

April 20, 2004

To: Budget Advisory Committee, City of Toronto; and to  
Policy and Finance Committee, City of Toronto

From: A. Milliken Heisey, Q.C., Chair

Subject: Toronto Police Service – Traffic Services “Strategic Traffic Enforcement Measures” - Year Ending 2003

Purpose:

The purpose of this report is to respond to the Toronto City Council request for quarterly reports containing information on traffic enforcement initiatives by the Toronto Police Service. Reference: Toronto City Council Recommendation TPS 2003 Operating and Capital Budget Report, Item RR (128-i).

Financial Implications and Impact Statement:

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

Recommendation:

It is recommended that the Budget Advisory and Policy and Finance Committees receive this report.

Background:

At its meeting held on February 26, 2004, the Toronto Police Services Board was in receipt of a report, dated January 19, 2004, from Chief of Police Julian Fantino regarding the Toronto Police Service - Traffic Services “Strategic Traffic Enforcement Measures” for the period October to December 2003.

Comments:

The Board received the report from Chief Fantino and agreed to forward copies to the City of Toronto Budget Advisory and Policy and Finance Committees for information. Chief Fantino also agreed to provide the Board with a report for a future meeting on the possibility of expanding the S.T.E.M. team.

Conclusions:

A copy of Board Minute No. P51/04, in the form attached as Appendix "A" to this report, regarding this matter is provided for information.

Contact:

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A. Milliken Heisey, Q.C.  
Chair

List of Attachments:

Appendix A - Board Minute No. P51/04

a: stembudgetpolicydec2003.doc

**APPENDIX "A"**

**THIS IS AN EXTRACT OF THE MINUTES OF THE MEETING OF THE TORONTO  
POLICE SERVICES BOARD HELD ON FEBRUARY 26, 2004**

**#P51. QUARTERLY REPORT: STRATEGIC TRAFFIC ENFORCEMENT  
MEASURES: OCTOBER – DECEMBER 2003**

The Board was in receipt of the following report JANUARY 19, 2004 from Julian Fantino, Chief of Police:

Subject: STRATEGIC TRAFFIC ENFORCEMENT MEASURES (S.T.E.M.) 3RD  
QUARTER REPORT - OCTOBER, NOVEMBER AND DECEMBER, 2003

Recommendation:

It is recommended that:

- (1) The Board receive this report for information; and
- (2) That a copy be forwarded to the City of Toronto Budget Advisory Committee and the Policy and Finance Committee.

Background:

The Budget Advisory Committee at its meeting held on February 14, 2003, during consideration of the 2003 Capital and Operating Budgets for the Service requested:

- (b) the Chair, Toronto Police Services Board, to:
  - (i) provide a quarterly report to the Policy and Finance Committee regarding the Traffic Enforcement Test initiative, such report to include an update on the number of traffic safety infractions, issued weekly as well as how the program, if successful, would impact on the resource requirements dedicated to the program.

At its November 13, 2003 meeting, the Board received a consolidated report on the Strategic Traffic Enforcement Measures (S.T.E.M.) initiative for the period of April to September 2003 (Board Minute P320/03 refers).

The Toronto Police Service (TPS) identified traffic safety as a Service Priority for 2002-2004. To address this important issue, the Service developed a road safety strategy designed to reduce the unacceptable number of traffic deaths and injuries occurring as the result of collisions, poor driving behaviour and the careless actions of pedestrians.

In 2002, Traffic Services (TSV) implemented the Traffic Enforcement Safety Team (T.E.S.T.) pilot project. The 15-week T.E.S.T. project operated from August 26, 2002 to December 6, 2002, and was staffed with personnel dedicated solely to the initiative. The team produced a significant volume of enforcement activity as part of the corporate 'Calm Down-Slow Down' campaign. Utilizing collision data officers focused their enforcement activities in high risk locations such as school zones, community safety zones, continuous complaint areas, high collision locations, and areas where excessive speed was an issue.

The T.E.S.T. project created public awareness of traffic safety and that poor driving behaviour would not be tolerated and was subject to strict enforcement. Upon the completion of the 'Calm Down-Slow Down' campaign and the T.E.S.T. project, the Service developed a business case outlining a dedicated Strategic Traffic Enforcement Measures team (S.T.E.M.) which would be a permanent element at TSV.

