



PUBLIC MEETING

Minutes

Thursday, October 26, 2017 @ 1:00 PM

**Auditorium, 40 College Street, 2nd Floor
Toronto, Ontario**

www.tpsb.ca

The following *draft* Minutes of the meeting of the Toronto Police Services Board that was held on October 26, 2017 are subject to adoption at its next regularly scheduled meeting.

Attendance:

The following members were present:

Mr. Andrew Pringle, Chair
Mr. Chin Lee, Councillor & Vice-Chair
Ms. Shelley Carroll, Councillor & Member
Mr. Ken Jeffers, Member
Ms. Marie Moliner, Member
Ms. Uppala Chandrasekera, Member

The following were also present:

Acting Chief of Police Jim Ramer, Toronto Police Service
Ms. Joanne Campbell, Executive Director, Toronto Police Services Board
Ms. Karlene Bennett, A/Board Administrator, Toronto Police Services Board
Ms Jane Burton, Solicitor, City of Toronto - Legal Services Division

Declarations:

Declarations of Interest under the *Municipal Conflict of Interest Act* - none

Previous Minutes:

The Minutes of the meeting that was held on September 21, 2017, and the Budget Committee minutes held on October 5, 2017 previously circulated in draft form, were approved by the Board.

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

P225 [Appointment to the Board – Uppalawanna Chandrasekera](#)

The Board was in receipt of the attached Order-in-Council No. 1821/2017 which was approved by the Lieutenant Governor on September 13, 2017 appointing Uppalawanna Chandrasekera as a member of the Toronto Police Services Board for a period of three years.

Chair Andrew Pringle administered the oath of office and the oath of secrecy to Ms. Chandrasekera.

Ms. Chandrasekera introduced herself and shared a brief biography of her interests and experiences.

The Board received the Order-in-Council and extended a welcome to Ms. Chandrasekera.

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

P226 [Monthly Statistical Briefing](#)

Mr. Ian Williams, Manager, Business Intelligence & Analytics, STM, delivered a presentation with regard to this report.

Deputations: [Brian De Matos*](#)
[Rosemarie Frei*](#)

*Written submission also provided, copy on file in the Board office.

In response to the Board's question about the possible inclusion of race-based statistics as part of the monthly statistical analysis, Mr. Williams responded that the Service has identified a number of areas where race-based statistics would be helpful, for example, regulated interactions, use of force, emotional disturbed persons, among others. He said that the Service would like to develop methodology

with the Board regarding the utilization of race-based statistics. In response to the Board's question about the language used by the Service to describe individuals experiencing mental health crises (EDP or emotionally disturbed people), Mr. Williams responded that the Service is open to reviewing the language currently being used.

The Board received the foregoing report and received the deputations.

The Board approved the following Motions:

- 1. THAT the Chief provide a report that includes past recommendations referencing the collection of race-based statistics and a description of the Chief's strategy for implementing those recommendations.**
- 2. THAT Board staff develop a schedule of annual and semi-annual reports received by the Board and that the schedule be posted on the Board's website.**

Moved by: M. Moliner
Seconded by: K. Jeffers

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

P227 [2018 Budget Estimates](#)

The Board was in receipt of a report dated October 10, 2017 from Councillor Shelley Carroll, Chair, Toronto Police Services Board Budget Committee, with regard to this matter.

Recommendation(s)

It is recommended that:

1. The Board approve the appended:
 - a) [Toronto Police Service 2018 operating budget](#),
 - b) [Toronto Police Service 2018 to 2027 capital program](#),
 - c) [Toronto Police Service 2018 Parking Enforcement Unit operating budget](#),
 - d) [Toronto Police Services Board 2018 operating budget requests](#); and,
2. The Board forward this report, and its attachments, to the City's Budget Committee for consideration and to the City's Deputy City Manager and Chief Financial Officer for information.

Mr. Tony Veneziano, CAO delivered a presentation with regard to the Toronto Police Service operating and capital budgets and the Parking Enforcement budget. Mr. Veneziano advised the Board that a focus of the budget is balancing affordability and sustainability.

A copy of Mr. Veneziano's presentation is available at this [link](#).

Ms. Joanne Campbell presented the Toronto Police Services Board budget. Ms. Campbell advised the Board that it is not yet known whether amendments to the *Police Services Act* could have an impact on the Board budget in 2019.

The following were in attendance and delivered deputations to the Board:

- [John Sewell, Toronto Police Accountability Coalition](#)*
- Derek Moran

*Written submissions also provided, copy attached to this minute.

Councillor Carroll stated that the budget process is evolving and that there is value in continuing the current process and strengthening it, such as including on the Board's website details of questions and answer sessions at public Budget Committee meetings and copies of written submissions provided by deputatants, even where the Board does not pass a motion.

The Board thanked Mr. Veneziano for his presentation and thanked Councillor Carroll for taking the lead in the budget preparation process. The Board agreed that the process is evolving and encouraged the Budget Committee to continue fine tuning the process.

The Board received the presentations, deputations and written submissions and approved the foregoing report.

Moved by: C. Lee
Seconded by: K. Jeffers

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

P228 [Modernization Plan for Human Resources in Support of *The Way Forward* Implementation](#)

The Board was in receipt of a report dated October 11, 2017 from Mark Saunders, Chief of Police.

Recommendation(s)

It is recommended that the Board:

1. approve the strategic direction for the modernization of the Toronto Police Service's human resources function as outlined in this report, including the filling, over the next three years, of the required positions outlined in the new

organizational chart;

2. authorize the Chief to move forward with the implementation of the new human resources strategic direction; and

3. approve the attached new civilian job descriptions and classifications for positions within People and Culture, which include Manager, Business Partnership (Z32027), Manager, Talent Acquisition (Z32028), Manager, Wellness (Z32029), Employee Services Consultant (Z24009) and Senior Employee Services Supervisor (A12021).

Ms. Jeanette May, Director, Human Resources, Deputy Chief Barbara McLean and Ms. Gloria Pakravan, Manager, Human Resources delivered a presentation with regard to this report. Ms. May advised the Board that the Human Resources Strategy responds to the Transformational Task Force recommendation no. 30.

A copy of Ms. May's presentation is available at this [link](#).

Deputation: Brenda Ross

In response to the Board's question, Ms. May advised the Board that the role of the Service psychologists includes providing support to members, especially in their first two years of employment, providing wellness programs to employees in high-risk jobs, providing support to officers involved in shooting incidents, and providing other peer-support initiatives.

In response to the Board's question about how the new HR Strategy addresses diversity hiring, Deputy Chief McLean advised the Board that the methodology will not change, but the focus will change. Deputy Chief McLean advised the Board that the diversity strategy is currently being developed and will come forward to the Board at a later date.

Chair Pringle stated that he would like to see a greater focus on organizational culture change as recommended in Transformational Task Force recommendation no. 24. The Chair also stated that wellness of Service members is important as well as high quality provision of human resources services. He said that the provision of excellent police service to all communities includes the recognition that this is not a one-size-fits-all police service.

The Board received the deputation and approved the foregoing report.

Moved by: S. Carroll

Seconded by: C. Lee

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

June 2017

The Board was in receipt of a report dated August 17, 2017 from Mark Saunders, Chief of Police, with regard to this matter.

Recommendation(s)

It is recommended:

1. That the Board receive the foregoing report;
2. That the Service develop a process to report how many FOI requests actually result in accessing of the Historical Contact Data, as authorized by the Chief; and
3. That the Chief provide information as to the measures taken to reduce the number of people assigned to facilitate operational access to Historical Contact Data.

The Board received the foregoing report.

Moved by: S. Carroll

Seconded by: K. Jeffers

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

P230 [Regulated Interactions Review Panel: Review of Chief's Report – Access to Historical Contact Data, Second Quarter, April to June 2017](#)

The Board was in receipt of a report dated October 13, 2017 from the Regulated Interactions Review Panel, with regard to this matter.

Recommendation(s):

It is recommended that:

1. That the Board receive the foregoing report;
2. That the Service develop a process to report how many FOI requests actually result in accessing of the Historical Contact Data, as authorized by the Chief; and
3. That the Chief provide information as to the measures taken to reduce the number of people assigned to facilitate operational access to Historical Contact Data.

The Board approved the foregoing report.

Moved by: S. Carroll

Seconded by: K. Jeffers

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P231 [Network Services](#)

The Board was in receipt of a report dated October 11, 2017, from Mark Saunders, Chief of Police, with regard to this matter.

Recommendation(s):

It is recommended that the Board:

1. approve a contract award to Cogeco Peer One for the provision of network services for a ten-year term, to begin upon contract signing; and
2. authorize the Chair to execute all required agreements and related documents on behalf of the Board on terms satisfactory to staff, subject to approval by the City Solicitor as to form.

The Board approved the foregoing report.

Moved by: S. Carroll
Seconded by: C. Lee

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

P232 [Vendor of Record for Voice Radios](#)

The Board was in receipt of a report dated October 11, 2017 from Mark Saunders, Chief of Police, with regard to this matter.

Recommendation(s):

It is recommended that the Board:

1. approve Motorola Solutions Canada Inc. (Motorola) as the vendor of record for the supply of mobile and handheld radios, as well as all related parts, hardware, configuration and testing, hardware, software and professional services for a ten year period, commencing October 31, 2017 and ending November 1, 2027; and
2. authorize the Chair to execute all required agreements and related documents on behalf of the Board, subject to approval by the City Solicitor as to form.

The Board approved the foregoing report.

Moved by: C. Lee
Seconded by: S. Carroll

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

P233 [Awarding of Contract Lansdowne Technologies Inc.](#)

The Board was in receipt of a report dated October 5, 2017 from Mark Saunders, Chief of Police, with regard to this matter.

Recommendation(s):

It is recommended that, should the Toronto Police Services Board (the Board) determine that two retired police officers employed by Lansdowne Technologies Inc. (Lansdowne) fall into their definition of “consultant,” the Board waive the one (1) year waiting period for the re-employment of former Toronto Police Service (TPS) members. Lansdowne Technologies has been awarded the contract in relation to Request for Proposal (RFP) #1230502-17 – Public Safety/Crime Prevention Consulting Services.

The Board approved the foregoing report.

Moved by: C. Lee
Seconded by: S. Carroll

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P234 [Organizational Culture Assessment of the Toronto Police Service](#)

The Board was in receipt of a report dated October 17, 2017 from Mark Saunders, Chief of Police, with regard to this matter.

Recommendation(s):

It is recommended that the Board:

1. approve a contract award to M.N.P., LLP (M.N.P) to conduct an Organizational Culture Assessment of the Toronto Police Service at an estimated cost of \$530,000 (including 13% tax); and
2. authorize the Chair to execute all required agreements and related documents on behalf of the Board, subject to approval by the City Solicitor as to form.

The Board approved the foregoing report.

Moved by: C. Lee
Seconded by: S. Carroll

This is an Extract from the Minutes of the Public Meeting of the Toronto Police Services Board that was held on October 26, 2017

P235 [Compliance Audit of Service Governance – Procedure 04-14 – Regulated Interactions](#)

The Board was in receipt of correspondence dated October 6, 2017 from from Beverly Romeo-Beehler, Auditor General, with regard to this matter.

Recommendation(s):

It is recommended that the Board receive this report.

The Board received the foregoing correspondence.

Moved by: C. Lee
Seconded by: M. Moliner

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P236 Other Business

Mr. Derek Moran provided a deputation to the Board regarding the *Police Services Act*, municipal law and their relationship to slavery.

The Board received the Mr. Moran’s deputation.

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P237 Confidential

In addition to the public meeting conducted by the Board today, a confidential meeting was held to consider a number of matters which were exempt from the public agenda in accordance with the criteria for considering confidential matters set out in s.35(4) of the *Police Services Act*.

The following members attended the confidential meeting:

Mr. Andrew Pringle, Chair
Mr. Chin Lee, Councillor & Vice-Chair
Ms. Shelley Carroll, Councillor & Member

Mr. John Tory, Mayor & Member
Mr. Ken Jeffers, Member
Ms. Marie Moliner, Member
Uppala Chandrasekera, Member

Next Regular Meeting

Date: Thursday, November 16, 2017
Time: 1:00 PM

Minutes Approved by:

-original signed-

Andy Pringle
Chair

Members of the Toronto Police Services Board

Andy Pringle, Chair
Chin Lee, Councillor & Vice-Chair
Shelley Carroll, Councillor & Member
Ken Jeffers, Member

Marie Moliner, Member
John Tory, Mayor & Member
Uppala Chandrasekera, Member



Ontario

**Executive Council of Ontario
Order in Council**

On the recommendation of the undersigned, the Lieutenant Governor of Ontario, by and with the advice and concurrence of the Executive Council of Ontario, orders that:

**Conseil exécutif de l'Ontario
Décret**

Sur la recommandation de la personne soussignée, la lieutenant-gouverneure de l'Ontario, sur l'avis et avec le consentement du Conseil exécutif de l'Ontario, décrète ce qui suit:

PURSUANT TO section 27 of the *Police Services Act*, as amended, Neelakshi Uppalawanna Chandrasekera Chong is appointed as a member of the Toronto Police Services Board for a period of three years, effective from the date of this Order in Council.

EN VERTU de l'article 27 de la *Loi sur les services policiers*, dans sa version modifiée, Neelakshi Uppalawanna Chandrasekera Chong est nommée membre de la Commission des services policiers de Toronto pour une période de trois ans prenant effet à la date du présent décret.

Recommended: Premier and President of the Council

Recommandé par: Première ministre et présidente du Conseil

Concurred: Chair of Cabinet

Appuyé par: Le président/la présidente du Conseil des ministres,

**Approved and Ordered:
Approuvé et décrété le:**

SEP 13 2017

**Administrator of the Government
L'administrateur du gouvernement**

O.C./Décret: 1821 / 2017

[Monthly Statistical Briefing](#)

As part of The Way Forward Recommendation 17, the Monthly Statistical Briefing is intended to contribute to improving public understanding of policing, improve transparency and enhance confidence through the sharing of public safety information. Within this briefing is a city-wide overview of statistical indicators, year over year comparisons, and most recent monthly geographic mapping of mental health related calls for service, Mental Health Act apprehensions, violent crime, traffic (tickets, collisions, and fatalities), and administrative information.

Toronto Police Service Board Meeting

Date: Thursday, October 26, 2017

Deputation Prepared by: Brian De Matos

Greetings Toronto Police Service Board Members:

Thank you for having me hear today and the opportunity to depute. I am pleased to see the board taking steps on collecting data for transparency and accountability.

However, as I reviewed the current report and data. I think it is insufficient details within the report. I do believe at some point TPS, or RCMP was collecting data on hate based crimes and that should be injected with this report. It is of best practice for transparency and accountability to make such information centralised and presented in a comprehensive way.

One essential tool of Transparency, is Accessibility it is important, if not already being done is to have these reports in different languages that represent Toronto's diversity. Also, audio versions of the report for folks who are blind and have issues on reading. This can be combined with a video of ASL interpretation while audio is playing. In addition, for accessibility- Printed reports should be made available for the public who do not have complete access to internet and or computers. I must advocate language change within this report – using the term of “emotionally disturbed” contributes to the stigma of mental health and impacts training officers on how to deal with folks. Such language can escalate folks in violence when officers are dealing with mental health matters.

In addition to the mental health data, I think adding data on how procedures handled by officers are key for how we treat folks who need professional support with regards to mental health: this means, how many in police custody were put on a form 1 by doctor with compliance to the mental health act. This will show and review data on how hospitals can respond and accommodate when officers are leaving patients in emergency rooms. At the moment, CAMH emergency department is the default place for an officer standard operating procedure. Wait times can be from 2-5 hours on an average day on the busiest days of the week which are reported to be on Mondays and Fridays, the wait time can be as long as 9 hours wait time before seeing a doctor- this does mean officers do have to wait with the patient on violent cases when securities are not available.

What also should be added in this report, is to add and separate the data of Addictions from mental health data. Surely, Addictions is a mental health topic but one with its own specific field of needs. To help ER's lower wait times. I recommend adding to officer procedure to help emergency rooms is to recognise the options of detox and medical detoxes and how to evaluate such cases.

I really want to advocate that we expand in more detail the SIU reports information, and adding how many cases have been dismissed due to police officers mishandling of evidence and or legal procedures. This in no way do I meant to tarnish police but to add constructive criticism were police can approve in operations and procedure. If there are internal data that should be released to the public.

In addition, we need to change police policy and collect Race and ethno-based data collection, so we can serve such Toronto diverse policies. The fact police do not do this, shows us and contributes to deep rooted issues on standard procedure officers have with anti-black racism and anti-indigenous racism

In addition, I think data should also include data on LGBTTTQ2s + communities – A review of how police treat Trans folks is essential in needs for much needing improvement – Trans folks experience miss gendering and put in the wrong jails as the TPS policy states when dealing with Trans folks is up to the discretion of officers on what jail they should go in.

Rosemary Frei

Statistical Data – Toronto Police Services

Parameter	2015	2016	Notes
Number of people in a mental-health crisis injured or killed by police	Data not reported	Data not reported	No target for reduction
Number of people stopped in street checks	Data not reported	Data not reported	No target for reduction
Number of people questioned without a bona fide reason about their immigration status	Data not reported	Data not reported	No target for reduction
Number of Tasers/Conducted Energy Weapons	545 Taser X-26s	568 Taser X-26s & X-2s	Target is to have one for each officer
Number of Times Tasers Deployed	265	292	2005: 66
Number of Injuries Reported as Being Caused by Taser Deployment†	Seven	Six	No target for reduction; Tulloch report Recommen'n 5.7 iv states burns shd be considered a serious injury
Percentage of Taser Use on Emotionally Disturbed Persons	45.7%	48.6%	No target for reduction
Number of people killed by Tasers	Zero	One (? - cause of death is still under investigation)	
Use of Mobile Crisis Intervention Team Before Use of Force or Weapons	Data not reported	Data nor reported	No target for increase
Number and percentage of people strip-searched	Data not reported	Data not reported	No movement toward <10% as per Supreme Court of Canada' ruling
% of officers trained within six months of appointment on crisis intervention and de-escalation of conflicts with people who are mentally ill or in crisis	Data not reported	Data not reported	No target



Toronto Police Services Board Report

October 10, 2017

To: Chair and Members
Toronto Police Services Board

From: Councillor Shelley Carroll
Chair, Toronto Police Services Board Budget Committee

Subject: 2018 Budget Estimates

Recommendation(s):

It is recommended that:

1. The Board approve the appended:
 - a) Toronto Police Service 2018 operating budget
 - b) Toronto Police Service 2018 to 2027 capital program,
 - c) Toronto Police Service 2018 Parking Enforcement Unit operating budget
 - d) Toronto Police Services Board 2018 operating budget requests; and,
2. The Board forward this report, and its attachments, to the City's Budget Committee for consideration and to the City's Deputy City Manager and Chief Financial Officer for information

Financial Implications:

The financial implications are set out in each of the four appended reports.

Background / Purpose:

The Toronto Police Services Board's Budget Committee, comprised of Councillor Shelley Carroll and Ms Marie Moliner, was mandated by the Board to review and make recommendations with respect to the proposed operating and capital budgets of the Toronto Police Service, Toronto Police Parking Enforcement Unit and Toronto Police Services Board.

Discussion:

In an effort to enhance the transparency of its budget review process, the Budget Committee convened two public meetings. The first meeting, on September 19, 2017 was an opportunity for the community to receive a presentation about how the Toronto Police Service and Toronto Police Services Board's budgets are constructed, including a high level presentation of the proposed 2018 budgets. This meeting was held as an information session with an opportunity for the community to ask questions about the budget process and about the proposed 2018 budgets. In advance of this meeting, background material was posted to the Toronto Police Service website and following the meeting, the responses to questions posed by the community were also posted at <http://www.torontopolice.on.ca/budget/>.

A formal meeting of the Budget Committee was held on October 5, 2018. The Committee received detailed presentations of the proposed budgets, considered deputations and, as a Committee asked questions of staff. After deliberating, the Budget Committee recommended that the Board approve all four of the appended budgets. The agenda for the Budget Committee was posted in advance at http://www.tpsb.ca/images/Agenda_October05.pdf.

Conclusion:

On behalf of the Budget Committee, I recommend that the Board approve the four appended budgets and that the Board forward this report, and its attachments, to the City's Budget Committee for consideration and to the Deputy City Manager and Chief Financial Officer for information.

Respectfully submitted,

A handwritten signature in blue ink, appearing to read 'Shelley Carroll', is written over a light blue circular stamp or watermark.

Councillor Shelley Carroll
Chair
Toronto Police Services Board Budget Committee



Toronto Police Services Board Report

September 26, 2017

To: Budget Committee
Toronto Police Services Board

From: Mark Saunders
Chief of Police

Subject: Toronto Police Service – 2018 Operating Budget Request

Recommendations:

It is recommended that:

- (1) the Board Budget Committee approve the Toronto Police Service's 2018 net operating budget request of \$1,005.3 Million (M), a 0% increase over the 2017 approved budget; and
- (2) the Budget Committee forward a copy of this report to the Board for approval.

Financial Implications:

The Toronto Police Service's (Service) 2018 operating budget net request of \$1,005.3M (\$1,137.7M gross) is \$0M or 0% above the 2017 approved budget, and marks the second year in a row that the Service has achieved a 0% increase.

The Service is in the process of transitioning to a new organizational structure that will enable, drive and transform the way policing services are delivered to the various diverse communities and neighbourhoods in the City.

The level of funding being requested in 2018 will ensure public safety services continue to be delivered and at the same time recognizes and helps address the fiscal challenges the City is facing.

A summary of the Service's 2018 changes in the net operating budget request is provided in Table 1.

Table 1- 2018 Summary of Changes

	\$M's	\$ change over 2018 Request	% change over 2017 Request
2017 Net Budget	1,005.3		
2018 Request	1,005.3		
Impact of 2018 Salary Settlement		\$17.4	1.7%

	\$M's	\$ change over 2018 Request	% change over 2017 Request
Salary Requirements		(\$24.5)	(2.4%)
Premium Pay		\$2.7	(0.3%)
Statutory Deductions and Benefits		(\$1.4)	(0.1%)
Reserve Contributions		\$6.4	0.6%
Other Expenditures		\$4.6	0.5%
Transformation Investments		\$3.9	0.4%
2018 Gross Budget Increase		\$9.1	0.9%
Revenues		<u>(\$9.1)</u>	<u>(0.9)%</u>
2018 Net Budget Decrease		(\$0.0)	(0.00%)

Background / Purpose:

The purpose of this report is to provide the Toronto Police Service's Board (Board) with the Service's recommended 2018 operating budget request. The report includes information on the level of funding required in 2018 to support our mission of community safety.

The recommended request has been developed with a focus on achieving the 0% target established by the City, while still sustaining services to maintain adequate and effective policing.

Discussion:

This report contains the following sections:

- Managing the Toronto Police budget – Budget Drivers and Sustainable Savings
- Police Governance – Adequate and Effective Policing
- Transformational Task Force – Implications for the Operating Budget
- Changing Nature of Calls for Service
- Major Crime Indicators
- 2018 City Budget Direction
- 2018 Operating Budget Development Process
- 2018 Pressures Facing the Service and Actions to Reduce
- 2018 Operating Budget Request – Details

Managing the Toronto Police Budget – Budget Drivers and Sustainable Savings:

The 2018 operating budget request cannot be looked at strictly on its own. It must also be reviewed and considered in the context of previous years, and the action taken to sustainably reduce the Service’s funding envelope, as well as the on-going pressures the Service has and continues to face.

The Service’s net operating budget has increased by \$219.1M since 2007, growing from \$786.2M to \$1,005.3M in 2018.

Table 2 summarizes budget increases between 2007 and 2018. Attachment A provides more detailed information with respect to the breakdown of the overall increases.

Table 2 – Summary of Year-Over-Year Change - Net Operating Budget (\$Ms)

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018 Req.
Net Budget	786.2	822.0	854.8	888.2	930.4	935.7	936.4	965.5	980.3	1004.7	1005.3	1005.3
\$ Increase		35.8	32.8	33.4	42.2	5.3	0.7	29.1	14.8	24.4	0.6	0.0
Total % increase		4.6%	4.0%	3.9%	4.8%	0.6%	0.1%	3.1%	1.5%	2.5%	0.1%	0.0%
Collective Agreement (% impact)		3.1%	2.0%	3.2%	3.4%	2.5%	2.7%	2.9%	1.9%	2.3%	1.7%	1.7%
Hiring (% Impact)		0.6%	0.2%	0.4%	0.0%	-1.0%	-1.1%	-0.2%	-0.2%	0.4%	-2.4%	-2.4%
Other (% impact)		0.8%	1.7%	0.3%	1.3%	-0.9%	-1.6%	0.4%	-0.1%	-0.2%	0.7%	0.7%

Based on the above chart and the more detailed information in Attachment A:

- \$250.4M of the total budget increase of \$219.1M from 2007 to 2018 is attributable to salary and benefit increases that have arisen from negotiated and arbitrated collective agreement settlements between the Board and the Toronto Police Association (T.P.A.) and the Senior Officers' Organization (S.O.O.). These significant increases are beyond the Service's control.
- \$57.7M in reductions relates to net staffing reductions from 2007 to 2018, with staffing reductions since 2010 more than offsetting an increase in staffing prior to 2010. Details on staffing reductions are explained later in the report in the section on Uniform and Civilian staffing strategies.
- Costs not attributable to the collective agreements and staffing levels have increased \$26.5M since 2007. Examples of these non-salary accounts include caretaking/utilities, information system maintenance contracts, gasoline, telephones, uniforms and vehicle/communication equipment parts. Through a line by line review and action, overall increases were kept significantly below inflation. The non-salary changes from 2007 to 2018 average \$2.4M annually over that period. Over the last several years, the Service has exercised a number of measures to manage the budget and effectively mitigate significant increases. This was done while continuing to provide public safety services as efficiently, effectively and economically as possible, in the face of changing demographics (e.g. aging population) and crime evolution (e.g. cyber, national security).
- The budget impact within the Service's actual control, including reductions in staff and other costs, was below zero in many years. Reductions since 2012, were achieved through heightened resource and contract management, lower actual uniform and civilian staffing levels and premium pay reductions, and are summarized below:
 - -1.9% (-\$17.9M) in 2012;
 - -2.7% (-\$24.8M) in 2013;
 - -0.3% (-\$3.6M) in 2015; and
 - -1.7% (-\$16.7M) in 2017.

In 2014 and 2016, there were slight increases (0.2%) in each year.

Police Governance – Adequate and Effective Policing:

The Ontario *Police Services Act* (P.S.A.) outlines the principles by which policing services will be provided in Ontario. As a result, in order to ensure the safety and security of all persons and property in Ontario, municipalities are responsible for providing funds to enable adequate and effective policing, which must include, at a minimum, the following core services:

- Crime prevention;
- Law enforcement;
- Assistance to victims of crime;
- Public order maintenance; and
- Emergency response.

Under the P.S.A., a Board is required to submit the operating and capital estimates to municipal council that are required to “maintain the police force and provide it with equipment and facilities.”

