward a copy to the City of Toronto – Policy and Finance Committee

Conclusions:

A copy of Board Minute No. P255/06, in the form attached as Appendix “A” to this report, regarding this matter is provided for information.

Contact:

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Alok Mukherjee
Chair

List of Attachments:

Appendix A - Board Minute No. P255/06

a: recruit-train250newofficers.doc

APPENDIX "A"

THIS IS AN EXTRACT FROM THE MINUTES OF THE PUBLIC MEETING OF THE TORONTO POLICE SERVICES BOARD HELD ON AUGUST 10, 2006

#P255. RESPONSE TO THE CITY OF TORONTO REQUEST FOR REPORT – RECRUITMENT AND TRAINING OF THE NEW 250 POLICE OFFICERS

The Board was in receipt of the following report July 19, 2006 from William Blair, Chief of Police:

Subject: RESPONSE TO POLICY & FINANCE COMMITTEE REPORT 3, CLAUSE 12A, ON "HOW QUICKLY THE TORONTO POLICE SERVICE CAN RECRUIT AND TRAIN THE 250 NEW OFFICERS HIRED UNDER THE "SAFER COMMUNITIES – 1,000 OFFICERS PARTNERSHIP PROGRAM," LOCATIONS TO WHICH THEY WILL BE DEPLOYED, ASSOCIATED COSTS AND MULTICULTURAL DIVERSITY OF THE NEW POLICE OFFICERS

Recommendations:

It is recommended that:

- (1) the Board receive this report; and
- (2) the Board forward a copy of this report to the City Policy and Finance (P&F) Committee.

Background:

Toronto City Council, at its meeting of May 23, 24 and 25, 2006 considered Clause 12a of Report 3, and made several amendments to this clause. The Board was requested to respond to the P&F Committee with respect to City Council's motions.

Comments:

The following provides specific responses to each clause adopted by City Council.

Consolidated Clause 12a:

“How quickly the Toronto Police Service can recruit and train the 250 new police officers hired under the “Safer Communities – 1,000 Officers Partnership Program”, locations to which they will be deployed, associated costs and multicultural diversity of the new police officers.”

Response:

Council has received Board Minute #6/06, entitled “Response to City Council Request for Information in Regards to Staffing and Deployment as Referenced in the Council Meeting of December 5, 2005.” This report from the Board responds to each of the items identified in Clause 12a, in detail. The Board Minute is provided as attachment A to this report. Further to that report, hiring was accelerated so that 250 new officers would be hired by the end of 2006.

Amendment 1 to Consolidated Clause 12a:

“That the Toronto Police Services Board be requested to consider increasing the authorized number of positions of the Toronto Police Service (the uniform strength) by 106 officers, to the 1992 level of 5,616 police officers, for 2007, and to maintain at least this number of officers in future years; reporting to Council, through the Policy and Finance Committee, on:

- (a) what steps are being taken, either independently or in co-operation with the Toronto Community Housing Corporation, to provide additional policing at problem housing sites, and
- (b) the development of a new funding formula that provides ongoing financial support from the provincial and federal governments for City policing costs

Response:

The cost of increasing the Service’s authorized strength to the 1992 level of 5,616 police officers was also addressed in Board Minute #6/06 (attachment A).

The issue of additional policing at problem housing sites is addressed in amendment 3, below.

With respect to amendment 1(b), the Service currently receives ongoing financial support from the provincial government for City policing costs with respect to the Community Policing Partnership (CPP) grant, in the amount of \$7.5M annually, and with respect to the Safer Communities – 1,000 Officers Partnership Program, in the amount of \$8.8M (annualized).

Both of these grants assume 50% cost-sharing for each officer hired under these grants, to a maximum salary and benefit cost of \$60,000 for the CPP grant and \$70,000 for the Safer Communities grant (i.e., the grants are capped at \$30,000 and \$35,000 per officer, respectively). The provincial government could be requested to provide true 50% cost-sharing (i.e., with no

cap) or at least to increase the cap on an annual basis to reflect annual cost of living allowances. This matter will be pursued with the provincial government.