On April 1, 2003 the S.T.E.M. team was created, adding one sergeant and ten constables to TSV. Similar to the T.E.S.T. project, the S.T.E.M. team relies on collision data to strategically deploy its resources to high-risk locations.

### Enforcement Results

The following table reports the enforcement activity for the three quarterly reporting periods since the creation of the S.T.E.M. team:

REPORTING PERIOD 2003	OFFENCE NOTICES	WEEKLY AVERAGE
April 1 – June 30	9,562	735
July 1 - September 30	11,034	820
October 1 – December 31	8,976	704
Total	29,572	753

The following table reports the break down of hours worked for three main areas that impact on the team's operational effectiveness:

REPORTING PERIOD 2003	PATROL	COURT	TRAINING
April 1 – June 30	2,146	311.5	110
July 1 - September 30	2,247	263.5	95.5
October 1 – December 31	1,807	343.5	302

Patrol hours represent the actual number of hours team members are on the road dedicated to S.T.E.M. related duties. Court and training hours represent the number of on-duty hours spent by team members attending court and mandatory training.

Factors impacting on 3<sup>rd</sup> quarter results:

- The exigencies of the Service required the deployment of S.T.E.M. team members to major incidents which occurred in the City totalling five full working days (e.g., Cecilia Zhang search, the Liberal Convention, and the building collapse in 52 Division).

- On-duty court attendance has begun to impact on officer availability as a result of the high volume of offence notices issued since the inception of the team. It is anticipated that the full impact of on-duty court will not be realized until the early months of 2004 when more matters are set for trial.
- The mandatory training requirements for the yearly Use of Force and the Subject Apprehension Pursuit course.

An analysis of the enforcement totals for the first three reporting periods indicate the following breakdown in percentages:

OFFENCE TYPE	% OF TOTAL
LASER OR RADAR SPEED ENFORCEMENT	81.3
GENERAL HIGHWAY TRAFFIC ACT	16.3
INSURANCE OFFENCES	2.4

The trend indicating that laser and/or radar enforcement is the predominant component of the overall total continues. To date the S.T.E.M. team has been operational during months of favourable driving conditions. As we move further into the winter months there may be an impact on the weekly average based on the severity of the winter climate as people do not drive as aggressively in inclement weather. Historically in the winter, driving speeds go down resulting in the issuance of fewer offence notices.

The original business case projected an annual enforcement level of 1250 offence notices issued per week, however, an analysis of the first nine months of operation indicate a number of staffing issues had an impact on the team's operational effectiveness. While the S.T.E.M. team focused on their primary function, operational detractors have impacted the team's ability to maintain 100% staffing on a regular basis. The most notable factors are:

- annual leave
- lieu time days off
- statutory holidays
- mandatory and legislated training requirements
- court
- sick leave

On-duty day court will continue to have a negative impact on the team's operational effectiveness, however, implementation in January 2004, of the Service initiative to schedule night court when officers are off-duty, will have a positive impact on the number of officers available for directed patrol.

#### Program Expenditures

The business case put forward to the City of Toronto Budget Advisory Committee and the Policy and Finance Committee to inaugurate the S.T.E.M. team, identified initial capital costs and ongoing operational costs.

The following information is representative of the capital and operational costs projected to 2005:

CAPITAL COSTS		
COST ELEMENT	2003	2004
5 - Police Vehicles - Stealth Class	\$155,000 (\$31,000 per vehicle)	\$ 0
Decals & Emergency lighting	\$10,000 (\$2,000 per vehicle)	\$ 0
5 - Police Radios & Mobile Work Stations	\$80,000 (\$16,000 per vehicle)	\$ 0
5 - Lidar (laser) Speed Measuring Units	\$42,500 (\$8,500 per unit)	\$ 0
5 - Dual Head Moving Radar Units	\$35,000 (\$7,000 per unit)	\$ 0
Total Cost Elements	\$322,500	\$ 0

OPERATIONAL COSTS		
COST ELEMENT	2003 (9 months)	2004 (full year)
Salary- Sergeant (1)	\$55,229	\$75,848
Benefit package @ 21% of salary	\$11,598	\$15,928
Salary- Constable (10)	\$484,447	\$665,307
Benefit package @21% of salary	\$101,733	\$139,714
Premium Pay @10% of Constable salary level	\$48,500	\$66,500
Total Cost Elements	\$701,507	\$963,297

### Measuring Effectiveness

Since the inception of the S.T.E.M. team, enforcement levels have risen 57% at TSV and 13% Service wide. Enforcement levels for the year 2003, saw 38,688 more offence notices issued over the 2002 year end totals. Enforcement is a key component to achieving a reduction in deaths and injuries caused through preventable collisions and poor driving behaviour. However, the success or failure of any traffic enforcement strategy cannot be measured solely on the volume of offence notices issued.

