



REPORT FOR ACTION

Toronto Police Service's "Action Plan: The Way Forward ": Impacts and Opportunities to City Divisions

Date: July 3, 2018

To: Executive Committee

From: Interim City Manager

Wards: All

SUMMARY

On November 7, 2017, City Council adopted the report entitled, "Toronto Police Transformational Task Force Report and Impacts on City Divisions", approving the transfer of the school crossing guard program and the beach lifeguard program from the Toronto Police Service (TPS) to the City. The Report also requested the City Manager to provide an update to Executive Committee in the second quarter of 2018 on the impacts of the implementation of other Transformational Task Force ("Task Force") recommendations on City divisions.

The Toronto Police Services Board (TPSB) formed the Task Force with a mandate to determine how best to modernize the structure and service delivery of the TPS to enable more effective and efficient policing services. The Task Force's final report, *Action Plan: The Way Forward* (the "Action Plan") contains 32 recommendations. The Action Plan notes that these recommendations provide an innovative, sustainable and affordable manner to modernize the policing model for the City of Toronto. Further, an additional recommendation to establish a Neighbourhood Officer Program was added to the Action Plan to advance the Task Force's goal of building safe communities and neighbourhoods.

The Action Plan aligns with the City's Strategic Directions and supports several City strategies including the Toronto Strong Neighbourhoods Strategy 2020, the Vision Zero Road Safety Plan (2017-2021) and the City-Wide Real Estate Strategy.

The City and the TPS jointly reviewed all of the recommendations and determined that the majority are focused on the internal operations of the TPS and have no impact on the City. To date, City and TPS staff have identified nine recommendations that will have or may have an impact on City divisions and/or there is an opportunity for the City to support the TPS as it implements these recommendations.

This report provides an overview of the nine Task Force recommendations where the City is engaged and an update on the activities to date. Currently, the recommendations are in various stages of implementation. City staff will monitor on an ongoing basis the status of all of the recommendations to ensure any additional impacts to the City and its divisions are identified.

City divisions impacted by the implementation of the Task Force recommendations will report to the appropriate Committee and Council as required.

RECOMMENDATIONS

The Interim City Manager recommends that:

1. Executive Committee receive this report for information.

FINANCIAL IMPACT

Future financial implications to City divisions impacted by the implementation of any of the Task Force recommendations outlined in the Action Plan will be reported by the appropriate City division as required.

DECISION HISTORY

On November 7, 2017, City Council approved the transfer of the school crossing guard program from the TPS to the City directing Transportation Services to contract a third-party service provider to deliver the school crossing guard program starting August 1, 2019, with the Toronto Police Service continuing to provide the school crossing guard program until July 31, 2019. Further, Council approved the transfer of the beach lifeguard program from the TPS to the City's Parks, Forestry and Recreation Division as of November 10, 2017 in preparation for the 2018 season. In addition, Council requested the City Manager to report to Executive Committee to provide an update in the second quarter of 2018, as required, on the impacts of implementation of other Task Force recommendations on City divisions.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX28.5>

On May 16, 2017, Executive Committee received from the Toronto Police Services Board (TPSB) the Task Force's Action Plan as its 2017-2019 business plan and its request for Council to comment on the Plan. Executive Committee referred the report to the City Manager to report back on potential impacts of the Task Force recommendations on City divisions, and opportunities to improve alignment of services.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX25.19>

On February 17, 2016, during its deliberations on the 2016 Operating Budget, City Council requested the TPSB to expedite the implementation of recommendations contained in the KPMG Opportunities for the Future report of December 17, 2015, as

well as other opportunities for structural change to improve efficiency in advance of the 2017 budget cycle. City Council also requested the Board to specifically focus on recommendations such as civilianization of non-core elements of its court services, parking enforcement and other duties, paid duty, premium pay and the employment of technology, to improve demand management and staff deployment.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2016.EX12.2>

On February 15, 2017, City Council directed the TPSB to report on the Task Force's recommendations regarding City Wide Divisional Boundary and Facilities Realignment and the repurposing of existing facilities and locations.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2017.EX22.2>

COMMENTS

TPS Transformational Task Force

On December 17, 2015, the Toronto Police Services Board (TPSB) formed the Transformational Task Force ("Task Force") with a mandate to develop and recommend a modernized policing model for the City of Toronto that is innovative, sustainable and affordable. Part of this work included the review of all reports presented to the TPSB between 2010 to 2015 dealing with organizational change and potential efficiency measures to determine how best to modernize the Toronto Police Service's (TPS) structure and service delivery to enable more efficient and effective policing services.