An on-going issue for the Service and the City is the provincial downloading of the cost of court security to the Service. Court security costs have grown tremendously since the early 1990s, when the downloading occurred, and the province has not provided any additional funding for this purpose. On-going attempts have been made, and will continue to be made, to request the province to address court security costs for the Toronto Police Service, as a large portion of the cost increase is the result of factors that are beyond the control of the Service (e.g., increases in the number of court rooms).

With respect to federal funding, there is no direct support from the federal government, other than the occasional one-time grant funding. Generally, the federal government would not provide any support to municipal policing agencies. Funds flow from the federal government to the provincial governments, and the province would then determine the level of support to be provided for policing needs at the municipal level.

Amendment 3 to Consolidated Clause 12a:

“That the Toronto Police Services Board be requested to consider reporting to Council by the last meeting of this term, scheduled to be held on September 25, 2006, through the Policy and Finance Committee, in conjunction with the Toronto Community Housing Corporation and the Toronto Transit Commission, on:

- (a) how the Toronto Police Service supports these organizations and how support might be improved, including the option of the Toronto Police Service taking over responsibility for the policing for these organizations;
- (b) the current delivery of security functions of the Toronto Community Housing Corporation and the Toronto Transit Commission and the funds expended on security; and
- (c) how 250 new officers can be used to enhance existing partnerships between the Toronto Police Service, the Toronto Community Housing Corporation and the Toronto Transit Commission.”

Response:

The foregoing request from City Council cannot be reviewed by TPS alone. While the Service can provide information and its position on these matters, the request requires joint discussion between the Toronto Police Services Board, the Toronto Transit Commission, the Toronto Community Housing Corporation and the City. Accordingly, this request would be more appropriately handled at the City level, and the Service will be pursuing this matter with the City Manager in order to determine the proper approach. A response is not possible by the September 25, 2006 date requested by City Council, and should instead be dealt with through the 2007 operating budget process.

Conclusion:

City Council at its meeting on May 23, 24 and 25, 2006 requested various information from the Toronto Police Services Board. Some of the information requested had already been provided to City Council by the Board. The remainder of the request requires a joint discussion between the Service, the TTC and TCHC, under the lead of the City, and should be considered during the 2007 operating budget process.

Mr. Tony Veneziano, Chief Administrative Officer, Administrative Command will be in attendance to answer any questions from the Board.

The Board received the foregoing and agreed to forward a copy to the City of Toronto – Policy and Finance Committee for information.

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Attachment A

**THIS IS AN EXTRACT FROM THE MINUTES OF THE PUBLIC MEETING OF THE
TORONTO POLICE SERVICES BOARD HELD ON JANUARY 11, 2006**

**#P6. RESPONSE TO TORONTO CITY COUNCIL REQUEST FOR
INFORMATION: STAFFING AND DEPLOYMENT ISSUES**

The Board was in receipt of the following report December 29, 2005 from William Blair, Chief of Police:

Subject: RESPONSE TO CITY COUNCIL REQUEST FOR INFORMATION IN
REGARDS TO STAFFING AND DEPLOYMENT AS REFERENCED IN THE
COUNCIL MEETING OF DECEMBER 5, 2005

Recommendation:

It is recommended that:

- (1) the Board receive this report; and
- (2) the Board forward a copy of this report to the City's Policy and Finance Committee meeting on January 23, 2006, for information.

Background:

On August 12, 2005, The Honourable Monte Kwinter, Minister of Community Safety and Correctional Services announced the application process for the Safer Communities - 1,000 Officers Partnership Program. This program will provide \$37.1M a year, in perpetuity, to help municipalities hire 1,000 new police officers across the province by sharing the cost, up to half the salary and benefit costs, capped at \$35,000 per year, for each new hire. Across the province, half of the new officers will be assigned to community policing duties and the other half will be assigned to six key areas identified by the Province, specifically, youth crime, guns and gangs, organised crime (marijuana grow ops), dangerous offenders, domestic violence and protection of children from internet luring and child pornography. The Province will fund 400 of the 1,000 officers effective May 18, 2005 and the remaining 600 officers effective April 1, 2006.

