



## REPORT FOR ACTION

# Community Crisis Support Service Pilot

Date: January 13, 2021  
To: Executive Committee  
From: City Manager  
Wards: All

## SUMMARY

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This report responds to the direction from City Council at its meeting of June 29 and 30, 2020 (CC22.2) for the City Manager to develop a non-police led, alternative community safety response model for calls involving Torontonians in crisis.

Over the past five years, the Toronto Police Service has seen a 32.4 percent increase in "person in crisis" calls. These types of calls are defined by a person experiencing a temporary breakdown of coping skills. Underinvestment in mental health treatment over several decades has meant that more people with mental illness are not receiving the supports they need and are falling into distress, resulting in increased interactions with police, who have essentially become default first responders of the mental healthcare system for those experiencing crisis.

However, using law enforcement to address health issues creates service barriers and risks for many Torontonians, particularly Indigenous, Black, and equity-deserving communities. Systemic discrimination in Toronto has negatively impacted how these communities experience community safety. Evidence of disproportionate use of force including deadly force, invasive searches, and greater surveillance on Indigenous, Black, and equity-deserving communities has impacted community trust and confidence in a police-led response for those experiencing a health crisis. Residents, communities and organizations have called on the City of Toronto to reimagine a new model of response that is client-centred, trauma-informed, and reduces harm.

From October to December 2020, staff from Social Development, Finance and Administration Division supported 33 community roundtables in partnership with 17 community partners, conducted 29 interviews with subject matter experts, completed two public surveys and an opinion research poll of a representative sample of Torontonians, and reviewed promising practices of 53 crisis response models found in jurisdictions across Canada and internationally. The Toronto Police Service has been engaged throughout the process to strive for alignment across institutions.

This report proposes piloting a new community crisis support service in Toronto for some non-emergency calls for service. Mobile crisis support teams comprising of a multidisciplinary team of crisis workers with crisis intervention and de-escalation training will be dispatched to respond to non-emergency crisis calls involving person in crisis, wellness checks and other calls to be determined. Community health service partners will become anchor partners to ensure that adaptive and service-user centred care continues after the initial crisis intervention.

From 2022-2025, the community crisis support service will be piloted in the City's Northwest, Northeast and Downtown East. In consultation with Indigenous-led organizations and leaders, an Indigenous-led pilot that reflects the rights of Indigenous communities to self-determination and self-governance will also be developed. Community partnerships, public education, pilot governance, monitoring and evaluation will support the City and our partners to build and implement an effective service, with a view to full scale implementation in 2026.

Pilot development costs of \$1.7 million have been included in the Recommended 2021 Operating Budget for Social Development, Finance and Administration. In 2021, City staff will refine the pilot model, build the governance and evaluation framework, select anchor partners, and launch public education to prepare residents to use the new service. The City Manager will provide an update to City Council on the selected anchor partners, the status of pilot, and next steps in the fourth quarter 2021.

To realize the full potential of the proposed community crisis support service, intergovernmental investment into mental health, substance use services and other supportive services are required. An effective, responsive and robust mental health support system needs to exist within the city and the broader region to provide individuals the necessary wrap around services beyond the initial crisis intervention.

This report:

- Summarizes the consultation and expert feedback and best practices that have informed the proposed community crisis support service;
- Provides details on development and implementation of the proposed community crisis support service;
- Provides an update on additional City Council directions related to item CC22.2 including the status of legislative changes that City Council requested to the Province of Ontario; and
- Provides recommendations for City staff to engage in the development of regulations under the Community Safety and Policing Act, 2019.

## **RECOMMENDATIONS**

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The City Manager recommends that:

1. City Council endorse the 2022 implementation of four community crisis support service pilots as outlined in Attachment 1 - Framework to Pilot the Community Crisis

Support Service and Attachment 2 - Map of the Proposed Community Crisis Support Service.

2. City Council direct the City Manager to conduct public consultations to refine the proposed community crisis support service pilot for implementation, engaging residents, community organizations, and Indigenous, Black and equity-deserving communities.

3. City Council authorize the Executive Director, Social Development, Finance and Administration to enter into and administer agreement(s) to provide pilot funds to successful anchor community partners of the Request for Proposals process, other service providers or individuals, subject to the approval of funding through the 2021 Budget process, on the terms and conditions satisfactory to the Executive Director, Social Development, Finance & Administration and in a form acceptable to the City Solicitor.

4. City Council request the Toronto Police Services Board to direct the Chief of Police, to consult with the City, to:

- a. Support the implementation of four community crisis support service pilots;
- b. Amend any necessary policies, practices, procedures and other governance to integrate referral to a community crisis support service to the 911 call centre as a dispatch option;
- c. Train 911 call-taker staff about the pilot and its objectives;
- d. Analyze and share on the City's Open Data Portal and report out on: call diversion data, separated into calls diverted to Mobile Crisis Intervention Teams , and the community crisis support service, and available outcomes and geographic distribution of the calls.

5. City Council request the City Manager engage in consultations with the Province of Ontario on regulations under the Community Safety and Policing Act, 2019, guided by Council's decisions including related to police reform, the potential impact on the City, and objectives to:

- a. Enhance public trust and confidence in police services;
- b. Strengthen the alignment of municipal and policing strategic and operational objectives; and
- c. Promote alternatives to the use of police officers where appropriate.

6. City Council request the City Manager to report back to City Council on the Community Safety and Policing Act, 2019, and regulations under the Act, once the regulations are developed and publicly available.

## **FINANCIAL IMPACT**

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The proposed community crisis support service pilots will allow the City to test, evaluate, and revise a non-police led crisis response before implementing it at a larger scale. Through the pilots, community anchor partner agencies will dispatch non-police mobile crisis teams to respond to non-emergency crisis calls. The 2021 Recommended

Operating Budget for Social Development, Finance and Administration's includes \$1.7 million in funding for the necessary resources to develop the community crisis support service pilots. In 2021, the focus is on hiring, training, and resource development in order to be fully operational with four pilots by 2022.

The community crisis support service requires \$1.7 million in 2021 to help develop the pilots and provide backbone support. In 2021, costs include \$0.561 million for 3 permanent, ongoing positions as well as additional 3 temporary resources required for 3 months to assist with initial pilot development. The remaining \$1.146 million in community investments is allocated to support pilot development, build an evaluation framework, anchor partner selection and provide public education on the new service system.

Three full time positions are required to develop, administer and implement this initiative (1 Manager and 2 Policy Development Officers) beyond 2021. In 2022, the costs for community investments will increase as all four pilots are launched.