In its role as the primary governance body for the Service, the Board is responsible for the provision of adequate and effective policing services in Toronto, working with the Chief of Police, to establish objectives and priorities with respect to policing services and establishing policies that ensure effective management within the Service.

In order to carry out this responsibility, the Board ensures that the Service consists of a Chief of Police and such other police officers and other employees as are required, and ensures that those officers and employees are provided with adequate equipment and facilities in order to execute their public safety mandate.

The 2018 operating budget submission to the Board Budget Committee is a responsible accumulation of expenditures that will maintain an average deployment of 4,870 uniform members in 2018, along with the essential infrastructure and direct and administrative support, that ensures public safety, as mandated in the P.S.A., is maintained. The Board and Service have collaborated on developing a new service delivery model through the Transformational Task Force (Task Force), and the 2018 budget request represents the funds required to transition the Service while maintaining its on-going public safety mandate.

Transformational Task Force – Implications for the Operating Budget:

With the release of the Task Force’s final report in January 2017 – The Way Forward: Modernizing Community Safety in Toronto (The Way Forward report), the Service will be moving forward with unprecedented changes. These changes will impact not only how our services are organized and delivered, but also how we budget to ensure that we get the most out of every dollar, and ensure that every dollar spent contributes to the goals of the Service.

The vision and recommendations in The Way Forward report provide for a new path forward. This vision is reflected in a newly planned community-centric service delivery model with three goals:

- Be where the public needs the Service the most;
- Embrace partnerships to create safe communities; and

- Focus on the complex needs of a large city.

To achieve these goals, the Service will adopt a roadmap that will include changes in five major areas:

- How we relate to the public: focussing on safe communities and neighbourhoods;
- How we deliver our services: from primary to priority response;
- Access to services;
- Affordability and sustainability; and
- Culture change.

Over and above the core policing services that provide the framework for adequate and effective policing of the City, the above goals and strategies will determine where resources and efforts will be focused. Guided by these goals, the Service will continuously look for ways to improve the delivery of public safety within an affordable and sustainable financial envelope.

Quarterly updates are provided to the Board on the implementation of the business plan outlined by the Task Force. Current details can be found in a report - "The Way Forward Second Quarterly Implementation Update" that was received by the Board at its August 24, 2017 meeting (Min. No. P166/17 Refers).

Key accomplishments in 2017 include:

- A moratorium on hiring and promotions that will give the Service the time it needs to change outdated models and practices to make better use of existing officers and realign its resources to support a neighbourhood-centered approach to policing and other priorities;
- Return of two facilities no longer required by the Service to the City – these properties have a combined estimated fair market value of \$4.5M and their return also resulted in a \$250,000 operating budget reduction;
- Disbanding of TAVIS and Transit Patrol units and the redeployment of officers in those units to other Service priorities; and
- The start of a shift to a new district model.

Some initiatives planned for 2018 and the future include:

- Transition of the Lifeguard and the Crossing Guard Programs to City Divisions;
- Feasibility analysis of the potential to outsource Parking Enforcement and Court Services;

- Transformation and modernization of the Service's Human Resource Function – People Plan and Restructuring;
- Development of the District Model with possible boundary changes and facility realignment;
- Centralization of Criminal Investigations Bureau (C.I.B.) within each district; and
- Proof of Concept for equipping front line officers with mobile technology – the Connected Officer.

Changing Nature of Calls For Service:

As first responders, police officers must deal with a number of diverse calls for service. Whether called to an incident involving a senior or person with mental health issues, officers must be equipped to handle these sometimes difficult situations. The Service must also remain proactive in the recognition of these special instances of calls. This requires increased training, support and resources to be made available to police to effectively carry out this mandate.

The changing challenges for the policing community underscore the need for the Service to continue adapting the way members interact with different segments of the public. The service delivery model will address community needs in a more proactive way, and the modernization of our human resources function will ensure our members have the right skill sets and competencies to perform their respective roles. However, the changing face of crime will also require investments in technology that, although expensive up front, will bring efficiencies into the Service and assist in the ability to respond to these challenges.

Major Crime Indicators:

Seven major crime indicators are used as a key barometer of crime within the City. All of these indicators can, and are used, to measure how safe a city is, which in turn, is one of the dynamics that impacts quality of life, entertainment, economic development, investment and tourism in a city. A safe city is therefore an important factor in terms of where people live, play, invest, do business and visit. Toronto is one of the safest cities in North America, and the Service has, and will continue to work hard with its community partners and other stakeholders to keep it that way.

Major crime rates decreased significantly from 2006 to 2016 (24% overall). However, in 2016 crime trends started to change. Table 3 below highlights that, overall, crime has increased by 3% in 2017 compared to 2016, which in turn was up by 3% over 2015 (as of August 31, 2017).

Table 3 - Major Crime Indicators - as at August 31st					
Offence	2015	2016		2017	
	Total	Total	% Chg	Total	% Chg
Murder	35	53	51%	35	-34%
Sex Assault	1,589	1,531	-4%	1,581	3%
Assault	11,769	12,448	6%	12,660	2%
Robbery	2,303	2,472	7%	2,618	6%
Break and Enter	4,431	4,252	-4%	4,394	3%
Auto Theft	2,029	2,124	5%	2,271	7%
Theft Over	682	677	-1%	754	11%
Total	22,838	23,557	3%	24,313	3%

The table above shows that crime is down in only one of the seven categories - murder.

The 2018 operating budget request has been prepared with the objective of keeping the City safe, balancing this goal with the need to fund current public safety activities and deal with the changing nature of crime (e.g., cyber, national security), while transitioning to a modernized service delivery model that puts communities at its core.

2018 City Budget Direction:

In a memo from the Deputy City Manager and Chief Financial Officer (C.F.O.) to Division Heads and Heads of Agencies in May 2017, the C.F.O. outlined directions and guidelines for the 2018 budget with the aim of addressing the City’s estimated \$343M operating budget shortfall.

To this end, City Council approved targets for all City Programs, Agencies and Accountability Officers to achieve a 0% net budget increase for the 2018 operating budget.

The original base budget increase for the Service was \$37.6M over the 2017 approved budget. This meant various reduction strategies and management actions were required to reduce the budget by that amount to achieve the Council-approved target.

2018 Operating Budget Development Process:

In developing the 2018 operating budget, the Service took City guidelines and Council direction into consideration. The Service also incorporated the known actions required to enable the new roadmap for a modern Toronto Police Service, which will not only impact how services are organized and delivered, but the associated budget and demonstrated value for the dollars spent.

With the challenging financial environment and the roadmap for change as the guide, the Service applies a strategic and corporate view of the budget. Using the approved 2017 budget as the starting point, a number of actions were employed in order to find the reductions needed for 2018. These included:

- A review of historical spending trends and reduction of funds not historically spent;

- A flat-lining of certain discretionary spending;
- The consolidation of equipment and contracted services funds with central management based on Service priorities and goals;
- Funding cost increases to existing contracts or commitments from within existing budgets by decreasing the budget in other accounts to accommodate new pressures and priorities; and
- A reduction of the contribution to the modernization reserve with a plan to seek funding through year-end surplus funds.

The Service implemented an enhanced public participation model for the 2018 budget process. This new process was intended to improve transparency and accountability in the budget, consistent with the principles of The Way Forward report. In order to give the community earlier opportunities to engage in the budget process and to improve the information available to them, new and earlier checkpoints for public participation were incorporated into the review process.

Budget information has been posted on a budget webpage in a user-friendly format, and includes the following documents:

- Preliminary budget breakdown by unit for major expense categories, including a brief description of each unit;
- Service organizational chart with preliminary budget breakdown for each pillar and Command;
- Detailed line by line request for the Service; and
- Various other informative tools such as infographics on budget increases and source of funding, etc.

A link to the above-noted webpage was provided to the public one week in advance of a Community Information Session that was held on September 19, 2017. At the session, a presentation was made to provide an overview of budget components, as well as details on the 2018 budget request. This was followed by an opportunity for the community to ask questions regarding the budget, the answers to which will be posted on the website.

In addition, members of the public will have opportunities to attend and make deputations at both the public Board Budget Committee meeting of October 5, 2017 and the Board Meeting of October 26, 2017, where the Board Budget Committee and Board, respectively, will deliberate and approve the budget request.

In order to meet the City's requirements, the review process for the Service budget also includes various meetings with City Finance staff, the City Manager, the C.F.O., as well as presentations at a City Budget Committee Informal Review and the City Budget Committee. Budget approval by Council is scheduled for its February 12 and 13, 2018 meeting.

2018 Pressures Facing the Service and Actions to Reduce:

Early in the budget process, preliminary net pressures on the 2018 budget were forecasted at \$37.6M, for a net operating request of \$1,042.9M, a 3.7% increase over the 2017 net approved budget. Table 4 shows these pressures, including those that are outside of the Service's control, along with the actions taken to find savings and the final 2018 net operating budget request.

The 2018 preliminary budget estimate included the following:

- The impact of T.P.A. and S.O.O. collective agreement settlements;
- Bargained provisions that impact costs such as legal indemnifications, medical and dental benefits and retention pay;
- Anticipated increases/decreases in vendor contracts and revenue sources (e.g. fees);
- Pressures in mandatory accounts/statutory obligations;
- The application of economic factors and increases based on historical market trends and inflation rates; and
- Increases in contributions to reserves to address projections of reserve deficits.

It is important to note that the preliminary pressures did not include any new initiatives or investments other than the contribution to a modernization reserve of \$3.5M. This reserve is intended to bridge one-time costs for the implementation of the recommended Task Force initiatives and would include funding for items such as project management services, technological, financial and procurement expertise at various stages of implementation, feasibility and due diligence studies, initial investments and one-time costs for changes in programs.

Table 4 - Summary of 2018 Budget Pressures and Reductions

	\$ Increase / (Decrease) over 2017	2018 Request \$Ms	% Increase / (Decrease) over 2017 Budget
2017 Net Budget - \$1,005.3M		\$1,005.3	
Pressures:			
Benefits & Non-COLA inflationary pressures	\$1.9		
Reserves	6.8		
Investments to Modernize	3.5		
Reversal of unidentified budget reduction	8.3		
Impact of 2018 Salary Settlement	17.1	<u>\$37.6</u>	
2018 Preliminary Net Budget including Pressures		\$1,042.9	3.7%
Reductions:			
Hiring Moratorium	<u>-\$24.5</u>		
Alternate Funding Sources/Bridging Strategies	<u>-\$11.1</u>		
Net Other	<u>-\$2.0</u>	<u>-\$37.6</u>	<u>-3.7%</u>
2018 Request		\$1,005.3	0.0%

To continue to align with the principles of affordability and sustainability and to achieve the Council-approved target of a zero increase, \$37.6M in reductions would be required.

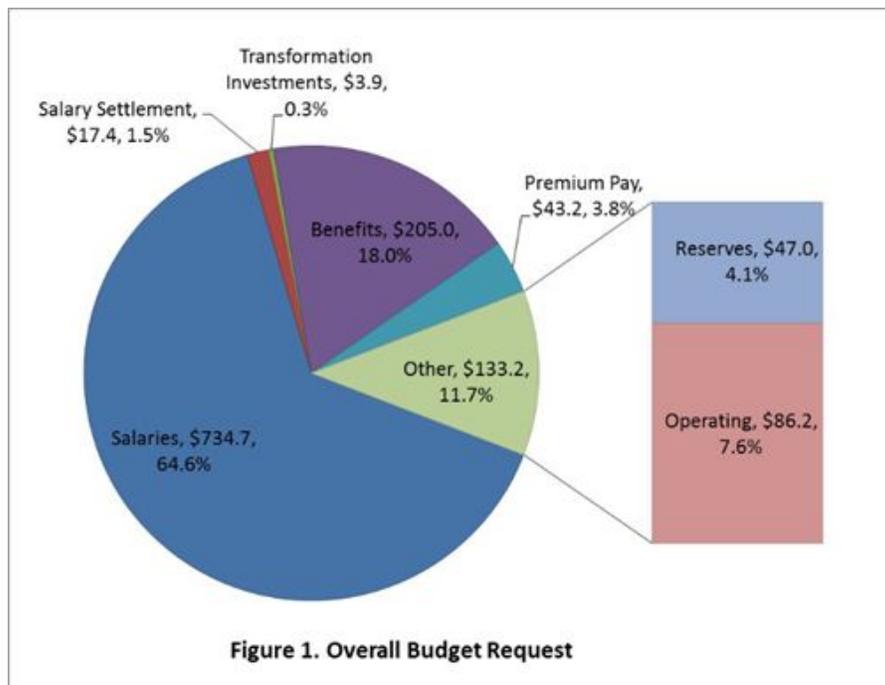
These are highlighted in Table 4 above and discussed below.

- Hiring moratorium: \$24.5M in net salary savings are reflected in the budget request, representing the savings from not filling existing past vacancies, as well as a large part of the vacancies expected to occur in 2018. Further information on the impacts of these reductions is included in the sections of this report on the HR Strategy for Uniform and Civilian members. The budget includes only \$1.2M to fill strategic or critical civilian vacancies where investments in people are required to modernize, achieve other strategic priorities, comply with legislative requirements, provide adequate supervision, and perform necessary work and services. The budget also includes \$2.3M to fund the hiring of 80 uniform officers.
- Alternate funding sources/bridging strategies: \$11.1M of reductions have been made which includes the elimination of a \$3.5M of contribution to the Modernization reserve as well as \$7.6M of unspecified budget reductions made through an increase in revenue. These are one-time bridging strategies to reduce the 2018 budget, that may pose a pressure on the 2019 budget.

- Net other: \$2M of various other reductions have also been made.

The above reductions bring immediate savings to the Service budget, most of them sustainable. After considering all reductions, the Service has achieved \$37.6M in savings, to achieve a budget of zero increase. Details regarding the 2018 operating budget and reference to these reductions can be found in the following section of the report.

2018 Operating Budget Request - Details:



The 2018 net operating budget request of \$1,005.3M (\$1,137.7 gross) will result in the Service operating with an average deployed strength of 4,870 officers in 2018. It also provides necessary funding for services, supplies, equipment and internal services required to effectively support public safety operations.

Figure 1 indicates that, on a gross basis, 88% of the Service’s budget is for salaries, benefits, and premium pay (court attendance, call-backs and required overtime). 4% is required to maintain reserve contributions and the remaining 8% enables the 24/7/365 delivery of services by our people in terms of: the replacement/maintenance of and fuel for their vehicles; the equipment, technology and information they use; the facilities they work in; the mandatory training and the materials and supplies they require.

Table 5 summarizes the current 2018 request by category of increase/decrease, followed by a discussion on each category.

Table 5 - Summary of 2018 Budget Request Changes by Category

	2018 Request \$Ms	\$ Increase / (Decrease) over 2017 Budget	% Increase / (Decrease) over 2017 Budget
2017 Net Budget - \$1,005.3M			
(a) Estimated Impact of 2018 Salary Settlement	17.4	\$17.4	1.7%
(b) Salary Requirements	734.7	-\$24.5	-2.4%
(c) Premium Pay	43.2	\$2.7	0.3%
(d) Statutory Deductions and Benefits	205.0	-\$1.4	-0.1%
(e) Reserve Contributions	47.3	\$6.4	0.6%
(f) Other Expenditures	86.2	\$4.6	0.5%
(g) Transformation Investments	3.9	\$3.9	0.4%
(h) Revenues	<u>-132.5</u>	<u>-\$9.1</u>	<u>-0.9%</u>
Net Request/Amount above target	\$1,005.3	-\$0.0	0.00%

a) Estimated Impact of 2018 Salary Settlement

The 2018 operating budget request includes estimated impacts (\$17.4M) for the T.P.A. and S.O.O. contracts. These contracts were negotiated for a term of 2015 to 2018.

b) Salary Requirements

The total salary requirements for 2018 (exclusive of the impact of the salary settlements), is \$734.7M. This budget represents a decrease of \$24.5M or 2.4% over the 2017 operating budget.

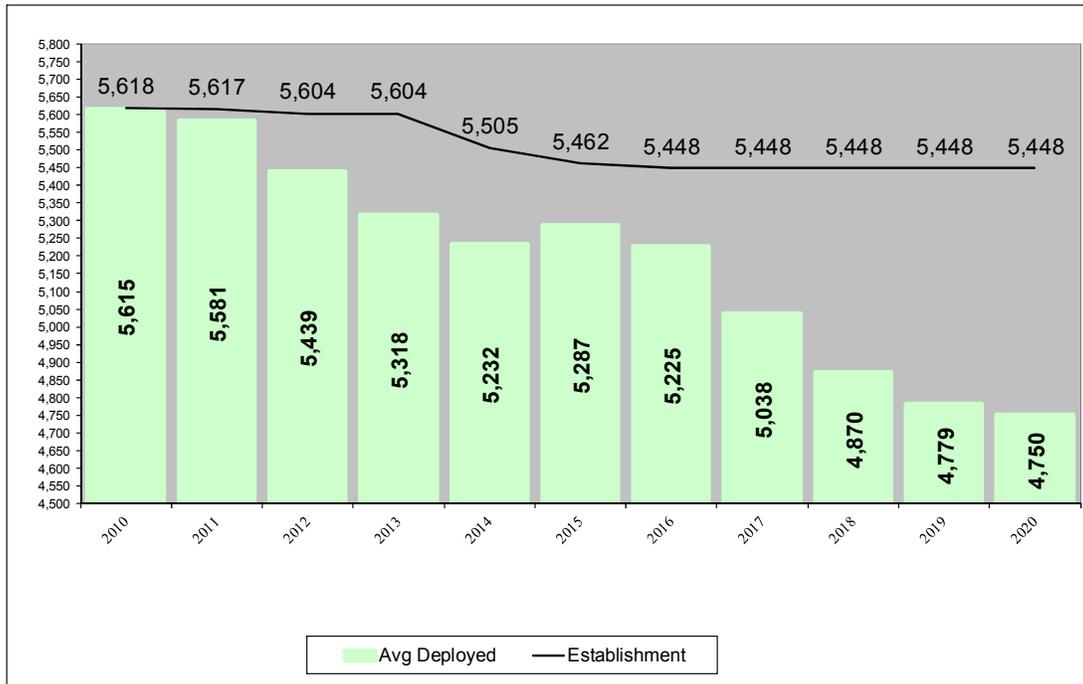
Uniform Officers Staffing Strategy

The Service normally plans class sizes for the three intake classes held annually by the Ontario Police College (in April, August, and December), with the goal of maintaining an average deployed strength equal to our approved establishment. However, in light of budget pressures, and to find savings, since 2010 the Service has been replacing fewer and fewer officers that leave. This has resulted in average officer deployments each year that are significantly below the approved establishment.

In 2016, the Transformation Task Force recommended a three-year hiring moratorium that will result in the continued decline of uniform staffing levels. Figure 2 shows the uniform establishment and deployment history from 2010 to 2016 and the projected deployment levels from 2017 to 2020. By 2018, the projected average number of deployed officers will have decreased to 4,870, which is 578 officers below the approved establishment of 5,448 officers.

In 2017, actual separations of uniform officers have significantly exceeded the projected level of separations included in the operating budget. To mitigate the higher than estimated uniform officer separations, 80 uniform hires are planned for end of 2017 and into 2018.

Figure 2. Uniform Establishment and Deployment History



Civilian Members Staffing Strategy

The current Board and City-approved establishment for civilians is 2,230 but is budgeted at 1,882, the projected strength at the end of 2017. This represents a civilian vacancy rate of 16%. Similar to the uniform strategy, fewer and fewer vacant civilian positions have been filled in recent years.

Civilian vacancies throughout the Service are placing a strain on remaining staff, who are required to take on critical responsibilities and workload left unfulfilled by vacant positions, and in some cases, can only focus on mandated responsibilities and functions. As a result, staff's ability to review processes for efficiencies and support/enable Task Force initiatives is seriously hindered by their need to focus on day to day work. Overburdening staff and the transformational changes the Service is embarking on has increased members stress and anxiety. Civilian absenteeism is up 30% over 2015. It has also resulted in an increased risk of errors and omissions, which could, in turn, lead to unnecessary or avoidable costs and impact negatively on the Service's ability to maintain public confidence and accountability. The Service continues to strive to provide required services and support, even with the vacancies.

However, the risk of controls being compromised, services not being properly provided or delayed and errors occurring continues to be a possible reality until key vacancies are filled. Despite the moratorium on hiring, the Task Force considered, in the interim report, that there would be situations where filling vacant civilian positions may be necessary. This would occur where investments in people are required to modernize, to achieve other strategic priorities, to comply with legislative requirements, to provide adequate supervision or to just provide necessary direct and support services. The budget request for salaries includes \$1.2M for these strategic hires. It is estimated that the further net decrease in civilian strength, after the strategic hires, will be approximately 60 civilian members.

c) Premium Pay

Premium pay, which is broken down by category in Figure 3 below, is incurred when staff are required to work beyond their normal assigned hours for extended tours of duty (e.g., when officers are involved in an arrest at the time their shift ends), court attendance scheduled for when the officer is off duty, or call-backs (e.g., when an officer is required to work additional shifts to ensure appropriate staffing levels are maintained or for specific initiatives). The Service's ability to deal with and absorb the impact of major unplanned events (e.g. demonstrations, emergency events, homicide/missing persons) relies on the utilization of off-duty officers which results in premium pay costs.

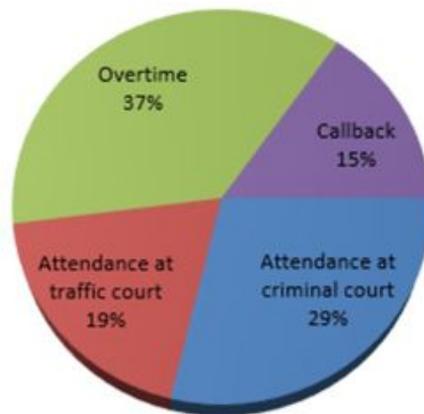


Figure 3. Premium Pay by Reason for Expenditure

As the Service has been reducing its civilian staffing levels, there has been a significant pressure on premium pay to accommodate critical workload issues. Prior to 2018, in developing the Civilian salary budgets, the Service took these pressures into account when determining its gapping rate. However, as the Service is budgeting for existing civilian staffing and does not budget for vacant positions other than critical/strategic hires, an increase of \$2.7M in the 2018 premium pay budget is being requested, bringing the total premium pay to budget request to \$43.2M. However, it is important to note that this \$2.7M was previously included in salaries in 2017 and has been

reallocated to premium pay in 2018. Therefore, it is not an increase to the overall budget.

Civilian overtime and call-backs are authorized where required to ensure deadlines are met, to maintain service levels and for workload that must be completed, to ensure risks are mitigated and additional hard dollar costs are avoided. The majority of the requested increase will be used to accommodate staffing pressures in Court Services and Communications/911.

The Service's civilian premium pay cost is expected to be \$2.7M over budget in 2017, mainly as a result of the hiring freeze and the need to continue to provide required services and deal with workload. This over expenditure has been funded through salary savings from vacancies.

Premium pay budgets have been reduced by a total of \$9.1M (after adjusting for salary settlements, and excluding the impact of off-duty court attendance) from 2010 to 2017 to address budget pressures. Given the significant reductions already taken, further reductions are not recommended in premium pay. In fact, at some point it may be necessary to increase premium pay to help deal with potential service gaps.

d) Statutory Payroll Deductions and Employee Benefits

The total 2018 request for this category is \$205M. This category of expenditure represents a decrease of \$1.4M or 0.1% over the Service's total 2017 budget, and is a major component (18%) of the budget being requested in 2018. As shown in Figure 4, benefits for the Service are comprised of statutory payroll deductions and requirements as per the collective agreements.

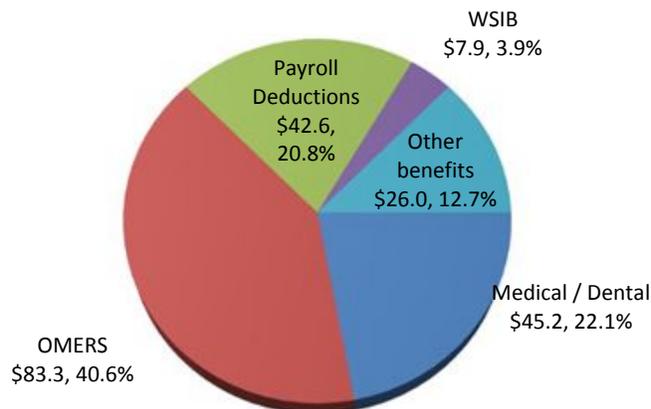


Figure 4. Breakdown of Statutory Deductions and Fringe Benefits

A breakdown of the increase in these expenditures follows:

- Payroll Deductions: Statutory payroll (E.I., C.P.P. and E.H.T.) and pension (O.M.E.R.S.) benefits are based on specific formulae that are affected by gross salaries. As a result of reduced staffing levels, payroll deductions are estimated to

go down by \$2.7M. The Employment Insurance and Canada Pension Plan rates have been updated to reflect estimated levels for 2018, as the 2018 rates are unknown at this time.

- **Medical/Dental Coverage:** The budget for the Board's benefit plan is based on the cost of drugs and services, dental fee schedule, utilization rates and administration fees. Costs for drugs and dental services are based on the average increase experienced over the last three years. However, as a result of reduced staffing levels, as well as increased controls by the Service's new benefit provider, savings of \$0.2M has been included in the 2018 request.
- **Net other changes to benefits:** The various changes in costs in other accounts such as retiree medical/dental, group life insurance and Workplace Safety and Insurance Board (W.S.I.B.) resulted in a net increase of \$1.5M. This includes an increase of \$0.7M attributed to W.S.I.B. due to the impacts from Bill 163, Supporting Ontario's First Responders Act regarding Posttraumatic Stress Disorder (P.T.S.D.).

e) Reserve Contributions

The Service contributes to reserves through provisions in the operating budget. All reserves are established by the City. The City manages the Sick Pay Gratuity and Insurance reserves, while the Service manages the remaining reserves (i.e., Vehicle & Equipment, Legal, Central Sick Bank and Health Care Spending). The total 2018 budget for contribution to reserves is \$47.3M. This budget represents an increase of \$6.4M or 0.6% over the 2017 contribution amount. Increasing the contributions to the reserve has been deferred in the past to reduce the budget or meet City budget targets. This is not a fiscally responsible and sustainable strategy as it simply shifts the burden to further years. It is therefore necessary to increase the required contributions to the reserves as outlined below:

- **Sick Pay Gratuity Reserve (increase of \$2.0M):** The Sick Pay Gratuity reserve is managed by the City, which provides the Service with the annual contribution amount that matches contributions with required payments/draws. A detailed review of this reserve indicated that the Service's annual contribution to the Sick Pay Gratuity reserve does not meet annual draws/payments required. As a result, an increased contribution is required to meet annual obligations.
- **Legal Reserve (increase of \$0.6M):** This reserve has been established to fund indemnification of Service members, as required by the collective agreement, and other legal costs incurred by the Service. During 2015, there was a considerable focus and resources devoted to reducing the longstanding backlog of unpaid legal files dating back to 2010. As a result, the reserve balance was significantly depleted. In order to replenish this reserve, an increased contribution will be required. In addition, to help mitigate the cost for these services, the Board has now capped the hourly rates legal firms can charge for these services.
- **Contribution to Vehicle and Equipment Reserve (increase of \$3.5M):** This reserve is used to fund the lifecycle replacement of the Service's fleet of vehicles, information

technology equipment, and various other equipment items. Each category of assets funded from this reserve is analyzed to determine how often it should be replaced as well as specific replacement requirements, which in turn determines the level of contribution required annually to enable the replacement. Life cycles for vehicles and computer equipment have been extended as much as possible without negatively impacting operations and officer safety, or causing significant repair and maintenance costs. A detailed review of this reserve indicated that the Service's annual contribution is much less than the current annual draws/payment and this reserve will be in a deficit position starting in 2019. As a result, an increase to the contribution is required to meet future annual obligations.