Collision statistics are a better indicator that highly visible directed enforcement is a more effective method of preventing collisions and changing driver behaviour. The following table notes comparative statistics for the same period (April 1 to December 31) for both 2002 and 2003:

COLLISION TYPE	2002	2003	+/- % CHANGE
FATAL	79	58	-26.6
INJURY (life threatening)	73	96	+31.5
INJURY (non-life threatening)	11,076	9,140*	-17.2
PROPERTY DAMAGE	25,535	21,165*	-17.1

\* Final totals still to be determined

Collision statistics recorded in the nine month period indicate enforcement programs including initiatives such as S.T.E.M. conducted by Service officers have had a positive impact with respect to reducing traffic deaths, non-life threatening injuries and collisions.

### Projections

An analysis of enforcement data confirms speeding violations as the predominant offence. The fine for a speeding violation is dependent upon the offending motorist's speed as measured by the officer. As the differential between the posted speed and the measured speed increases, the associated fine also increases incrementally.

The majority of speeding violations are for 15km/h over the posted limit representing a minimum fine of \$42.50. As this offence carries no loss of demerit points, the majority are paid without disputing the charge. Motorists charged with higher speed violations face fines up to and including \$299.00 and often apply to have the matter dealt with at trial. Generally, most other Highway Traffic Act (HTA) offences carry a fine of \$90.00, which can be paid out of court or dealt with at trial.

Based on the actual operational results, from the initial nine month period, the table below represents the projected issuance of provincial offence notices and minimum revenue generation on the basis of 81.5% issued for speeding, 16% issued for general HTA and 2.5% issued for insurance offences:

OFFENCES	PROJECTED WEEKLY AVERAGE	PROJECTED YEARLY AVERAGE	BASE FINE AMOUNT	PROJECTED MINIMUM ANNUAL FINES
Speeding	614	31,928	\$42.50	\$1,356,940
General HTA	120	6,240	\$90.00	\$561,600
Insurance Infractions	19	988	\$55.00	\$54,340
Total	753	39,156	N/A	\$1,972,880

RECONCILIATION	2003 (9 months)	2004
Capital Budget	-\$322,500	\$ 0
Operational Budget	-\$701,507	-\$963,297
Fines	\$1,479,660	\$1,972,880
Differential	\$455,653	\$1,009,583

The next quarterly report will reflect a full years operation of the S.T.E.M. team. The results at that time will provide a better overall picture of the team's performance and an ability to project results for the future, based on the operational impacts, both positive and negative, which affect the team during the course of a full year.

### Conclusion

The S.T.E.M. program, combined with other traffic safety initiatives, is resulting in a change of driver, cyclist and pedestrian attitude and behaviour as indicated by the collision statistics for 2003. In an all out effort to make our roads safer, traffic enforcement has been designated as a core responsibility for all police officers during the course of their daily duties. The Service's goal is to reduce collisions and incidents of poor driving behaviour, thereby reducing needless deaths and injuries occurring daily on Toronto's roadways. Through innovative initiatives such as S.T.E.M., the City's roadways will become safer and the quality of life for all Toronto's citizens will be significantly improved.

Acting Deputy Chief David Dicks, Policing Support Command, will be in attendance at the Board meeting to answer any questions with respect to this report.

**The Board congratulated Chief Fantino and the members of Traffic Services on the success of the S.T.E.M. program and inquired about the feasibility of increasing the number of members on the S.T.E.M. team.**

**Chief Fantino agreed to provide the Board with a report on the possibility of expanding the S.T.E.M. team.**

**The Board received the foregoing and agreed to forward copies to the City of Toronto – Budget Advisory and Policy and Finance Committees for information.**