

2022 Launch of Community Crisis Support Service Pilots and Policing Reform Updates

Date: January 12, 2022
To: Executive Committee
From: City Manager
Wards: All

SUMMARY

In February 2021, City Council unanimously approved the Community Crisis Support Service to be piloted in four areas of the city. These pilots will test a new community-led approach to mental health crisis calls to 911, including those involving persons in crisis and wellness checks.

The pilots respond to City Council's direction to staff in June 2020 for changes to policing in Toronto and for the City Manager to develop a non-police led, alternative community safety response model for calls involving Toronto residents in mental health crisis. All of the pilots will be implemented in areas where there is a demonstrated need and calls for people in crisis are the highest. One of the four pilots will be Indigenous-led, to advance the City's commitments to the Truth and Reconciliation Commission and the Missing and Murdered Indigenous Women and Girls (MMIWG) Calls for Justice.

The Community Crisis Support Service pilots are also one of SafeTO's first year priority actions contributing to reducing vulnerability in Toronto through proactive mental health support strategies and community-led crisis support models. The pilots will seek to better support community health, wellness and safety by introducing an alternative model of crisis response that is community-led, person-centred, trauma-informed and focused on harm reduction. The pilots will provide a place-based health response, informed by an understanding of systemic racism and the ongoing impact of colonialism, to deliver consent-based care and ongoing follow-up support to those in crisis.

The service will launch in two phases, with two pilots anticipated to be active in the northeast and downtown east by March 2022 and the northwest and downtown west by June 2022. A third-party evaluator will be engaged to develop an outcomes and evaluation framework and publish an independent yearly review of the pilots to help guide implementation and on-going decision-making. To date, staff have worked to ensure all elements are in place for a successful launch of the service.

Key actions taken include:

- Developing the necessary partnerships to implement the pilots;

- Building call triage and diversion processes for mental health crisis calls with Toronto Police Service and FindHelp Information Services;
- Securing technology and radios required to support mobile crisis team communication and dispatching;
- Selecting community anchor partners through four distinct call for proposals processes;
- Retaining third-party evaluators to develop an evaluation framework for the program;
- Developing a public education and service identity strategy;
- Coordinating community advisory tables to inform the pilots;
- Building a robust training program for mobile crisis teams informed by best practices in other jurisdictions;
- Engaging community anchor partners to better coordinate and plan for implementation of pilots
- Developing new data collection systems.

This report will provide an update on:

- The status of work related to the Community Crisis Support Service pilots, including community anchor partner selection, evaluation and knowledge mobilization, and pilot implementation;
- Key considerations for pilot expansion and next steps; and,
- A summary of work completed by the City of Toronto, Toronto Police Services Board, and Toronto Police Services on the 36 decisions from [CC22.2](#) and updates on additional non-police interventions requested in [EX21.2](#).
- Update from the Toronto Police Services Board on the status of [81 decisions](#) adopted at its August 18 meeting related to policing reform.

RECOMMENDATIONS

The City Manager recommends that:

1. City Council authorize the Executive Director, Social Development, Finance and Administration to build an expansion list of community partners and potential pilot areas through a Request for Expressions of Interests process, and to report back on the budgetary impacts and considerations to Council.
2. City Council authorize the Executive Director of Social Development, Finance and Administration to enter into or amend any agreements with FindHelp Information Services, providing for the pilot funds, on the terms and conditions satisfactory to the Executive Director, Social Development, Finance and Administration and in a form acceptable to the City Solicitor.

FINANCIAL IMPACT

The Community Crisis Support Service pilots are a priority action under year one of the SafeTO implementation plan. The 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 mental health crisis calls, including those involving persons in crisis and wellness checks.

Social Development, Finance and Administration's 2021 Approved Budget includes \$1.707 million for the development of the Community Crisis Support Service pilots. The focus in 2021 was on securing the community anchor partners, establishing call triage protocols, building capacity for data collection, monitoring and evaluation of the pilots. In June 2021, Council approved a mid-year adjustment of \$1.110 million, to accelerate development of the pilots and support the purchase of dispatch equipment and radios for the mobile teams, bringing the total budget in 2021 for the development of the Community Crisis Support Service to \$2.817 million.

The 2022 Staff Recommended Operating Budget for Social Development, Finance and Administration's includes an additional \$8.568 million in funding in order to operate the four pilots at full scope and provide backbone support to implement the program. Funding has been included in a new and enhanced budget request, which will be considered along with other City service priorities as part of the 2022 Budget process.