- Contribution to Health Care Spending Account (increase of \$0.5M): This reserve funds the post-retirement health care benefit negotiated in the collective agreements. The 2018 contribution for this reserve is increasing by \$0.5M. It is anticipated that this contribution will continue to increase at a modest level for several years, as the annual draw continues to increase.
- Contribution to Central Sick Bank Reserve (decrease of \$0.18M): This reserve funds the T.P.A. long term disability benefit provided by the collective agreement. As there are sufficient funds in this reserve, the 2018 contribution has been reduced by \$179K.

f) Other Expenditures

The 2018 budget request for non-salary costs totals \$86.2M and makes up about 8% of the Service's total 2018 operating budget request. The expenditure categories in this total include the materials, equipment and services required for day-to-day operations.

However, non-salary costs have been contained as much as possible, with an increase of \$4.6M or 0.5% over the 2017 approved budget amount. Since some of these costs are based on collective agreement obligations it is difficult to achieve any significant reductions.

Further reductions in this category are difficult due to the fact:

- \$38.6M, or 45% of the category total represents costs for facilities maintenance and utilities (\$20M) and computer maintenance and support (\$18.6M);
- \$22.7M, or 26%, represents transportation costs (\$13M), officer outfitting and firearms (\$6.1M) and the operating costs associated with communications systems (\$3.6M); and
- \$6.3M, or 7.3%, represents the value of required contracted services (\$3.7M) and legal costs for indemnified officers that are offset by draws from reserves included in Service revenues (\$2.6M).

The remaining \$18.6M, or 22%, incorporate budget requests from every unit in the Service required for their normal operations. These costs include office supplies, external training needs for specialized units, firearm disposal, animal care and other

miscellaneous police business materials. A number of budget reductions have been made to various individual line items, either through a review of historical accounts or the implementation of Service initiatives such as the implementation of a new digital voice-over internet protocol (V.O.I.P.) telephone system.

The most significant changes are summarized below:

- Computer Maintenance (increase of \$1.4M): The cost of computer maintenance is impacted by current contract costs, determined through a procurement process. Technological advances and the addition of new systems have enhanced communication, information and efficiencies, but come with increased costs for maintenance and support. The 2018 increase is due to various contract increases for the Service's maintenance of hardware and software.
- Caretaking, Maintenance and Utility Costs for T.P.S. facilities (increase of \$0.74M): The City provides facility caretaking and maintenance services for the Service, and administers the Service's utility costs. The City and Service review the costs for all facilities in detail to determine where efficiencies or changes to internal services levels can be applied to reduce the budget. Higher utility costs account for most of the increase in this category.
- Telephone/Data lines (decrease of \$0.3M): Over the past few years, the Service has been transitioning from an analog telephone system to a new digital V.O.I.P. system, realizing considerable savings. As the transition moves forward, more savings will be realized in future years.
- Operating Impact from Capital (increase of \$1.1M): As capital projects are approved, they often have operating impacts such as computer maintenance, additional staffing requirements, facility maintenance, etc. For 2018, operating impacts include \$1M for the Enterprise Business Intelligence (E.B.I.) project and \$84K for the Transforming Corporate Support project.
- Recruit Hiring cost (increase of \$0.5M): Includes items such as uniform, courses for Police College, background checks, etc.
- Net other changes (increase of \$1.2M): In addition to the specific accounts listed above, the non-salary accounts are comprised of many different type of expenditures, including materials and supplies (such as office supplies, health and safety supplies, and fingerprinting supplies) and services (such as repairs to equipment, telephone lines, courses and conferences, etc.).

g) Transformation Investments

Total costs are expected to be \$3.9M, resulting in a 0.39% increase over the Service's total 2017 net budget. These costs are attributed to both the transformation of the Service's Human Resources (H.R.) function and the absorption of indirect costs by the Service related to the transfer of the lifeguard and crossing guard programs to the City. These are discussed in more detail below.

Human Resource (H.R.) Transformation

Because culture change is pivotal to the Service's modernization, a comprehensive people management and H.R. strategy for the Service will be recommended at the October 26, 2017 Board meeting. This strategy represents a significant strategic shift for the Service, including the development of a more strategic H.R. function. Significant changes to the roles, functions, and structure of the Service's H.R. unit to enable it to play a modern and enabling role, including:

- A focus on cultivating the potential of people;
- H.R. as a credible, service-oriented enabler and partner; and
- Four areas of strategic focus for the H.R. unit: people, leadership, culture and diversity, and effective delivery.

This initiative results in an estimated budget pressure of \$2.8M for new positions required to support the transformation of H.R. Although this is presented as a budget pressure, it must be noted that the H.R. program area will shrink in size with significantly fewer positions than that of the previous approved establishment in H.R., including the transfer of uniform officers from H.R. to front line policing duties.

Transfer of Lifeguard and Crossing Guard Programs

Included in The Way Forward report is a recommendation that the beach lifeguard and school crossing guard programs be transferred to City divisions, and that the beach lifeguard program be delivered by Parks, Forestry and Recreation going forward and that the school crossing guard program be delivered by Transportation Services or a third party service provider under contract.

Ongoing work has occurred between Service and City staff to transition these programs to the City. The current proposal calls for the transfer of the budgets to the City, including \$1.5M gross (\$1.4M net) for the lifeguard program and \$7.6M for the school crossing guard program. Included in the costs that would be transferred are \$1.1M in 2018 for the administration of the programs. However, the Service will not be able to divest itself of the costs to administer the programs and must redeploy the staff currently administering the programs, to other areas of the Service. Based on planned transfer dates of October 2017 for the lifeguard program and August 2018 for the crossing guard program, transfer of these costs to the City budget will create a pressure in 2018 of \$1.1M.

h) Revenues

The total revenue budget for 2018 is \$132.5M, an increase of \$9.1M or 0.91% over the Service's total 2017 net budget.

Provincial funding for Court Security Costs (increase of \$6.3M): In 2011, the Ontario government announced that it will be removing up to \$125M in court security and prisoner transportation costs from municipal budgets by 2018, phasing in the upload of these costs starting in 2012. The Service's share to be phased-in over the seven year

period was estimated at \$45M, increasing at a rate of approximately \$6.2M per year. In 2018, this phase-in concludes and tops out at approximately \$42.8M. However, this funding is tied to expenditure levels. Therefore, due to reduced staffing costs in Court Services, a decrease of \$2M in this grant is expected for 2019.

Unallocated Revenue (increase of \$1.8M):

The Service’s 2018 operating budget request includes an unspecified reduction of \$7.6M to achieve a zero increase in the net budget. This unallocated reduction is currently budgeted as miscellaneous revenue. The Service is committed to achieving a zero overall budget increase from 2017. It is expected that some of the unallocated reduction could be achieved through the realization of increased revenues, that may be acquired through the Ministry’s new Policing Effectiveness and Modernization grant or through reduced expenditures. As grant approvals are not expected until the spring of 2018, the source of this reduction is unknown at this point.

2019 and 2020 Outlooks:

The chart below provides the 2019 and 2020 outlook budgets for the Service. The current collective agreement expires at the end of 2018, therefore the 2019 and 2020 salary settlement outlooks are estimates based on inflation.

The outlooks in Table 6, below, demonstrate that the Service anticipates a 3.2% pressure in 2019 and a 2.5% pressure in 2020 based on expected staffing levels, economic indicators and contractual and legislative obligations known at this time. Although Service staffing levels are expected to decrease during 2019 and level off during 2020, the Service is still facing significant budget pressures during the next several years. These pressures do not include the anticipated significant operating impact of the Connected Officer program and the potential body worn camera initiative, or investments that may be required to enable transformational initiatives, as these are not known at this time.

Table 6 – 2019 & 2020 Outlooks (\$Ms)

	2019	2020
Starting Request	\$1,005.3	\$1,037.3
Salary savings from reduced-hiring	(\$10.3)	(\$2.4)
Benefit cost increases	\$2.3	\$2.4
Reserve contributions	\$4.7	\$3.7
Non Salary – inflationary and contract increases	\$5.0	\$4.3
Revenues	\$12.3	\$0.0
Total change before salary settlement	\$14.0	\$8.0
Salary settlement	\$18.0	\$18.3
Net Change	\$32.0	\$26.3
Outlook	\$1,037.3	\$1,063.6
Percentage change over prior year	3.2%	2.5%

Conclusion:

The Service's 2018 budget request includes the level of funding required to provide public safety services while transitioning to a new service delivery model to be implemented as a result of recommendations made by the Transformational Task Force. The modern Service will continuously evaluate its services and business processes in order to better serve the public, will make investments that enable officers to connect with the communities they serve and will implement strategies that make policing affordable and sustainable for the citizens of Toronto.

Given the roadmap towards a new and modernized police service, the 2018 net operating budget request is \$1,005.3M, which is a \$0M or 0.0% increase over the 2017 approved budget. This request includes a number of reductions made as a result of:

- Staffing strategies that include 80 uniform and 30 civilian strategic hires;
- Alternate funding source or bridging strategies;
- Management actions that created efficiencies; and
- The divestment of services that are not core to policing.

However, the Service is in a transition year. Therefore, funding for existing operations must continue as investigations, traffic enforcement, maintaining public order and responding to priority calls for service require an allocation of resources and the necessary equipment. Given that the majority of these front-line activities represent core services that define adequate and effective policing, funding to allow the Service to continue these operations, along with the necessary internal support, will ensure the safety and security of the city.

Although the Service is moving forward, the efforts made in prior years to reduce its operating budget requirements, in light of increased equipment and technology needs, inflationary pressures and other cost increases, cannot be ignored. As the business of policing evolves, new or enhanced equipment and staff training are required to meet the Service's public safety mandate, all of which comes at a cost. While the Service will achieve the City's 0% target in 2018, it will be difficult to achieve a flat line budget in future years. Also, at some point the civilian moratorium has to be lifted, as investments will need to be made to implement the Task Force's recommendations.

The Transformational Task Force has committed to identifying \$100M in reductions and savings in the Service's operating budget over the next three years, money that will not need to be included in future budget requests. Until current service delivery transitions completely to the new model, any further reductions for future years cannot be estimated.

The Service has strived to produce a responsible budget that balances, to the extent possible, the need to provide required core public safety services with the need to meet the fiscal pressures of the City in an environment that will change and evolve over the next three years.

This budget represents a responsible funding request that will enable the Service to continue to deliver public safety services that will keep the city and its many neighbourhoods safe, and at the same time meet the City's 0% target.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police

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Toronto Police Service Summary of Year-Over-Year Change - Net Operating Budget (\$Ms)

	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018 Req.	2007- 2018	Avg.
Net Budget	786.2	822.0	854.8	888.2	930.4	935.7	936.4	965.5	980.3	1004.7	1005.3	1005.3		
\$ Increase		35.8	32.8	33.4	42.2	5.3	0.7	29.1	14.8	24.4	0.6	0.0	219.1	
Total % increase		4.6%	4.0%	3.9%	4.8%	0.6%	0.1%	3.1%	1.5%	2.5%	0.1%	0.0%	27.9%	
Collective Agreement (\$ impact)		24.7	16.7	27.2	30.2	23.2	25.6	27.3	18.4	22.4	17.3	17.4	250.4	22.8
Hiring (\$ Impact)		4.6	1.8	3.5	0.2	-9.4	-10.0	-2.2	-2.2	4.4	-23.9	-24.5	-57.7	-5.2
Other (\$ impact)		6.5	14.2	2.7	11.8	-8.5	-14.8	4.0	-1.4	-2.4	7.2	7.1	26.5	2.4
Collective Agreement (% impact)		3.1%	2.0%	3.2%	3.4%	2.5%	2.7%	2.9%	1.9%	2.3%	1.7%	1.7%	31.8%	2.5%
Hiring (% Impact)		0.6%	0.2%	0.4%	0.0%	-1.0%	-1.1%	-0.2%	-0.2%	0.4%	-2.4%	-2.4%	-7.3%	-0.5%
Other (% impact)		0.8%	1.7%	0.3%	1.3%	-0.9%	-1.6%	0.4%	-0.1%	-0.2%	0.7%	0.7%	3.4%	0.3%
Collective Agreement (% of total increase)		69.0%	50.9%	81.4%	71.6%	437.7%	3657.1%	93.8%	124.3%	91.8%	-	-	114.3%	
Hiring (% of total increase)		12.9%	5.6%	10.5%	0.4%	-177.4%	-1428.6%	-7.6%	-14.9%	18.0%	-	-	-26.3%	
Other (% of total increase)		18.2%	43.3%	8.2%	28.0%	-160.4%	-2114.3%	13.7%	-9.5%	-9.8%	-	-	12.1%	



Toronto Police Services Board Report

September 26, 2017

To: Budget Committee
Toronto Police Services Board

From: Mark Saunders
Chief of Police

Subject: Toronto Police Service 2018-2027 Capital Program Request

Recommendation(s):

It is recommended that:

- (1) the Board Budget Committee approve the Toronto Police Service's 2018-2027 Capital Program with a 2018 net request of \$20.9 Million (excluding cash flow carry forwards from 2017), and a net total of \$220.4 Million for the 10 year period 2018-2027, and as detailed in Attachment A; and
- (2) the Budget Committee forward a copy of this report to the Board for approval.

Financial Implications:

Capital projects are funded either from the issuance of debt by the City of Toronto (City) or through draws from the Toronto Police Service's (Service's) Vehicle and Equipment Reserve. Some projects also qualify for Development Charges (D.C.) which are fees collected from developers to help pay for the cost of infrastructure required to provide municipal services in growing areas.

The Service is continuing its strategy to properly fund the replacement of vehicles, technological and other equipment through contributions to the Vehicle and Equipment Reserve. This Reserve is funded from contributions from the Service's operating budget. The use of this reserve, along with the allocation of City development charges for qualifying Service projects, reduces the Service's and City's reliance on debt funding.

The implementation of capital projects can have an impact on the Service's on-going operating budget requirements. Capital projects and investments usually require maintenance and operational support beyond the initial one-time project cost. Where additional infrastructure and equipment are required, operating budget increases are required to replace the assets in accordance with their life cycle. It is therefore important to determine the ongoing impact of capital investments on the operating budget. As a

result, capital spending decisions are not made independently of the operating cost impact; the total cost of ownership is considered.

Table 1 below provides a summary of the Toronto Police Service's (Service) 2018-2027 Capital Program request compared to the City of Toronto's ten-year debt target.

The Service's 2018-2027 Capital Program meets the City's ten-year debt-affordability target on average over the ten years. Additional details on debt-funded and reserve-funded projects can be found in Attachments A and B respectively.

Table 1. Summary of 2018-2027 Capital Program Request (\$Ms)

Description	2018	2019	2020	2021	2022	5-Year Total	2023-2027 Total	2018-2027 Total
Total Gross Projects	44.1	75.4	73.2	51.2	52.4	296.2	227.0	523.3
Vehicle and Equipment Reserve Funding	-21.1	-31.5	-27.4	-20.1	-26.4	-126.5	-137.4	-263.9
Development charges	-2.1	-3.7	-12.6	-2.3	-5.2	-26.0	-12.9	-39.0
Total Net Debt Funding	20.9	40.1	33.1	28.7	20.8	143.2	76.7	220.4
City Target:	-20.9	40.1	33.1	28.7	20.8	143.2	76.7	220.4
Variance to Target:	0	0	0	0	0	0	0	0

Background / Purpose:

The purpose of this report is to provide the Board Budget Committee with details of the Service's 2018-2027 Capital Program request. The request was presented at a high level at the Board Budget Committee's Community Information session, held on September 19, 2017. At this meeting, the public was provided with information on how the capital budget is developed and had an opportunity to ask questions regarding the preliminary budget request.

Attachment A to this report provides a detailed project listing of debt-funded projects. Attachment B provides a detailed listing of projects funded from the Vehicle and Equipment Reserve. Attachment C provides a summary of the 2018–2027 program estimated operating impact from capital, excluding reserve-funded projects.

Discussion:

Capital projects, by their nature, require significant initial financial investments. However, they also provide longer-term organizational benefits and impacts. An organization's capital program should therefore be consistent with, and enable, the achievement of the organization's strategic objectives.

The Service's strategic direction is outlined in the Transformational Task Force's (T.T.F.) final report, Action Plan: The Way Forward – Modernizing Community Safety in Toronto (The Way Forward report). This report includes initiatives that will require capital investments that modernize the Service by contributing to the Service's goals to:

- be where the public needs the Service the most;
- embrace partnerships to create safe communities; and
- focus on the complex needs of a large city.

Similar to the Service's 2017-2026 Capital Program, the 2018 – 2027 Capital Program continues to be transitional. Historically, projects have addressed and improved the Service's aging facility infrastructure, updated or replaced core systems and maintained existing equipment. The need to maintain existing facilities and equipment continues to exist. However, the need to improve and modernize how the Service delivers public safety and internal support services is important, and is the overall strategic objective of the Board and the Service. The recommendations in The Way Forward report confirmed the need for more and better information to Service members, whether they are on foot, on a bike, on a horse or in a car, through careful and value added investments in technology that increases officer mobility. It also recognized the need to realign and reduce the number facilities. As a result, the 2018 – 2027 Capital Program contains projects that fund continuing needs, but moves towards technology and information related initiatives, as well as a realignment and optimization of the facilities infrastructure.

The projects in the Capital Program will:

- Optimize service delivery, both internally and externally;
- Optimize, reduce and change our overall facility footprint;
- Achieve additional efficiencies and value-added services in our operations;
- Maintain a working inventory of assets that meet operational requirements and ensures the continued health and safety of our members and the public; and
- Improve the quality, reliability of, as well as access to, information for operational and decision making purposes.

Understanding the effects of technological change is a critical issue in contemporary policing. In recent decades, there have been many important developments with respect to information technologies (I.T.). Specially, Internet protocol based communications convergence and associated mobile technologies, analytical information systems, video surveillance, in-car and body worn camera (B.W.C.) systems, facial recognition and other technologies have far-reaching implications for policing. Technology acquisition and deployment decisions are high-priority topics for police, as law enforcement agencies at all levels of government consider investments in technology, with the goals of creating greater opportunities for information sharing, collaboration and operational effectiveness and efficiencies.

As a result, the Service is in the process of creating a technology road map (Information Technology Strategic Plan) that aligns to the short-term and long-term goals of the Services' commitment to strategic transformation with specific technology solutions to help meet those goals. Developing a roadmap has various uses and phases. It helps reach a consensus about a set of needs and the technologies required to satisfy those need. It provides a mechanism to help forecast information and technology development and implementation, and it provides a framework to help plan and coordinate technology implementation and manage the on-going replacement investments.

In addition, technology is changing how the public is able, and often prefers to access and engage the Service. The Way Forward report recognizes that new options for the public to connect with and access police services and information on a timely basis are critical to creating a responsive, accessible and cost-effective police service.

The placement of facilities and the choice of technologies to support modern public safety services require significant planning and effort. The Facilities Realignment project in the Service's Capital Program requests funding for new and modern structures, the placement and number yet to be determined, that meet the needs of a large, evolving and complex city. The selection of sustainable, value-added technology is essential and must involve careful consideration of specific ways in which new and existing technologies can be deployed and used at all levels of the organization to improve efficiency and effectiveness, as well as public and officer safety.

However, the benefits of these initiatives and other opportunities must be balanced against the cost, both one-time and on-going, and competing project requests will have to be prioritized. Technology projects such as Enterprise Business Intelligence (E.B.I.), Transforming Corporate Support and Connected Officer, will all enhance member mobility and information needs.

In summary, the Service's Capital Program is evolving into a more technology and information systems focused plan with an emphasis on producing and managing information as well as enabling effective analysis to support public safety operations and services. The program transitions the Service from a facilities-based organization to an information and technology-based service provider.

Development of Cost Estimates and Project Management:

Due to the large cost and complexity of capital projects, the Service has developed and has been following a formal project management framework since 2006. This framework requires the submission of a project charter for each approved project request, and the establishment of a steering committee to oversee the project during its lifecycle.

The cost estimate for each project in the recommended Capital Program has been reviewed to ensure the estimate and annual cash flows are still valid, taking into consideration key project milestones, procurement requirements, any third-party actions/approvals required, as well as other applicable assumptions and information. It is important to note that the Service takes all known factors related to the project cost into account in order to develop accurate cost estimates. However, assumptions can change throughout the project as more information becomes available, and after going through a formal procurement process for the various requirements. Despite due diligence efforts taken in advance of the actual start of the project, issues could come to light as the work progresses, resulting in revised cost estimates.

The Board and City are kept apprised of any changes to cost estimates as soon as they become known. Any required transfers from other projects in the program are fully justified and reported to the Board and City Budget Committee for approval. The Service strives to deliver projects on or below budget, and has been very successful in achieving this objective in the last 10 years. However, even with the best planning and management, there are times when additional funds may be required for certain projects, due to required scope changes, unanticipated events or higher than anticipated market prices. The Service is also mindful of operating budget impacts that could result from capital projects, and so, some projects not yet started are being revisited to ensure they are still viable from an overall budget and service delivery perspective.

City Debt Affordability Targets:

Corporate targets for Agencies, Boards, Commissions and Departments (A.B.C.D.s) are allocated by the City's Deputy City Manager and Chief Financial Officer (C.F.O.). This year, Council approved a status quo 10-year capital budget based on current debt targets A.B.C.D.s.

The Service's 2018- 2027 Capital Program meets Council's overall debt target, on average, over the ten-year program. Given the strategic objectives of the Service's Capital Program, the Service is proceeding with a full facility reassessment, which could result in timing as well as cost and cash flow estimate changes in the facility realignment project.

There are also two projects (Connected Officer and B.W.C.) below the line that are not included as part of the Service's Capital Program due to funding restrictions. City Finance staff are aware of these projects and will review the possibility of any additional

funding after consolidating the overall Capital Program for the City, and assessing the various priorities.

2018-2027 Capital Program Request:

The 2018-2027 Capital Program is segregated into five categories for presentation purposes:

- A. On-Going Projects
- B. Projects beginning in 2018-2022
- C. Projects beginning in 2023-2027
- D. Projects funded through Reserves
- E. Other projects – below the line

A. On-Going Projects

Project description excludes projects with no 2018 funding requests and carry forward only:

State of Good Repair (S.O.G.R.) - ongoing, \$4.4M in 2018

This project includes on-going funding for the S.O.G.R. requirements that are the responsibility of the Service. By definition, S.O.G.R. funds are used to maintain the safety, condition and requirements of existing bricks and mortar buildings. However, beginning in 2016, these funds have been utilized to enhance existing technological assets in order to optimize service delivery and increase efficiencies. In light of the future plans for Service facilities, planned use of these funds will be aligned with the Facilities Realignment initiative, with priority being given to backlogged projects that must continue and that will not be impacted by the transformation of the Service's facility footprint.

Transforming Corporate Support - \$8.4M

The Service uses Oracle Canada's PeopleSoft Human Resource Management System (H.R.M.S.) to manage personnel related information and to administer and report payroll and benefits particulars.

Phase I of the Transforming Corporate Support project concluded in March 2017. The Project plan for phase II has been developed and discussions with internal subject matter experts have been initiated. The phase II scope will be refined with input from stakeholders at all levels within the organization.

Currently, the following project streams have been established:

1. Operational Enhancements/Production Support (including application enhancements and centralization of data entry)

2. Core System Redesign (security administration, position management, organizational charts and Human Resources analytics)
3. Talent Management Tools (training administration, uniform recruitment, performance management, diversity analytics, recruitment and performance analytics)
4. Benefits/Pension/Payroll Optimization and Automation
5. Time and Labour Planning (to replace the existing Time and Resource Management System)

Project resourcing and planning for centralization of data input and governance is ongoing. This project will result in improved customer service and improved member understanding and satisfaction with human resources, payroll and benefit services. This project provides for an investment that will consolidate the current H.R.M.S. and Time and Resource Management System (T.R.M.S.), with an objective to develop a new overall solution, with enhanced and value added processes that will be more efficiently and cost-effectively enabled by a single cradle-to-grave time and people management system.

Peer to Peer Site (Disaster Recovery Site) - \$19.9M

The need to ensure that Service members have information available at all times is critical to ongoing operations. This project provides funding for a new peer-to-peer data centre facility. The Service's current peer-to-peer data centre is co-located with the City's main data centre in a City-owned and managed facility. The current location has significant space and power requirement issues, which impact both the City and the Service. As a result, this mission-critical operation is at risk because the Service is subject to limitations in the existing facility, which impair current operations and future growth requirements. In addition, the current line-of-sight distance from the primary site is seven kilometers, which is significantly less than the industry minimum standard of 25 kilometers for disaster recovery sites. This project commenced over a year ago, after an in-depth analysis of various options to meet this business continuity need, and has been approved by the Board.

A recommended site was brought forward to the project steering committee and communicated to the Board on March 17, 2016 (Min. No. C59/16 refers). City Real Estate completed its negotiations with the landowner and fulfilled their due diligence process. The real estate transaction closed on December 5, 2016. Conditional Site plan approval has been received and construction is underway.

The Board will be kept apprised of the status of this project, through the variance reporting process.

54/55 Divisions Amalgamation (Part of Facility Realignment project) - \$39.9M

The Way Forward report recommends a modernized policing model for the City, which includes a leaner facilities footprint, consistent with the previous strategy of the Service. This allows the Service to transition to a new service delivery model and equip itself with

facilities and technology required to optimize the delivery of policing services. The amalgamation of 54 division and 55 division is the first step in the phased facilities realignment.

The Service has been working with City Real Estate Services, City Planning and the respective local Councillors to select a site. Three potential sites (all City owned) have been short-listed. Community consultation meetings are scheduled for October 10 and 17, 2017 and a working team and steering group have been established to select an appropriate site. Once a suitable site is selected, the Service and the City will go through the normal process to finalize the decision for appropriate approvals.

Enterprise Business Intelligence - \$10.2M

Enterprise Business Intelligence (E.B.I.) technologies represent a set of methodologies, processes, architectures, and technologies that transform raw data into meaningful and useful information used to enable more effective strategic, tactical, and operational insights and decision-making. Police services such as Edmonton, Vancouver, New York and Chicago all have some form of E.B.I. solutions. The Service has identified the need for this system solution for a number of years, but until 2014, the required capital investment was continually deferred due to other priorities and to stay within the City's debt target.