The budget submission request is summarized in the following table:

<b>Pilot Component</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>
Mobile Crisis Team	\$ 916,908.00	\$6,571,338.00	\$5,857,438.00	\$5,857,438.00
City Staff to support pilots	\$ 560,629.40	\$ 476,629.40	\$ 477,436.20	\$ 478,436.20
Targeted Community Investment for Preventative and Post-Crisis Interventions	\$-	\$ 500,000.00	\$ 500,000.00	\$ 500,000.00
Crisis Call Intake & Triage	\$ 100,000.00	\$ 300,000.00	\$ 300,000.00	\$ 300,000.00
Public Education Campaign	\$ 74,213.00	\$ 50,000.00	\$ 50,000.00	\$ 50,000.00
Evaluation & Knowledge Mobilization	\$ 50,000.00	\$ 75,000.00	\$ 30,000.00	\$ 25,000.00
Pilot Oversight Committee Honoraria	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00
<b>TOTAL</b>	<b>\$1,706,750.40</b>	<b>\$7,977,967.40</b>	<b>\$7,219,874.20</b>	<b>\$7,215,874.20</b>
Positions	3	3	3	3

The Chief Financial Officer and Treasurer have been advised of the financial impacts associated with this program to be considered along with other priorities in the 2021 and future year budget processes.

## EQUITY IMPACT

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An intersectional analysis reveals that Indigenous, Black, racialized and 2SLGBTQ+ are particularly affected. The proposed community crisis support service will have a positive equity impact on these and other equity-deserving groups. The proposed pilots will help build confidence in community safety, and potentially lead to better outcomes for Indigenous, Black and equity-deserving communities that face over-policing and concerns about police interactions. This program may lead to reduce police engagements, and increase community-led solutions that connect people in crisis to much needed mental health and wellbeing programs and services. This community-driven non-police led service will prioritize the community safety and wellbeing of Toronto's most vulnerable populations.

## DECISION HISTORY

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At its November 25, 2020 meeting, City Council adopted with amendments CC26.2 Policing Reform Update- Input on Accountability Mechanisms. Additional amendments included a request for a report back from the City Manager on or before the February 2 and 3, 2021 meeting, outlining the Inspector General's response to inquiries. In addition, Council directed the City Manager to consult with the Toronto Police Services Board, the Canadian Civil Liberties Association, and the City of Toronto Ombudsman on the resources required to carry out the work outlined in Attachments 2 and 6 to the report (November 18, 2020) from the City Manager and the City Solicitor and to report with recommendations to the April 7 and 8, 2021 meeting of City Council.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.CC26.2>

At its September 30, 2020 meeting, City Council adopted with amendments the policing reform update report. Additional amendments including a request for a report back on fair compensation or honorarium program for Council Advisory Bodies members; report back on police accountability and oversight and input from community stakeholder groups; and a report back on decision by the Human Rights Tribunal of Ontario on the Heather McWilliam case.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX16.1>

At its August 18, 2020 meeting, Toronto Police Services Board approved 81 decisions related to policing reforms including items requested by Toronto City Council at its June 29, 2020 meeting.

<https://tpsb.ca/component/jdownloads/send/57-2020/634-august-18>

At its June 29, 2020 meeting, City Council adopted 36 decisions related to policing reforms covering areas touching on policing, community safety and crisis response. In addition, Council asked the City Manager to report to City Council with terms of reference for an anti-Black racism council advisory body.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.CC22.2>

On July 16, 17 and 18, 2019, City Council adopted a report on the City's approach to develop a Community Safety and Well Being Plan for Toronto. The plan is required

under the Police Services Act, 1990, and will be required under the Community Safety and Policing Act, 2019, when it comes in force.

(<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.EC6.12>)

## COMMENTS

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This report is organized into two sections. Section 1 details the development and recommended alternative community crisis support service further summarized in Attachment 1. Section 2 provides an update on additional City Council directions related to item CC22.2, further detailed in Attachment 8.

### SECTION 1: Community Crisis Support Service Pilot

#### Need for Community Crisis Support Services

*With under investment in the mental system and substance use services in Ontario, police play a default role in responding to persons in crisis*

Under investment in mental health treatment over several decades has meant that more people with mental illness are not receiving the supports they need and are falling into distress. The Canadian mental health system has historically been underfunded and inadequately resourced. At present the economic burden of mental health challenges in Canada is estimated at \$51 billion per year, including health care costs, lost productivity, and reductions in health-related quality of life.<sup>1,2</sup> This has significant individual and societal impacts. The burden of mental illness and related substance use challenges in Ontario alone is 1.5 times the burden of all cancers and seven times the burden of all infectious diseases.<sup>3</sup> Early detection and timely intervention of mental health and substance use challenges are critical in supporting an individual's health and wellbeing, yet only a small proportion of affected individuals receive them. Compounded with the rapid increase of hospital emergency room visits for mental illness, demand for treatment and support services, and wait lists for intensive mental health case management, the system has long since reached its capacity to provide supports and prevent people from falling into crisis.<sup>4</sup>

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1 Bartram, Mary &, Lurie, Steve. 2017. "Closing the Mental Health Gap: The Long and Winding Road" Canadian Journal of Community Mental Health. 36(2): 5-18. <https://doi.org/10.7870/cjcmh-2017-021>

2 Lim et al. 2008. "A new population-based measure of the burden of mental illness in Canada". *Chronic Diseases in Canada*, 28: 92-8 .<https://www.canada.ca/content/dam/phac-aspc/migration/phac-aspc/publicat/hpcdp-pspmc/28-3/pdf/cdic28-3-2eng.pdf>

3 Ratnasingham, Sujitha. 2012. "Opening Eyes, Opening Minds: The Ontario Burden of Mental Illness and Addictions Report." An ICES/PHO Report. Toronto: Institute for Clinical Evaluative Sciences and Public Health Ontario. . <https://www.publichealthontario.ca/-/media/documents/O/2012/opening-eyes.pdf?la=en>.