The Task Force was jointly chaired by the Chair of the TPSB and the Chief of Police, and included 12 members of the TPS and additional external subject matter experts. The Task Force members worked through 2016 developing recommendations and consulting with community, internal and external stakeholders. On July 21, 2016, the TPSB approved the Task Force's Interim Report which presented a vision for a modern police service and the implementation of interim recommendations contained in the report. On February 23, 2017, the TPSB approved the Task Force's final report as the TPS 2017- 2019 business plan.

Action Plan: The Way Forward (2017-2019)

The Task Force's final report *Action Plan: The Way Forward* (the "Action Plan"), contains 32 recommendations to modernize the policing model for the City of Toronto. The Action Plan can be found in Attachment 1. Based on the guiding principles of accountability and trust, transparency and engagement, inclusiveness and collaboration and, sustainability and affordability, the Action Plan aims to create a modern police service that:

- is where the public needs them the most;
- embraces partnerships to create safe communities; and
- focuses on the complex needs of a large city.

The Task Force provided 32 recommendations focused on neighborhoods and safe communities, a shift from primary to priority response, access to services, sustainability and affordability, and internal culture change. An additional recommendation to

establish a Neighbourhood Officer Program was added to advance the Task Force's goal of building safe communities and neighbourhoods.

The Action Plan notes that these recommendations are an opportunity for the TPS to enhance efficiency and effectiveness by reviewing its current operations, refocussing on core policing responsibilities, enhancing its partnership approach to community safety, exploring alternative service delivery and utilizing technology. The Task Force estimated that implementation of its recommendations would result in budget reductions, cost avoidance and efficiencies in the TPS Operating Budget of \$100 million between 2017 and 2019 including:

- \$60 million from attrition and a moratorium on hiring and promotion between the ranks for officers and civilians;
- \$30 million in efficiencies through alternative service delivery, shared services and better supply chain management. This includes the transfer of the beach lifeguard and school crossing guard programs to another service provider (which is now the City); and
- \$10 million in additional efficiencies from miscellaneous sources over the next three years.

The Task Force also suggested that up to \$72 million in City assets (buildings and land) currently used by the TPS could be returned to the City as a result of implementation of its recommendations. Implementation of Action Plan recommendations within the TPS is led by the Strategy Management Office, under the direction of the Chief of Police and Command.

Impacts and Opportunities for City Divisions

The majority of the Task Force recommendations are focused on the internal operations of the TPS and will not have an impact on the City. To date, City staff, in collaboration with the TPS, identified the following nine Task Force recommendations that have or may have an impact on City divisions and/or there is an opportunity for the City to support the TPS as it implements the recommendation:

- Recommendation 4: Risk Assessment for Priority Response
- Recommendation 12: Alternate Delivery of the Lifeguard Program (beach)
- Recommendation 13: Transfer of the School Crossing Guard Program
- Recommendation 14: Using Traffic Enforcement Technology to Improve Community Safety
- Recommendation 16: City-wide Divisional Boundary and Facilities Realignment
- Recommendation 20: Alternative or Shared Service Delivery of Court Security
- Recommendation 21: Alternative or Shared Service Delivery of Parking Enforcement
- Recommendation 23: Investment in 9-1-1
- Recommendation 33: Neighborhood Officer

Each of the nine recommendations are currently at various stages of implementation. Depending on the recommendation, City staff are either:

- fully engaged with the TPS to advance its implementation;
- providing advice and expertise to the TPS; and/or
- monitoring the TPS's implementation activities.

Below is a list of the nine Task Force recommendations and an update on activities to date.