The Service currently runs dozens of application systems, with each database individually structured, and therefore requiring heavy data manipulation and manual data processes. This information environment is inadequate and inefficient to cost-effectively support the Service's transformational goals. The Service requires an integrated analytical and business intelligence platform to support efficient police officer deployment and performance management, program and policy evaluation, crime analysis and prevention, and justification of expenditures.

This project will transform the Service's raw data from its key databases into useful, consistent and reliable information stored in a corporate data warehouse, and will build an integrated business intelligence and analytical platform. Consolidated information will be made widely available across the Service, allowing all members to make better information-based decisions. The use of E.B.I. is a critical strategic component to intelligence led public safety and support activities, which will enable more cost-effective, proactive and value added public safety services.

The original business case included the requirement of five additional positions in I.T. The Information Security unit has also identified the need for three additional positions, with one dedicated to information privacy and two positions for monitoring confidentiality, integrity and availability. Also, the Business Intelligence Unit identified the need for two positions (Data Scientist and Reporting Developer). These requirements are included in the Operating impact from Capital. However, the requests will be reviewed in more detail with the goal of reducing the operating impact.

The Service envisions the E.B.I. project continuing in future in order to include additional data sources for investigative work and business analytics reports. Additional funding

may therefore be required in future years to enable the continuation of this project. A full justification for any additional investments in this solution will be included in future capital project requests.

T.P.S. Archiving - \$0.7M

This project provides funding for the establishment of an archiving function at the Service's property and evidence site. Legislation requires the Service to store certain documentation for periods beyond the current year. For example, "cold case" files must be retained for a minimum of 25 years; financial records must be retained for seven years; memo books are also stored for a lengthy period of time. The relatively new requirement for video storage is also increasing. Service staff is endeavouring to reduce current holdings, but based on retention periods, the Service is faced with increasing storage requirements.

The Service currently stores its archival records and files at City Archives. However, the City is also experiencing space pressures within its storage facility. Assuming a ten percent growth annually, storage requirements within five years would be substantial. Therefore, using an existing Service facility for the archiving of some Service records is a prudent solution, particularly if the City were to limit space or expand on a cost recovery basis.

There is no on-going operating impact currently assumed as a result of this project. Future analysis will be required to determine if any additional resources will be required, and an update will be provided in future capital program requests.

Radio Replacement Project - \$39.4M (for the current 10 year lifecycle – does not include 2028)

The Service's current communication radios were replaced over the period of 2006 to 2012. The lifecycle for these radios is ideally seven years. However, in order to reduce capital costs, the Service has extended the replacement period for these radios to every ten years. While the extension of this lifecycle to ten years has resulted in some incremental operating costs, there is still an overall cost benefit to the Service. A Request for Proposal (R.F.P.) to select a vendor for the replacement of radios over the next several years has been completed. The Service intends to report the recommended vendor for the radios to the Board for approval at the October 26, 2017 meeting.

B. Projects beginning in 2018-2022

41 Division (Part of Facility Realignment project) - \$38.9M

A new 41 Division is one of the first steps in the phased facilities realignment, as part of T.T.F. recommendations for a modernized policing model.

The Service had identified 41 Division in its long-term facility replacement program. The Environics tool developed for territorial optimization identifies the 41 Division site as an optimal location to create a district headquarters that will encompass the 42 and 43 divisions. The site is ideal to redevelop as a new modern facility in line with the Service's overall modernization plan.

The new facility will be constructed on the same property. This requires the partial demolition of the existing facility, relocating services and the setup of temporary structures on the property to ensure that policing operations are maintained.

The Service intends to commission a consultant to develop a detailed phased plan to reconstruct the new district facility on the existing property.

Automated Fingerprint Identification System (A.F.I.S.) – \$3M

The current AFIS system was purchased and implemented in late 2012. Replacement is scheduled to be implemented in early 2019. Replacement of this system maintains vendor support, incorporates all updates and provides functionality that is more efficient.

Facility Realignment – \$84M

The current divisional framework is outdated and does not cost-effectively meet the needs of a growing, changing and complex City. New divisional boundaries that take into account the needs of Toronto's 140 neighbourhoods are required. The deployment of our members based on where public needs are of the highest priority along with a citywide priority response capacity, will permit officers to respond quickly. As a result, the modernized police service will be better engaged and provide public safety services through fewer and differently configured facilities. This will result in lower facility operating and replacement costs. It will also allow the Service to return redundant real estate assets to the City. The City will benefit from the return of these properties by reusing the facilities for other purposes. It could also develop or sell the properties.

For this reason, the Capital Program amalgamates previous funding requests into one Facilities Realignment project. However, this project excludes the new consolidated 54/55 Division and new 41 Division projects as these have more immediate plans. The requested funding allows the Service to transition to a new service delivery model, that makes use of appropriate technology and that is supported by strategically located facilities in order to optimize the delivery of policing services.

Property and Evidence Warehouse Racking -\$1M

Funding is required for the for 10 year expansion of the property racks. The funding requirement of \$40K in 2020 is for a study of what is required for the long term racking.

C. Projects beginning in 2023-2027

There are no projects beginning during the 2023-2027 period.

D. Projects funded through Reserves

Vehicle and Equipment Lifecycle Replacements

All projects listed in this category are funded from the Service's Vehicle and Equipment Reserve and have no impact on debt financing. Using the Reserve for the lifecycle replacement of vehicles and equipment avoids having to debt-finance these purchases. This approach has and continues to be supported by City Finance. It should be noted, however, that this strategy of funding equipment replacements from the Reserve results in an impact on the operating budget, as it is necessary to make regular annual contributions to replenish the Reserve balance so that future requirements are sustainable.

It is important to note that as new systems are implemented or existing systems are being enhanced, the inventory of computer equipment grows which, over time, increases the level of funding required for the replacement of this equipment. Increase data storage requirement and the proliferation of video storage have also increased the equipment needs and replacement requirements. These factors put significant pressure on the operating budget, as increased contributions are required.

Asset custodians continue to maximize the use of current assets and prolong lifecycle replacements as much as possible, to ensure the viability of the Reserve on a long-term basis.

E. Other Projects – Below the Line

Connected Officer Program

The T.T.F. recommended an investment in the potential transition from mobile workstations in vehicles to smart devices carried by officers. This allows officers to be connected at all times to the most current operational information and be where public needs the Service the most. Members will be more directly accessible through all forms of communication and be able to perform additional functions from wherever they are located.

At present, police stations are one of the most obvious symbols of the relationship between police and residents. They are where equipment is stored and prisoner processing takes place. Stations are also where officers start and finish their working day.

As the Service moves forward and modernizes, we will be strategically placing officers throughout neighbourhoods to serve the growing demands of the City. The mobile technology will not require the facility footprint of past models. Technologically connected officers will have new mobile devices, which can access the information they require from anywhere. With functions such as: filing reports, making calls, corresponding with email, and accessing databases, there will be a reduced reliance on the use of workstations at police stations or in vehicles.

The future model of policing requires leveraging the connected officer mobility project and will make an officer more efficient as they spend less time performing duties in a police station, which can be done just as efficiently on a mobile device. The initial phase of the project, costing \$2.6M in 2017, which includes a Proof of Concept (P.O.C.) and the acquisition of 700 devices, is being funded from the Ministry of Community Safety and Correctional Services grant - the Police Effectiveness and Modernization (P.E.M.) grant. City Finance staff have advised that they will revise the 2017-2026 gross and net Capital Program in order to capture the entire cost of the project.

The total capital project cost is estimated at \$24.3M and City Finance staff has advised to include this project below the line in the Service's 2018 - 2027 Capital Program, as it currently does not fit within the debt target allocated to the Service. Subsequent to review and evaluation of all other City priorities and as part of the capital budget review process, which will also consider the on-going annual operating costs to maintain this program, a determination will be made as to whether this project can be included in the 2018-2027 Capital Program. If approved, this project could qualify for Development Charges as well, which will reduce the debt amount.

The annual operating impact of this project, which includes software licenses, data plans, warranty and lifecycle of devices will be significant and is in the process of being reviewed and refined. Once the P.O.C. is complete, the benefits and value of the devices, potential issues and the overall capital and operating impact of this project will be reported to the Board.

Body Worn Cameras (B.W.C.) Full Implementation - \$15.3M

In February 2015, the Service started a 12-month pilot project (at a total cost of \$0.43M) to explore the benefits, challenges, and issues surrounding the use of B.W.C. The pilot finished in March 2016, and a report was provided and a presentation made to the Board's September 2016 meeting. The report concluded that B.W.C. was strongly supported by the community as well as the Service's officers.

Implementing a B.W.C. program within the Service will involve significant one-time (capital) and on-going (camera and infrastructure replacement, image storage management, including retrieval, administration, staffing, etc.) costs. The Service is therefore moving forward very carefully with a potential B.W.C. system, through the issuance of a non-binding R.F.P. that can now consider cloud storage as part of a potential solution. This will be a large and complex procurement, as well as a significant long-term investment, and will therefore require a well-crafted R.F.P. that results in the best overall solution, at the best value and that ensures the Service, Board and taxpayer's interests are protected, both short and long-term.

Subsequent to review and evaluation of all other City priorities and as part of the capital budget review process, which will also consider the on-going annual operating costs to maintain this program, a determination will be made as to whether this project can be included in the Capital Program. If approved, this project could qualify for Development Charges as well to reduce the debt amount.

Conclusion:

A detailed review of all projects in the Service's 2018-2027 Capital Program request has been conducted, to ensure the Capital Program reflects the priorities of the Service, is consistent with the Service's strategic objectives, and is in line with City provided debt targets. The 2018 - 2027 Capital Program has a 2018 net request of \$20.9M (excluding cash flow carry forwards from 2017), and a net total of \$220.4M for the ten-year period.

Given the strategic objectives of The Way Forward report, the Service is proceeding with a full facility reassessment, allowing the business plan and service delivery model to drive the need for facilities, what is in those facilities and the size of the facilities. It should be noted that once that work is complete, the cost estimate for the facility realignment project will very likely change.

The Service's 2018-2027 Capital Program request continues to be in a transitional state, as the Service awaits information that will allow more informed decision making regarding our facilities and technological requirements.

Mr. Tony Veneziano, Chief Administrative Officer, Corporate Services Command will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police

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**TORONTO POLICE SERVICE
PRELIMINARY 2018-2027 CAPITAL PROGRAM REQUEST (\$000s)**

Attachment A

Project Name	Plan						Total						Total	Total	Total
	to end of 2017	2018	2019	2020	2021	2022	2018-2022 Request	2023	2024	2025	2026	2027	2023-2027 Forecast	2018-2027 Program	Project Cost
Projects In Progress															
State-of-Good-Repair - Police		4,400	4,400	4,530	3,925	4,400	21,655	4,400	4,400	4,400	4,400	4,400	22,000	43,655	43,655
Transforming Corporate Support	4,435	1,300	1,700	1,000			4,000				0	0	0	4,000	8,435
Peer to Peer Site (Disaster Recovery Site)	8,665	7,759	3,500	0	0	0	11,259	0	0	0	0	0	0	11,259	19,924
54/55 Amalgamation	7,448	2,800	18,000	11,625			32,425							32,425	39,873
Conducted Energy Weapon (C.E.W.)	750	0	0	0	0	0	0	0	0	0	0	0	0	0	750
Body Worn Camera - Initial phase	500	0	0	0	0	0	0	0	0	0	0	0	0	0	500
Parking Handheld Administrative Penalty System (A.P.S.)	2,550	0	0	0	0	0	0	0	0	0	0	0	0	0	2,550
Enterprise Business Intelligence	9,216	1,000	0	0	0	0	1,000	0	0	0	0	0	0	1,000	10,216
TPS Archiving	50	650	0	0	0	0	650	0	0	0	0	0	0	650	700
Radio Replacement	14,141	4,779	3,664	4,949	6,074	4,544	24,010	42	1,026	226	0	14,141	15,435	39,445	53,586
Total, Projects In Progress	47,755	22,688	31,264	22,104	9,999	8,944	94,999	4,442	5,426	4,626	4,400	18,541	37,435	132,434	180,189
Upcoming Projects															
41 Division		395	9,561	16,622	9,850	2,500	38,928							38,928	38,928
Automated Fingerprint Identification System (A.F.I.S.) Replacement	0	0	3,053	0	0	0	3,053	0	0	0	0	0	0	3,053	3,053
Facility Realignment	0	0	0	7,000	11,211	14,528	32,739	15,240	10,617	12,459	12,906	0	51,222	83,961	83,961
Property & Evidence Warehouse Racking	0	0	0	40	0	0	40	1,000	0	0	0	0	1,000	1,040	1,040
Total, Upcoming Capital Projects:	0	395	12,614	23,662	21,061	17,028	74,760	16,240	10,617	12,459	12,906	0	52,222	126,982	126,982
Total Gross Debt Funded Capital Projects:	47,755	23,083	43,878	45,766	31,060	25,972	169,759	20,682	16,043	17,085	17,306	18,541	89,657	259,416	307,171
Total Reserve Projects:	233,529	21,060	31,508	27,387	20,106	26,425	126,486	24,656	38,133	25,397	23,097	26,098	137,381	263,867	497,395
Total Gross Projects	281,283	44,143	75,386	73,153	51,166	52,397	296,245	45,338	54,176	42,482	40,403	44,639	227,038	523,283	804,566
Funding Sources:															
Vehicle and Equipment Reserve	(233,529)	(21,060)	(31,508)	(27,387)	(20,106)	(26,425)	(126,486)	(24,656)	(38,133)	(25,397)	(23,097)	(26,098)	(137,381)	(263,867)	(497,395)
Funding from Development Charges	(28,476)	(2,134)	(3,741)	(12,641)	(2,320)	(5,204)	(26,040)	(10,542)	(1,814)	(578)	0	0	(12,934)	(38,974)	(67,450)
Total Funding Sources:	(524,009)	(23,194)	(35,249)	(40,028)	(22,426)	(31,629)	(152,526)	(35,198)	(39,947)	(25,975)	(23,097)	(26,098)	(150,315)	(302,840)	(564,845)
Total Net Debt-Funding Request:	(485,452)	20,949	40,137	33,125	28,740	20,768	143,719	10,140	14,229	16,507	17,306	18,541	76,723	220,443	239,721
5-year Average:							28,744						15,345	22,044	
City Target:		20,949	40,137	33,125	28,740	20,768	143,719	13,314	19,492	13,560	16,658	13,700	76,724	220,443	
City Target - 5-year Average:							28,744						15,345	22,044	
Variance to Target:		(0)	0	0	0	0	(0)	3,174	5,263	(2,947)	(648)	(4,841)	1	0	
Cumulative Variance to Target			(0)	(0)	(0)	(0)	(0)	3,173	8,436	5,489	4,841	0			
Variance to Target - 5-year Average:							(0)						0	0	

**TORONTO POLICE SERVICE
PRELIMINARY 2018-2027 CAPITAL PROGRAM REQUEST - RESERVE (\$000s)**

Attachment B

Project Name	Plan to end of 2017	2018	2019	2020	2021	2022	Total 2018-2022 Request	2023	2024	2025	2026	2027	Total 2023-2027 Forecast	Total 2018-2027 Program	Total Project Cost
Other than debt expenditure (Draw from Reserve) for Life Cycle Replacement															
Vehicle and Equipment	75,118	6,129	7,175	6,178	5,743	5,802	31,027	5,802	5,802	5,802	5,802	5,802	29,010	60,037	135,155
Workstation, Laptop, Printer	40,935	2,920	3,802	4,427	3,180	3,262	17,591	2,014	5,628	5,059	3,491	2,153	18,345	35,936	76,871
Servers	33,916	3,903	4,241	4,441	3,634	2,325	18,544	4,113	6,512	4,678	3,825	3,825	22,953	41,497	75,413
IT Business Resumption	16,997	2,482	1,955	787	2,297	660	8,181	2,716	2,163	831	2,824	2,824	11,358	19,539	36,536
Mobile Workstations /connected officer	15,252	300	9,144	1,000	0	0	10,444	300	9,144	1,000	0	0	10,444	20,888	36,140
Network Equipment	13,856	2,800	2,400	2,900	1,750	2,250	12,100	3,750	3,750	2,900	1,750	2,250	14,400	26,500	40,356
Locker Replacement	3,465	48	48	168	540	540	1,344	540	540	540	540	540	2,700	4,044	7,509
Furniture Replacement	7,430	1,080	500	500	500	500	3,080	500	500	500	500	500	2,500	5,580	13,010
Automatic Vehicle Locator (AVL)	1,498	0	0	1,551	0	0	1,551	0	0	1,551	0	0	1,551	3,102	4,600
In - Car Camera	4,263	0	0	0	0	2,202	2,202	2,061	0	0	0	0	2,061	4,263	8,526
Voice Logging	1,127	0	350	0	0	0	350	0	350	0	0	0	350	700	1,827
Electronic Surveillance	1,705	200	0	0	0	500	700	0	0	0	0	500	500	1,200	2,905
Digital Photography	758	0	0	292	316	0	608	0	0	292	316	0	608	1,216	1,974
eTicketing	125	0	0	0	0	0	0	0	0	0	0	0	0	0	125
Voicemail / Call Centre	853	0	0	0	0	0	0	600	0	0	0	0	600	600	1,453
Digital Video Asset Management (D.V.A.M. I & II)	2,730	362	1,613	263	262	244	2,744	244	1,507	275	362	362	2,750	5,494	8,224
Asset and Inventory Mgmt. System	23	0	0	0	0	0	0	0	0	0	0	0	0	0	23
Property & Evidence Scanners	23	0	40	0	0	0	40	0	40	0	0	0	40	80	103
Divisional Parking Lot Network (D.P.L.N.)	499	0	0	1,500	0	0	1,500	0	0	0	1,600	0	1,600	3,100	3,599
Small Equipment (e.g. telephone handset)	1,220	0	0	750	750	0	1,500	0	0	0	750	750	1,500	3,000	4,220
Small Equipment - test analyzers	870	0	0	0	580	580	1,160	0	0	0	0	0	0	1,160	2,030
Small Equipment - In Car Camera (I.C.C.) Microphones	135	21	158	150	158	150	637	0	0	21	158	150	329	966	1,101
Small Equipment - Video Recording Equipment	724	64	78	20	70	64	296	78	40	72	82	58	330	626	1,350
Small Equipment - Video Recording Property & Video Evidence Management	0	17	4	43	30	17	111	4	77	0	17	30	128	239	239
Small Equipment - Auditorium Audio and Visual Equipment	0	0	0	0	0	500	500	0	0	0	0	0	0	500	500
Radar Unit Replacement	860	182	0	12	21	15	230	344	256	226	96	246	1,168	1,398	2,258
Livescan Machines	257	540	0	0	0	0	540	540	0	0	0	0	540	1,080	1,337
Wireless Parking System	4,238	0	0	0	0	5,523	5,523	0	0	0	0	5,523	5,523	11,046	15,284
Closed Circuit Television (C.C.T.V.)	752	0	0	275	275	0	550	0	0	300	250	0	550	1,100	1,852
Automated External Defibrillator (A.E.D.s.)	12	12	0	100	0	12	124	0	42	0	12	0	54	178	190
Fleet Equipment	500						0						0	0	500
Security System	1,600						0						0	0	1,600
Conducted Energy Weapon (CEW)	1,302	0	0	1,350	0	0	1,350	750	0	1,350	0	0	2,100	3,450	4,752
Marine Vessel Electronics	485	0	0	0	0	585	585	0	0	0	0	585	585	1,170	1,655
911 PBX Replacement	0	0	0	0	0	0	0	300	1,075	0	0	0	1,375	1,375	1,375
Connected/Mobile Officer	0			680		694	1,374	707	707	722			1,429	2,803	2,803
Total Reserve Projects:	233,529	21,060	31,508	27,387	20,106	26,425	126,486	24,656	38,133	25,397	23,097	26,098	137,381	263,867	497,395

TORONTO POLICE SERVICE
PRELIMINARY 2018-2027 IMPACT FROM CAPITAL (\$000s)

Attachment C

	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	Total 2018- 2027	Comments
Facility Realignment	0.0	0.0	72.0	216.0	290.9	371.7	452.6	461.7	470.9	480.3	2,816.1	Building Operations, Service Contracts and Utilities; starting half a year 2020. Included estimated increase of 2% per year
Transforming Corporate Support	84.5	86.2	-73.2	-70.2	-67.0	-63.9	-60.6	-57.3	-53.9	-50.5	-303.9	maintenance cost
Peer to Peer Site	0.0	175.0	353.5	357.0	360.6	364.2	367.9	371.5	375.2	379.0	3,104.0	Building Operations, Service Contracts and Utilities; starting mid-2019
Enterprise Business Intelligence	1,028.8	1,808.8	1,808.8	1,808.8	1,808.8	1,808.8	1,808.8	1,808.8	1,808.8	1,808.8	17,308.0	\$0.29M for salaries for 5 FTE's in 2018 (half year) and \$0.59M beginning 2019; \$0.48M for maintenance starting 2019 per BM# P85, April 20, 2016; PLUS \$475K for Business Intelligence Unit to continue development and training activities; \$263,800 for RMU for 3 FTE's for privacy and security.
Total Projects Operating Impact	1,113.3	2,070.0	2,161.1	2,311.7	2,393.2	2,480.8	2,568.7	2,584.7	2,601.0	2,617.6	22,924.2	



Toronto Police Services Board Report

September 26, 2017

To: Budget Committee
Toronto Police Services Board

From: Mark Saunders
Chief of Police

Subject: Toronto Police Service Parking Enforcement Unit – 2018 Operating Budget Request

Recommendation(s):

It is recommended that:

- (1) the Board Budget Committee approve the Toronto Police Service Parking Enforcement Unit's 2018 net operating budget request of \$46.7 Million (M), a 0% increase over the 2017 approved budget; and
- (2) the Budget Committee forward a copy of this report to the Board for approval.

Financial Implications:

The Toronto Police Service Parking Enforcement Unit's (P.E.U.) 2018 net operating budget request is \$46.7M (\$48.3M gross). This request includes the 2018 impact of the labour contract settlements for Toronto Police Association (T.P.A.) members, and requires the same level of funding as the 2017 approved net operating budget – a 0% increase.

Background / Purpose:

The purpose of this report is to provide the Board with P.E.U.'s recommended 2018 operating budget request. The report includes information on the level of funding required in 2018 to provide parking enforcement services to the City of Toronto (City), based on the current service delivery model. The recommended request has been developed with a focus on achieving the 0% target increase requested by the City, while ensuring adequate coverage is provided for by-law enforcement.

Discussion:

The P.E.U. assists with the safe and orderly flow of traffic by responding to parking concerns and enforcing applicable municipal by-laws. The unit also provides operational support to the Toronto Police Service (Service). The P.E.U. operating budget is separate from the Service's operating budget, and is included in the City's consolidated Parking Tag Enforcement Operations budget, which is comprised of the following:

1. Police P.E.U. – responsible for the enforcement program, based on municipal by-laws, community based parking programs and Municipal Law Enforcement Officer (M.L.E.O) training and oversight;
2. City Treasurer, Revenue Processing – responsible for processing and collecting fines and overseeing dispute centres, trial requests and pre-court document processing;
3. City Court Services, Judicial Processing – responsible for scheduling and supporting the Provincial Offences Act (P.O.A) trials. All costs associated with Parking courts are covered under this umbrella; and
4. City Legal Services – responsible for prosecutions.

Parking Enforcement Unit Responsibilities:

The P.E.U. is staffed specifically to ensure the safe and orderly flow of traffic, meet enforcement objectives, respond to calls for service from the community and provide a visible presence to promote compliance. Parking Enforcement Officers (P.E.O.s) are deployed to zones throughout the City to patrol for the aforementioned reasons and support effective service delivery. Any shortfall in staffing levels creates shortages, which places pressure on the enforcement (tag issuance) of non-compliance with applicable by-laws and calls for service, both of which can impact traffic flow. The unit takes all possible action, including the use of available premium pay, to mitigate the overall impact on enforcement activities.

Parking Tag Revenues:

Although the P.E.U. is responsible for parking tag issuance, actual revenues, as noted above, accrue directly to the City and are collected by the City Treasurer through the Revenue Services division. Revenues collected are impacted by City Council initiatives (e.g. 10 minute grace period), by-law changes, increased fines and programs, such as legal parking permit issuance, methods of payment and level of compliance. All of these factors have an impact on enforcement operations, the number of tags issued, public behaviour and the overall amount of revenues collected.

2018 Operating Budget – Guidelines and Budget Development Process

In 2018, all City Divisions and Agencies are required to manage and offset their own pressures as well as contribute toward mitigating corporate City pressures. To this end, the City has established a 0% increase target for all City Divisions, Agencies, Boards and Commissions. City Finance guidelines included a number of factors that were to be considered in developing the 2018 budget, including strategies to control expenditures, reviewing service levels for efficiencies and the need to clearly justify any new staffing requests.

In preparing the 2018 operating budget for P.E.U., the following assumptions were made:

- No additional positions added to P.E.U.'s staffing complement;
- Replacement P.E.O.s continues, based on attrition estimates;
- Required budget increases were absorbed into existing funding amounts; and
- Historical funds budgeted but not spent were reduced from the current budget request.

It should be noted that the Transformational Task Force's The Way Forward report includes a recommendation regarding possible alternate service delivery or shared services for Parking Enforcement. An external consultant has been engaged by the City to review the viability of an alternative or shared service delivery model. A report is expected by the end of 2017. Accordingly, at this time, the 2018 request is based on the current service delivery model.

2018 Operating Budget Request:

The 2018 operating budget request of \$46.7M (\$48.3M gross) includes the funding required to maintain an average deployed strength of 357 P.E.O.s (the approved deployment target), as well as services and equipment required to effectively support operations. In order to ensure optimal staffing levels to meet operational demands, the Unit works to maintain the approved staffing target, on average, throughout the year.

Figure 1 indicates that, on a gross basis, 85.0% of P.E.U.'s budget is for salaries, premium pay and benefits. The remaining 15.0% is required to support P.E.O.s in terms of the vehicles, equipment and technology they use, facilities they work in, and training they require.

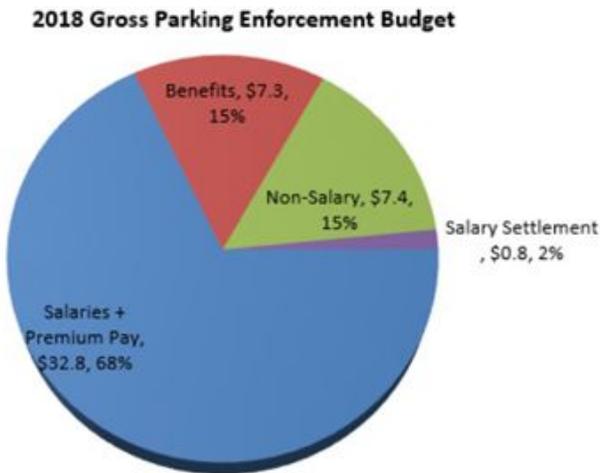


Figure 1. Overall Budget Request

Table 1 below summarizes the current 2018 request by category of change, followed by a discussion on each category.