4 Mental Health Commission of Canada. 2017. "Strengthening the Case for Investing in Canada's Mental Health System: Economic Considerations." 2017. [https://www.mentalhealthcommission.ca/sites/default/files/2020-12/case\\_for\\_investment\\_eng.pdf](https://www.mentalhealthcommission.ca/sites/default/files/2020-12/case_for_investment_eng.pdf)

Justice Iacobucci revealed in his report, "Police Encounters with People in Crisis", that the mental health system functions in Ontario more as a crisis management system rather than a system predicated on proactive and preventative treatment.<sup>5</sup> This has resulted in increased interactions for people experiencing mental health crisis with police, who have effectively become default first responders of the mental healthcare system. Approximately 1 in 5 police interactions across Canada involve a person with a mental illness or substance use issue. Over the past five years, the Toronto Police Service has seen a 32.4 percent increase in "person in crisis" calls. These types of calls are defined by a person experiencing a temporary breakdown of coping skills reaching out for help. Person in crisis calls may come from directly from the individual experiencing the moment of crisis or from a family member, friend or concerned citizen. In 2019, the police service responded to over 30,000 of these types of calls.<sup>6</sup>

However, this police-led response creates service barriers and risks for many Torontonians, particularly for Indigenous, Black, and equity-deserving communities. As recipients of the systemic racism embedded within the Canadian justice system, police interactions with Indigenous, Black, and equity-deserving communities are more likely to end with negative outcomes.<sup>7</sup> Despite representing only 8.8 percent of Toronto's population, Black communities made up approximately 28.8 percent of police use of force cases that resulted in serious injury or death. Additionally, 60 percent of encounters with police resulting in death and 70 percent of fatal police shootings involved Black people. Consequently, Black people in Toronto are 20 times more likely than a white person to be involved in a fatal shooting by police.<sup>8</sup> While there is no comparable data for Indigenous communities in Toronto, they make up a disproportionate percentage of the prison population in Canada (25.2%) which may demonstrate the impacts of over-policing in Indigenous communities who make up 4.9% of the population as a whole.<sup>9,10</sup>

Further, marginalized communities such as the 2SLGBTQ+ community have also had longstanding negative interactions with policing. Preliminary survey data shared by the Independent Civilian Review into Missing Person Investigations noted that 47 percent of respondents who identified as 2SLGBTQ+ indicated no confidence in policing compared to 19 percent for respondents who identified as heterosexual. Trans and non-binary

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5 Iacobucci, Frank. 2014. "Police Encounters with People in Crisis." 2014. An Independent Review Conducted by The Honourable Frank Iacobucci for Chief of Police William Blair, Toronto Police Services. [www.torontopolice.on.ca/publications/files/reports/police\\_encounters\\_with\\_people\\_in\\_crisis\\_2014.pdf](http://www.torontopolice.on.ca/publications/files/reports/police_encounters_with_people_in_crisis_2014.pdf)

6 City of Toronto Police Reform Data Request.

7 Ontario Human Rights Commission. 2017. "Under suspicion: Research and consultation report on racial profiling in Ontario". <http://www.ohrc.on.ca/en/book/export/html/21201>

8 Ontario Human Rights Commission. 2020. "Second Interim Report on the Inquiry into Racial Profiling and Racial Discrimination of Black Persons by the Toronto Police Service A DISPARATE IMPACT." <http://www.ohrc.on.ca/sites/default/files/A%20Disparate%20Impact%20Second%20interim%20report%20on%20the%20TPS%20inquiry%20executive%20summary.pdf#overlay-context=en/disparate-impact-second-interim-report-inquiry-racial-profiling-and-racial-discrimination-black>.

9 Statistics Canada. 2019. "National Indigenous Peoples Day... by the Numbers." Statcan.Gc.Ca, 2019, [www.statcan.gc.ca/eng/dai/smr08/2018/smr08\\_225\\_2018](http://www.statcan.gc.ca/eng/dai/smr08/2018/smr08_225_2018).

10 Public Safety Canada. Corrections and Conditional Release Statistical Overview. 2019. <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ccrso-2019/ccrso-2019-en.pdf>

respondents had the highest levels of no confidence in policing, with 71 percent of respondents expressing that view<sup>11</sup>

Research has also indicated a hesitancy to accessing emergency services amongst racialized Trans and non-binary people. Results from the 2020 TransPulse Survey indicated that 33 percent of racialized Trans and non-binary people had avoided calling 911 for police services in the past 5 years, and that 24 percent had avoided calling 911 for emergency medical services.<sup>12</sup>

These findings suggest community mistrust and lack of confidence in a police-led response for those experiencing a health crisis. Residents, communities and organizations have called on the City of Toronto to reimagine a new model of response that is client-centred, trauma-informed, and reduces harm.

*The City can leverage non-police led crisis responses to enhance community safety and well-being*

Non-police involved and community led crisis response initiatives are in high demand across the city. Local crisis response initiatives from organizations, such as the Gerstein Crisis Center and Youthdale Treatment Centres' crisis and mobile support team, reimagine community safety by dispatching community-based teams of crisis workers to respond to calls involving mental health, homelessness, substance use, among other situations. Since their creation, these community-led responses have been highly utilized. In 2019, the Gerstein Centre received approximately 35,000 person in crisis calls and provided 1,600 mobile visits. Crisis call lines are also heavily used; in 2019 the Distress Centres of Greater Toronto answered 62,732 calls with 84 percent of callers needing emotional support and distress management.

While these initiatives provide an alternative to a police-led response, they are limited in their hours of operation, geographic catchment areas, and their ability to respond to the sheer volume of person in crisis calls. Given high demand and limited current capacity, there is an opportunity to expand non-police crisis support services in Toronto.

In response to City Council direction at its meeting of June 29 and 30, 2020 (CC22.2), City staff have been working with community stakeholders to reimagine a new model of response for individuals in crisis, leveraging existing community capacity and experience.

## **Consultation by Ombudsman Toronto**

Ombudsman Toronto, experts on administrative fairness and accountability who work independently from the City administration, provided valuable support with the research and development of accountability components of the community crisis support service.

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11 Independent Civilian Review into Missing Persons Investigations. 2020. "Town Hall." Missing Persons. October 2020. <https://www.missingpersonsreview.ca/town-hall>.

12 Trans PULSE Canada Team. 2020. "Health and well-being among racialized trans and non-binary people in Canada". <https://transpulsecanada.ca/research-type/reports>



## **Community Engagement and Stakeholder Feedback to Develop an Alternative Service**

From October to December 2020, staff from Social Development, Finance and Administration Division held extensive consultations with residents, community-based organizations, social services agencies and mental health support organizations through:

- 33 community roundtables with over 500 participants hosted by 17 community organizations,
- 29 interviews with subject matter experts,
- 2 public surveys that received a total of 6,384 responses,
- Opinion research poll surveying a 1,000 person representative sample of Torontonians to measure the opinion on community safety and wellbeing,
- Scan of 53 crisis response models from 50 jurisdictions

Focus was placed on intentional engagement with communities that have faced disproportionately negative outcomes at the convergence of policing and mental health. This includes Indigenous, Black, 2SLGBTQ+ and youth communities, as well as undocumented Torontonians, substances users and those experiencing homelessness.