The total 2022 Staff Recommended Operating Budget for the Community Crisis Response Services, including new funding requested in 2022 is \$10.983 million (which includes reversal of one-time expenditures of \$402.0 thousand), including 6 full time equivalent positions, as detailed in the table below

2021			2022	Total
Approved Budget	Approved In-Year Budget Adjustment	2021 Base Budget*	Staff Recommended Budget - Enhanced Funding	Total Recommended 2022 Budget
\$ 1,706,750	\$ 1,110,000	\$ 2,816,750	\$ 8,568,430	\$10,982,572
3 FTE		3 FTE	3 FTE	6 FTE

*\$0.402 million in one-time costs from 2021 reversed in 2022

The following table summarizes the key expense areas in the 2022 program budget.

Pilot Component	2022
City Staff to Support Pilots & Legal Support	\$967,532.00
Payments to Community Anchor Partners for Mobile Crisis Teams & Dispatch Partner	\$8,775,040
Training Development & Materials	\$50,000.00
Community Advisory Tables Honoraria	\$5,000.00

Pilot Component	2022
Evaluation and Knowledge Mobilization	\$110,000.00
Public Education Campaign	\$75,000.00
Targeted Community Investments	\$1,000,000.00
TOTAL	\$10,982,572

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 2022 and future year budget processes.

EQUITY IMPACT

The Community Crisis Support Service will have a positive equity impact on Indigenous, Black, racialized and 2SLGBTQ+ communities. The proposed pilots may 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

At its February 18, 2021 meeting, City Council adopted with amendments EX21.2 2021 Capital and Operating Budgets. Directions in EX21.2 included a report back on 911 call centre operations, Community and Safety Wellbeing work, and additional non-police interventions.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX21.2>

At its February 2, 2021 meeting, City Council adopted with amendments EX20.1 Community Crisis Support Service Pilot. Additional amendments included a request for a report back by end of 2021 on the Community Crisis Support Service pilots, an analysis of 911 operations, intergovernmental requests, directions on mental health and supportive system coordination, and changes requested to policing services and budget.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2021.EX20.1>

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

<https://tpsb.ca/meetings/meetings-past>

At its June 29, 2020 meeting, City Council adopted CC22.2 Changes to Policing in Toronto that included 36 decisions related to policing reforms covering areas touching on policing, public 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>

COMMENTS

This report is organized into two sections. Section 1 provides an update on the Community Crisis Support Service pilots. Section 2 provides an update on policing reform directions related to item CC22.2, as well as requests in EX20.1 and EX21.2 including additional non-police interventions, 911 operations feasibility review, and intergovernmental engagement on legislative and regulatory changes to policing legislation.

SECTION 1: Community Crisis Support Service Pilot Update

Community Anchor Partner Selection

In March 2021, the City of Toronto initiated a competitive process to determine the anchor partners in each of the four pilot areas. All four pilots will be geographically-based and focused in areas where apprehensions under the Mental Health Act and calls for people in crisis are the highest in Toronto. All pilots will serve everyone within their geographic catchment areas.

Northeast Pilot

The lead agency for the northeast pilot will be TAIBU Community Health Centre, a multidisciplinary, community-led organization specializing in the delivery of programs and services for Black, Indigenous and racialized communities. This pilot will be grounded in an Afrocentric model of Black health and wellbeing offering comprehensive access to services and supports. A collaborative partnership of seven key stakeholders will support the pilot by contributing strategic guidance, expertise and referral pathways to follow-up services and supports. These stakeholders include Hong Fook Mental Health Association, Strides Toronto, The Black Health Alliance, Canadian Mental Health Association of Toronto, the Centre for Mental and Health Addictions, Scarborough Centre for Healthier Communities and the Scarborough Health Network.

Downtown East Pilot

The lead agency for the downtown east pilot will be the Gerstein Crisis Centre. Gerstein brings decades of experience in strengths-based, trauma informed mental health and addictions support, guided by the voices of those with lived experience. Gerstein will work collaboratively with partners in the downtown east to provide intensive case management and peer-led support, as well as access to in-house crisis beds. Partners include Centre for Addiction and Mental Health, Empowerment Council, Family Services Toronto, Health Access St. James Town, Parkdale Queen West Community Health Centre, Inner City Health Associates, Regent Park Community Health Centre, Sound Time Support Services, Strides Toronto, Toronto North Support Services, Unity Health Toronto and WoodGreen Community Services.