Table 1 - Summary of 2018 Budget Request By Category of Change			
	Request \$000s	\$ Increase / (Decrease) over 2017	% Increase / (Decrease) over 2017
2017 Net Budget - \$46,722,600			
(a) Impact of 2018 Salary Settlement	\$769.1	\$769.1	1.65%
(b) Salary Requirements	\$30,271.3	-\$285.9	-0.61%
(c) Premium Pay	\$2,506.8	-\$239.4	-0.51%
(d) Statutory Deductions and Employee Benefits	\$7,284.6	-\$407.8	-0.87%
(e) Reserve Contributions	\$2,704.2	\$10.9	0.02%
(f) Other Expenditures	\$4,711.8	\$153.1	0.33%
2018 Gross Budget Request	\$48,247.8	\$0.0	0.00%
(g) Revenues	<u>-\$1,525.2</u>	<u>\$0.0</u>	<u>0.00%</u>
2018 Net Budget Request	\$46,722.6	\$0.0	0.00%

(a) Impact of 2018 Collective Agreement (\$0.8M)

The 2018 impact of the 2015 to 2018 salary settlement with the T.P.A. is \$0.8M, or 1.65%.

(b) Salary Requirements (\$30.3M)

The 2018 P.E.U. budget reflects an overall establishment of 394, which includes a staff complement of 357 P.E.O.s. The 2018 salary budget assumes that the replacement of P.E.O.s will continue based on attrition estimates. This budget represents a \$285,900 or 0.61% decrease over P.E.U.'s total 2017 budget, due to backfills of vacancies being budgeted at lower rates than staff that separate from the P.E.U.

(c) Premium Pay (\$2.5M)

Nearly all premium pay at the P.E.U. is related to enforcement activities, attendance at court and the backfilling of members attending court. Premium pay is utilized to staff enforcement activities at special events or directed enforcement actions instituted to address specific problems. The opportunity to redeploy on-duty staff for special events is minimal, as this will result in decreased enforcement in the areas from which they are being deployed. All premium pay expenditures are approved by supervisory staff and carefully controlled.

At its July 12, 2016 meeting, Council adopted the report on the Administrative Penalty System (A.P.S.) for Parking Violations. The new administrative process is intended to:

- Provide a fair and equitable dispute resolution process for parking disputes, ensuring that individuals who contest an administrative penalty (i.e. parking fines) for a parking violation will receive an impartial review in a timely manner, ideally within 60 days.
- Provide customers with greater access to dispute resolution services through the implementation of processes and technologies, including on-line options for disputing or paying a penalty, that are more accessible and efficient than those currently allowed under the P.O.A.
- Allow the City sufficient flexibility to respond to fluctuating parking dispute levels, while building capacity within the court system for the processing of offences that are more serious.
- Help the City regulate the flow of traffic by promoting compliance with its by-laws respecting the parking, standing, or stopping of motor vehicles.

The total premium pay budget request for 2018 is \$2.5M. This budget represents a \$239,400 or 0.51% decrease over P.E.U.'s total 2017 budget, as a result of an anticipated decrease in required court attendance due to the implementation of the A.P.S. It must be noted that operating impact of the A.P.S. is not yet fully known, as it was implemented during the second half of 2017.

(d) Statutory Payroll Deductions and Employee Benefits (\$7.3M)

This category of expenditure represents a decrease of \$407,800 or 0.87% over P.E.U.'s total 2017 budget. Employee benefits are comprised of statutory payroll deductions and requirements as per the collective agreements.

The decrease is a result of decreases in statutory benefit costs due to projected vacancies at the start of the 2018 budget year.

(e) Reserve Contributions (\$2.7M)

P.E.U. contributes to reserves and reserve funds through provisions from its operating budget. All reserves and reserve funds are established by the City. The City manages the Sick Pay Gratuity and Insurance reserves, while the Service manages the remaining reserves (the Vehicle and Equipment and Central Sick Bank reserves). The total 2018 budget for contributions to the reserves is \$2.7M. This budget represents a \$10,900 increase or a 0.02% increase over P.E.U.'s total 2017 budget.

(f) Other Expenditures (\$4.7M)

Other expenditure categories include the materials, equipment and services required for day-to-day operations. Wherever possible, accounts within this category have been flat-lined or reduced from the 2017 level. Changes have only been included where considered mandatory and one-time reductions have been taken into account where

applicable. The total increase for these expenditures is \$153,100 or 0.33% over P.E.U.'s total 2017 budget, due mainly to maintenance costs for the handheld ticketing devices.

(g) Revenues (\$1.5M)

Revenue is comprised of draws from reserves and towing/pound administrative recoveries. This budget is the same as P.E.U.'s total 2017 budget.

2019 and 2020 Outlooks:

City Finance has requested that budget outlooks for 2019 and 2020 be provided for each budget. Based on known pressures and inflationary increases, the current estimate for 2019 is \$48.2M (a \$1.5M or 3.2% increase over 2018) and for 2020 is \$49.2M (a \$1.0M or 2.0% increase over 2019). The 2019 and 2020 assume collective agreement impacts at the rate of inflation, as the current contract expires at the end of 2018.

Conclusion:

The P.E.U.'s 2018 net operating budget request is \$46.7M, which is \$0M a 0% over the 2017 approved budget, thereby meeting the City's target of a 0% increase.

The 2018 budget request includes the funding required to maintain the approved establishment of P.E.O.s, as well as the necessary supporting infrastructure. This budget request will allow the P.E.U. to provide enforcement services to promote compliance and improve the traffic flow within the City.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police

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Toronto Police Services Board Report

September 25, 2017

To: Budget Committee
Toronto Police Services Board

From: Andy Pringle
Chair

Subject: Toronto Police Services Board 2018 Operating Budget Request

Recommendation(s):

1. THAT the Budget Committee approve a proposed 2018 net operating budget of \$2,309,100 which is an increase of 0% over a 2017 adjusted budget of \$2,309,100; and,
2. THAT the Budget Committee forward this report to the Board for approval.

Financial Implications:

The proposed 2018 net operating budget, recommended in this report, represents an increase of 0% over a 2017 adjusted budget of \$ 2,309,100. The Toronto Police Services Board ("the Board") 2018 operating budget request is a net amount of \$2,309,100.

Background / Purpose:

The Board's 2018 operating budget achieves the City's target of a 0 % increase over the 2017 Council adjusted net operating budget.

Discussion:

Non-salary Accounts

The requested budget does not include any new initiatives or programs.

In terms of non-salary accounts, when the amounts allocated for the City Legal chargeback, chargeback, for external labour relations legal counsel and ongoing consulting costs arising from a Memorandum of Settlement with the Ontario Human Rights Commission are factored out of the budget, the actual non-salary costs proposed in the 2018 budget amount to approximately \$100,000.

The proposed 2018 budget includes funding for limited professional development and learning opportunities for Board members by providing sufficient funds for their attendance at the Ontario Association of Police Services Boards' (OAPSB) conference and the Canadian Association of Police Governance's (CAPG) conference.

Funds will not be available in the event that the Board requires legal advice other than that which is available from the City of Toronto Legal department or from the Board's contracted labour relations law firm. Similarly, no funds will be available should the Board require any additional external consulting advice or professional services.

Expenditures within the proposed legal services accounts are difficult to predict as they are often incurred in response to an action or event. Recent settlement statistics related to labour disputes and grievances do indicate that fewer matters proceed to a hearing; the matters that do proceed to hearings are increasingly complex. With the implementation of projects and initiatives from The Way Forward final report, it is anticipated that there will be an increased frequency of labour relations legal expenditures in 2018. Due to the complexity and in many cases novel features of these files, they will likely consume substantial legal resources, including time for preparation for hearings.

Salary and Benefit Accounts

The budget request in the Board's salary and benefit accounts, totalling \$1,037,200, includes salary/benefits for its approved staff complement and for the Council-established Board Member remuneration.

Board staff members provide the administrative support to ensure the Board's provision of civilian oversight to the community. As such, the work performed by the staff is fundamentally linked to the Board's ability to provide adequate and effective police services to the community.

Board staff must not only deal with the significant volume of work generated by the Board on a day-to-day basis but also manage on-going strategic, proactive policy initiatives; both are areas that are critical in meeting the Board's legislative mandate.

Currently, with the Board's limited staff, it is often challenging to meet the existing demands.

Further, in 2015 the Board received a final report on the implementation of the recommendations arising from Justice Morden's *Independent Civilian Review into Matters Relating to the G20 Summit*. This report recommends a substantially expanded and strengthened role for civilian governance of the Toronto Police Service. In his report at page 37, Justice Morden writes:

The Board and its staff in the past have increasingly shouldered a heavy burden in carrying out their responsibilities. If my recommendations are implemented this burden will be increased. Likely, this will necessitate the devotion of further resources to support the Board's work.

Since receiving and approving Morden's report, the Board has reduced its staff complement by one position and has significantly reduced its budget in response to the City's budget pressures.

In late 2017, the Board is also anticipating that the Province will introduce significant amendments to the Police Services Act. The Board will assess the impact of those changes during 2018 and it can be anticipated that the Board's 2019 budget request will address any financial pressures that may arise from the amendments.

Conclusion:

In an effort to further improve effectiveness and in light of the work involved in the implementation of The Way Forward and in anticipation of changes to the Police Services Act, which is the provincial legislation establishing the Board's mandate, the Board will continue to assess its governance role and the resources required to support its role

Respectfully submitted,

Andy Pringle
Chair

2018 Proposed Operating Budget

Toronto Police Services Board

	2016 Actual	2017 Budget	Change	2018 Request
Salaries	802.9	895.1	0.0	895.1
Benefits	111.4	124.4	0.0	124.4
Premium Pay	5.4	0.0	0.0	0.0
Reserves	610.6	529.0	0.0	529.0
Other Expenditures	1,012.4	1,260.6	(17.7)	1,242.9
Total Gross Request	2,542.7	2,809.1	(17.7)	2,791.4
Revenue	(350.5)	(500.0)	0.0	(500.0)
Total Net Request	2,192.2	2,309.1	(17.7)	2,291.4
Salary Settlement				17.7
Total Net Request Including Salary Settlement	2,192.2	2,309.1	0.0	2,309.1



2018 Preliminary Operating & 2018-2027 Preliminary Capital Budget Requests

Presentation to the Board
October 26, 2017





Addressed in this Presentation

2018 Preliminary Operating Budget Request – Toronto Police Service

2017 Service Demands

2018 - 2027 Preliminary Capital Program

2018 Preliminary Operating Budget Request - Parking Enforcement

2018 Preliminary Operating Budget Request - Board



Program Overview





New Path Forward

OUR PRINCIPLES

Actively Accountable and Trusted • Transparent and Engaged • Inclusive and Collaborative • Affordable and Sustainable

The Way Forward

Be where the public needs the Service the most

Embrace partnership to create safe communities

Focus on the complex needs of a large City

Dedicated to delivering police services, to keep Toronto the best and safest place to be





Modernizing Community Safety in Toronto: How we will get there

By Transforming...

How we relate to the public:
focussing on safe communities and neighbourhoods

How we deliver our services:
from Primary to Priority Response

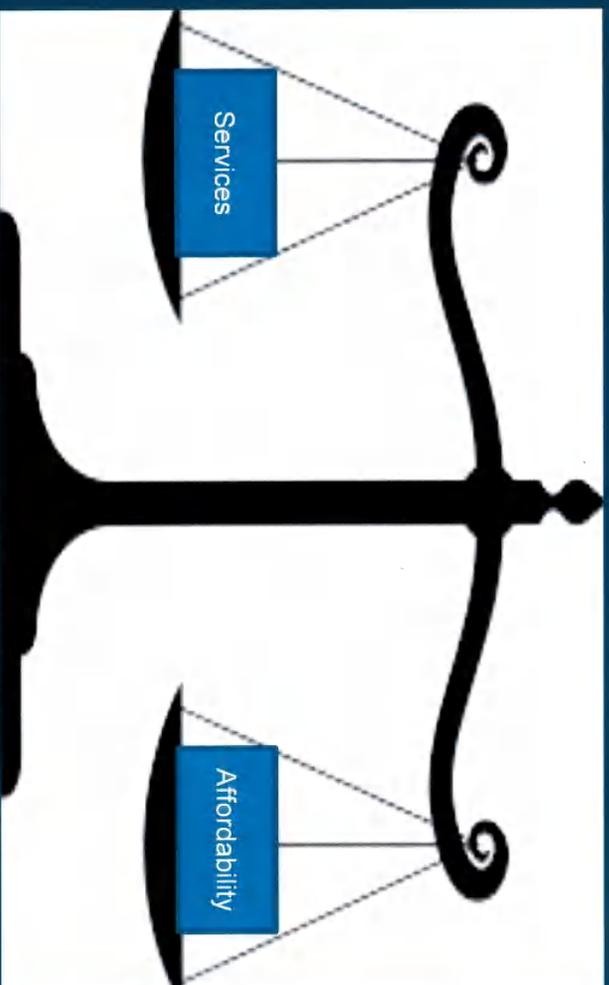
Access to Services

Affordability and Sustainability

Culture Change



Affordable and Sustainable





Key Service Levels

Service Deliverables

The Toronto Police Service delivers adequate and effective policing services to keep Toronto the best and safest place to be.

Police Services Act (PSA):

- Crime prevention;
- Law enforcement;
- Assistance to victims of crime;
- Public order maintenance; and
- Emergency response

- Performing investigative activities, including those related to cybercrime and national security
- Being involved in and ensuring the safety of community initiatives or events
- Addressing community safety issues, particularly those related to pedestrian and traffic safety and police interactions with individuals experiencing mental illness
- Focusing on the Board and Service Priorities, which include safe communities and neighbourhoods, economic sustainability and operational excellence, and high quality, professional service to the community





Key Accomplishments for 2017

- A moratorium on hiring and promotions
- Return of two facilities no longer required by the Service to the City
 - \$4.5M combined estimated fair market value
 - \$250,000 operating budget reduction
- Disbanding of TAVIS and Transit Patrol units
 - redeployment of officers in those units to other Service priorities
- Start of shift to a new District model
- Planning/proof of concept for major change initiatives
 - e.g. CIB, HR Reorganization, Connected Officer
- Enhanced public participation model for Operating and Capital Budget
 - Budget Committee Community Information Session – Sept 19, 2017
 - Budget Committee Public meeting – October 05, 2017
 - Board meeting – October 26, 2017



Modernization and Transformation

Initiatives Planned for 2018 and the Future

- Transition of the Lifeguard (2018) and the Crossing Guard Programs (2019) to City
- Feasibility analysis of viability of outsourcing Parking/Courts
- Transformation of Human Resources – Restructuring & people plan
- Development of the District Model and possible boundary changes and facility realignment (territorial optimization)
- Centralized Criminal Investigations Bureau (CIB) within each district
- Front line officers equipped with mobile technology – i.e., the Connected Officer - proof of concept



2018 Preliminary Operating Budget Request - Service





2018 Vs 2017 Preliminary Operating Budget Request - Service

2017 Approved Budget

\$1,005.3M



2018 Requested Budget

\$1,005.3M



0% Increase

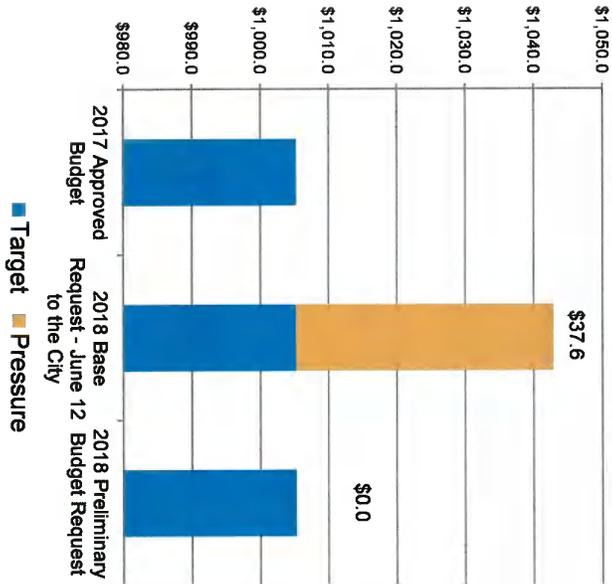
✓ Meets Council's Directed 2018 Target

✓ Meets 0% increase two years in a row





2018 Original Base Budget Pressures

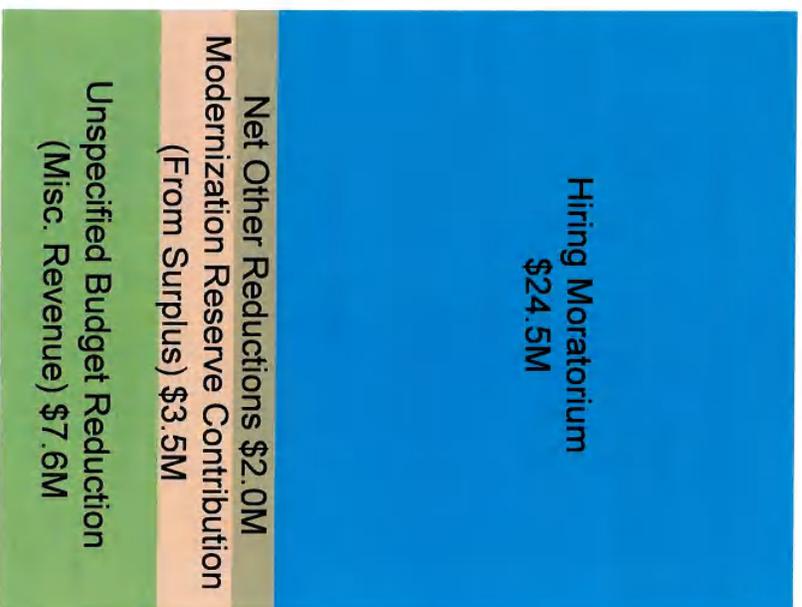


Category	2017 Approved Budget	2018 Base Budget Request	2018 Preliminary Request	% change over
Benefits	\$2.5 M	\$37.6 M	\$37.6 M	
Reserves	\$6.8 M	\$37.6 M	\$37.6 M	
Investments to modernize	\$3.5 M	\$37.6 M	\$37.6 M	
Reversal of unidentified budget reduction	\$8.3 M	\$37.6 M	\$37.6 M	
Other Expenditures	\$4.5 M	\$37.6 M	\$37.6 M	
Other Revenues	(\$5.1) M	\$37.6 M	\$37.6 M	
Salary settlement	\$17.1 M	\$37.6 M	\$37.6 M	
2018 Base Preliminary Request		\$1,042.9 M	\$980.0 M	3.7%
Reductions required: To achieve zero			(\$37.6) M	

Base Budget assumes the same level of staffing and services as 2017



How we Closed the Gap to Eliminate Pressures



 **\$37.6M in budget reductions made to come in at zero**





How We Achieved Budget Target of 0% Increase

Key Points:

- 88% of the Service budget relates to human resource requirements
 - All staffing strategies have been incorporated
 - Hiring moratorium
 - Strategic Hires
- **Non salary costs represents almost 12% of total request**
 - All options were considered and reduced where possible
 - Review of historical spending trends and reduction of funds not historically spent
 - Flat-lining of certain discretionary spending
 - Consolidation of equipment and contracted services funds with central management based on Service priorities and goals
 - Fund cost increases to existing contracts or commitments from within existing budgets by decreasing expenditures to accommodate new pressures and priorities
 - Reduction to contribution to modernization reserve with a plan to seek funding through Service's year-end surplus
- Make incremental contribution to reserves to meet the collective agreement and operational requirements



2018 Overall Summary

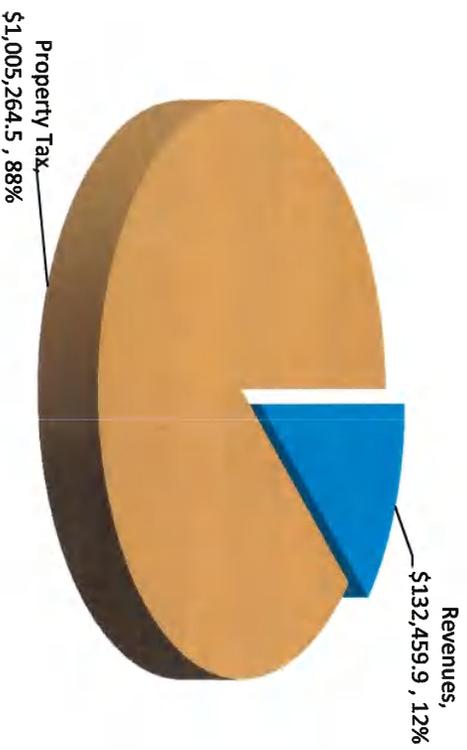
Category of Expense / Revenue	2016 Actuals	2017 Budget	2018 Proposed	Change	% change over 2017 Budget
Salaries	760,207.5	759,255.9	734,744.3	-24,511.6	-2.44%
Benefits	198,165.2	206,398.8	205,039.6	-1,359.2	-0.14%
Premium Pay	47,095.5	40,495.1	43,166.7	2,671.6	0.27%
Contribution to Reserves	35,621.1	40,938.1	47,308.7	6,370.6	0.63%
Other Expenditures	82,751.7	81,529.0	86,158.8	4,629.8	0.46%
Total 2018 Gross Request	1,123,841.0	1,128,616.9	1,116,418.1	-12,198.8	-1.21%
Revenue	-128,643.2	-123,352.4	-132,459.9	-9,107.5	-0.91%
Total 2018 Net Request	995,197.8	1,005,264.5	983,958.2	-21,306.3	-2.12%
Salary Settlement			17,413.0		
HUMAN RESOURCES TRANSFORMATION			2,835.4		
CROSSING GUARDS and LIFEGUARDS (transfer of admin budget, but not admin cost)			1,057.9		
Total 2018 Net Request Including Salary Settlement	995,197.8	1,005,264.5	1,005,264.5	0.0	0.00%





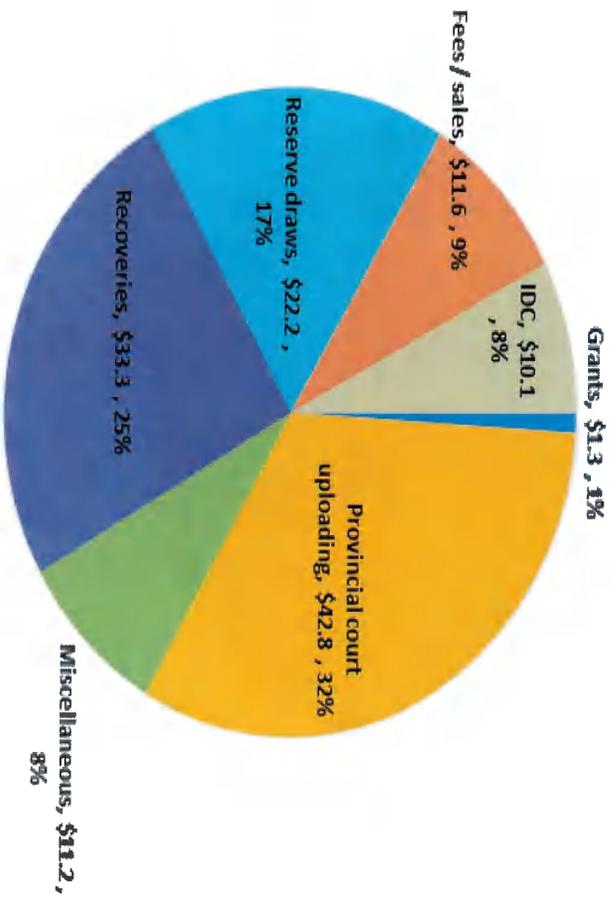
2018 Gross Expenditures by Service and Funding Source - \$1,137.7M

Gross Expenditure(\$000's)



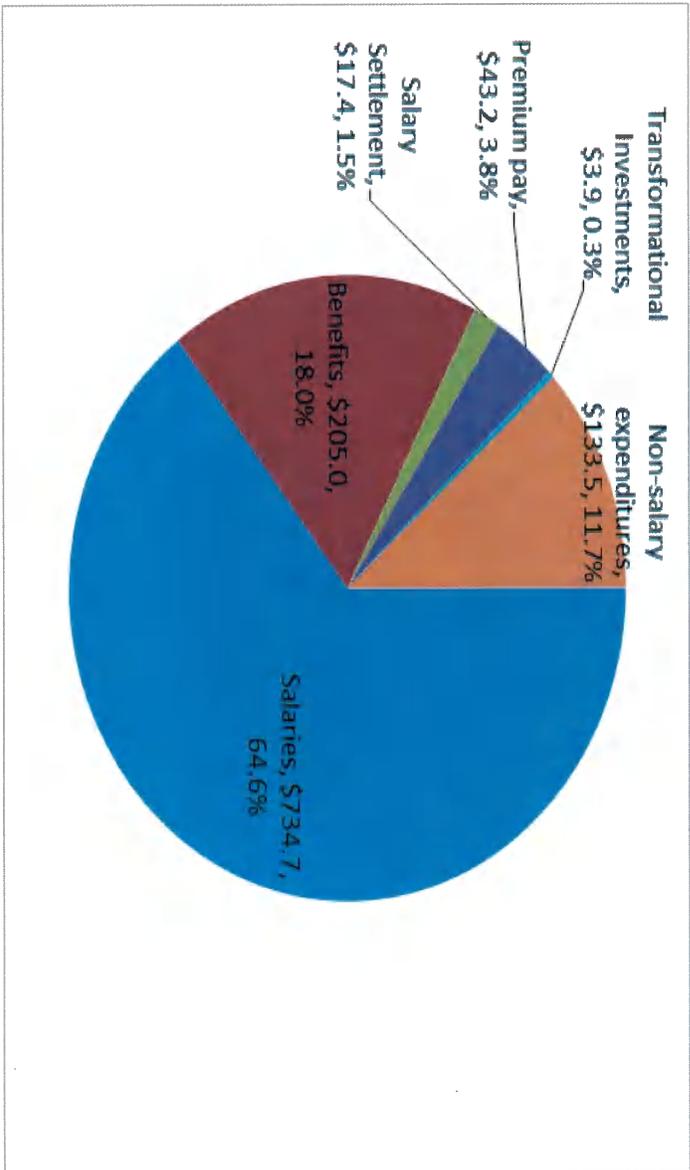


2018 Revenues - \$132.5M



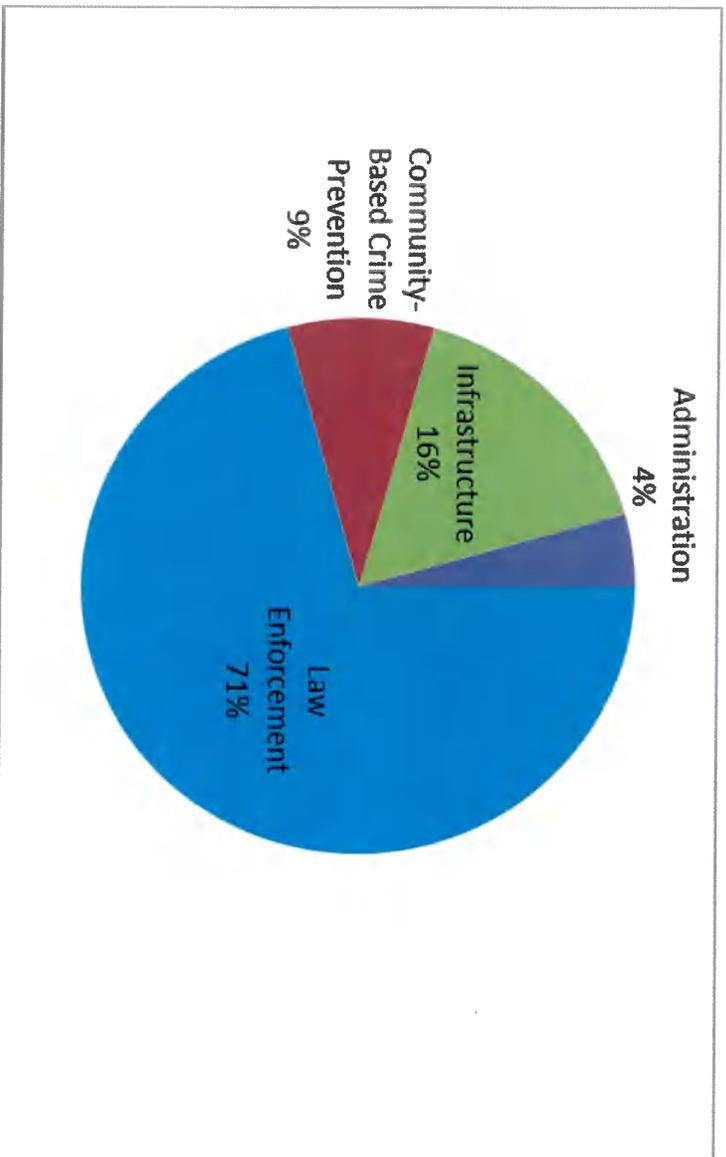


2018 Gross Expenditures – Budget Breakdown \$1,137.7M





2018 Gross Expenditures - What Does Our Budget Buy?



The Largest and most important
Portion of Our Budget:

Our People

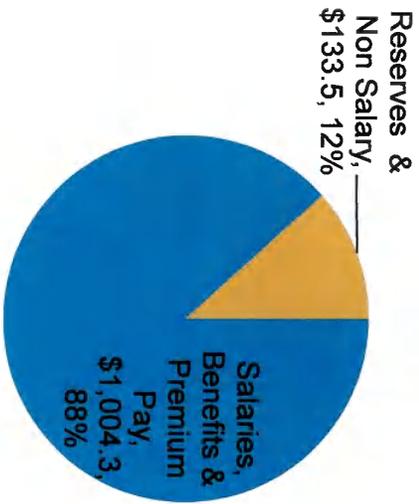




2018 Gross Budget Breakdown

88% of Budget are Salaries and Benefits

2018 Gross Operating Budget = \$1,137.7M



■ Salaries, Benefits & Premium Pay ■ Reserves & Non Salary

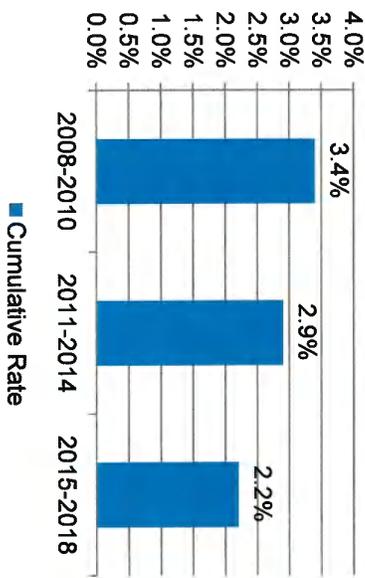
Average Uniform deployment: 4,870
Average Civilian funded FTE: 1,939





Impact of Wage Increases

- Rising cost of policing due to collective agreement wage increases puts significant pressure on budgets
- Impact on budget as a result of collective agreement has been reduced since 2008

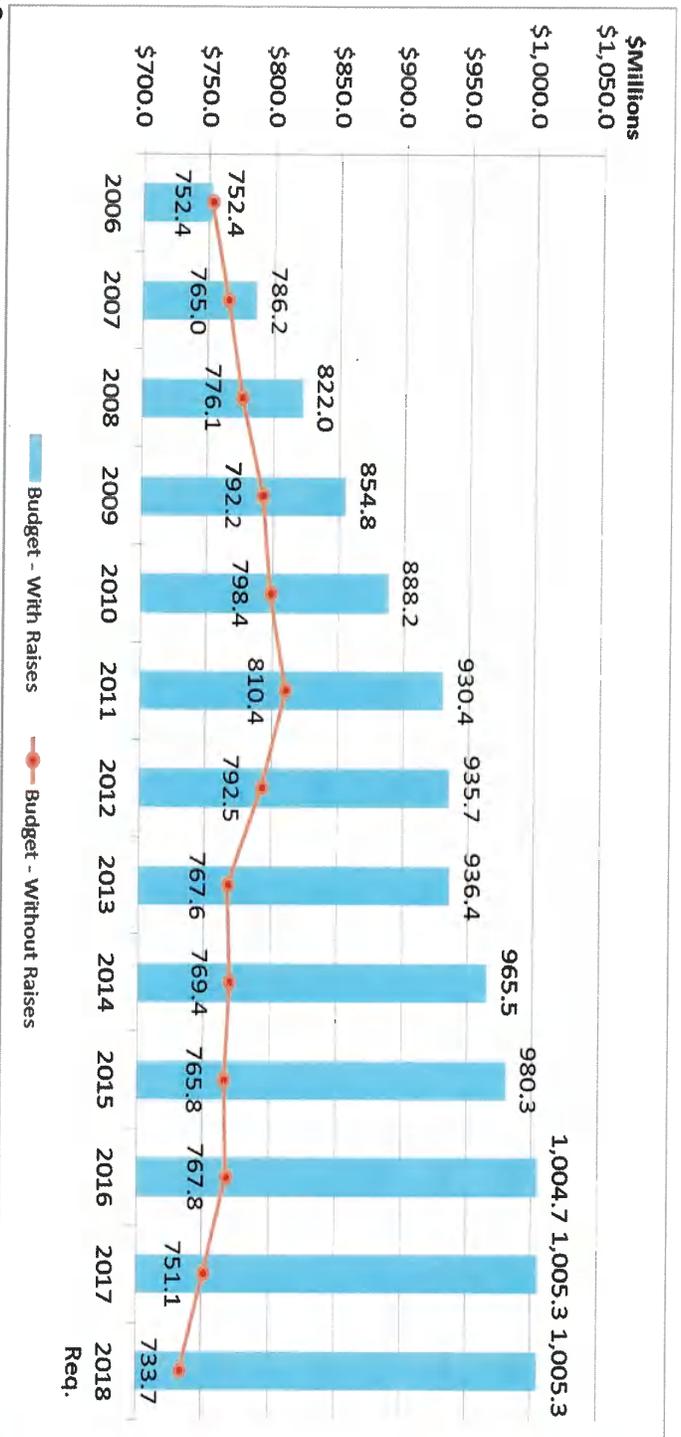


22 The above rates are the effective rates



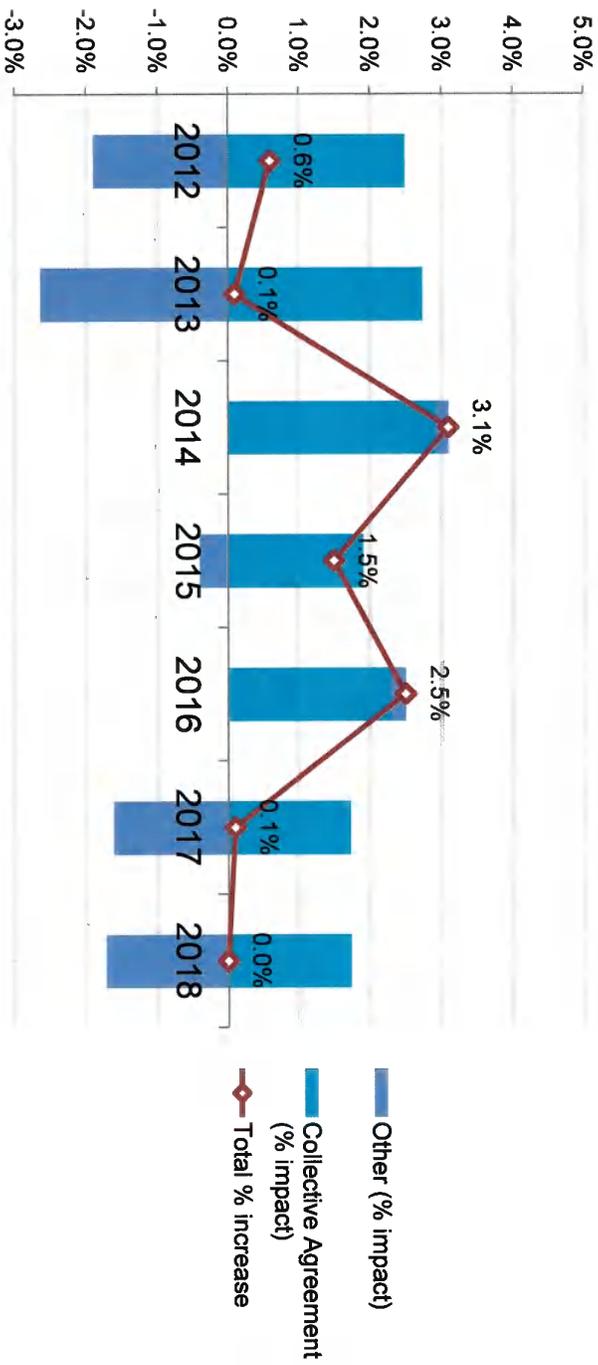


Operating Budget With and Without COLA





Historical Budget Increases 2012-2018



From 2012 to 2018 the Service's net operating budget has increased by \$74.9M.
During the same period, excluding salary settlements, operating costs decreased by \$76.7M.





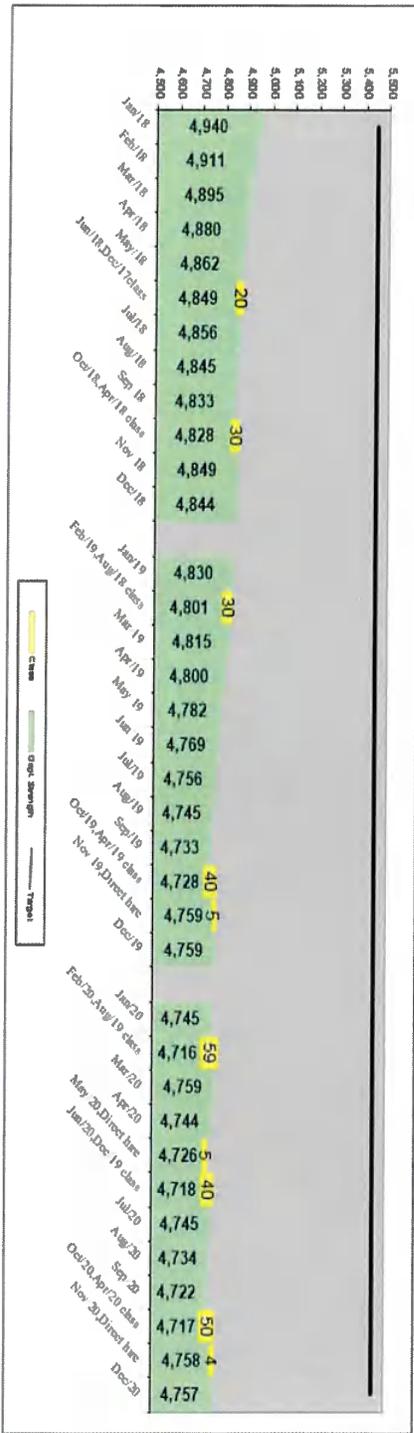
Uniform Deployment Strategy

Deployed Strength Projections - 2018-2020

2018 (Target 5,448; 578 below on avg)
Average deployed – 4,870

2019 (Target 5,448; 669 below on avg)
Average deployed – 4,779

2020 (Target 5,448; 698 below on avg)
Average deployed – 4,750



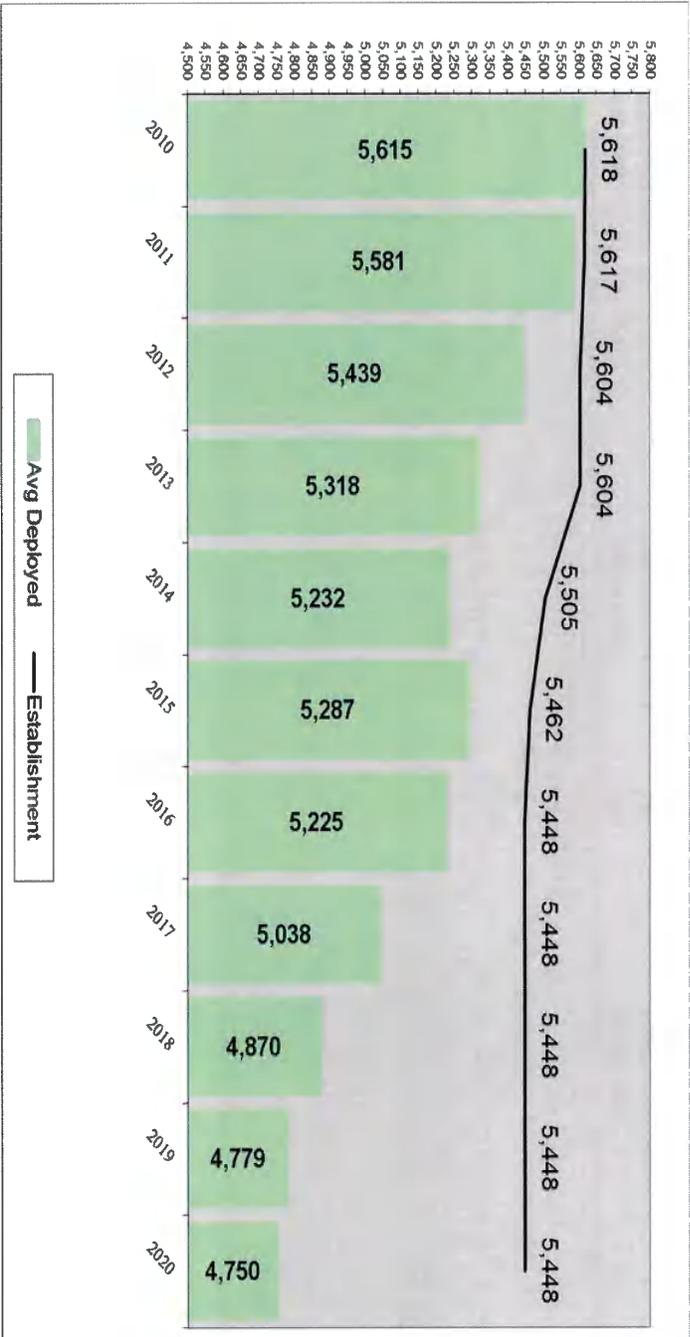
Class	2018	2019	2020
Apr/18 class:	30	40	50
May/18 direct hires:	0	0	0
Aug/18 class:	30	59	59
Nov/18 direct hires:	0	5	5
Dec/18 class:	0	40	40
Total	60	144	154

Assumes 160 uniform officers will separate each year



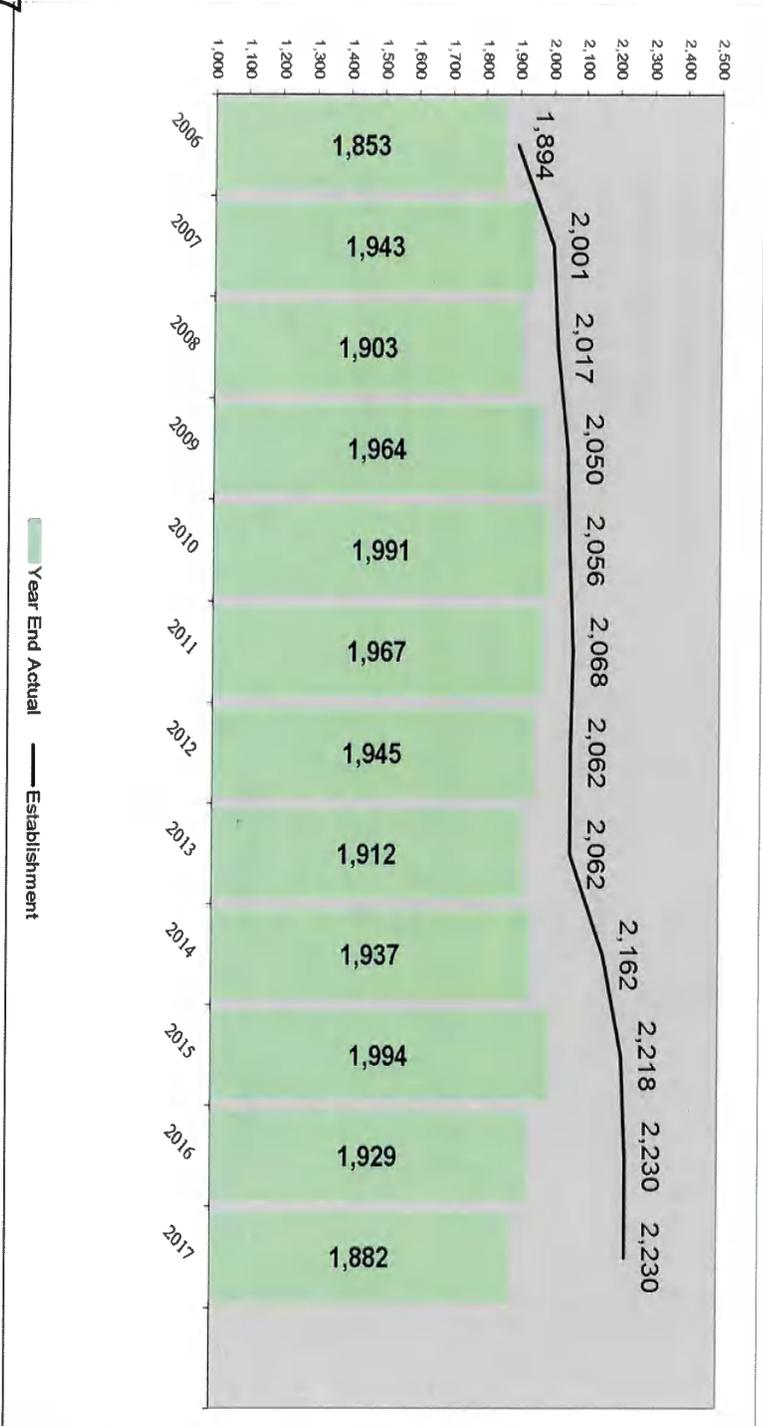


Uniform Establishment and Deployment History





Civilian Establishment and Actual History

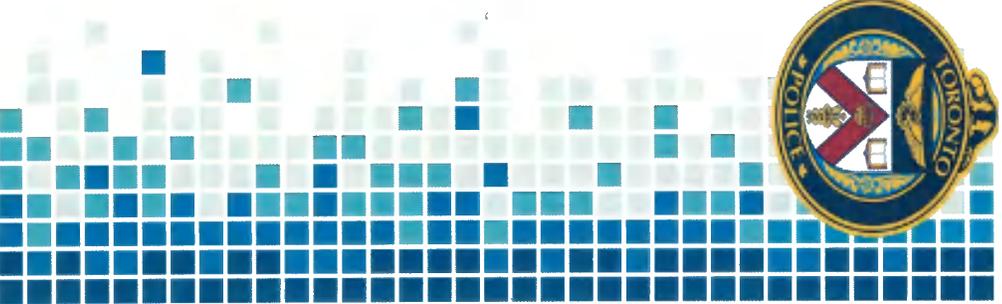




Civilian Job categories – 90% policing support, 10% administration

	<u>Full-time Staff</u>	<u>% of total</u>
▪ Court Officers	432	
▪ Bookers	47	
▪ Station Duty Operators	90	
▪ Communications Operators	245	
Direct Support	814	42%
▪ Divisions, Detective, Operational units - support staff	344	
▪ Property and Video Evidence Management	62	
▪ Fleet Mechanics and Support staff	104	
▪ Information Technology Services	174	
▪ Training and Education	11	
▪ Strategic Management and Governance	21	
▪ Records Management	222	
Total Indirect Support	938	48%
▪ Other - Finance, HR, Prof. Standards, etc.	187	10%
TOTAL	1,939	

Note: figures as at May 1, 2017





2018 Staffing Savings

- Over \$23.2M of savings due to hiring moratorium reflected in the 2018 Operating Budget request for salaries, benefits and premium pay (excluding salary settlement)
- Further savings can only be achieved by further separations of staff
- Beyond 160 uniform officers and 60 civilians per year





Transfer of Lifeguard and School Crossing Guard – The Way Forward Recommendation \$1.1M in 2018

- Beach lifeguard and School Crossing Guard Programs be transferred to City divisions
- On going work between Service and City staff to transition
 - Planned transfer dates:
 - Lifeguard program – October 2017 (2018 season)
 - School crossing guard program – August 2019 (2019 school year)

Transfer of Budget - These costs are currently included in the Service's budget and will be removed from 2017 and 2018 budgets after Council approval

- \$1.5M gross or \$1.4 net for lifeguard program
- \$7.6M for school crossing guard
- Creates pressure of \$1.1M in 2018 from continuing costs of staff administering the programs – being reviewed





Transformational Investment - \$2.8M in 2018 For a More Strategic HR Function

Recommending a comprehensive people management and HR strategy for the Service

Four areas of strategic focus for the HR unit: people, leadership, culture and diversity, and effective delivery

- A focus on cultivating the potential of people
- HR as a credible, service-oriented enabler and partner.

Strategically transforming management of our people

Estimated investment of \$2.8M for the new positions required to support the transformation of HR

- Number of staff in the Human Resources area will be lower than prior to the hiring moratorium
- Savings have already been reflected in the salary budgets

Professional skills are key to our strategies and services



Non Salary Costs



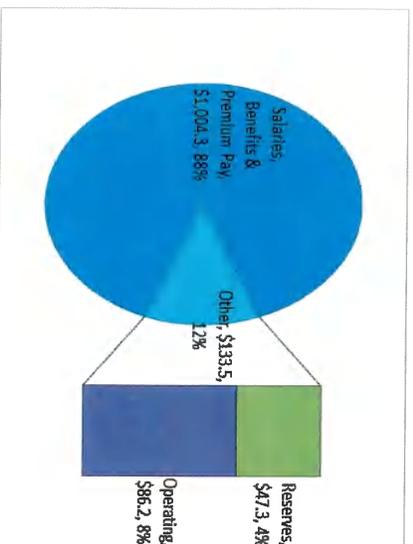


2018 Gross Budget Breakdown

Only 12% Non - salary



Breakdown of \$133.5M Other



Examples of expenditures in this category are:

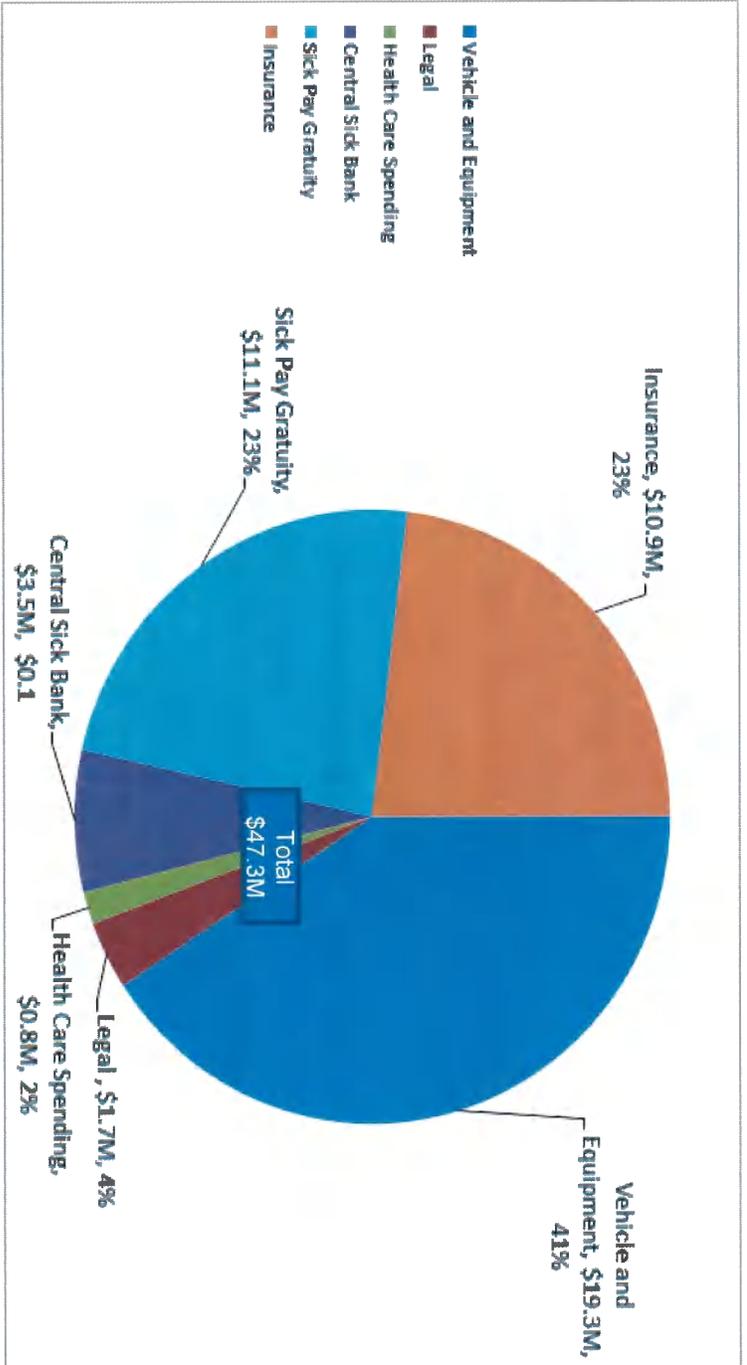
- Reserves \$47.3M
- Facility Maintenance \$20.0M
- Computer Maintenance \$18.6M
- Gasoline /Other Vehicle expenses \$13.1M
- Clothing/Uniform related expenses \$6.0M
- Contracted Services \$3.7M
- Communication \$3.6M
- Training \$2.2M
- Equipment \$3.0M
- Plus various other expenditures

2018 Gross Operating Budget
= \$1,137.7M





2018 Reserve Contributions



\$6.4M Incremental increase to reserve contribution in 2018





2019 and 2020 Outlook

	2019	2020
Starting Request	\$1,005.3	\$1,037.3
Salary savings from reduced hiring	(\$10.3)	(\$2.4)
Benefit cost increases	2.3	2.4
Reserve contributions	4.7	3.7
Non-Salary - inflationary and contract increases	5.0	4.3
Revenues	12.3	0.0
Total change before salary settlement	\$14.0	\$8.0
Salary settlement	18.0	18.3
Net Change	\$32.0	\$26.3
Outlook	\$1,037.3	\$1,063.6
Increase	3.2%	2.5%

- 2019 to 2020 Outlooks assume salary settlements will occur at the rate of inflation



2017 Service Performance





Service Performance – Major Crime Indicators (Year to date as at Sept 30)

- Seven major crime indicators are used as a key barometer of crime within the City
- Major crime rates decreased significantly from 2006 to 2016 (24% overall) for the seven indicators. However, since 2015 crime trends have changed. The below table highlights that, overall, crime has increased by 3% in 2017 compared to 2016 which in turn was up by 3% over 2015 (as of Sept 30, 2017).