Recommendation 4: Risk Assessment for Priority Response

The Task Force recommended that the TPS develop a risk assessment tool to identify non-emergencies that can be addressed through alternative approaches, including redirection to an appropriate City division or agency. This will allow the TPS to focus on core-policing by prioritizing police officer response to only those calls where there is a threat to public safety and help to alleviate 9-1-1 call volume pressures.

Each year the TPS receives a number of public complaints and/or calls related to City services where there is no threat to public safety and/or property. These calls do not require a police response and are considered "non-policing calls". In 2017, the TPS received approximately 45,000 calls that could be considered non-police matters as these calls were complaints and service requests related to City by-law enforcement and traffic services including:

- animals
- noise
- landlords/tenants
- property maintenance and damage
- traffic obstructions and non-functioning traffic signals

The City's 311 Toronto (311), Municipal Licensing and Standards (MLS) and Transportation Services divisions are responsible for the intake and response to calls requiring by-law enforcement and traffic related services. In response to this recommendation, the City and the TPS have collaboratively established a unified approach to manage calls received by 311 Toronto and 911 in an effort to clearly identify those calls that require the response of the TPS, those that require a City of Toronto service response and those that are the responsibility of another organization. The TPS will continue to respond to noisy party complaints and calls where there is a threat to public safety and/or property. The City will continue to respond to public complaints and requests for City services.

The TPS has been appropriately referring 'non-policing' calls to the City through 311 for some time. As of May 14, 2018, the TPS began applying a focused process to this practice that will empower TPS Communications Operators to continue to refer non-policing calls that may more appropriately require a City response to 311. Should the identified 45,000 "non-policing" calls currently being received by the TPS be referred to 311, it is anticipated that call volumes and service requests to the City will increase. Based on an analysis, this would represent approximately a three per cent increase in call volumes to 311 and could result in approximately 10,000 additional complaints and/or requests for City service. It is expected that the majority of calls that are referred to 311 will be directed to MLS for noise complaints and other by-law enforcement matters. An additional 10,000 service requests would represent an eight per cent increase to the total annual requests received by MLS. Transportation Services does not expect a significant increase in requests for service.

The City supports the referral of "non-policing" calls from the TPS to the City. 311, MLS and Transportation Services will monitor calls and service request volumes over the next six months to assess the impact, if any, on service levels and resources. The total increase to call volumes and service requests is difficult to quantify at this time as there are many variables such as potential call and service request redundancies, time of year and weather that could affect the overall impact to City divisions. In addition, MLS is in the process of refining its approach to responding to noise complaints to improve service levels, enhance the effectiveness of investigations and use current resources more efficiently, while also preparing to respond to referrals from the TPS. An update on this work was adopted by City Council on April 24, 2018.

The City and TPS and are also working on a joint strategy to raise public awareness on the correct numbers to call for emergencies (911), non-emergencies requiring TPS services (416-808-2222) and City services (311). Together, these actions will allow the TPS to better focus on core-policing priorities and ensure that public complaints and calls for service are directed to, and responded to, by the appropriate City of Toronto agency and/or division.

The City and the TPS will continue to work together to monitor impacts related to the implementation of this recommendation. City staff will continue to report out to Committee and Council as required.

Recommendation 12: Alternate Delivery of the Lifeguard Program (Beach)
The Task Force recommended that the delivery of the beach lifeguard program become the responsibility of the City of Toronto to allow the TPS to focus on core-policing activities.

On November 7, 2017, City Council approved the transfer of the Beach Lifeguard program from the TPS to the City's Park, Forestry and Recreation Division (PFR) as of November 10, 2017 to prepare for the 2018 summer season. Continuing the program through PFR supports the City's park and recreation priorities and aligns with the division's current delivery of lifeguard services at City-affiliated pools and maintenance of City beaches and beach facilities.

In collaboration with the TPS, PFR began the transition of this program in December 2017, in preparation for the 2018 summer season. PFR has established the necessary program requirements, such as hiring and training the required workforce, finalizing equipment transfer from the TPS, and establishing the required Service Level Agreements with other stakeholders. The TPS will provide the necessary supports to the program as requested by the City, and PFR will establish any necessary long-term service agreements with TPS and other service providers to ensure a sustainable operating model. The program has commenced with Toronto's swimming beaches officially opening in early June.