City staff also established an Alternative Community Safety Response Accountability Table, composed of over 50 community organizations. The Table brought together community leaders to monitor and support the development and implementation of the community crisis support service. Membership was comprised of leaders working in the areas of mental health and substance use, harm reduction, homelessness advocacy, healthcare, youth, legal services, and those with expertise serving the Indigenous, Black, newcomer, refugee, undocumented and 2SLGBTQ+ communities. Feedback received from the Table can be found in Attachment 3.

Staff also conducted roundtables with City divisions, agencies, and corporations that have policies, programs or services impacting community safety and well-being, including first responders, Toronto Fire Services, Toronto Paramedic Services, and Toronto Police Service.

City staff are grateful for the important contributions made by residents, partners and leaders in community organizations, institutions and other jurisdictions, and Ombudsman Toronto.

The following section summarizes key feedback from these engagement activities that have informed the development of the proposed community crisis support service.

Detailed engagement feedback can be found in Attachments 4 to 6.

Topic	Community and Stakeholder Feedback
<p>Current barriers people face accessing mental health and substance use services</p>	<p><i>Alternative Community Safety Response Accountability Table:</i></p> <ul style="list-style-type: none"> <li>• There is a lack of funding for comprehensive mental health supports and wrap-around services, the City must advocate to other orders of government for additional resources and support.</li> </ul> <p><i>Community Roundtables:</i></p> <ul style="list-style-type: none"> <li>• Anti-Indigenous and anti-Black racism has led to significant mistrust of mental health and substance use services within the community.</li> </ul> <p><i>Survey Responses:</i></p> <ul style="list-style-type: none"> <li>• Respondents identified the following as the top three barriers to accessing mental health and substance use services:             <ol style="list-style-type: none"> <li>1. Cost of mental health and/or substance use programs</li> <li>2. Lack of knowledge of the availability of mental health and/or substance use programs</li> <li>3. Waitlists for mental health and/or substance use programs</li> </ol> </li> </ul>

Topic	Community and Stakeholder Feedback
<p>Important elements in a community crisis support service</p>	<p><i>Alternative Community Safety Response Accountability Table:</i></p> <ul style="list-style-type: none"> <li>• The voices of people with lived experience must be kept at the centre of this work, especially those most vulnerable to negative police interactions.</li> <li>• The community crisis support service must be community-driven and led, trauma-informed, evidence based and founded on principles of harm reduction.</li> </ul> <p><i>Community Roundtables:</i></p> <ul style="list-style-type: none"> <li>• There is a strong need for an alternative to the current police-led crisis response to addresses current fears and reservations about calling the police for help.</li> </ul> <p><i>Survey Responses:</i></p> <ul style="list-style-type: none"> <li>• Respondents identified the following as the top three elements that a community crisis support service should include:             <ol style="list-style-type: none"> <li>1. A range of harm-reduction supports, including supplies and counselling</li> <li>2. Safe and supportive space for immediate recovery for up to 24 hours</li> <li>3. Referrals to other services like housing, counselling, and employment</li> </ol> </li> </ul> <p><i>Public Opinion Poll:</i></p> <ul style="list-style-type: none"> <li>• High levels of support expressed for licenced mental health professionals together with those who have experienced mental health/substance issues to be the first responders to persons in crisis calls.</li> </ul>

*Engagement with Indigenous Communities*

To ensure the community crisis support service reflects the City's commitment to reconciliation, staff in consultation with the Indigenous Affairs Office, undertook a number of consultation activities that were focused on engaging Indigenous communities.

Staff presented and collected feedback from City Council's Aboriginal Affairs Advisory Committee, the Toronto Aboriginal Support Services Council, and Toronto Police Service's Aboriginal Consultative Committee.

As part of the community roundtables, the City partnered with three Indigenous-led organizations to host seven community conversations. Partners include 2-Sprited People of the First Nations, ENAGB Indigenous Youth Agency and Native Child and Family Services Toronto.

Indigenous stakeholders highlighted that an effective community crisis support service needed to:

- Be grounded in an informed understanding of Indigenous peoples and the historical social and justice inequalities, including community relationships, ceremonies, traditions, knowledge and kinship
- Incorporate a holistic understanding of care based on culture and teachings of the medicine wheel (mental, spiritual, physical, and emotional care and wellbeing)
- Provide access to Indigenous ceremonies and traditional medicines
- Include the leadership of Indigenous elders and knowledge keepers
- Support community capacity building in such areas as self-managed housing initiatives, food sovereignty and land based initiatives like community gardening.

Additional feedback from these roundtables can be found in Attachment 4.

### *Engagement with Black Communities*

Staff worked with the Confronting Anti-Black Racism Unit to inform Black communities' engagement in designing an effective community crisis support service. As part of the community roundtables, staff engaged five Black-serving organizations: TAIBU Community Health Centre, Black Creek Community Health Centre, Across Boundaries Multicultural Health and Community Services, Black Health Alliance, and Black Coalition for AIDS Prevention to lead community conversations. Conversations were organized with Black Francophone populations, mental health and substance use service users, Black leaders, members of the 2SLGBTQ+ community. Specific sessions were also held for Black youth, seniors, and families.

Black communities highlighted the following critical features that an effective community crisis support service needed to have:

- Crisis response workers must have anti-Black racism training and include members of Black communities
- The new service should account for the diversity within Black communities and partner with Black-led organizations to ensure supports are available post-crisis
- The service should be anchored in neighborhoods in the city with large Black populations and have relationships with the local community

### **Findings from Jurisdictional Scan**

In addition to community consultations, City staff completed a scan of 53 crisis response models from 50 jurisdictions across Canada and internationally, 17 of these are co-response models and 36 of which outline non-police led approaches. These are detailed in Attachment 7. The following section of the report identifies some key components of these crisis response models.

## *Role of Police in Crisis Response*

Many earlier models of crisis response have taken the 'co-responder' approach where mental health clinicians respond to crisis calls *with* police officers. However, more recent approaches remove or reduce police presence at crisis calls in response to research indicating that the presence of law enforcement may escalate a situation in which an individual is experiencing a mental health or substance use crisis<sup>13,14</sup>. Of the 53 models reviewed in this jurisdictional scan, 17 involve a co-responder approach led by police and 36 use a response model that seeks to reduce or remove police involvement.

## *Operating Agencies*

The agencies that operationalize the crisis response models included in the jurisdictional scan range from local and provincial or state governments, to hospitals, community health centres, and not-for-profit organizations. In some jurisdictions, municipal governments are launching new units and departments such as the Office of Community Response in Sacramento, California, and the Albuquerque Community Safety Department in Albuquerque, New Mexico. A key component of these crisis response models is collaboration or partnerships with other health and social service organizations to ensure that people are connected to care and wrap around supports.