Northwest Pilot

The lead agency for the northwest pilot will be the Canadian Mental Health Association-Toronto Branch. They will be leading the delivery of the Community Crisis Support Service pilot in collaboration with Addiction Services of York Region, Black Creek Community Health Centre, Black Health Alliance, CAFCAN, Jane/Finch Community and Family Centre, Rexdale Community Health Centre and Yorktown Family Services. These community anchor partners are service providers from the northwest region of Toronto who provide a broad range of services. The pilot will be specifically designed to address the needs of people experiencing mental health and substance use challenges through a comprehensive crisis response approach that will include rapid access to services such as primary care, psychiatric consultation, rapid access to addiction medicine and non-acute care crisis beds.

Downtown West Pilot

The downtown west pilot will be Indigenous-led, with 2-Spirited People of the 1st Nations as the lead agency in collaboration with ENAGB Indigenous Youth Agency and Parkdale Queen West Community Health Centre Niiwin Wendaanimak / Four Winds Indigenous Health and Wellness Program. All three partners bring a wealth of knowledge, skills and expertise in service provision for and by Indigenous communities. The service has received the cultural name Maawinizo-wiidookidaading Maanda Pii Mineskaag which translates to Supporting Each Other in this Time of Need. It will be grounded in a community-centered Indigenous model of health and wellbeing, informed by the Medicine Wheel teachings (spiritual, mental, emotional and physical) and the Seven Grandfather teachings (wisdom, truth, respect, honesty, bravery, humility and love).

Attachment 1 presents a map of the four pilot areas and Attachment 2 outlines key features of each of the pilots.

Community Anchor Partner Selection Process

Community Anchor Partners were chosen through a competitive process. A formal Negotiated Request for Proposal process was undertaken for selection of the northeast and downtown east pilot areas, while a Request for Expression of Interest process was leveraged in selecting the successful Community Anchor Partners in the northwest and downtown west (Indigenous-led) pilots.

Each of the applicants provided a written proposal that was reviewed by an independent evaluation panel composed of City staff and community members. Applications that hit a minimum score threshold were offered the opportunity to present their proposal and answer questions from the evaluation panel in an interview format. The highest scoring proposals meeting the call requirements had their budgets reviewed and were invited to finalize the details of their contracts with City staff.

Development of Request for Expression of Interest for the Indigenous-led Pilot

The Request for Expression of Interests for the downtown west (Indigenous-led) pilot was developed in close consultation with Indigenous community members and subject matter experts. An Indigenous Circle (“the Circle”) was convened to:

- Support the development of an Indigenous-led Community Crisis Support Service by providing input into the development of the call for proposals; and
- Serve as a space to provide feedback and recommendations for the Indigenous-led pilot response and to identify opportunities for further community engagement.

The Circle included representation from various sectors related to Indigenous-led safety response models drawn from stakeholders in Indigenous policy, mental health and substance use services, homeless advocates as well as traditional wellness.

A Consistent Service Delivery Approach

The City of Toronto is currently working with all four community anchor partners and local residents with lived experience of mental health and substance use to determine a service name and develop visual service identifiers for mobile crisis teams who will be on the ground in communities to ensure a unified look and feel across pilot areas.

All four pilots will incorporate the same core features. They are:

- *A mobile multidisciplinary team of crisis support specialists* (e.g. community health nurses, crisis counsellors, harm reduction workers, peer workers) who will be available in the pilot areas twenty-four hours per day, seven days per week and trained in areas such as, but not limited to, mental health and crisis management, de-escalation, advanced first aid, overdose response, and situational awareness.
- *Follow-up supports and case management*, to occur within forty-eight hours of initial contact, including access to primary health care, referrals to specialized services, holistic support, trauma counselling, housing support and other individualized supports.

In addition, all staff will complete a comprehensive training program that incorporates both classroom and scenario-based learning. The City of Toronto has partnered with Gerstein Crisis Centre to lead the development, delivery and coordination of staff training across all four pilots. This will ensure that all pilot staff receive core training on key topics. As part of this work Gerstein Crisis Centre will act as a centre of excellence, developing and maintaining educational materials and resources, and hosting an ongoing community of practice for professional development.

City of Toronto's Role in Supporting the Pilots

The City will continue to support pilot implementation with a focus on ongoing oversight and consistent service delivery across pilot areas. Key actions will include developing partnerships that enhance the pilots, trouble shooting operational issues as they arise, monitoring overall performance and evaluation, working with the community anchor partners to develop and implement a comprehensive training program, and providing recommendations for future service growth.

