



## Toronto Police Service



# Action Plan: The Way Forward

Modernizing  
Community Safety in  
Toronto

Transformational Task Force

Executive  
Summary



January  
2017

# 1

## THE WAY FORWARD OUR ACTION PLAN

The members of the Toronto Police Service (“the Service”) are dedicated individuals who are committed to our city. They carry out their responsibilities with honesty and integrity. They understand the importance of public trust and they take their duty of care seriously.

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However, Toronto has become a very large and complex city. It has changed dramatically and rapidly in the last few decades and will continue to do so in the decades ahead. The Service and its members have worked hard to respond to new demands and pressures. They have taken a model of policing that was designed for a different time and different city and have stretched it to the limits of what's possible.

With this action plan, we have defined the path forward to excellence for the Service. We envision an organization that is an international leader in providing trusted, community-focused policing. The modern Service will embrace and be embraced by all Toronto residents and communities. It will engage with and be inclusive of the full diversity of our city. It will evolve continually to meet the changing needs of Toronto and in doing so will demonstrate excellence in public service management and leadership.

People have asked us about the value of yet another report that calls for changes in policing. We are optimistic about the future and believe that this time is different for three reasons:

- The evidence and best practices from other jurisdictions and organizations confirm that the limits of the existing model of policing have been reached. The answer to outdated service delivery cannot simply be more public funding. To contain costs and ensure value for money, fundamental change is needed.
- We are seeing an unprecedented alignment of forces for positive change across the city. Residents and communities of Toronto have spoken in the past, and more recently in our public consultations, about the need for change.
- The scope and approach of our report and recommendations is different from previous studies and reports. There has never

been a review of policing in Toronto with this mix of volunteer and Service member representation or with a mandate so broad and deep. We are confident that our recommendations go well beyond all previous reviews and, implemented together, will result in comprehensive and long-lasting change.

## **Next steps**

With this final report, the work of the Transformational Task Force comes to an end, while the work of the Toronto Police Service Board (“the Board”) and the Service to implement our action plan continues. The Board will discuss our action plan and decide on next steps in public. However, that plan cannot be turned into reality without the support of the residents of Toronto and the members of the Service. They will need our engagement, our advice and our active involvement. Together, it’s the way forward.



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## THE STRATEGY MAP

As described in our interim report, our Strategy Map highlights the guiding mission, principles and goals of modernization. Based on the feedback from our consultations, we are recommending that the Map be formally adopted by the Board and Service. The following is a brief summary, and we encourage all members of the public and the Service to read the full version in our final report available online at:

**<https://www.torontopolice.on.ca/TheWayForward/>**

The modernization action plan starts with the community safety Mission of the Toronto Police Service:



**We are dedicated to delivering police services, in partnership with our communities, to keep Toronto the best and safest place to be.**

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This Mission will continue to be the essence of the Service's commitment to the people of Toronto. How the Service delivers on that Mission will change, focusing on four guiding principles:

- We will be actively accountable and trusted.
- We will be transparent and engaged.
- We will be inclusive and collaborative.
- We will be sustainable and affordable.

Three goals for a modern Toronto Police Service will guide the change process and service delivery in the months and years ahead:

**1**

**Be where the public needs the Service the most.**

**2**

**Embrace partnerships to create safe communities.**

**3**

**Focus on the complex needs of a large city.**

# 3

## TALKING ABOUT MODERNIZATION

We conducted public consultations on the interim report, including 10 public consultation meetings with more than 500 people in attendance. We also received initial input from within the Service and held consultation days with shared-services organizations, the commercial sector, and the academic community.

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### **The public told us they want:**

- A trusted relationship with the police service, with culture change as a key component of building that relationship.
- Improved police accountability and zero tolerance for bias, racism and discrimination.
- A neighbourhood-focused police service that deploys resources as efficiently and effectively as possible.
- Existing youth programs to be maintained and expanded.
- A more effective approach to dealing with mental health issues by society as a whole.

### **Service members told us they want:**

- An opportunity to enhance the Service's effectiveness.
- Leadership and action — not a report that sits on the shelf.
- All levels of the Service to be meaningfully engaged in the change process.

- The ability to make the investments required to support modernization.