Recommendation 13: Transfer of the School Crossing Guard Program
The Task Force recommended that the delivery of the school crossing guard program become the responsibility of the City of Toronto to allow the TPS to focus on core-policing activities.

On November 7, 2017, City Council approved the school crossing guard program to be administered by a third-party service provider under contract with the City's Transportation Services Division beginning August 1, 2019, and that the TPS continue to provide the school crossing guard service until July 31, 2019. Continuing the school crossing guard program through Transportation Services aligns with the City's Council approved Vision Zero Plan Road Safety Plan (2017-2021), focussed on the implementation of various road safety measures to reduce traffic-related fatalities and injuries in a holistic and preventative manner. The delivery of the school crossing guard program by the City is one measure that can be used to support a proactive approach to the City's road safety objectives.

Transportation Services, in collaboration with the TPS, is working through a transition plan including program development, vendor procurement, and communications in preparation for the September 2019 school year. The third-party service provider(s) are expected to be engaged by the fourth quarter of 2018.

In the interim, City staff have continued to work with the TPS to procure a third-party service provider for the September 2018 school year in order to discontinue the use of police officers to fill school crossing-guard vacancies. This contract is currently being reviewed by Legal Services with award expected by the end of June.

City staff will continue to report out to Committee and Council as required.

Recommendation 14: Using Traffic Enforcement Technology to Improve Community Safety

The Task Force recommended that the City implement owned and operated traffic enforcement cameras in school zones and areas identified as having higher collision rates, as a way of modifying driver behaviour and reducing risks.

City Council's Vision Zero Road Safety Plan (2017-2021) addresses the goals of this recommendation as it focuses on improving road safety to reduce traffic related fatalities and injuries. Automated Speed Enforcement (ASE) is one proactive measure included in the Plan however, legislative changes were required to enable the City to move forward. In May 2017, the Province passed the Safer School Zones Act allowing municipalities to implement ASE in school zones and in areas designated as Community Safety Zones.

On January 31, 2018, City Council approved the updated Vision Zero Road Safety Plan with the direction to proceed with the implementation of the ASE Program. The Program will be developed by Transportation Services in cooperation with the Province, other municipalities, City divisions and the TPS. Activities in 2018 will include the:

- development of legislation regulations;
- investigation of the feasibility for the City to manage a Joint Processing Centre on behalf of partnering municipalities;
- development of a procurement strategy for the required ASE system and support services; and
- investigation of the feasibility of adopting an Alternate Penalty System for the ASE program.

On May 22, 2018, City Council authorized Transportation Services to enter into an agreement with the Province for the access and use of license plate registration information for the purposes of the ASE pilot and subsequent enforcement program. City staff have also retained a technical consultant to assist with the vendor procurement and are working to retain a Fairness Monitor for this process. City staff continue to work with partnering municipalities and the Province, and are proceeding to develop an ASE Steering Committee. The ASE pilot program is expected to be in place for September of 2018.

City staff will continue to report out to Committee and Council as required.

Recommendation 16: City-Wide Divisional Boundary and Facilities Realignment
The Task Force recommended that the TPS begin a phased redesign of its divisional structure and alignment of facilities. The redesign will use policing demand and workload to establish new boundaries and facility locations, taking into account the boundaries of Toronto's 140 neighbourhoods and potential for increased coordination with other City and provincial services. As a first step in the phased realignment, the Task Force reaffirmed the TPS's plan to consolidate 54 and 55 Divisions which were previously identified as priority buildings for replacement.

The TPS reviewed its current Divisional Boundaries model and developed a 10 District model proposing new policing boundaries within the city. The TPS are currently developing an implementation plan for this project which will include internal and external engagement. City staff will provide the TPS with the support as required for its facilities realignment and will identify opportunities for facility optimization. This work will be informed by the goals of the City-Wide Real Estate Strategy in order to co-ordinate, modernize and maximize the value of City assets.