City staff examined the feasibility of an additional Community Crisis Support Service pilot to be operated by the City. However, due to the ongoing demands of COVID-19

response and recovery, a City-led pilot is not feasible at this time. Staff will continue to monitor the situation and provide an update on the feasibility of this approach in the future.

Crisis Call Intake Process

In 2020, Toronto Police Services attended 33,059 person in crisis calls, which was the highest volume of calls to date, and a 29.8 per cent increase over the past five years. In March 2021, the City of Toronto convened a working group with the Toronto Police Service to establish a memorandum of understanding that outlines an operational framework for the pilots including the process for call triaging. The working group included representation from Toronto Police Service, FindHelp Information Services operators of the 211 phone service, and the City of Toronto legal and policing reform staff. The memorandum of understanding was finalized and signed by both Social Development, Finance and Administration and the Toronto Police Service in December 2021.

The Community Crisis Support Service pilots will take a focused, incremental approach to service implementation and future expansion. Rigorous tracking and monitoring of service level metrics, including but not limited to call volumes, duration of calls, response rates, will be used to inform any additional resources needed to scale the capacity of the service. The Community Crisis Support Service pilots will exist as one of a continuum of options to ensure the right response is available to individuals in their time of need.

The City has finalized a call triaging process with Toronto Police Services and advanced the following components:

- Call diversion criteria;
- Call and information flows between 911, 211 and mobile crisis teams;
- Staff training requirements for 911 and 211 call center staff; and
- Data collection points for evaluation.

Calls to 911 that meet the following criteria will be transferred to 211 upon caller consent for the dispatch of a mobile crisis team:

- The call is a non-emergency and presents no public safety concerns;
- The call is within the prescribed pilot area;
- The call falls within the prescribed call types eligible for a Community Crisis Support Service response (threatened suicide, person in crisis, wellbeing check, disorderly behaviour, disputes); and
- There is a behavioural or mental health element to the call that would benefit from a Community Crisis Support Service response.

As the pilot's dispatch partner, 211 will be responsible for triaging and dispatching calls to the mobile teams, and as appropriate, connecting inbound callers to supportive services and programs for follow-up supports. With the community anchor partners in place, there will be on-going conversations on how to coordinate multiple access points for crisis calls.

Toronto Police Services is also currently piloting a call diversion program with Gerstein Crisis Centre which involves co-locating a mental health crisis worker in the Toronto Police Service Communications Services Call Centre to divert police resources away from calls that can be managed by a crisis worker. The program aims to quickly connect inbound callers experiencing non-emergency mental health-related issues directly to a crisis worker that is available twenty hours a day, seven days a week to respond to people in crisis in 14, 51 and 52 Toronto Police Divisions. This initiative by Toronto Police Services will further enhance the Community Crisis Support Services pilot by allowing for better identification of calls that require a mobile crisis response and filtering out calls that can be handled over the phone.

To ensure public awareness of the Community Crisis Support Service pilots, the City will work with community anchor partners to conduct multi-lingual outreach efforts to inform residents about the service and how to access it.

Pilot Outcomes and Performance Measures

The City of Toronto will be engaging a third-party evaluator to develop an outcomes and evaluation framework, as well as reporting guidelines for all four pilots. The evaluation partner will publish an independent yearly review of the status of the pilots and ensure an Indigenous approach to the evaluation and data collection that is culturally accurate and safe, context-specific, and useful to Indigenous partners participating in the process.

In collaboration with the community anchor partners, the evaluation partners will further engage community members in the pilot areas, including people with lived experience of mental health crises and substance use as well as their families or chosen loved ones, in the development of evaluation measures.

Data from the evaluation will also be used to inform service delivery and utilized to support necessary adjustments to the pilots to ensure operational efficiency and service excellence.

Community Engagement in Pilot Implementation

Ongoing community engagement is a critical component in the development and implementation of the Community Crisis Support Service pilots. The City continues to gather input and feedback from a variety of key stakeholders and the general public with an intentional focus on engaging with individuals who have living or lived experience of mental health concerns, people who use substances, those experiencing homelessness, and Indigenous, Black, racialized and 2SLGBTQ+ communities. Engagements have been conducted through service providers experience in serving equity deserving communities as well as through community information sessions hosted with partners.