### **Shared services organizations told us that:**

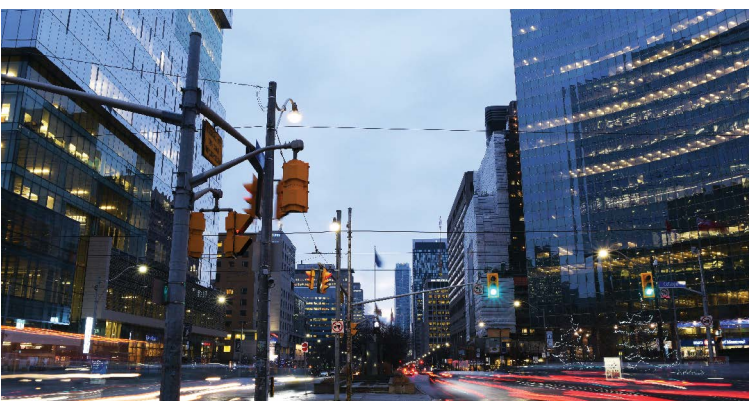
- There are many shared services opportunities in the public sector that are effective ways to pool resources, minimize duplication, reduce costs, achieve economies of scale, and share talent and expertise.
- Shared services allow for investments to be shared by more than one organization.

### **The academic community told us that:**

- Our recommendations reflect international best practice.
- Police-community partnerships are typically led by police. In the future, communities will need to lead more often.
- More transparent data and information-sharing is a key component of building public trust.
- Declining public trust in institutions is a challenge for all public service organizations and police services should always demonstrate value.

### **The commercial sector told us that:**

- There are lessons to be learned from organizations which have dealt with similar challenges.
- Other police services have undertaken similar transformations to successfully deliver better service for less money.
- Technology and data can allow the Service to put neighbourhood officers at the center of policing in ways that are much more efficient.



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## ADDITIONAL RECOMMENDATIONS AND ADVICE

Based on our consultations and ongoing deliberations, we have developed additional recommendations and advice for the Board and the Service.

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### **1. Ongoing public engagement**

We are recommending that the Service come forward in the next 90 days with a broad and inclusive public engagement strategy – one that incorporates opportunities for individual residents, existing Community Police Liaison Committees and Chief’s Consultative Committees, community groups and agencies, youth workers, and youth from different neighbourhoods.

### **2. Engaging with service members**

We are recommending intensive and meaningful engagement with Service members on implementation as an essential part of modernization and an opportunity for the leaders of the Service to demonstrate culture change in action. We are also recommending substantive engagement with the Toronto Police Association and the Senior Officers’ Organization. This process needs to be open in terms of the evidence to inform important collective agreement discussions about more effective scheduling and deployment.



### **3. Culture change**

The message from the public about culture change as central to changing the relationship between police and residents was heard loud and clear. Chapter 6 of the final report – on culture change – is our response. This plan represents comprehensive and far-reaching changes to leadership and decision making, people management and human resources, structures and processes, and technology.

### **4. Strengthening police accountability**

In our consultations, there was considerable discussion of police accountability. References were made to the Review of Police Oversight Agencies being conducted by the Honourable Mr. Justice Michael Tulloch. The Board and the Service have provided input and are committed to moving quickly to implement directions that result from the review.

In addition, we are recommending four mutually reinforcing actions to establish new pathways of accountability that are peer-to-peer within the Service, between officers and their leaders, and between the Service and the public. These pathways are components of the culture change plan described in Chapter 6 and will result in a significant shift in the accountability culture of the organization.

### **5. Investing in change**

In our interim report, we identified a minimum of \$100 million, to date, in budget reductions and efficiencies as part of ensuring future affordability and sustainability. The Service has already implemented the three-year hiring and promotion moratorium to reduce budget requirements by \$60 million between now and 2019.

Due diligence on a further \$30 million in efficiencies through shared services, better supply chain management, and alternative

service delivery is well underway. We continue to be optimistic that more than an additional \$10 million in efficiencies and savings through effective fiscal management will be found in the coming years.

New capital investments will also be required in the next three years and beyond. The Service has been conducting analysis and engaging with the City and external experts to determine the scope of the investments required. Over the next year, the Service will be coming forward with more detailed investment information.

The Service will also be requesting City Council approval for a Modernization Reserve to allow it to acquire essential implementation expertise and to support the development feasibility and due diligence studies. The Service will fund this Reserve through annual operating budget surpluses with an initial contribution of \$3.5 million from its 2016 operating budget surplus.

## **6. The proposed changes to divisions and police stations**

The consultations highlighted the need to be clear why we're recommending a realignment of divisional boundaries and police stations. Concerns were expressed that fewer divisions and police stations will weaken the relationship between neighbourhoods and the Service, and will result in a diminished police presence.

These measures are a key part of building a neighbourhood-centered police service. Simply put, police stations do not equate to police presence. The current boundaries are outdated, don't align to Toronto's neighbourhoods, and restrict the Service's flexibility to move officers to where they are needed most. Many of our police stations are also outdated. Their design reflects some requirements that will not be relevant in the future and many are in locations that no longer meet local needs. Our recommendations

aren't about cost savings – they represent an opportunity to improve service to the public.