Offence	YTD - 2017-09-30			
	2015	2016	2017	% Chg
Murder	39	58	43	-26%
Sex Assault	1,783	1,728	1,774	3%
Assault	13,329	14,164	14,279	1%
Robbery	2,562	2,763	2,952	7%
Break and Enter	5,083	4,743	4,982	5%
Auto Theft	2,323	2,437	2,597	7%
Theft Over	784	775	878	13%
Total	25,902	26,662	27,507	3%

Offence	YTD - 2017-09-30			% Chg
	2015	2016	2017	
Shooting Incidents	212	312	296	-5%

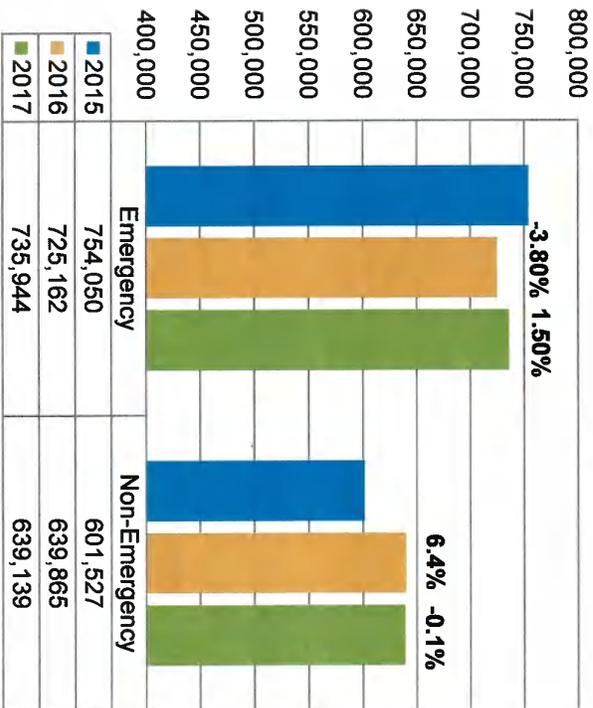
Overall Crime
2016-2017
↑ 3%



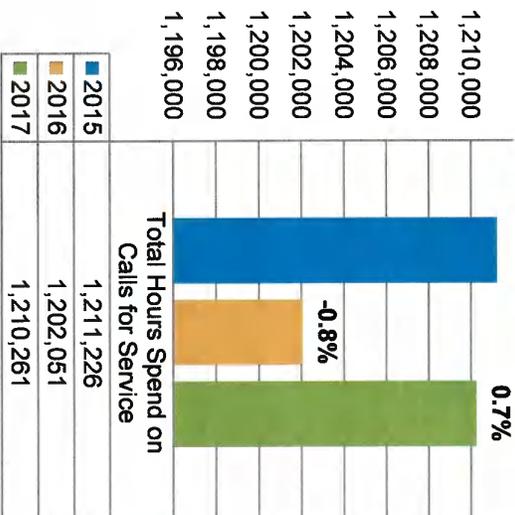


Calls for Service (Year to Date as at Sept. 30)

Calls for Service



Total Hours Spent on Calls for Service





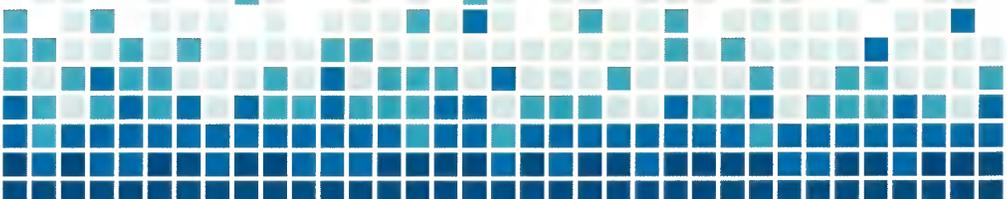
2017 Operating Budget Variance - as of June 30, 2017

Category of Expense (\$'000's)	2015	2016	2017	2017		2017 Budget vs Projected Actuals %
	Actuals	Actuals	Budget	Projected Actuals*	Projected Actuals	
Salaries and Benefits	981,964.8	1,005,468.2	1,006,149.8	999,774.0	(6,375.8)	(0.6%)
Materials and Supplies	18,213.8	16,663.8	17,524.7	17,785.9	261.2	1.5%
Equipment	4,149.8	4,470.9	2,314.8	6,299.8	3,985.0	172.2%
Services & Rents	44,808.3	41,334.8	41,689.7	49,041.8	7,352.1	17.6%
Contributions to Reserve/Res Funds	38,100.6	35,621.1	40,938.1	40,938.1		
Interdivisional Charges	19,872.6	20,282.3	19,999.8	21,008.5	1,008.7	5.0%
Total Gross Expenditures	1,107,109.9	1,128,841.1	1,128,616.9	1,134,848.1	6,231.2	0.6%
Interdivisional Recoveries	10,018.7	11,973.6	9,582.8	9,783.7	200.9	2.1%
Provincial Subsidies	48,901.0	49,226.5	37,802.5	48,894.6	11,092.1	29.3%
User Fees & Donations	56,287.4	56,630.4	54,397.1	55,856.7	1,459.6	2.7%
Contribution from Reserve/Reserve Funds	18,542.9	10,812.8	21,570.0	21,570.0		
Total Revenues	133,750.0	128,643.3	123,362.4	136,105.0	12,752.6	10.3%
Total Net Expenditures	973,359.9	995,197.8	1,005,264.5	998,743.1	(6,521.4)	(0.6%)
Approved Positions	7,888.0	7,387.0	7,881.0	7,079.0	(802.0)	(10.2%)

* Based on the 2017 6-mth Operating Variance Report

Key Points (explanation of trend and variances and impact on 2018):

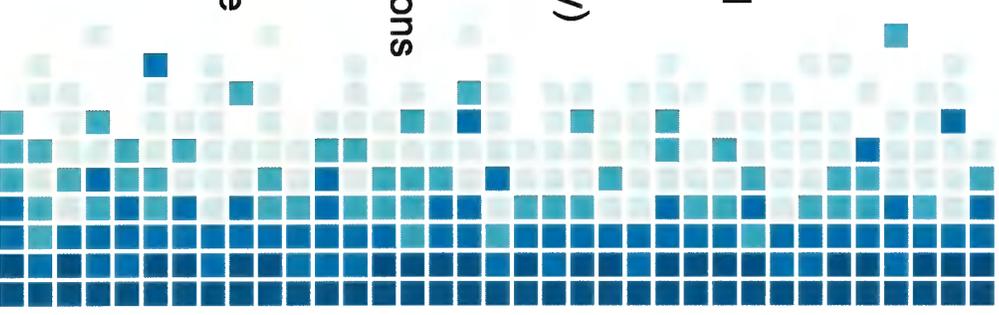
- Savings in salaries and benefits are mainly a result of separations being greater than planned
- Projected over spending in Equipment and Services & Rents is being funded from the Policing Effectiveness and Modernization Grant





Key Risks, Issues and Challenges for 2018 and Beyond

- Continuing decline in staffing due to hiring moratorium - impact on internal services and implementation of TTF recommendations
- Changing and complex city
- Crime Evolution and the changing face of policing (cyber, national security)
- Capacity and expertise to implement large initiatives
- Cost impacts
 - TPA and SOO collective agreement settlements – wages, other provisions
 - Anticipated increases/decreases in vendor contracts
 - Pressures in mandatory accounts/statutory obligations
 - Increases in contributions to reserves to address projections for reserve deficits
- The Way Forward initiatives – Operating Impact from large projects
- Grants – Sustainability of Provincial grants



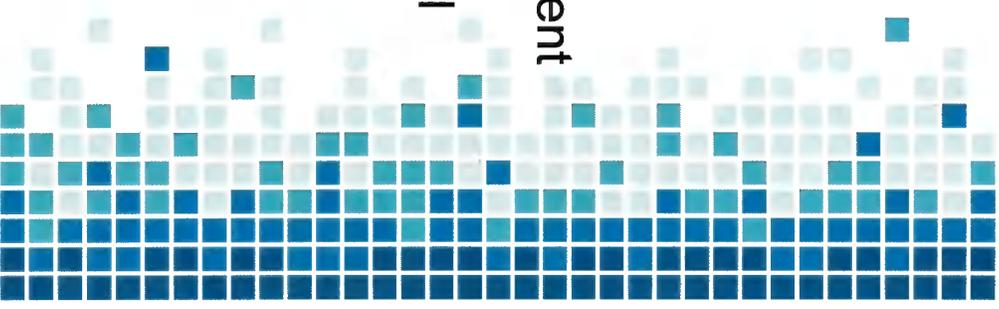
2018 – 2027 Capital Budget & Plan





Key Objectives and Priority Actions

- Implementation of The Way Forward recommendations:
 - Technology
 - Facility optimization / realignment
- Optimize service delivery, both internally and externally
- Ensure reliable vehicle and equipment via lifecycle replacement program
- Use of State of Good Repair funds to address backlog critical needs
- Consider total cost of ownership (capital, operating)





2017 Gross Capital Budget Variance – As of June 30, 2017

2017 Approved \$000s	2017 Actuals as of June 30		2017 Projected Actuals at Year-End		2017 Projected Unspent Balance	
	\$000s	% Spent	\$000s	% Spent	\$000s	% Unspent
78,798	7,802	9.9%	58,852	74.7%	19,945	25.3%

* Based on 2017 6-month Capital Variance Report

Drivers Impacting Spending Rate:

- Impact of Civilian moratorium on projects
- \$1.2M in Transforming Corporate Support – delays due to complete scope change to improve efficiencies
- \$6.5M in 54/55 Divisions Amalgamation – delay in locating a suitable site and acquiring land
- \$1.7M in Connected Officer – devices will be purchased in the first quarter of 2018
- \$1.2M in Furniture Lifecycle – no vendor. Will be joining Provincial vendor agreement
- \$2.4M in IT Business Resumption – delay in lifecycle until move to the new Peer to Peer Site
- \$1.5M in Wireless Parking handheld – will be completed in 2018; delay was due to pilot testing
- 43 ➤ \$0.75M in CEWs – Pending results of public consultation



Key Issues and Challenges for 2018 and Beyond

- Reserve funding
 - ✓ Significant pressure due to increase in technology requirements and new equipment
- Facilities optimization / realignment
 - ✓ Allows the Service to transition to a new service delivery model and strategically located facilities to optimize the delivery of policing services
- Connected Officer
 - ✓ The annual ongoing operating costs are significant
 - ✓ The benefits and value of the devices, potential issues and the overall capital and operating impact of this project has to be reviewed in detail
- Body Worn Cameras
 - ✓ Results from non binding Request for Proposal (RFP)
 - ✓ Significant capital and operating implications and has to be reviewed in detail – value/ benefits vs. significant cost





Debt Target

Category (000's)	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	Total
Total Gross Projects	44,143	75,386	73,153	51,166	52,397	45,338	54,176	42,482	40,403	44,639	523,283
Vehicle and Equipment Reserve Funding	(21,060)	(31,508)	(27,387)	(20,106)	(26,425)	(24,656)	(38,133)	(25,397)	(23,097)	(26,098)	(263,867)
Development charges	(2,134)	(3,741)	(12,641)	(2,320)	(5,204)	(10,542)	(1,814)	(578)	0	0	(38,974)
Total Net Debt Funding	20,949	40,137	33,125	28,740	20,768	10,140	14,229	16,507	17,306	18,541	220,443
City Target	20,949	40,137	33,125	28,740	20,768	13,314	19,492	13,560	16,658	13,700	220,443
Variance to Target:	(0)	0	0	0	0	3,174	5,263	(2,947)	(648)	(4,841)	0

Key Drivers:

- The Toronto Police Service has met the City's debt target, on average, over the ten year program
- The timing of projects, particularly construction, impacts the Service's ability to meet the full debt target on an annual basis
- Program may significantly change based on the Transformational Task Force Recommendations
- The Service continues to prioritize projects to ensure effective service delivery and efficient operations



2018 Projects in Progress



Project Name (000's)	2018 Plan	Total Cost	
State of Good Repair	4,400	43,655	*
Transforming Corporate Support	1,300	8,435	
Peer to Peer Site	7,759	19,924	
54/55 Amalgamation	2,800	39,873	
Enterprise Business Intelligence	1,000	10,216	
T.P.S. Archiving	650	700	
Radio Replacement	4,779	39,445	**
Total - Projects in progress	22,688	162,248	

* State of Good Repairs is an on-going cost, ten-year total shown here

** Radio Replacement, ten-year lifecycle total is shown here





2018 Upcoming Projects

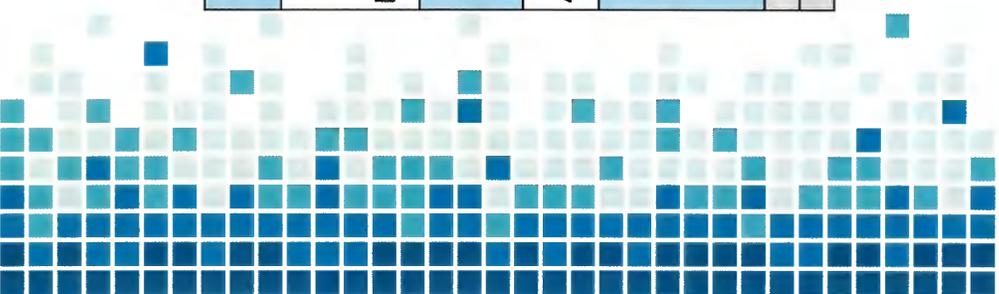
<u>Upcoming Projects (000's)</u>	<u>Projects Starting in 2018</u>	<u>Projects Starting in 2019</u>	<u>Projects Starting in 2020</u>	<u>Total Cost</u>
41 Division Automated Fingerprint Identification System (A.F.I.S.) Replacement	395	3,053		38,928 3,053
Facility Realignment			7,000	83,961
Property & Evidence Warehouse Racking			40	1,040
Total - Projects beginning from 2018 and beyond	395	3,053	7,040	126,982



Incremental Operating Impact of Capital

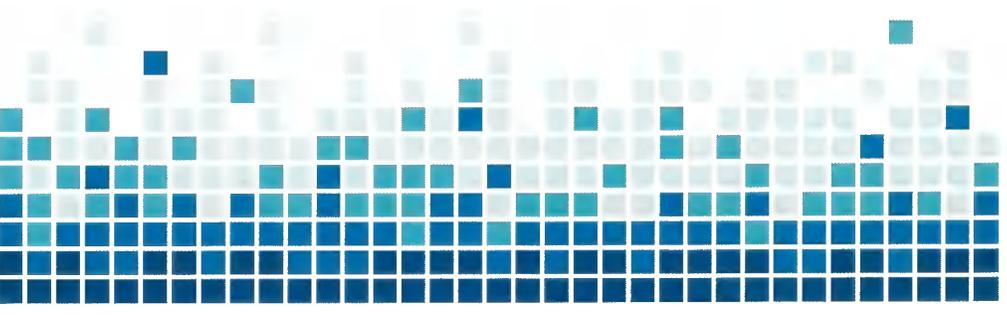
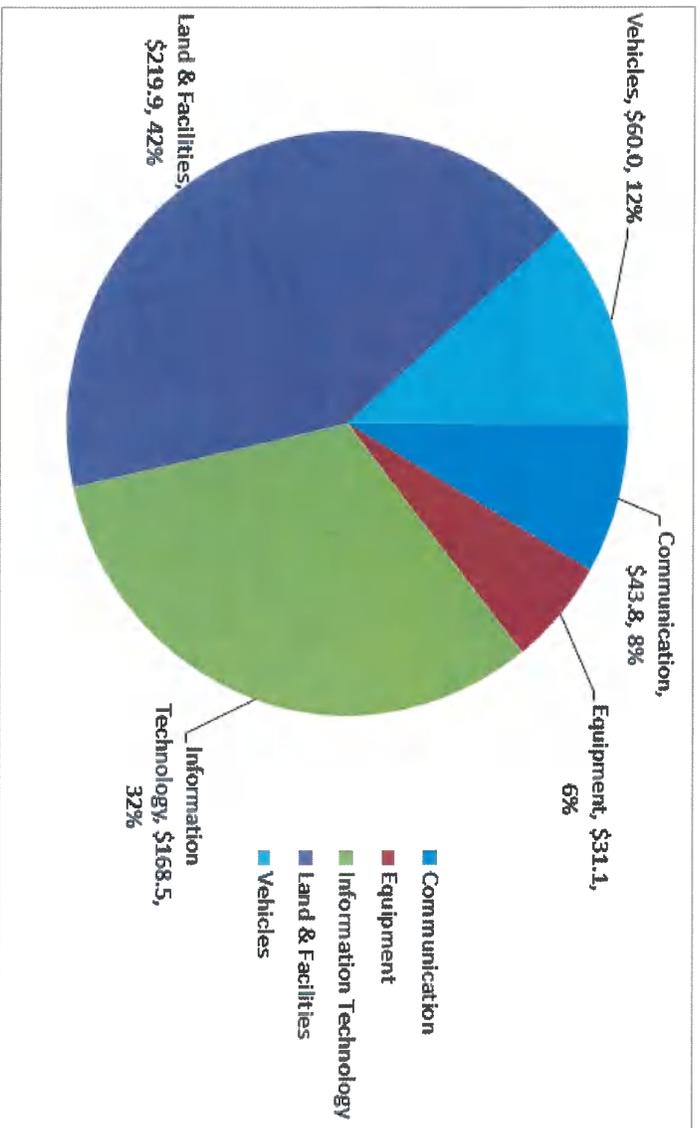
Project Name	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	Comments
Facility Realignment	0.0	0.0	72.0	144.0	74.9	80.8	80.9	9.1	9.2	9.4	Building Operations, Service Contracts and Utilities, starting half a year 2020. Included estimated increase of 2% per year
Transforming Corporate Support	63.0	2.0	-159.0	3.0	3.0	3.0	3.0	3.3	3.4	3.4	Incremental maintenance cost from 2017
Peer to Peer Site	0.0	175.0	179.0	4.0	4.0	4.0	4.0	3.7	3.7	3.8	Building Operations, Service Contracts and Utilities, starting mid-2018
Enterprise Business Intelligence	1,029.0	780.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	\$0.59M for salaries for 5 people; \$0.48M for maintenance; \$475K for Business Intelligence; \$263.8K for RMU
Total Projects- Incremental Operating Impact	1,092.0	957.0	92.0	151.0	81.9	87.8	87.9	16.0	16.3	16.6	

This does not include Connected Officer, Body Worn Camera, Expansion of Enterprise Business Intelligence and Facial Recognition





The 2018-2027 Preliminary Capital Program – What does it buy?





The 2018-2027 Preliminary Capital

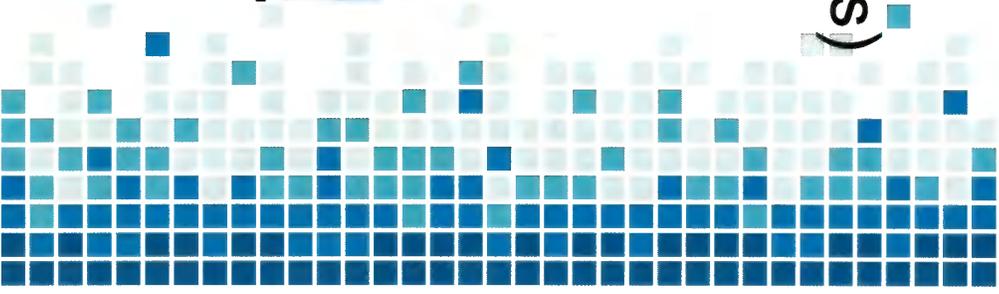
Program – Net Debt Funding Projects (\$000's)

- State-of-Good-Repair - Police
- Transforming Corporate Support (TRMS & HRMS)
- Peer to Peer Site (Disaster Recovery Site)
- 54/55 Amalgamation
- Enterprise Business Intelligence
- TPS Archiving
- Radio Replacement
- 41 Division
- AFIS (next replacement)
- Facility Realignment
- Property & Evidence Warehouse Racking

Net Debt Funding - 2018- 2017 Capital Program	220,443
City's Net Debt Funding Target - 2018- 2017 Capital Program	220,443

Below the line projects - not included in the program :

Connected Officers	21,713
Body Worn Camera	15,318
NG 911	Unknown





Unfunded Capital Projects (Below the line)

Connected Officer

Below the line (not included in the program)

The total capital project cost for the Connected Officer Program is estimated at \$24.3M

- \$2.6M in 2017 was provided from PEM grant
- \$21.7M from the 2018-2020 capital program is required
- May qualify for additional grant and DC funding in future years
- Requires substantial operating costs which is not included in the outlook





Unfunded Capital Projects (Below the line)

Body Worn Camera

Below the line (not included in the program)

The total capital project cost for the Body Worn Camera Program is estimated at \$15.3M

- a 12-month pilot to explore the benefits, challenges, and issues surrounding the use of Body Worn Cameras was completed.
- Requires substantial operating costs which is not included in the outlook (camera and infrastructure replacement, image storage management, including retrieval, administration, staffing, etc.)

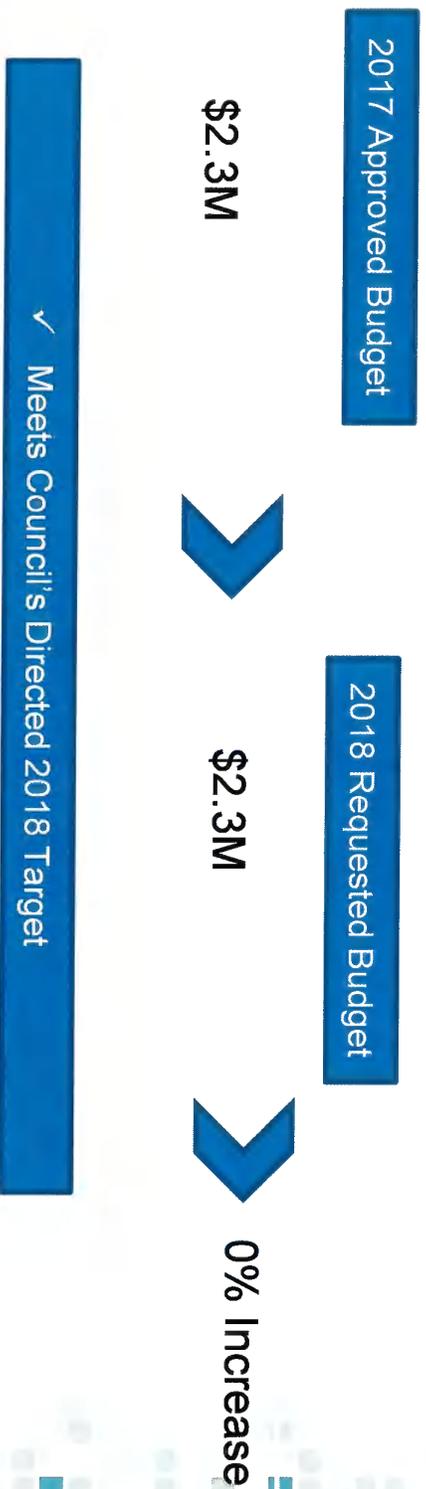


2018 Operating Budget Parking Enforcement Unit





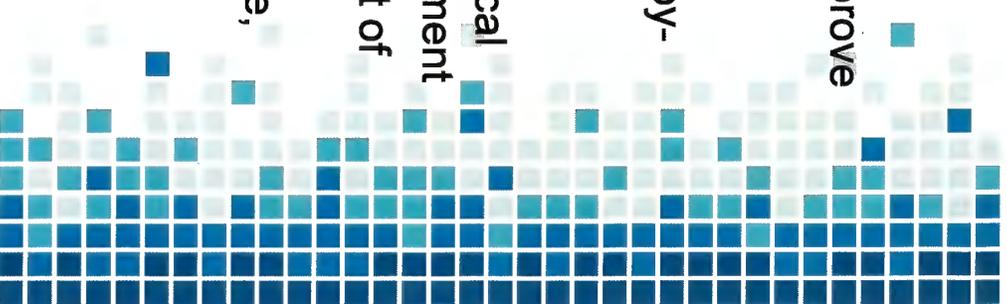
2018 Vs 2017 Preliminary Operating Budget Request - Board





Parking Enforcement Objectives

- Assisting with the comprehensive congestion management plan to improve traffic movement in a safe and orderly flow
- Responding to public & private parking concerns
- Regulating parking through equitable and discretionary application of by-laws
- Providing operational support to Toronto Police Service:
 - Language interpretation, stolen vehicle recovery, corporate and local community-policing initiatives, emergency support, crime management
- Assisting at special events, ensuring safe and unobstructed movement of vehicular and pedestrian traffic
- Fostering crime prevention by providing a radio equipped, highly visible, uniformed presence in our communities
- Uniformed civilian frontline ambassadors of the Service providing additional “eyes and ears” in the field





How is City Parking Tag Operation program organized?

Toronto Police Service Parking Enforcement

- Responsible for the enforcement program
- Based on municipal by-laws
- Municipal Law Enforcement Officer (MLEO) training and oversight

City of Toronto – POA Court System (Tags issued prior to Aug 28, 2017)

- City Treasurer, Revenue Processing - Processing and collecting fines, Dispute centres, trial requests and pre-court document processing
- City Court Services, Judicial Processing - Scheduling and supporting, POA trials
- City Legal Services - Prosecutions

City of Toronto – New APS* (Tags issued after Aug 28, 2017)

- City Treasurer, Revenue Processing - Processing and collecting fines
- City Court Services - Support Administrative Penalty Tribunal
- City Legal Services - Manage / Administer dispute process at Screening Offices



Who receives the revenue from parking tags?

Revenues are collected by and accrue directly to the City of Toronto

Revenues are impacted by:

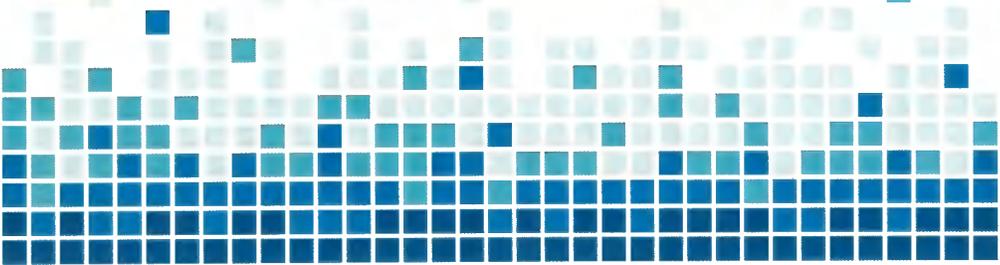
- City Council initiatives;
- By-law changes;
- Increased fines initiatives;
- Specialized Programs, such as legal parking permit issuance;
- Enforcement levels; and
- Collection rates.