Alternative Community Safety Response Accountability Table

The Alternative Community Safety Response Accountability Table continued to meet on a quarterly basis in 2021. The Accountability Table is made up of community

leaders working in the areas of mental health and substance use, harm reduction, homelessness, healthcare, youth, 2SLGBTQ+, legal services, police and advocacy, services for refugees, immigrants and undocumented Torontonians, Indigenous and Black serving organizations. Over forty organizations are represented.

The Accountability Table has been instrumental in the development of the Community Crisis Support Service pilots, offering strategic guidance and direction. Between May and October 2021, members participated in a series of focused conversations to provide input on:

- Evidence-based practices for centering people with lived experience;
- Strengthening service provision through implementing anti-racist, anti-oppressive, culturally responsive service delivery;
- Identifying capacity building fundamentals for crisis worker trainings; and
- Developing a framework for data monitoring and evaluation.

Details from these conversations will be used to develop service operating procedures to be shared with community anchor partners. As the pilots move towards implementation Accountability Table members will continue to be engaged in providing strategic guidance and expertise.

Community Advisory Tables

To further engage communities in pilot implementation, each pilot will convene their own Community Advisory Table. The Tables will be composed of service users, family members, caregivers, and support networks. The membership of each Community Advisory Table will be determined with community anchor partners, with a focus on centering local community members, service users, people with lived experience and their families.

The Tables will:

- Provide strategic direction, monitoring and input throughout the pilot period;
- Provide strategic guidance on system level gaps and emerging issues related to service delivery and pilot implementation; and
- Identify alignments across key tables and sector partners to facilitate cross-sectoral and inter-governmental collaboration.

Representatives from each local table will sit on the overarching City-Wide Pilot Community Advisory Table that will be convened by the City. The City-Wide Pilot Community Advisory Table will be comprised of people with lived experience, family members with lived experience supporting a family member with mental health challenges, and leaders from the mental health and related sectors, senior leadership from the City of Toronto, Toronto Police Service and the community anchor partners.

Community Information Sessions

The City of Toronto has partnered with Reach Out Response Network, a non-profit organization in Toronto, to host a series of community sessions, to share information

and updates on pilot progress and provide a space for members of the public to raise questions and concerns related to the Community Crisis Support Service pilots. The first session on international models of non-police led crisis response took place in July 2021 and had 310 participants. The session featured representatives from jurisdictions with crisis teams and City staff gave an update on the pilots.

Next Steps in Building the Community Crisis Support Service Pilots

Service Launch

All four pilots will launch in 2022 and if successful, city-wide implementation is expected in 2025, if not sooner. The implementation of the pilots will be staggered: northeast and downtown east pilots are anticipated to launch by March 2022 and the northwest and downtown west pilots to launch by June 2022.

The City of Toronto will continue to support community anchor partners in the hiring and training of staff, the purchasing of vehicles and equipment, the development of service standards and on scene operating procedures, the completion of practical trials of the call triage and dispatch systems, and continuous evaluation.

Continued Community Engagement

Ongoing community engagement will also be a core consideration as the pilots are implemented. In 2022 the City will work directly with community anchor partners to plan local information sessions to familiarize residents with the new service. Moreover, town halls will be organized in the Wards where pilots will be operating to provide an opportunity for the public to engage with pilot staff and ask questions.

Early in 2022 the City will partner with Reach Out Response Network to host two city-wide information sessions prior to the launch of the service. These sessions will provide another opportunity to build awareness of the pilot with residents.

In an effort to continue to engage community in this work, both the Alternative Community Safety Response Accountability Table and the local and City-Wide Community Advisory Tables will continue to meet throughout 2022 to serve as key mechanisms for strategic guidance and community input.

Key Considerations for Expansion of Service

With the launch of the Community Crisis Support Service pilots in 2022, a measured approach to service implementation and expansion is essential in order to ensure the safety of the service users and service providers, optimize outcomes and manage scalability.

A phased approach will allow for the delivery of a service that is safe, effective, efficient, reliable and consistent. It also enables for greater service flexibility to adapt the pilot to local conditions and respond to emerging needs and opportunities.

Decisions about the future expansion of the service will be based on a number of key considerations and the collection of necessary data through a robust process evaluation. Key considerations include:

- **Service Effectiveness** - Measuring the performance of pilots in meeting pilot objectives such as the needs of service users, timeliness of service, and connecting service users to post-crisis supports.
- **Service Quality** - Measuring how well pilots are fulfilling the principles of care, including prioritizing the needs of the service user, utilizing a harm-reduction and trauma-informed approach, and providing adaptive and culturally relevant support.
- **Service Coordination and System Impact** - Assessing how well community anchor partners and their service providers engage with each other and the wider mental health and supportive service sector. Defining service system needs and gaps to better support pilots.
- **Financial Impact and Resourcing Needs** - Determining staff and resourcing requirements for the pilots to operate effectively and meet service needs.
- **Coordinated Expansion** - Establishing clear criteria for future expansion of service that includes developing a request for expressions of interest for identifying organizations who would like to be involved in the expansion of the pilots.