## **7. The strategic importance of the three-year moratorium on hiring and promotions**

The moratorium will give the Service the time it needs to change outdated models and practices in order to make better use of its existing officers and realign its resources to support a neighbourhood-centered approach to policing and other priorities. As vacancies occur, the Service will have opportunities to redeploy staff affected by other modernization changes.

The moratorium will allow the Service to hold the line on the cost of policing for three years so that long overdue changes and strategic investments can be made. It will also allow for a very important discussion with the City about the need for those investments. Simply investing in the same manner as in the past will yield the same results. As well, the City can't be expected to provide new funding unless the Service can demonstrate it's making the most of every dollar already received.

Finally, the moratorium is a smart approach to culture change. There is no point in recruiting new people using criteria, training, and procedures geared to the existing policing model. The moratorium will give the Service time to restructure and develop critical supports such as new training and other Human Resources programs. This will ensure that when new recruits are hired, they will start their careers as neighbourhood officers.

## **8. Recommendation 10: a more efficient retail response**

Based on input received during the consultations, this recommendation will need to be reviewed. Recommendation 10 described a program to appoint selected security staff at major shopping malls as Special Constables as a way to reduce waiting times for officers

to arrive and reduce call demands on the Service. During the consultations, property management companies expressed concerns about potential liabilities. In the months ahead, the Service will continue to look for a more efficient way to respond to these situations.

# 5

## MODERN POLICING IN TORONTO

Our recommendations are first and foremost about a smarter approach to policing. The following recommendations from our interim report illustrate this smarter approach in action.

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### **Neighbourhood policing at the center of a modern police service**

In the future, an integrated and comprehensive program of neighbourhood policing will be the focal point of the Service's new service-delivery model. Every neighbourhood in the city will have dedicated officers embedded within it, and neighbourhood officer assignments will be a minimum of three years in length. Beginning in 2019 as the hiring moratorium is lifted, neighbourhood policing will be the starting point for a career in the Service.

Neighbourhood officers will be selected with high expectations for interaction, empathy, collaboration and engagement. They will work in partnership with communities and service-delivery agencies to address crime, disorder, and other community-safety issues. They will be empowered and supported to engage and work with communities to

develop inclusive and cooperative strategies that resolve issues, build partnerships, and promote community safety. When neighbourhoods are victimized by crime, or when tactical enforcement such as search warrant execution takes place, neighbourhood officers will play a crucial role by providing support immediately after the incident and through longer term plans.



### **Connected officers using smart mobile technology**

Within two to three years, neighbourhood officers will have smart mobile devices that give them access to data, information and software always and anywhere. Regardless of their location, connected officers will be accessible to residents – to receive and respond to calls, emails, text messages, and other forms of electronic communication.

Connected officers will be able to prepare and file reports and other documentation from anywhere, rather than being limited to mobile workstations in cars or having to return to police stations to work at desktop computers. They will be able to access information that gives them a richer understanding of neighbourhoods, including economic, social, demographic and behavioral data

and crime statistics. The mobile device will include a searchable eNotebook. This will fundamentally change how the Service can store, collect, retrieve and analyze logged information. Paper memo books will be a thing of the past.

### **Priority response**

The Service will begin focusing on calls that require a police presence and providing effective alternatives when that presence is not required.

In the future, responding to calls that require officers to attend will have two components. Priority Response will involve sending officers to emergencies and other situations where prompt attendance by someone with the training and authority of a police officer is essential. The new Investigative Support Unit will deal with calls for service that do not involve an immediate risk to public safety or property. This will result in Priority Response officers being available when and where the public needs the Service the most.

Alternative reporting mechanisms will also be available including reporting by phone, online, through the Toronto Police Service app on mobile devices, and by booking an appointment to file a report in person at a police station. This will reduce the need for officers to physically attend locations where they are not actually required, improving customer service with fewer delays in reporting and better follow-up.

### **A new public safety response**

In the future, the policing of major public safety events will be augmented by the new Public Safety Response Team (PSRT). The PSRT will be a dedicated, full-time, highly trained team with quick response capacity and a mandate to respond to specialized situations including extreme events, the protection of critical infrastructure and public spaces, searches for missing vulnerable persons and large-scale demonstrations.

Careful officer selection and ongoing, rigorous training and performance measurement will be key elements of the PSRT. The PSRT teams will be available to be deployed quickly anywhere in the city based on real-time analysis of data and information – drawing on and being informed always by the knowledge and experience of neighbourhood officer teams.