Most recently, the TPS partnered with City staff in Real Estate Services and City Planning for the site selection of a new station for the consolidation of 54 and 55 Divisions. On January 31, 2018 City Council approved the current Toronto Transit Commission's Danforth Garage, located at 1626 Danforth Avenue, as the location of the new consolidated Division (Police District Facility). City staff are now proceeding with the master planning process and continue to work with the TPS, Toronto Transit Commission, Toronto Public Library and other partners as identified through the master planning process to develop a phasing strategy. The design of the new consolidated 54 and 55 Division is expected to commence in 2019 with construction following in 2020.

City staff will continue to monitor the implementation of this recommendation and report out to Committee and Council as required.

Recommendation 20: Alternative or Shared Service Delivery of Court Security AND

Recommendation 21: Alternative or Shared Service Delivery of Parking Enforcement

The Task Force recommended that the TPS assess the feasibility of alternative or shared delivery options for the TPS's court security and parking enforcement services in an effort to reduce costs.

In response to these recommendations, the TPS requested the City to act as a third-party project manager to conduct a cost benefit analysis of its Court Services and Parking Enforcement Units to obtain insights and recommendations for optimal service delivery approaches for these services.

The City engaged consultant Ernst & Young LLP to conduct this analysis. Ernst & Young is finalizing the analysis and a report is expected at the August TPSB.

Recommendation 23: Investment in 9-1-1

The Task Force recommended that the TPS consult with the City on implementing a 9-1-1 cost recovery fee that would recoup the cost of providing these services to all land and wireless telephone users. The recovery fee would provide the foundation for future investments in new 9-1-1 technology including allowing the TPS to receive text messages, photos, videos, and better location information.

To date, the City has not received a request from the TPS on the potential of the City to implement a 911 cost recovery fee.

As noted in the recommendation, the recovery fee would provide the foundation for future investments in new 911 technology including allowing the TPS to receive text messages, photos, videos and better location information. The Canadian Radio-television and Telecommunications Commission (CRTC), the regulatory agency for telephone services nation-wide, issued a policy in June 2017 mandating private telecommunications and wireless providers be ready to provide Next Generation 911 (NG 911) technology by 2020. NG 911 looks to improve the current 911 technology across Canada by introducing the use of text messaging, photos and videos.

City staff, including Toronto Paramedic Services and Fire Services, are monitoring the CRTC's development and implementation of NG 911 and will continue to liaise with the TPS as they work to advance the Investment in 911 recommendation.

Recommendation 33: Neighborhood Officer Program

A recurring theme throughout the Action Plan is the need for a revitalized focus on building safe communities and neighbourhoods through community integration and intensified investment by the TPS. The TPS is proposing a new service delivery model that would include a long-term assignment of a named, uniformed police officer to each of the City's 140 identified neighbourhoods.

The TPS is currently in the process of developing this new service delivery model.

As this recommendation aligns with the City's community development and wellbeing objectives outlined in its Toronto Strong Neighbourhoods Strategy 2020, the City's Social Development, Finance and Administration Division's Community Safety and Wellbeing Unit and the TPS have partnered to exchange advice and expertise. A staff member from the Community Safety and Well-being Unit has been assigned to work with the TPS on the development of the Neighbourhood Officer Program on a part-time basis to maximize the collaboration. This partnership will foster alignment between the

TPS's Neighbourhood Officer Program and the City's community safety and wellbeing strategies and services.

The City will continue to support and collaborate with the TPS as it develops and implements its Neighborhood Officer Program.

Next Steps

City staff will continue to collaborate with the TPS to assist with implementation where appropriate, and to provide advice and expertise to support the TPS through the implementation of the Action Plan: The Way Forward.

Staff will monitor the status of all the recommendations and assess implementation activities on an ongoing basis to ensure any additional impacts to the City and its divisions are identified. City divisions impacted by the recommendations noted above are expected to report to Committee and Council as required throughout the implementation process.

CONTACT

Sandra Rodriguez, A/Director, Corporate Intergovernmental & Agency Relations, Strategic & Corporate Policy; Sandra.Rodriguez@toronto.ca; 416.392.3832

Gwen McIntosh, A/Executive Director Strategic and Corporate Policy; Gwen.McIntosh@toronto.ca; 416.392.4995

SIGNATURE

Giuliana Carbone
Interim City Manager

ATTACHMENTS

Attachment 1: Transformational Task Force Final Report - Action Plan: The Way Forward