Community Investments for Crisis Intervention

Gaps in Service

To realize the full potential of the proposed community crisis support service, intergovernmental investment in 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 necessary wrap around services beyond initial crisis intervention. The City of Toronto continues to engage with Ontario Health Teams and the provincial government to identify future funding opportunities and areas for intergovernmental coordination.

Rising needs for access to mental health and supportive services due to the impacts of the COVID-19 pandemic further emphasizes the need for a robust mental health and addictions system. As was highlighted in [EX20.1](#), there is a need for community investments to support crisis prevention and post-crisis interventions and infrastructure. This could include the development of crisis centres, an expansion of case management supports, a focus on creating more crisis beds, and culturally-responsive mental health services for Indigenous, Black and equity deserving communities.

SafeTO: Toronto's Ten-Year Commitment to Community Safety and Wellbeing

In July 2021 City Council adopted SafeTO. SafeTO takes a bold approach to advancing community safety and wellbeing on a city-wide scale through twenty-six priority actions.

Priority actions for year one 2022-2023 include:

- Action 1.3: Embed the Community Crisis Support Service as a Well-Resourced First-Response Service City-Wide
- Action 2.1: Develop a Comprehensive Multi-Sector Gun Violence Reduction Plan
- Action 2.3: Strengthen Community Crisis Response Protocols to Better Support Victims and Communities Impacted by Violence, and
- Action: 7.1 Develop a Comprehensive Strategy to Share, Integrate and Analyze Data Across Multiple Institutions for the Purpose of Informing Real-time Policy Development and Service Planning

The Community Crisis Support Service pilots are one of SafeTO's key priority actions under year one efforts to reduce vulnerability through proactive mental health support strategies and community-led crisis support models.

Update on Additional Interventions

The Community Crisis Support Service pilots are just one of the interventions outlined under SafeTO to advance the community safety and wellbeing for Toronto's most vulnerable residents. A number of other initiatives such as a Comprehensive Multi-Sector Gun Violence Reduction Plan, Youth Violence Prevention Grant and enhancements to the City's Community Crisis Response Program, will serve to complement and enhance the Community Crisis Support Service pilots.

Through a phased approach to advancing community safety and wellbeing, the SafeTO Implementation Plan will address alternatives to a police response for a number of different population groups. In doing so, SafeTO provides an important mechanism for the City of Toronto and the Toronto Police Service to collaborate on systems transformation and provides an opportunity to highlight effective cross-sectoral approaches to reimaging community safety and crisis response.

First-response services for street-involved individuals

- Through the SafeTO Implementation Plan, the City is working with the Ministry of Attorney General and the Toronto Police Service on the development and implementation of the Downtown East Justice Centre Pilot which will focus on high-needs individuals facing challenges due to lack of housing/ homelessness, mental health, substance use, developmental disabilities and dual diagnosis. The pilot will provide integrated access to dedicated case managers; enhanced psychiatric, primary care and addictions medicine; and digital technology to help them attend court.
- In November 2021 City Council approved the Shelter, Support and Housing Administration Homelessness Solutions Service Plan which advances the goal of ending chronic homelessness through a number of priority actions focused on housing first, person-centred, equity based approaches.

First-response services that address gender-based violence and domestic disputes

- To advance SafeTO, the Gender Equity Office will work towards the development of an updated comprehensive gender-based and intimate partner violence strategy.
- The City of Toronto formalized its relationship with the provincially funded Violence Against Women sector through the signing of a Memorandum of Understanding between Violence Against Women agency representatives and City leadership.
- The Government of Canada is developing a national plan to address gender-based and intimate partner violence which further will define opportunities for the City to provide backbone support, prioritize City-supported interventions, and advocate for adequate investment for grassroots and community-based organizations to lead.