## *Hospital and Justice System Diversion*

Many of the surveyed models divert persons in crisis away from emergency rooms or interactions with law enforcement so that their needs can be appropriately addressed through alternative resources. For example, the Gerstein Crisis Centre and Youthdale Treatment Centres provide wrap-around services as well as mobile crisis support. In addition to providing 24-hour telephone and mobile crisis services, both organizations provide crisis beds, referrals to other health and social services, as well as support and resources for maintaining wellness in difficult times.

## *Staffing and Team Composition*

The non-police crisis response models have been staffed by a range of practitioners and responders, including paramedics, nurses, clinicians, social workers, therapists and counselors, peers or people with lived experience of substance use or mental health, and community volunteers. Hiring peers or community members with lived-experience in particular, can promote strong rapport and positive outcomes for service users in

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13 Centre for American Progress. 2020. "The Community Responder Model How Cities Can Send the Right Responder to Every 911 Call". <https://www.americanprogress.org/issues/criminal-justice/reports/2020/10/28/492492/community-responder-model/>

14 Laura Usher et al. 2019. "Crisis Intervention Team (CIT) Programs: A Best Practice Guide for Transforming Community Responses to Mental Health Crises". Memphis: CIT International. [http://www.citinternational.org/resources/Best%20Practice%20Guide/CIT%20guide%20desktop%20printing%202019\\_08\\_16%20\(1\).pdf](http://www.citinternational.org/resources/Best%20Practice%20Guide/CIT%20guide%20desktop%20printing%202019_08_16%20(1).pdf) (p.59/60)

crisis.<sup>15</sup> The addition of people with lived experience in the crisis response team ensures the response is compassionate and person-centred.

Some models include specific characteristics that reflect the communities they serve. For instance, Indigenous-led crisis response models understand the importance of providing culturally-relevant and holistic services. These models are often staffed by Indigenous responders who offer traditional food and medicines in addition to other crisis supports and ongoing care.

### *Crisis Call Intake*

Most models offer different access points to clients and a variety of ways to connect such as telephone, text and chat options, email, social media, as well as 911. While many jurisdictions aim to provide crisis response 24 hours a day throughout the year, a lack of resources was noted as a barrier to offering this high degree of availability.

### *Many Non-Police Crisis Response Models Are Under Development*

While several of the non-police crisis response models have been around for decades, such as the Gerstein Crisis Centre in Toronto, Crisis Assistance Helping Out On The Streets in Eugene, Oregon, and many Indigenous-led community safety patrols and walkabouts like the Bear Clan Patrols, most jurisdictions are currently in the process of developing and piloting their crisis response services.

The lessons learned from the scan of the 53 models for how to build an effective Toronto community crisis support service can be summarized as follows:

- Leverage partners to operate the new service
- Divert clients to non-hospital support options where possible
- Ensure multi-disciplinary and diverse staffing and team composition
- Resource to enable multiple intake options and 24/7 operations
- Take a "developmental approach" to implementation to allow for testing, evaluating, and revising of the model before full scale implementation

## **Proposed Community Crisis Support Service**

### *An approach grounded in best practices and community input*

Based on public consultations, literature review and jurisdictional scan, staff recommend four pilots for a three year community crisis support service that will allow for a non-police response to crisis situations. The following five key principles identified through comprehensive community engagement informs the design of the proposed community crisis support service:

- Enable multiple coordinated pathways for clients to access crisis services;
- Ensure a transparent and consent-based service of care;

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15 Mental Health Commission of Canada. 2010. " Making the Case for Peer Support: Report to the Peer Support Project Committee of the Mental Health Commission of Canada"

<https://www.mentalhealthcommission.ca/English/document/445/making-case-peer-support?terminal=43>

- Incorporate a harm-reduction and trauma-informed approach in all aspects of the service;
- Ground the service in the needs of the service-user, while providing adaptive and culturally relevant individual support needs;
- Guarantee accountability to service users' voices and outcomes by establishing clear pathways for complaints, issues and data transparency

The community crisis support service will be led by community health partners piloted in four areas across the City from 2022-2025, with a view to full scale city-wide implementation in 2026. The new service model, as detailed in Attachment 1, features:

- Mobile crisis support teams comprising of a multidisciplinary team of crisis workers with crisis intervention and de-escalation training dispatched to respond to crises involving non-emergency crisis calls involving person in crisis, wellness checks and other calls to be determined.
- Multiple pathways to crisis call intake (details being explored, including potentially leveraging 211 call services) to ensure an accessible "no wrong door" approach for individuals seeking crisis and support services. These intake pathways will provide for a non-police crisis line to reach the service, while ensuring certain calls are triaged and transferred between 911 and the community crisis support service.
- An aligned community investment funding stream to enable community organizations to build out necessary crisis prevention and post-crisis intervention supports and activities to help individuals in crisis. This new funding stream is accompanied by intergovernmental advocacy for broader investment in a robust mental health treatment system in Toronto and the region.

#### *Where the Service will be Available*

Staff have analyzed current Toronto Police Service crisis call volumes, as well as current mental health and supportive services needs and gaps across the city, to identify the following four areas for the pilots to operate in:

- **Northwest Toronto (Wards: 1, 2, 6 & 7) – 23rd and 31st Division of Toronto Police Service** - This area has the highest apprehensions under the Mental Health Act, which permits officers to apprehend individuals they believe are a threat or risk of causing harm to themselves or others and accompany them to a hospital for assessment and/or treatment. In addition, there is no local community led crisis response program currently operating in Etobicoke.
- **Northeast Toronto (Wards: 20, 21, 22, 23, 24, 25) 42nd and 43rd Division of Toronto Police Service**. This area has the second highest rates of mental health apprehensions, and the longest hospital wait times for police officers who accompany individuals experiencing a mental health crisis.
- **Downtown East (Wards: 10 & 13) 51st Division of Toronto Police Service-** This area has the highest calls for persons in crisis in the City.
- **Indigenous-led pilot** – Geographic area to be determined through further consultation with Indigenous communities.

For a visual depiction of the proposed pilot areas, please see Attachment 2.

### *Community Anchor Partners*

Community health service partners will become anchor partners that will lead the delivery of the community crisis support service. These anchor partners will receive funding for the hiring, managing and training of crisis workers. In addition, they will be funded to support post crisis case management; mental health counselling; substance-use support; and referrals to other services.

### *Crisis Support Teams*

The community crisis support service will be composed of a mobile, multi-disciplinary team. The team will include, at minimum, two crisis workers to respond to crisis calls and ensure mutual safety.