The Toronto Police Service applied for cost-sharing for 250 additional officers under the program – 175 community policing officers and 75 officers to be assigned to the six key areas. On November 25, 2005, the Service was advised that the Province would share the cost of 250 additional police officers in Toronto, of which 99 would be funded retroactive to August 2005.

In September 2005, during the application process, the Toronto Police Services Board requested City Council to authorize the City to sign the application. City Council, on December 5, 2005

amended, added to and adopted a Policy and Finance Committee recommendation (Report 9, Clause 43b) that requested City Council to authorize the City of Toronto to sign, with the Toronto Police Services Board and the Toronto Police Service, an application to the Ministry of Community Safety and Correctional Services for funding for an additional 250 officers under the Safer Communities – 1,000 Officers Partnership Program.

Comments:

City Council adopted a number of motions in approving an additional 250 officers for the Service. Those motions and the response to each motion are provided below.

Motion 1a

That the clause be amended by deleting staff recommendation (3) contained in the Recommendations Section of the report (October 18, 2005) from the Toronto Police Services Board and inserting instead the following:

“(3) the Toronto Police Services Board be requested to hire the entire 250 Police Officers including an additional 54 Police Officers to bring the authorized strength of the Toronto Police Service to 5,510 Police Officers, effective as early as possible.”

This motion approves a revised authorized strength and no response is required.

Motion 1b

That the Toronto Police Service be requested to report to the next meeting of the Policy and Finance Committee on January 23, 2006 on how quickly the entire 250 police officers can be recruited and trained.

The chart below details the Toronto Police Service’s hiring strategy to hire the additional 250 officers and to achieve the Council authorised strength of 5,510 police officers.

Recruit Class	Total Recruit Class	Replacements	Grant	Deployment Date
August 2005	108	62	46	January 2006
December 2005	144	94	50	May 2006
April 2006	140	90	50	September 2006
August 2006	102	52	50	January 2007
December 2006	99	45	54	May 2007
TOTAL	593	343	250	

As the chart indicates, the additional 250 officers will all be recruited by December 2006 and deployed by May 2007. This is the earliest deployment date for the 250 officers, given the staff replacements that must also occur during this time period, the capacity of training classes and funding available.

Motion 1c

That the Toronto Police Services Board be requested to report to the January 23, 2006 meeting of the Policy and Finance Committee on a plan to return the complement of the Toronto Police Service to the same number of police officers as it had in 1992, such report to include all associated costs and the timetable to hire and train new police officers as expeditiously as possible.

The uniform strength of the Toronto Police Service was at its highest level of 5,616 officers in 1992. To return to the 1992 staffing level, the Service would have to hire 106 officers in addition to the 250 officers to be hired under the Safer Communities – 1,000 Officers Partnership Program.

Due to a limited class size, recruitment of the additional 106 police officers can only start once the additional 250 have been hired under the Safer Communities Program.

As indicated in the table below, August 2006 is the earliest date the Service could start hiring recruits towards achieving an additional 106 officers. As a result, full deployment of the 106 officers would not be completed until September 2007.

Recruit Class	Total Recruit Class	Replacements	Grant	1992 Level	Deployment Date
August 2005	108	62	46	-	January 2006
December 2005	144	94	50	-	May 2006
April 2006	140	90	50	-	September 2006
August 2006	140	52	50	38	January 2007
December 2006	140	45	54	41	May 2007
April 2007	102	75	-	27	September 2007
TOTAL	774	418	250	106	

The additional cost to bring the uniform strength up to the 1992 level of 5,616 officers is \$1.6M in 2006 and annualizes to \$9.4M by 2011.

This cost would include salary, benefits, personal equipment, annualization and reclassifications and is summarized over the next five years, in the table below.

106 Additional Officers	2006 Cost	2007 Cost	2008 Cost	2009 Cost	2010 Cost	Full Cost (as at 2011)
Costs (recruiting, salary, and outfitting)	\$1.6M	\$6.1M	\$7.2M	\$8.2M	\$9.1M	\$9.4M

Motion 3

That the Toronto Police Service be requested to submit a report to City Council for its meeting on January 31, 2006, through the Policy and Finance Committee, on where the 1,000 officers, as it relates to the City of Toronto, will be deployed, the ratio between the number of police officers allocated per police division in the City and the actual crime rates related to those divisions.