First-response services for racialized youth

- Gun violence has a disproportionate impact on Black and racialized youth. As such, SafeTO Implementation Plan includes as a year one priority, a multi-sector Gun Violence Reduction Plan. This work that builds on a partnership between Social Development, Finance and Administration, the Toronto Police Service, Toronto Community Housing, the Toronto Transit Commission, the Toronto District School Board and Toronto Catholic District School Board to develop, implement and evaluate the Short-term Community Safety Plan in identified neighbourhoods across Toronto. Preliminary findings indicate that the pilot's enhanced coordination and integrated planning, along with community partnerships, make for an impactful community response.

First-response services to support people who use substances

- As part of SafeTO, the Downtown East Action Plan also addresses a number of complex challenges in the downtown east area related to poverty, homelessness, housing, community safety, mental health and substance use, particularly opioid related overdoses. Currently, the Here2Help pilot is active in the downtown east and provides crisis support Tuesday to Saturday for eight hours a day in partnership with community stakeholders including those who may be experiencing a crisis. The program focusses on harm reduction and de-escalation. The pilot has a range of expertise that includes, Harm Reduction Workers, Peer Workers, Crisis Intervention Workers, Nursing, a Community Support Worker and a Transitional Short-Term Case Manager. The partners involved in this project are Seeds of Hope, The Gerstein Centre, Dixon Hall, Homes First, The Neighbourhood Group and the Inner-City Family Health Team.
- The Harm Reduction Community Care Pilot is a multi-agency partnership employing people with lived experience to pick up harm reduction supplies across the Downton East and conduct informal outreach.
- The City of Toronto authorized a request to Health Canada in [HL32.3](#) adopted in December 2021 to request a health and social equity-based alternative approach to drug criminalization, as a step towards requesting an exemption under the Controlled Drugs and Substances Act (also referred to as decriminalization). The development of the model for decriminalization in Toronto is being informed by

broad input, from executive leadership, community a, public input (online surveys and emails) and through interviews and round table discussions with people with lived/living experience of substance use. An iterative process is then expected with Health Canada, as the model is refined.

Traffic Management and Parking Enforcement

- As part of [EX21.2](#) City Council requested an update on non-police engagement on traffic management and parking enforcement. The Auditor General's Office is completing a review of all police services and budget and will report back in 2022. Transportation Services will await the findings of the Auditor General's to inform any subsequent recommendations with respect to traffic management and parking enforcement.

SECTION 2: Update on Changes to Policing Actions

The following part of the report will summarize the work completed so far by the City, the Toronto Police Service and the Toronto Police Services Board on the 36 decisions from [CC22.2](#), as well as additional requests in [EX20.1](#). This update will focus on additional Council requests and status of in progress and not complete actions. For an update on completed actions please see Attachment 3. The status of all actions is publicly posted on the City's policing reform website through an online dashboard. As of January 2022, 81 per cent of directives in [CC22.2](#) have been actioned, 19 per cent are in progress. The following are actions that are still underway and grouped in the themes they appear on the [online dashboard](#).

The Toronto Police Services Board adopted 81 decisions on policing reform in August 2020. These 81 decisions established a roadmap for comprehensive policing reform in Toronto, and include building new community safety response models, various initiatives to address systemic racism and concrete steps to improve trust with communities. 63% of these decisions were actioned by the end of 2021. The current status of all actions is publicly posted on the Toronto Police Services Board website through their online [Police Reform Implementation Dashboard](#). These 81 actions correspond with a larger body of work that lays the foundation for changes to policing in Toronto. Please see Attachment 4 for a more detailed update on the status of these actions.

1. Alternative Safety Response Models

Decision 12 and Decision 36: Investments in Equity and Community Supports

As part of the City's equity responsive budgeting process, City staff will be reporting on the potential impacts that changes to the 2022 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 identifying further investments to address the root causes of safety and security.

The City is committed to maintaining a robust infrastructure of programs and services that play important roles in advancing community safety and well-being in Toronto.

Some of the key City-led strategies, programs, and initiatives for enhancing community safety and wellbeing are highlighted in the City's Community Safety and Well-being Plan, SafeTO. The City will continue to coordinate future funding for initiatives to address community safety and well-being through SafeTO, and invest in Indigenous safety strategies through the forthcoming Reconciliation Action Plan being developed by the Indigenous Affairs Office with contribution from many Indigenous People and organizations across Toronto.

Supporting the capacity of the City's Confronting Anti-Black Racism Unit and the Indigenous Affairs Office was one of the directions City Council gave in decision 35. The Confronting Anti-Black Racism Unit requires additional staff to advance the implementation of Council's 36 decisions and the Actions concerning policing and the justice system as outlined in the Toronto Action Plan to Confront Anti-Black Racism. The Indigenous Office requires additional staffing and program resources to enhance the work it is undertaking, especially through the forth coming Reconciliation Action Plan, to ensure that the priorities of Indigenous communities are embedded in the City's policies and programs for community safety and wellbeing. Recognizing the importance of this work, the 2022 budget process includes a request for enhanced resources for both units. This request is further detailed in Attachment 3.