In addition to the mobile team, a case manager, holistic or culturally-specific mental health expert, or other population-specific mental health or outreach worker, will support attend to calls where their expertise is needed. This will enable the teams to respond to a broad range of service calls.

The staff of the crisis response teams will receive extensive training that will include advanced first aid, de-escalation and situational awareness, and field training prior to launch of the service.

### *Crisis Call Intake Process*

Multiple pathways to crisis call intake are being explored to ensure an accessible "no wrong door" approach for individuals seeking crisis and support services. The City continues to work with Toronto Police Service to identify how best to triage and transfer certain types of calls from 911 to a community crisis support service. A forthcoming Toronto Police Service pilot that embeds crisis workers within the 911 Communications Centre presents a further opportunity to support alternative service pathways for calls involving a person experiencing a crisis.

For people who are uncomfortable accessing services through 911, City staff propose creating additional crisis service pathways with the support of a crisis call intake line such as 211. Staff have initiated preliminary conversations with FindHelp Information Services that operates the 211 phone service that provides callers with information about community-based health and social services available in their communities.

To ensure public uptake of the community crisis support service, the City will lead a multi-lingual education campaign to educate the public on the new crisis response service, how to access it, and when to call 911 for medical emergencies.



*Community Investments for Crisis Prevention, Intervention and Wrap-Around Supports*

A community investment stream needs to accompany pilot implementation. This granting stream will allow community organizations involved in the service delivery to access financial resources that better enable crisis prevention and post-crisis intervention programs and services for individuals who use the community crisis support service. Given the rising demands for mental health and support services across all demographics, this community investment stream will support the broader service system within which the community crisis support service is situated. The focus will be on expanding case management supports and culturally responsive mental health services for Indigenous, Black and equity-deserving communities.

*How the Service will be Evaluated*

A strong evaluation and knowledge mobilization component will support the community crisis support service in meeting its goals and outcomes. The City will select a third-party evaluation partner to create a common outcomes framework in order to evaluate all of the pilots. The evaluation partner will publish an independent yearly review of the status of the pilots and will organize a community of practice for crisis response workers to share best practices, learnings, and trends from across the city.

An Indigenous evaluation partner will be identified to lead the data collection and evaluation of the Indigenous-led pilot.

To ensure that the program is accountable to the communities it serves, the City will establish a pilot oversight committee composed of members of the community with mental health expertise, persons with lived or living-experience with substance use and mental health challenges and key stakeholders including local hospitals, Ontario Health Teams, and the Toronto Police Service. This committee will meet regularly to review the pilot performance with the evaluation team and identify improvements.

*Budget*

Pilot development costs have been included in the Recommended 2021 Operating Budget for Social Development, Finance and Administration. The table below provides a summary of the project costs. In 2021, City staff will support pilot development, build an evaluation framework, select anchor partners and organize a public education campaign to prepare residents to use the new service. In 2022, the costs for community investments will grow as all four pilots are launched.

Pilot Component	2021	2022	2023	2024
Mobile Crisis Team	\$916,908.00	\$6,571,338.00	\$5,857,438.00	\$5,857,438.00
City Staff to support pilots	\$560,629.40	\$ 476,629.40	\$ 477,436.20	\$478,436.20**
Targeted Community Investment for Preventative and Post-Crisis Interventions	\$-	\$ 500,000.00	\$ 500,000.00	\$ 500,000.00
Crisis Call Intake & Triage	\$100,000.00	\$ 300,000.00	\$ 300,000.00	\$ 300,000.00
Public Education Campaign	\$ 74,213.00	\$ 50,000.00	\$ 50,000.00	\$ 50,000.00
Evaluation & Knowledge Mobilization	\$ 50,000.00	\$ 75,000.00	\$ 30,000.00	\$ 25,000.00
Pilot Oversight Committee Honoraria	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00	\$ 5,000.00
<b>TOTAL</b>	<b>\$1,706,750.40</b>	<b>\$7,977,967.40</b>	<b>\$7,219,874.20</b>	<b>\$7,215,874.20</b>

### *Proposed Timeline*

The pilots are expected to operate over three years from 2022 to 2025 and will be implemented in three phases:

Phase	Activity to be Completed
<i>Phase 1: Approvals and Funding (January to February 2021)</i>	<ul style="list-style-type: none"> <li>City Council to consider staff recommendations and budget request for 2021.</li> </ul>
<i>Phase 2: Partnership Development (March to December 2021)</i>	<ul style="list-style-type: none"> <li>Develop call for proposals, governance model, call triage frameworks, public education campaign as well as selection of evaluation partners and anchor partners.</li> </ul>
<i>Phase 3: Pilot Implementation and Evaluation (First quarter of 2022 to 2025)</i>	<ul style="list-style-type: none"> <li>Begin pilots and launch public education campaign. Undertake monitoring and evaluation as well as engagement with oversight bodies.</li> </ul>

### **Next Steps in Establishing the Community Crisis Support Service**

Staff have identified the following next steps for the development of the community crisis support service.

- *Continued Community Engagement:* As pilots are being developed, staff will continue to engage residents and community organizations to support the pilot implementation. In addition, staff will continue to work with the Indigenous Affairs Office to engage Indigenous communities to develop needs and requirements for an Indigenous-led community crisis support service pilot.
- *First Responders Engagement:* Toronto Police Service have been an integral partner in identifying opportunities for alternative community responses. City staff will continue to work with Toronto Police Service to finalize the appropriate crisis calls for a community crisis support service to respond to.

As the community crisis support service is being developed, the Mobile Crisis Intervention Team, composed of a trained police officer and a nurse will be expanded to provide coverage across the city. As part of the City's pilot development process, staff will work with Toronto Police Service to ensure the Mobile Crisis Intervention Teams and the community crisis support service align to enhance community safety and wellbeing.

Ongoing discussions with first responders, Toronto Paramedic Services and Toronto Fire Service, will proceed to identify how the new service may interact with these services on some crisis calls.

- *Alignment with Community Safety and Well-being Initiatives:* Under the Community Safety and Policing Act, the Province of Ontario legislated all municipalities to develop and adopt a Community Safety and Well-being Plan. The key objective of the Plan is to shift from emergency response to approaches that focus on risk intervention, prevention and social development. The community crisis support service is being developed with to align with the Community Safety and Well-being Plan as well as other promising community safety initiatives including FOCUS Toronto, TO Wards Peace, and the Downtown East Action Plan.<sup>16</sup>
- *Intergovernmental Advocacy to Strengthen the Mental Health and Addictions System:* To realize the full potential of the proposed community crisis support service, intergovernmental investment into mental health, addictions and other supportive services are required. An effective, responsive and robust mental health support system needs to exist within the city and the broader region to provide individuals the necessary wrap around services beyond the initial crisis intervention. Staff will continue to engage with provincial and federal partners to highlight the need for increased evidence-based, community-based mental health services to

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<sup>16</sup> FOCUS Toronto is a collaborative approach to Community Safety and Well-being co-led by the City of Toronto, United Way Toronto and Toronto Police Service aimed to reduce risk, harm, crime, victimization and improve community resiliency and well-being.