The City of Toronto is receiving 250 of the 1,000 new police officers to be deployed across the province.

Changes in the divisional uniform staffing levels early in 2006 will reflect a number of changes – the application of a new staffing model, a command direction to redeploy 200 officers to front-line uniform duties early in 2006, and the deployment of 175 additional officers under the Safer Communities – 1,000 Officers Partnership Program. As noted above, 75 of the 250 new officers will be assigned to youth crime, organized crime, guns and gangs, and protecting children from internet luring and child pornography.

The deployment of officers to divisions was, until very recently, based on the 60/40 Deployment Model. Late in 2005, however, the Toronto Police Service moved to the Demand Factor Model for the deployment of officers to divisions. This new model uses a range of credible data, including calls for service, street disorder index, service priorities, demographics, major crime indicators, and performance indicators, to determine the demands facing each front-line division. The staffing level of each division is then made commensurate with those demands. This model will ensure that the workload faced by each of the divisions is equalised on a per officer basis, and that service delivery to the public is equitable across the city.

In November 2005, the appropriate divisional staffing levels were determined using the Demand Factor Model. This benchmark staffing allocation will be achieved on January 16, 2006 with the deployment of recruits from the August 2005 class and the redeployment of officers. The additional 175 constables (received under the Safer Communities Partnership Program) dedicated to community policing will be deployed as summarized below:

Division	Additional Officers from Safer Communities Program	Non-Traffic Criminal Code Rates (Occurrences per 1,000 Population)
11 Division	8	63.3
12 Division	8	78.9
13 Division	7	55.2
14 Division	13	96.6
22 Division	10	63.6
23 Division	10	64.3
31 Division	12	72.3
32 Division	10	62.1
33 Division	7	46.3
41 Division	11	73.8
42 Division	10	49.5
43 Division	20	n/a
51 Division	13	135.1
52 Division	10	524.2
53 Division	8	57.3
54 Division	9	55.4
55 Division	9	90.3
TOTAL	175	

It is important to note that these allocations are projections. Due to the dynamic nature of the model's components and the time frame over which the 250 additional officers will be hired and deployed, the demand factors will likely change and may somewhat impact the overall deployment plan.

The chart above also provides non-traffic criminal code rates, as requested in the motion adopted by City Council. However, when comparing the assignment of additional officers to various divisions, it is important to note that the rate of criminal code occurrences or, more specifically, major crime indicators, is only one of the elements in the Demand Factor Model. The criminal code rate does not, by itself, provide a complete or comparable representation of the workload of various divisions, and as previously indicated, a number of factors were taken into account in determining the allocation of the additional officers to the divisions.

Motion 4

That the Toronto Police Services Board be requested to submit a report to the Policy and Finance Committee, for its meeting on January 23, 2006, on the number of officers in place at December 31, 2005 and the projected officers to be in place at the end of each quarter in 2006 and 2007.

According to the Toronto Police Service's Human Resource Strategy, the projected number of deployed officers at year-end 2005 and the end of each quarter in 2006 and 2007 is as follows:

	Deployed Officers
December 2005	5,224
March 2006	5,254
June 2006	5,352
September 2006	5,446
December 2006	5,424
March 2007	5,448
June 2007	5,503
September 2007	5,587
December 2007	5,563

As of May 2007, the Service will achieve its targeted deployed strength of 5,510 police officers. Due to limited hire dates (i.e. to correspond with three Ontario Police College class intakes per year) and attrition that occurs throughout the year, the Service's hiring strategy targets an average deployed strength over the year consistent with the approved target. Consequently, the number of officers deployed will move above and below the approved target during the year.

Motion 5

That the Toronto Police Services Board be requested to report to City Council for its meeting on January 31, 2006, through the Policy and Finance Committee, on the number of new officers to be funded under this program that may be assigned to Scarborough Police Divisions 41, 42, and 43.