Decision 16, 17 and 30: Enhancing Data Sharing and Information Transparency

The City of Toronto and the Toronto Police Service continue to work to advance data sharing and information transparency.

The Toronto Police Service is currently collecting race-based data for select interactions which is scheduled to be released in 2022. A Race-based Data Collection Open Data Framework is currently being drafted to be aligned with the Province and other police services.

In August 2020, The Toronto Police Service created a service level agreement with the City of Toronto Open Data Team which established an operational workflow with the City of Toronto for transferring data to be published on the City of Toronto's Open Data Portal. To date, forty datasets from the Toronto Police Service are available on the City of Toronto's Open Data Portal.

The Toronto Police Service's data sharing agreement with the City of Toronto is also currently being reviewed and revised. The City of Toronto continues to engage the Toronto Police Service on requirements for data to inform the strategic priorities of the City of Toronto's SafeTO Community Safety and Well-being Plan.

2. Independent Auditing and Police Service Accountability

Decision 31: Enhance Accountability

The Toronto Police Services Board and the Toronto Police Service continue to engage with the City and other stakeholders to identify additional methods for ensuring police accountability. At its April 7, 2021 meeting, City Council adopted a motion requesting the Toronto Police Services Board and the Toronto Police Service negotiate a Memorandum of Understanding with Ombudsman Toronto to independently conduct policy and program reviews. City Council also approved an increase to the 2021

Ombudsman Toronto Approved Operating Budget to resource Ombudsman Toronto's oversight over the Toronto Police Service. The Toronto Police Services Board has commenced negotiations with Ombudsman Toronto reflective of this decision.

3. Police Conduct Accountability

Decision 28: Enhancing Police Accountability

At its meeting on August 18, 2021, the Toronto Police Services Board directed 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. Board Staff and City of Toronto Legal have been engaged in a comprehensive review of existing Board Policies and Service procedures and practices governing racial profiling, as well as a jurisdictional survey of other relevant policies, procedures and practices, focusing primarily on the largest police services in Canada. The results of the review is currently being assessed to determine if additional or amended policy guidance is required at this time. Any such new or amended policy would involve community consultation.

Additional Policing Reform Actions

911 Operations Review

In February, 2021 City Council directed the City Manager, in consultation with the City Solicitor, the Auditor General, and the Chief of Police, through the Toronto Police Services Board Office, to report on the Toronto Police's 911 operations, including an overview of the current 911 operations, the applicable legal and regulatory framework, and the feasibility of moving 911 operations from the Toronto Police Service to a non-police City service, including any impacts on cost, service delivery, and community safety. City Council directed that the City Manager's report be informed by any findings made by the Auditor General in the context of her audits of the Toronto Police Service. The Auditor General's 2022 workplan includes:

- Assessing whether the Toronto Police Service's 911 Communications Centre provides access to emergency services in a timely manner, as well as identifying potential areas of improvement to the efficiency and economy of operations;
- An operational review of 911 emergency response services performed by Toronto Fire Services, Toronto Paramedic Services and other divisions involved with 911 calls; and
- Assessing policing responsibilities and services areas to determine whether the Toronto Police Service is using its existing policing resources in the most efficient and effective manner possible to achieve its mandate under the Police Services Act, to provide the most value-added services for the residents of Toronto, and maximize outcomes that can be achieved for the City as a whole.

The Auditor General has communicated with the Toronto Police Services Board and the City's Audit Committee that she anticipates completion of her two police audit projects in Q2 2022. The City Manager is consulting with the City Solicitor, the Auditor General, and the Chief of Police, through the Toronto Police Services Board's Office as directed

by Council. The City Manager's review will consider the scope of work for the related reviews. The City Manager will report to City Council following consideration of the Auditor General's findings.

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SIGNATURE

Chris Murray
City Manager

ATTACHMENTS

Attachment 1: Map of Community Crisis Support Service Pilot Areas

Attachment 2: Summary of Community Crisis Support Service Pilots

Attachment 3: Changes to Policing Decisions - Update Summary

Attachment 4: Toronto Police Services Board Year End 2021 Update on the 81 Recommendations for Police Reform