TO Wards Peace is a wraparound model using a public health approach that combines community members with lived experience of involvement in violence with integrated City, health and community staff teams aimed at violence intervention, interruption and prevention.

The Downtown East Action Plan addresses a number of complex challenges in the area related to poverty, homelessness, housing, community safety, mental health and substance use, particularly opioid related overdoses.

support consumption and treatment sites, stepped care, managed opioid programs, increased access to psychotherapy and Housing First services for homeless people experiencing mental health and addictions problems.

## **SECTION 2: Update on Changes to Policing Actions**

At its June 2020 meeting, City Council adopted 36 decisions (CC22.2) related to policing reform. These decisions covered areas related to policing oversight and accountability, community safety, and crisis response. The following section provides an update on the implementation of City Council's decisions on changes to policing in Toronto. City Council's decisions have been grouped into seven key themes for the purpose of providing a status update on their implementation. The seven themes are:

1. Alternative Community Safety Response Models
2. Police Budget and Budgetary Transparency
3. Independent Auditing and Police Service Accountability
4. Chief Selection Criteria
5. Police Conduct Accountability
6. Data Sharing and Information Transparency
7. Status and Implementation of Recommendations

Out of the 36 decisions on policing reform adopted by City Council, 16 decisions been completed. Progress is underway on the remaining decisions. Attachment 8 provides a detailed description of the status of each decision. Attachment 9 provides an update on City Council's legislative requests to the Province of Ontario.

### **1. Alternative Community Safety Response Models**

#### *Decision 1 and 18: Research and Consult to Develop an Alternative Model*

As directed by City Council, staff completed a review of alternative community safety response models that do not require the presence or intervention of the police.

#### *Decision 2 and 12: Investments in Equity and Community Supports*

As part of the City's equity responsive budgeting process, City staff report on the potential impacts that changes to the 2021 Staff Recommended Operating Budget (i.e. efficiencies, service level changes, revenue changes, new and enhanced services) may have on Indigenous, Black and equity-deserving communities. This information is intended to support City Council with budget decision-making, including whether further investments are needed to address the root causes of safety and security.

#### *Decision 5: Expand the Mobile Crisis Intervention Team Program*

The Toronto Police Service's operating budget request, to be presented at the January 13th Special Toronto Police Services Board meeting, includes funding to expand the coverage of the Mobile Crisis Intervention Team program from 10 hours a day to a 24-7 crisis call response model, through the deployment of 11 additional Mobile Crisis Intervention Team officers to priority response units located across the city. This program expansion and additional training is scheduled to occur Q1 2021.

## 2. Police Budget and Budgetary Transparency

### *Decision 3, 4, 7: Budget Transparency*

A line-by-line breakdown of the Toronto Police Service's 2020 Budget is now publicly available on the Toronto Police Service's website and the City of Toronto's Open Data Portal.<sup>17,18</sup>

### *Decision 8 and 9: Expand the City of Toronto's Auditor General's Jurisdiction*

As directed by City Council, the City Manager communicated to the Province of Ontario the amendments to the City of Toronto Act that will expand the City of Toronto's Auditor General's jurisdiction to include the Toronto Police Service. At its August 18, 2020 meeting, The Toronto Police Services Board has indicated its support for this request to the Province of Ontario. The Solicitor General responded that the Province of Ontario will take the requests under consideration. A summary of the status of City Council's legislative request to the Province of Ontario is provided in Attachment 9.

### *Decision 22 and 23: Amend the Police Services Act*

On behalf of the City of Toronto and City Council, Mayor John Tory communicated to the Province of Ontario the request for amendments to the Police Services Act that would grant the City direct oversight over the Toronto Police Services Budget and expand the City of Toronto's Auditor General's jurisdiction to include the Toronto Police Service.<sup>19</sup>

## 3. Independent Auditing and Police Service Accountability

### *Decision 31: Enhance Accountability*

Public confidence in accountability and oversight mechanisms are necessary to maintain trust in policing. The City Manager provided an update report at City Council's meeting on November 25 on accountability mechanisms that included input from several stakeholders. This feedback and City Council's decision have been forwarded to the Inspector General of Policing. Staff will report to Council on the response received by the Inspector General of Policing in April. In addition, staff will report to Council at its April meeting on resources required for enhanced accountability with engagement of the Canadian Civil Liberties Association and the City of Toronto Ombudsman.

## 4. Chief Selection Criteria

### *Decision 14: Selection Criteria*

The Toronto Police Services Board has incorporated the criteria outlined by City Council in (CC22.2) into the selection process of the next Chief of Police.

### *Decision 13 and 15: Community Consultations*

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<sup>17</sup> Toronto Police Service. 2020. "Toronto Police Service 2020 Budget".

<https://data.torontopolice.on.ca/pages/budget>

<sup>18</sup> City of Toronto. 2020. "Toronto Police Service 2020 Budget". <https://open.toronto.ca/dataset/tps-operating-budget/>

<sup>19</sup> City of Toronto. 2020. "Letter to Solicitor General of Ontario requesting amendments to the City of Toronto Act, and the Police Service Act, Mayor John Tory". [https://www.toronto.ca/wp-content/uploads/2020/09/8f80-Mayor-Tory\\_Hon.-Sylvia-Jones-July-2020.pdf](https://www.toronto.ca/wp-content/uploads/2020/09/8f80-Mayor-Tory_Hon.-Sylvia-Jones-July-2020.pdf)

The Toronto Police Services Board has engaged Environics Research, a research and public consultation firm, to design and undertake a comprehensive public consultation process to inform the conversation about the qualities, characteristics, qualifications and competencies that are required for Toronto's next Chief of Police. The consultation process will be designed to include a broad range of cross-sectoral stakeholders, and will incorporate a number of different opportunities for engagement with a focus on diverse representative and outreach. In early January 2021, Environics Research will begin by conducting a select number of one-on-one interviews with key stakeholders to review the proposed consultation design and to get feedback on the topics, questions and approaches that are proposed for the next phase of the consultations. The City's Confronting Anti-Black Racism Unit, and the City's Indigenous Affairs Office will be engaged in this pre-consultation process. City staff have also been engaged to oversee the process and provide recommendations for engagement. Environics Research expects to complete this work in early Q1 of 2021. Findings from the public consultations will be compiled by Environics Research into a report that will be presented to the Toronto Police Services Board and will inform the candidate profile and job description for the next Chief of Police. Boyden, the Executive Search firm that will be conducting the search, will begin their process, immediately following the conclusion of the public consultation process.