### **Diverting non-policing calls to other city departments and service providers**

When a call comes into the Communications Centre, Service members will assess whether the situation is an emergency that requires police attendance, or whether it can be safely and appropriately handled through other means such as a phone contact. If a situation does require police attendance – for example, a noisy party in a situation where a by-law officer might be at risk, or an animal incident where there is an imminent threat to the safety of individuals – police officers may be dispatched. If it doesn't require police attendance, the call will be referred to the appropriate City department.

### **Crossing guard and lifeguard programs delivered by non-policing organizations**

The school crossing guard program and the lifeguard program at Toronto's 13 beaches will be recognized as non-policing activities. Police officers will not be dispatched to fill in for absent crossing guards. These programs and their respective budgets of \$6.8 million and \$1.1 million will be transferred and the City of Toronto will decide on the most appropriate administration.

## **Divisional boundaries that align to Toronto's neighbourhoods**

The Service will be organized into fewer divisions, and these divisions will align better with Toronto neighbourhoods. The new divisions will be created gradually through amalgamations of existing divisions and boundary changes. Decisions will be based on transparent data and information, and through extensive public engagement.

Through the connected officer initiative and GPS-enabled technology, the Service will be better able to ensure that it is dispatching the closest officers in the event of an emergency. The Service will also be able to reduce the number of managers, supervisors, and administrative support staff and redeploy those resources to other priorities.

## **Smaller, more efficient police stations**

Because connected officers will have new mobile devices that they can use from anywhere, there won't be the same need for workstations at police stations. This means the Service will not need as many police stations and new stations will be less costly to build and operate.

As the Service draws new divisional boundaries, it will relocate some police stations to new locations that make better sense relative to neighbourhoods. Police stations and properties no longer required by the Service will be returned to the City.

## **Fewer paid duty assignments**

In the future, the Service will apply a new public safety risk filter to requests from private entities to have police officers provide security. This will result in a reduction of at least 30 percent in the number of eligible requests, as well as more situations where security is provided privately. Only assignments where a police officer is necessary for public safety or required for legislated reasons will be accepted and staffed. The costs will continue to be borne by the private

company or organization making the request for service. The Service will improve how it engages and communicates with the public on paid duties. It will also implement a training program and accountability mechanism that focuses on applying the public safety risk filter as well as the proper performance of paid duty assignments.

# 6

## CULTURE CHANGE

Organizations that continually demonstrate excellence do so first and foremost because of their culture. Some view the Service as already excellent. Some believe it's good but could be better. Others think it's out of touch and systemically biased. Regardless, it must be – and be seen to be – where it is needed most, working in partnerships and responding to our city's complex needs. It must serve all neighbourhoods and all residents with respect and dignity as expressed in the Ontario Human Rights Code. This includes all marginalized and at-risk populations regardless of gender, gender identity and expression, sexual orientation, ethnicity, colour, race, and disability.

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Our culture change plan represents a comprehensive approach to building that culture. It includes powerful and profound change levers that go well beyond any previous reports and recommendations and impact all aspects of the Service at all levels.



## **A culture of excellence**

We recognize that we can't impose a new culture on the Service. Based on our discussions and the input received through the consultation process, the final report includes our advice to the Service on the characteristics of a culture of excellence. The first step in the culture change process will be to engage Service members at all levels in an open, transparent and trust-based self-reflective discussion by providing members with an opportunity to:

- Validate, add to and extend these characteristics to reflect their own experience.
- Identify gaps in the existing culture, barriers in the way of change, and culture-building solutions.

## **Action on four strategic fronts**

### **1. Leadership and decision-making**

**The Toronto Police Service Board**

Overseeing the implementation of

modernization will be the Board's most important priority over the next three years and beyond. This means supporting the Service with the appropriate resources, advocacy, advice, and priority setting it needs to be successful. It also means monitoring, probing, and holding the Service's senior executive team accountable for real change.

### **The Senior Executive and Senior Management Teams**

The leadership of the Service has an essential role to embrace, demonstrate, and champion change. As the Service moves forward it should set clear expectations and provide training, tools, and other resources necessary for all leaders to be effective in this role.

### **Strategy Management Office**

The Strategy Management Office has a new mandate, leadership and resources to oversee, plan and coordinate the implementation of our recommendations. Reporting directly to the Chief, the Strategy Management Office has a key ongoing role as the central driver to ensure that decisions and decision-making processes are aligned to and advance the Strategy Map.

### **City Council and the Administration**

Leadership also needs to come from City Council and the City's public service. Our recommendations were developed to work together in an integrated and mutually reinforcing way. City leaders will need to resist the temptation to be selective and avoid those that are necessary but potentially more challenging.