It is estimated that a total of 41 new officers from the Grant Program will be assigned to Scarborough Police Divisions 41, 42, and 43. It should be noted that prior to the application of the Demand Factor Model, to become effective January 2006, the total constable strength of Divisions 41 and 42 was 567. With the application of the new model, together with the estimated deployment of new officers by May 2007, the combined constable strength of Divisions 41, 42 and 43 will be 667 constables, an increase of 100 officers or 17.6%.

Motion 7

That the Toronto Police Services Board be requested to report to the January 23, 2006 meeting of the Policy and Finance Committee, on the number of police officers specifically trained by the Police Training College in community policing, the maximum number of trainees in community policing that the Police Training College can accommodate per year, and a breakdown of the multicultural component of each trainee.

For recruits, specific training for community policing is included in both the Ontario Police College and the C.O. Bick College curriculum. More importantly, the concepts and application of community policing is woven into the overall syllabus of the entire five months of training. Recruits are instructed on the general models and philosophy of community policing and a broad range of skills which are applicable to community policing (e.g. problem solving, partnership development, cultural diversity, communications and presentations, accommodation, hate crime recognition and impact, etc.). Assignments specific to community policing and community participation are required. As many as 420 recruits (three classes of 140 recruits) can be trained annually.

The C.O. Bick College also provides existing members with a number of community policing related courses – Crime Prevention Level 1, Crime Prevention Level 2 (Crime Prevention Through Environmental Design (CPTED)), Diversity (mandatory for all Service members), and a Community Policing Seminar.

The following chart provides a breakdown of the multicultural diversity of recruit classes for the years 2003, 2004 and 2005 to date. It is important to note that inclusion as visible minority or aboriginal is based on recruits' self report.

	2003	2004	2005 to Date
Visible Minority Female	3	4	7
Visible Minority Male	46	64	73
Aboriginal Female	0	1	0
Aboriginal Male	4	4	4
Non-Minority Female	41	53	54
Non-Minority Male	93	117	223

Conclusion:

In approving an additional 250 police officers for the Toronto Police Service, City Council adopted a number of motions that required a response from the Board and or the Chief. This report responds to those motions and recommends that the Board receive this report and forward a copy to the City Police and Finance Committee for information.

Mr. Tony Veneziano, Chief Administrative Officer, Administrative Command and Deputy Chief Keith Forde, Human Resources Command, will be in attendance to answer any questions the Board members may have.

Superintendent Darren Smith and Inspector Peter Lennox, Staff Planning & Development Unit, were in attendance and delivered a presentation to the Board on the new staffing and deployment model known as the “Demand Factor Model” that replaces the previous “60/40” Model.

The Board approved the foregoing Motions:

- 1. THAT the Chief of Police provide a report to the Board for its February 15, 2006 meeting on the recruitment strategies and initiatives that are being used by the Service, specifically as they relate to the recruitment of visible minority women and Aboriginal men and women;**
- 2. THAT the Chief of Police develop a public information communiqué that explains the new Demand Factor Model of deployment, including the advantages to divisions and officer workload and, particularly, its ability to support neighbourhood safety and community policing; identify the factors that were taken into consideration; and how it will be reviewed and monitored;**
- 3. THAT the communiqué noted in Motion No. 2 be sent to the community and main stream press, City councillors and Community Policing Liaison Committees for information;**
- 4. THAT the Board receive the foregoing report, dated December 29, 2005, from the Chief of Police and request that he prepare a revised report and provide it to the Chair in time for the Chair to submit it to the City’s Policy and Finance Committee for its January 23, 2006 meeting; and**
- 5. THAT, the revisions noted in Motion No. 4 include the following:**
 - include explanations of the terms "deployed", "redeployed" and "on-strength";**
 - revise the chart located on page four/five of the report by inserting a new column identifying the total number of additional officers that will be deployed to each division as the result of the Chief's redeployment of 200 officers within the Service;**
 - revise the chart located on page five/six of the report by inserting a new column identifying the total number of recruits-in-training not yet deployed and another column identifying the grand total of the existing "Deployed Officers" and the recruits-in-training; and**
 - enter a new paragraph immediately prior to the conclusion on page seven which accurately reflects the total number of deployed officers in January 2006 including the recruits-in-training who graduated on January 12, 2006.**