## **5. Police Conduct Accountability**

### *Decision 28 and 29: Enhancing Police Accountability*

At the August 2020 meeting, City Council requested the Chair and Executive Director of the Toronto Police Services Board to explore and report on the Board's ability to enact policy directing that all instances of alleged racial profiling and bias be investigated under the Police Services Act, and to make recommendations on how the Board can ensure that all alleged instances of racial profiling and bias are investigated and addressed.

## **6. Data Sharing and Information Transparency**

### *Decision 6 and 17: Use of Force Policy*

The Toronto Police Service has posted information on its Use of Force Procedures along with information on the Provincial Use of Force Model to its website<sup>20,21</sup> The Toronto Police Service is also currently collecting race-based data for some select interactions between the police and members of the public. The data is scheduled to be released in 2021 following a full year of collection. Thirty three datasets from the Toronto Police Service are now available on the City of Toronto's Open Data Portal including datasets on police boundaries, police facility locations, field information reports, neighbourhood crime and safety.

## **7. Status and Implementation of Recommendations**

### *Decision 25 and 27: Implementation of Recommendations*

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20 Toronto Police Service. "Toronto Police Service Use of Force Procedure".

[http://www.torontopolice.on.ca/procedures/get.php?use\\_of\\_force.pdf](http://www.torontopolice.on.ca/procedures/get.php?use_of_force.pdf)

21 Toronto Police Service. "Background on Ontario's Use of Force Model"

[http://www.torontopolice.on.ca/procedures/get.php?use\\_of\\_force\\_appendix\\_b.pdf](http://www.torontopolice.on.ca/procedures/get.php?use_of_force_appendix_b.pdf)

At the November 2020 meeting of the Toronto Police Services Board, the Chief of Police presented reports on the status and implementation of the recommendations from Justice Iacobucci's report entitled *Police Encounters with People in Crisis* (2014), and the Inquest into the death of Andrew Loku, and highlighted where the Service has deviated from or failed to implement a recommendation in addition to detailing the reason for deviations or failure to implement.<sup>22</sup>

#### *Decision 26: Police Service Act Reforms*

Mayor John Tory, on behalf of the City and Council, has communicated to the Province of Ontario, requesting the reinstatement of the Police Services Act reforms recommended by Justice Tulloch, particularly those reforms focused on enhancing the independence and notification requirements of the Special Investigations Unit (Recommendations 5.7).<sup>23</sup> The Solicitor General and the Attorney General have responded to this request indicating that the Province is in the process of bringing into force amendments contained in the Community Safety and Policing Act, 2019 and the Special Investigation Units Act, 2019 that will implement some of the reforms recommended by Justice Tulloch.

### **Continued Engagement with the Province of Ontario**

As noted above, City staff are actively engaged with their Provincial counterparts to advance Council's requests and assessing legislative and regulatory changes to policing legislation.

The Province has introduced the Community Safety and Policing Act, 2019, which represents change to policing legislation in Ontario. The Community Safety and Policing Act received Royal Assent on March 26, 2019, and once proclaimed, it will replace the Police Services Act, 1990. Regulations under the Community Safety and Policing Act are currently under development, and the Act is expected to be proclaimed into force in 2022.

Key sections of the Community Safety and Policing Act are of interest to the City as they may advance Council's decisions in CC22.2, introduce or amend a City requirement, have an impact on the City's operations, or define the relationship between the City, the Toronto Police Services Board and the Toronto Police Service. Key sections include requirements related to board governance (including the size of the board, a diversity plan, police record checks and required training), strategic planning (including the development of a community safety and well-being plan and links to police strategic plans), special constables (including changes to the appointment process) and police budgets (estimates and the arbitration process). The full implications to the City will remain unknown until further details are provided through supporting regulations. All draft regulations will ultimately be tabled for public comment as part of the regulation development process.

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<sup>22</sup> Toronto Police Services Board. 2020. "Toronto Police Service Board Public Meeting Agenda, November 24, 2020" <https://www.tpsb.ca/component/jdownloads/send/32-agendas/650-november-24-2020-agenda>  
<sup>23</sup> City of Toronto. 2020. "Letter to Solicitor General of Ontario requesting reinstatement of the Police Service Act reforms recommended by Justice Tulloch, Mayor John Tory". [https://www.toronto.ca/wp-content/uploads/2020/09/8f80-Mayor-Tory\\_Hon.-Sylvia-Jones-July-2020.pdf](https://www.toronto.ca/wp-content/uploads/2020/09/8f80-Mayor-Tory_Hon.-Sylvia-Jones-July-2020.pdf)

To support the development of regulations under the Community Safety and Policing Act, the Ministry of the Solicitor General launched a confidential engagement process with key stakeholders. In total, 60 to 80 regulations will be developed. City of Toronto staff have been invited to participate in the process, along with many others with their own standing in the process including the Toronto Police Services Board, Toronto Police Service, Toronto Police Association and the Association of Municipalities of Ontario.

This report recommends that City staff provide input to the Province through the Solicitor General's confidential engagement process, and that the City Manager report to Council once the regulations are drafted and available for public comment. City staff engagement will be guided by Council's decisions in CC22.2, the potential impact on the City, and the following objectives:

- Enhance public trust and confidence in police services. This includes input on appropriate oversight mechanisms, board governance structure, ethical frameworks and transparency requirements;
- Strengthen the alignment of municipal and policing strategic and operational objectives; and
- Promote alternatives to police officers where appropriate. Policing alternatives will strengthen the community safety web, reduce the costs of policing, and allow police officers to focus their efforts where they are most needed.

## CONTACT

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## SIGNATURE

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Chris Murray  
City Manager



## **ATTACHMENTS**

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- Attachment 1 - Framework to Pilot the Community Crisis Support Service
- Attachment 2 - Map of the Proposed Community Crisis Support Service
- Attachment 3 - Accountability Table- Alternative Community Safety Response
- Attachment 4 - Community Engagement Feedback Summaries
- Attachment 5 - Public Surveys Summaries
- Attachment 6 - City of Toronto Public Opinion Report
- Attachment 7- Jurisdictional Scan – Crisis Response Models
- Attachment 8 - Changes to Policing Decisions- Update Summary
- Attachment 9 - Status of Legislative Requests to Province of Ontario