## **2. People management and human resources**

Because culture change is central to modernization, we are recommending a comprehensive people management and HR strategy for the Service. This strategy represents a significant strategic shift for the Service including the following:

- A more strategic HR unit: Significant changes to the roles, functions, and structure of the Service's HR unit to enable it to play a modern and enabling role, including:
  - A focus on cultivating the potential of people.
  - HR as a credible, service-oriented enabler and partner.
  - Four areas of strategic focus for the HR unit: people, leadership, culture and diversity, and effective delivery.
- HR policies and programs to support modernization: Major changes to HR policies, processes, analytics and tools that will enable the service delivery changes we have recommended and in doing so affect all parts of the organization. These will include new competencies, a multi-year diversity plan, a re-engineered performance management system, a broader, coordinated, and sufficiently resourced wellness strategy for all Service members, and a new training model and system to evaluate training effectiveness.

### **3. Processes and structures**

Our recommendations represent significant changes to structures and processes across the organization. However, these recommendations are not only service-delivery improvement opportunities; they are also important levers of cultural change. For example:

- **Neighbourhood-centered policing:** The process and structure changes required to establish neighbourhood-centered policing will require and drive a different mindset and culture.
- **Innovation:** The Innovation Hub will make it easier for new ideas to come forward and will support Service members as they work through the necessary analysis, evaluation and planning. Innovation will also become part of the reward and recognition system.

- **Embracing external partnerships:** External partnerships will contribute to culture change because they involve the Service acknowledging and reaching out to fill gaps in its own knowledge and expertise.

#### **4. Technology and information management**

The Service has begun work on a number of technology and information-management initiatives that will both enable and drive culture change:

- **Data analytics and evidence-based decision-making:** Data and modelling tools to change how the Service makes decisions, including the realignment of divisional boundaries, relocation of police stations and staffing, workload, and shift schedules.
- **Connected officers:** New mobile technology as a key enabler of culture change – for example as an enabler of neighbourhood-centered policing and evidence-based decision making.
- **Enterprise business intelligence project:** A centralized information management platform – a data warehouse – that will bring Service data together in one place and support decisions at all levels with accessible, reliable and consistent information.
- **Assessment of information technology services (ITS):** A two-phased assessment of the ITS business unit, including recommendations for restructuring and business process changes.
- **Open Data for change:** Greater openness and transparency of information, with public releases over the next two years of anonymized datasets that include current and historical calls for service and occurrence data, arrest data, and other key public safety datasets. The Service has established data guidelines which provide the foundation for the use and release of data. These guidelines may be found at: [tps.on.ca/dataguidelines](https://tps.on.ca/dataguidelines)

# 7

## REPORTING ON PROGRESS

The essence of our approach is that what gets measured gets changed. Stakeholders need to be able to clearly follow the advance of implementation and determine whether those plans are leading to tangible outcomes and real change.

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### **Quarterly reporting to the board**

Active accountability for modernization begins with the Service reporting on progress quarterly to the Board, and sharing these reports with the public. These reports will be framed by the Strategy Map, encompass all modernization activities and initiatives underway, and include both outcome and process measures.

### **The modernization scorecard**

We are recommending an initial Modernization Scorecard that when fully realized will be comprehensive, transparent, accessible to all, and an example of culture change in action. The Scorecard will have three sections:

#### **1 Modernization outcomes:**

This section will focus on the outcomes of modernization. It will include scoring of the Service's performance by the public and Service members, measuring confidence in police officers, satisfaction with service levels, perceptions of safety, as well as whether the Service is fulfilling its promise to be accountable,

transparent, inclusive, and affordable. This section is also where key measures of culture change will be reported on, based on regular surveys of the public and Service members.

## **2 Service excellence:**

This second section will focus on measures of the Toronto Police Service's operational excellence. This will include successive levels of detail on key policing metrics including crime rates, response times, and number of priority calls attended. This performance information will be presented for the city overall but will also be available by division, and will include key administrative and financial metrics.

## **3 Modernization process:**

This section will provide comprehensive, multi-year process information on the implementation of our action plan. It will be updated regularly to reflect the status of each project, including timelines, milestones, deliverables and budgets.

# 8

## TAKING ACTION

Modernizing the Toronto Police Service will not happen overnight. The projects required to implement our action plan are multi-year and interconnected. Significant work is already under way. In this chapter of our final report we provide a summary of that work. Over the next six months, the Service will be developing more detailed implementation plans and will be reporting quarterly on those through the Board and the Scorecard.



**Action Plan: The Way Forward**  
Modernizing Community Safety  
in Toronto