2018 Preliminary Parking Enforcement Operating Budget

Category of Expense / Revenue	2016 Actuals	2017 Budget	2018 Proposed	Change	% change over 2017 Budget
Salaries	29,030.2	30,557.2	30,271.3	-285.9	-0.61%
Benefits	7,396.1	7,692.4	7,284.6	-407.8	-0.87%
Premium Pay	2,853.2	2,746.2	2,506.8	-239.4	-0.51%
Reserves	2,239.8	2,693.3	2,704.2	10.9	0.02%
Other Expenditures	3,812.2	4,558.7	4,711.8	153.1	0.33%
Total 2018 Gross Request	45,331.5	48,247.8	47,478.7	-769.1	-1.65%
Revenue	-2,032.4	-1,525.2	-1,525.2	0.0	0.00%
Total 2018 Net Request	43,299.1	46,722.6	45,953.5	-769.1	-1.65%
Salary Settlement			769.1		
Total 2018 Net Request Including Salary Settlement	43,299.1	46,722.6	46,722.6	0.0	0.00%

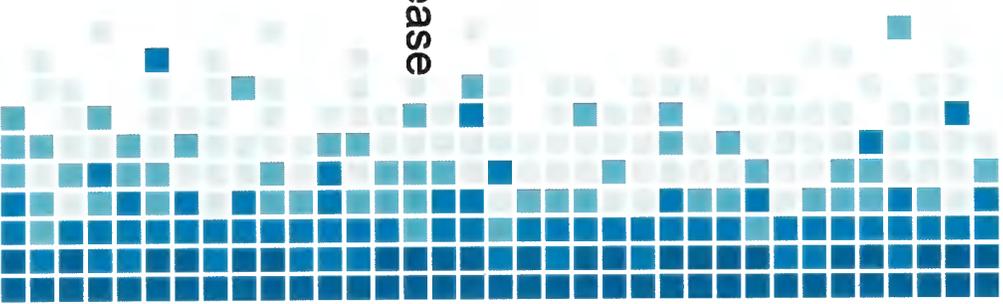
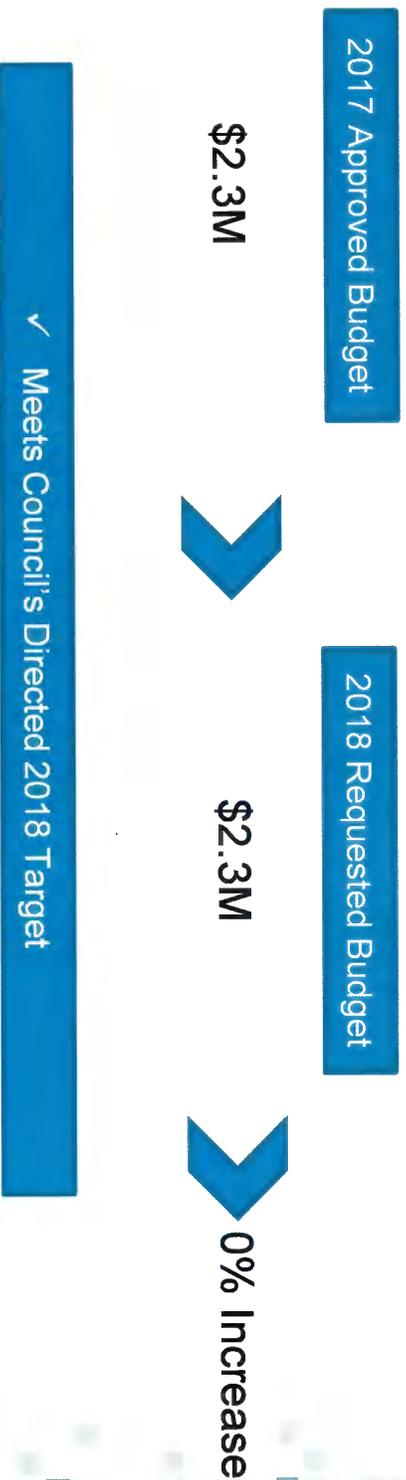


2018 Preliminary Operating Budget Request - Board





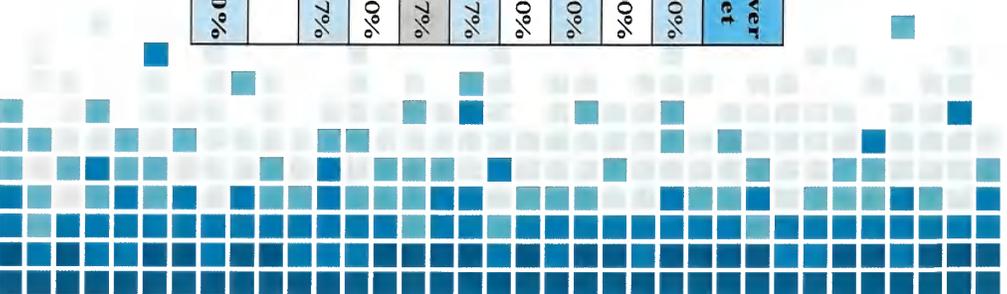
2018 Vs 2017 Preliminary Operating Budget Request - Board





Summary of 2018 Preliminary Operating Budget Request - Board

Category of Expense / Revenue	2016 Actuals	2017 Budget	2018 Proposed	Change	% change over 2017 Budget
Salaries	802.9	895.1	895.1	0.0	0.00%
Benefits	111.4	124.4	124.4	0.0	0.00%
Premium Pay	5.4	0.0	0.0	0.0	0.00%
Reserves	610.6	529.0	529.0	0.0	0.00%
Other Expenditures	1,012.4	1,260.6	1,242.9	-17.7	-0.77%
Total 2018 Gross Request	2,542.7	2,809.1	2,791.4	-17.7	-0.77%
Revenue	-350.5	-500.0	-500.0	0.0	0.00%
Total 2018 Net Request	2,192.2	2,309.1	2,291.4	-17.7	-0.77%
Salary Settlement			17.7		
Total 2018 Net Request Including Salary Settlement	2,192.2	2,309.1	2,309.1	0.0	0.00%



Questions?



Toronto Police Accountability Coalition
c/o Suite 206, 401 Richmond Street West, Toronto ON M5V 3A8.
416 977 5097. info@tpac.ca , www.tpac.ca

October 24, 2017

To: Toronto Police Services Board
Subject: 2018 Police operating budget

This letter is for deputation to the Board meeting on October 26 regarding item No. 6.

The Board might ask: what occurred at the Budget Committee meeting on October 5 which was for the purpose of hearing from the public? No summary of the deputations presented or the questions raised is provided – it is as though public input is of no concern.

But we think that there is much to be concerned about in the budget as presented. Here are the comments we made to that meeting, recognizing that some will be pleased that the 2018 budget is no greater than the 2017 budget:

“The larger issue is why the 2017 budget is not more forthcoming about what the Toronto police service has been doing in 2017 and will do differently in 2018. On this, the budget is almost entirely silent.

“Will the experiment with body worn cameras proceed and how much money has been allocated for this? From the reports considered by the Board in approving the experiment, the cost is significant in both purchasing equipment and in operating it, yet there is uncertainty when cameras will be turned on and whether anything the cameras record will be useful to the courts or available to the public. We note that reference to body worn cameras is made in the Capital Budget submission but it is unclear whether the item will proceed in 2018. This is not something the Board should proceed with and if funds are allocated for this in either the operating or capital budget they should be deleted.

“What monies are set aside to reduce racism in police activities? The data is overwhelming that the police discriminate against people of colour – higher arrest rates, denial of bail, and so forth – and this must stop. No other organization in Canada acts in such a racist way. What programs are being established to end this, and what funds have been allocated for this purpose?

“What experiments will be tried in 2018 to make a more efficient police force? Will directives go out to reduce the number of officers attending each traffic accident as recommended by staff several years ago? Will the amount of random patrol work, shown in many studies to be a waste of human and petrol energy, be reduced? Will police attendance at courts be curtailed in situations where they are not needed and the four hours of time need not be paid? What new civilianization will take place to improve service and save money?

“Any budget of one billion dollars can be reduced by useful experiments in delivering services in a more efficient and less costly way. These need to be defined in the budget.

“We urge the Board to address these issues in the 2018 operating budget submission to City Council.”

John Sewell for
Toronto Police Accountability Coalition.

Toronto Police Accountability Coalition
c/o Suite 206, 401 Richmond Street West, Toronto ON M5V 3A8.
416 977 5097. info@tpac.ca , www.tpac.ca

September 13, 2017.

To: Toronto Police Services Board

Subject: Two officer patrol cars

We ask to be listed as a deputation at the September 21, 2017 meeting on the subject of two officer patrol cars.

We have commissioned a study of this matter which is attached. The study shows that two officer cars do not provide a level of safety greater than one officer patrol cars; that most calls do not require that two officers be present; that other police forces do not have the requirement that all cars must have two officers at specific times, but instead determine that two officer cars are optional.

Unfortunately there appear to be no studies about the extraordinary extra cost incurred by two officer cars, or the waste of human and financial resources they entail. It appears that two officers in a car is a good example of featherbedding which should not be tolerated.

The collective agreement with the Toronto Police Association requires there be two officers in every car from 4 pm to 4 am. Negotiations on this contract are about to begin and we urge the Board to state publicly that one of its objectives in negotiations, with a view to both saving money and providing more efficient service, is to remove this requirement from the collective agreement. The public needs this reassurance that the Board is taking this step to both save money and provide more efficient service.

Yours very truly,



John Sewell for
Toronto Police Accountability Coalition.

**

Paired Up: Fact, Fiction and the Politics of Two-Officer Police Patrols

Christopher J. Williams
(Toronto Police Accountability Coalition)

I. Introduction

“This unit is operating under protest. If the City of New York needs a martyr, let it be this unit” – so stated an NYPD officer in a message to the central dispatcher as he patrolled Manhattan in the late 1970s. His invocation of potential martyrdom, linked to his insistence that “this unit will handle any and all jobs,” was a form of personal protest in response to a pilot project devoted to determining the feasibility of one-officer patrols.¹ It was an anomalous situation, to be sure, yet it was nonetheless indicative of the more-heat-than-light character of certain discussions, debates and disquisitions about one-officer vs. two-officer patrols, particularly as these options apply to evening/night shifts. Modes of argumentation involving logic and emotion, discourses of danger and emphases on efficiency, quantitative data and qualitative accounts, and so forth, are such that no single perspective prevails above all others. As a practical consequence, therefore, some police organizations have requirements for two-officer patrols during evenings and nights whereas others do not.

¹ Leonard Buder, “One Officer Per Car a Success, Codd Says,” *New York Times*, November 22, 1977.

Among police organizations that do have such requirements, collective bargaining agreements are the typical means by which evening/night two-officer patrols are articulated and sustained. In Toronto, for example, the collective agreement between the Toronto Police Association and the Toronto Police Services Board states, in section 22.01, that “all uniform patrol cars, except those assigned to traffic duties, shall be manned by two fully trained and armed police officers while on patrol between the hours of 4:00 p.m. one day and 4:00 a.m. the following day or during such other continuous period of twelve hours per day as shall be designated by the Board to coincide with the period of peak patrol activity.”

In other jurisdictions the universality of this approach – as indicated by the reference to “all uniform patrol cars” – is absent and, instead, a hybrid approach prevails whereby a specified complement of two-officer units conduct patrols during evening/night shifts featuring a majority of one-officer units. Section 08-02 of the collective agreement in Windsor furnishes an example of this stipulation: “During the hours of 5:00 p.m. and 7:00 a.m. no one-officer units shall be deployed until...eleven (11) two-officer units have been deployed, providing there are available personnel on duty.” Embedded within this requirement is a recognition that some (or most) situations can be ably handled by officers riding solo, a topic to which we will return.

Crucially and interestingly, sharp disagreements between police associations and police boards can arise regarding evening/night patrol standards even when the standards are part and parcel of a collective agreement. In Durham Region in 2007, for instance, [arbitration hearings](#) were conducted pursuant to a dispute between the Durham Regional Police Association and the Regional Municipality of Durham Police Services Board. The core issue pertained to whether a particular section of the [collective agreement](#) conflicted with powers conferred onto police chiefs by the *Police Services Act*. More specifically, section 19.01 of the agreement states that “units deployed for two-Member uniform patrol

function will be staffed, at minimum, by one fully qualified Member and one fully trained Member who has completed a minimum of eight (8) shifts with a Qualified Coach Officer. A minimum of nineteen (19) such units will be deployed from the Night Shift complement between the hours of 2000 hours and 0400 hours.” Like Windsor, this is a hybrid approach with a majority of night units (54 out of 73) being one-officer units. Turning to the *Police Services Act*, [section 41\(1\)](#) states, in part, that “the duties of a chief of police include...administering the police force and overseeing its operation.” So what issue lay at the core of the dispute? In essence, the Board and the Chief argued that the 8:00pm to 4:00am two-officer unit stipulation ran contrary to the operational autonomy of the Chief.

In her summary of the arguments advanced by the Chief, arbitrator Paula Knopf noted that the Chief viewed two-officer units as an unnecessary carry-over from previous eras; he also cited the negative resource implications of such units while contending that viable alternatives were readily available. To wit:

The Chief objects to the contractual provisions relating to the requirement of two officer patrol units during the night shift. It was conceded that two officer units have often been designated to attend to particularly difficult policing situations, for both the safety of the officer as well as the safety of the community. However, it was stressed that this arrangement is not the only alternative available to address the situation. The Chief argues that ‘unnecessary two officer patrol units’ can have a significant impact on the operations when they tie up ‘valuable resources.’²

And, with additional specificity, Knopf mentions deployment options, as put forth by the Chief, that could serve as functional substitutes for two-officer units:

It was recognized that the requirements regarding two officer units may have been implemented in the past with some safety concerns in mind. However, it was suggested that any safety concerns could better be addressed by deploying

² Durham Regional Police Association v. Regional Municipality of Durham Police Services Board, 2007 CanLII 27333 (ON LA) at para. 26. <<http://canlii.ca/t/1s39r>>

two constables in separate vehicles, or by invoking the tactical support teams to situations that require the presence of more than one officer.³

Perhaps notably, the word “safety” appears four times in these two passages, an indication of the extent to which notions of occupational danger can heavily influence decisions to introduce or maintain two-officer evening/night units. But putting aside the popular intuitive assumption that two officers must be better than one, is it indeed the case that one-officer patrols create more dangerous situations for officers (and possibly civilians) than two-officer patrols? Formulating an answer to this question is the task to which we now turn.

II. Comparative Dangerousness

In a 1992 article in the *Journal of Criminal Justice*, the authors concluded, following a review of multiple studies on the relative risks linked with one-officer and two-officer units, that “the results indicate no special danger associated with single-officer patrols...[and] call into question the widely espoused position regarding the greater danger associated with single-officer patrol.”⁴ Nonetheless, 15 years later a study of the Long Beach Police Department, conducted by the City of Long Beach, advanced the claim that officers on solo patrols were getting shot with disturbing regularity due to their use of attention-consuming onboard computers:

Recent upgrades to the Mobile Data Computers (MDC's) in the police cars has dramatically increased the ability of the Officer in the field to access files and databases critical to effectiveness and safety. They also have made it possible for Officers to write their reports in the Patrol car, and, in some cases, file them from the field. There are several problems with the current system, which make report

³ Durham Regional Police Association v. Regional Municipality of Durham Police Services Board, 2007 CanLII 27333 (ON LA) at para. 26. <<http://canlii.ca/t/1s39r>>

⁴ Carlene Wilson and Neil Brewer, “One and Two-Person Patrols: A Review,” *Journal of Criminal Justice* 20, no. 5 (1992): 451.

writing in the car problematic. With a preponderance of one-officer cars, officer safety becomes a valid concern. An Officer with his or her attention focused on the computer screen to type reports is vulnerable to a variety of threats, and the LBPD has had *several Officers shot over the years*, while distracted inside the car and not paying attention to their surroundings.⁵

Several shootings of distracted and unsuspecting officers would, presumably, have resulted in some of them getting killed, yet in the quarter century leading up to the publication of the report (1982-2007) three police officers had been killed, none of whom were shot in the course of functioning as one-officer units. One officer ([Karl Simons](#)) was killed in a highway accident, another officer ([Edward Davenport](#)) was killed due to a fall from a ladder in a pistol range, and a third officer ([Daryle Black](#)) was shot dead – while in a patrol car with his partner.⁶ Taking this into consideration, readers might draw their own conclusions about the veracity of the assertion that one-officer units in Long Beach are especially prone to being targets of gunfire.

In fact, contrary to standard propositions pertaining to this topic, some observers and analysts argue that two-officer patrols are at *greater* risk of having their safety compromised than their solo counterparts. Standing in support of one-officer patrols, a 1990 *New York Times* editorial articulated this perspective:

The city's strong police union argues that one officer cars are unsafe, noting that during an experiment with solo cars in the late 1970's, an officer in one of those cars was killed. But officers riding together are killed, too. In fact, there is some evidence that two officer cars could be more dangerous because officers working together may develop a false sense of security and lose alertness.⁷

[Gavin de Becker](#), a renowned security expert and Senior Fellow at the UCLA School of Public Affairs, observes that although two-officer units are overwhelming preferred by officers, such a preference is not necessarily in

⁵ City of Long Beach, *Long Beach Police Efficiency Study*, 2007, Los Angeles: Public Financial Management, 22, emphasis added.

⁶ A complete listing of Long Beach Officers killed – from 1912 to the present – is available on the “[LBPD Fallen Officers](#)” website.

⁷ Editorial, “A Quick Fix: One Man Patrol Cars,” *The New York Times*, September 24, 1990.

accord with the aim of self-preservation. Holding the view that machismo is a vice and cautiousness is a virtue, he declares that “all cops want two-man cars. You have a buddy, someone to talk to. But one-man cars get into less trouble because you reduce bravado. A cop by himself makes an approach that is totally different. He is not as prone to ambush. He doesn't charge in. He says, ‘I'm going to wait for the other cops to arrive.’ He acts more kindly. He allows more time.”⁸

Indirect acknowledgements of de Becker's perspective can occasionally be gleaned from official documents such as a 2014 report on Houston Police Department staffing produced by the Police Executive Research Forum. The “Policy Preferences” section of the report includes this observation: “There is a preference inside the department to have more patrol officers available in two-officer cars. This is thought to enhance productivity by increasing the level of self-initiated activity and enhancing officer safety.”⁹ Forms of self-initiated activity that are aggressive and intrusive¹⁰ qualify not only as manifestations of bravado, but also as modes of policing that can be antithetical to the aim of bolstering safety, a point that would presumably be appreciated by police officers who themselves are inclined to say “any encounter could be a deadly encounter.” If two-officer units and proactive policing are linked such that more of the former leads to more of the latter – as the report suggests – then the antagonistic (and often avoidable) conflicts that may arise carry physical risks for all involved parties.

Shifting to figures that disaggregate killings of police officers based on whether the deceased were patrolling alone or with partners, a Statistics Canada study reveals that 133 police officers were killed on duty from 1961 to 2009. Of these killings, a slight majority occurred in the context of two-officer patrols: “There has been some debate within the policing community surrounding the issue of one-person versus two-person vehicle

⁸ Jason Heid, “[Are Fort Worth Cops Safer Patrolling with Partners?](#),” *D Magazine*, July 18, 2016.

⁹ Police Executive Research Forum, *Houston Police Department Operational Staffing Model*, 2014, Washington, D.C.: Police Executive Research Forum, 7.

¹⁰ Stop and frisk practices, for example, as well as some police activities that fall under the rubric of racial profiling.

patrols. Of those officers killed while on vehicle patrol, 54% were assigned to two-officer vehicles and 46% to one-officer vehicles.”¹¹ One question bedevilling information along these lines relates to the matter patrol mode prevalence: during the time period under examination – in this case 48 years – what percentage of patrols involved one officer? In the absence of an answer one cannot definitively declare that one-officer patrols are overrepresented (more vulnerable) or underrepresented (less vulnerable) among patrol modes. The same limitation applies to an FBI report about “officers feloniously killed” which states that of the 46 police officers killed while on duty in 2014, 16 (34%) were “alone and unassisted at the times of the attacks.”¹² Nonetheless, both sets of numbers would seem to suggest that one-officer patrols are perhaps no more dangerous than two-officer patrols, and that the two other possibilities – equally dangerous or less dangerous – are more likely.

III. Differentiated Duties and the Logic of One-Officer Patrols

In the opening paragraphs of this piece it was noted, in connection with the Windsor Police Service, that hybrid approaches to evening/night patrols are founded on recognitions that a variety of duties can be suitably assigned to one-officer patrols. Among the range of duty-related categorization schemes that have been devised, one of the most useful is based on two factors: (1) the importance/seriousness of incidents in need of a police response, and (2) the appropriate number of responding officers. Specifically, the authors of a one-officer feasibility study in New York offer the following classificatory details:

We were able to group incidents into four aggregate categories – H2, H1, L2, L1. H jobs have the highest dispatch priorities and L jobs have the lowest while the number following H or L indicates the number of one-officer cars to be initially dispatched. H2 jobs are, as expected, the most severe incidents and include many

¹¹ Sara Dunn, *Police Officers Murdered in the Line of Duty, 1961-2009*, 2010, Ottawa: Statistics Canada, 7.

¹² Federal Bureau of Investigation, *Law Enforcement Officers Killed and Assaulted, 2014, 2015*, Washington, DC: US Department of Justice, 2-3.

types of crimes in progress such as robberies, burglaries, and assaults as well as reports of shots fired and calls to assist a police officer. H1 jobs are typically ambulance cases and residential incidents for which there is less potential danger to responding officers. L2 is the smallest category, including only pickups of emotionally disturbed persons. The L1 category includes incidents such as past burglaries and larcenies, reports of a disorderly person or noise, and street accidents.¹³

If, as sensationalist media coverage would suggest, the vast majority of jobs are H2 jobs then an ironclad case could be made for requirements that all evening/night patrols be conducted by two-officer vehicles. But such is not the case because most police work deals with incidents that are closer to petty than profound, as the article confirms in the case of New York City: “For L1’s, which are typically incidents such as a report of a past burglary or a noisy party, one officer seemed to be quite adequate. The existence of *large numbers of these L1 jobs* was, of course, the main motivation for considering a one-officer program in the first place.”¹⁴

Candid and nuanced statements concerning sensible and defensible approaches to officer deployment are more likely to be issued by relatively detached academic researchers than police officials, but the latter have been known to be straightforward in supporting forms of patrol that are in line with actual – rather than quasi-mythical – features of police work. Several years ago, for example, a Washington D.C. police information officer offered this take on why a blend of units, both solo and paired, was appropriate:

Most of the patrol cars in Washington by far carry one man now. We agree that in most cases the one-man unit is more efficient because the wide majority of police work is in nonemergency type calls. But it is those emergency calls that we have to be concerned about, and on those we want to be able to send two men. We think it's best to have a mixture of (one-man and two-man) units.¹⁵

¹³ Linda Green and Peter Kolesar, “The Feasibility of One-Officer Patrol in New York City,” *Management Science* 30, no. 8 (1984): 969.

¹⁴ *Ibid.*, 974, emphasis added.

¹⁵ Laurence Feinberg, “One-Man Patrols Cars Found More Efficient,” *The Washington Post*, June 6, 1977, parentheses in original.

In Canada, as well, the bulk of police duties qualify as jobs that fall under the L1 rubric. An examination of Statistics Canada figures in the publication “Police-Reported Crime Statistics in Canada, 2015” shows that for every firearm incident (use of, discharge, pointing) there were 45 incidents of disturbing the peace; for every incident of aggravated assault there were 84 incidents of mischief, and so forth.¹⁶ Patterns of this sort are the basis for an old joke about a field researcher who accompanies officers on patrol, only to be disappointed by the mundane nature of the experience and then told “you should have come along last Thursday – there was a lot of action.” The humour is derived, of course, from the implausibility of the claim that the serious action always seems to take place when researchers are absent. Levity aside, L1 jobs predominate in both Canada and the US, a state of affairs which has rather obvious implications for decisions about suitable forms of patrol during evenings and nights.

IV. The Optional Character of Two Officer Patrols

In Toronto, as noted in the opening paragraphs of this study, evening/night two-officer patrols are required based on collective agreement stipulations established following a 1974 arbitration award; having been in place for over four decades, this requirement is seen in some circles as necessary, unquestionable and wholly preferable to the alternative, namely, one-officer patrols. But, of course, this limiting view obscures the fact of alternatives – plural – the likes of which once prevailed in Toronto prior to 1974:

Before the 1974 award, there was a substantial number of two-officer patrols operating in the Metropolitan area. The evidence is that these patrols were assigned to areas where violent crime or confrontation with police was more common, or where a back-up car would be slow arriving because of distances. For the most part, these cars were assigned during the period of peak activity, and they were assigned for the primary purpose of safety, to ensure a quick response by enough officers to deal with the problem. In 1969 Chief Adamson

¹⁶ Mary Allen, *Police-Reported Crime Statistics in Canada, 2015*, 2016, Ottawa: Statistics Canada, 41-42 (Table 5).

(then Deputy Chief) reported...that 59 out of 160 cars on the 7 p.m. to 3 a.m. shift were manned by two officers.¹⁷

This hybrid approach, with just over one-third of the patrols as two-officer patrols, has life in present-day police organizations who, again, recognize that differentiated duties allow for the utilization of different patrol modes. The result is that in numerous jurisdictions throughout North America two-officer patrols are considered optional, not mandatory, during evenings and nights.

Pursuant to the aim of getting a sense of how various police services orient themselves vis-à-vis the question of two-officer patrols, we sent e-mail messages to 21 police organizations in Canada and the United States. Here are the questions we posed, with Toronto as the key reference point:

In connection with a 1970s Toronto arbitration decision, all evening/night police patrols are required to have two officers in each vehicle. Questions: (a) Does your department have a similar evening/night two officer patrol requirement? (b) If yes, is this rooted in management practice or is it legislated? (c) With respect to the practice of your department (two officer patrol requirement or no requirement) have any assessments been conducted regarding monetary costs or savings?

Given that only seven organizations responded and supplied answers to our questions¹⁸ we are not able to tout the virtues of a representative sample, needless to say. Still, the information featured in the following table is at least suggestive of the extent to which Toronto's two-officer stipulation does *not* hold in other cities.

Police Department	Two Officer Requirement?	Basis for Requirement	Assessment of Costs or Savings?
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¹⁷ [The Metropolitan Police Association v. The Metropolitan Toronto Board of Commissioners of Police](#), 1976, p. 22.

¹⁸ The remainder either did not respond (even after follow up messages) or did respond but referred us to research units or legal departments. These alternatives would have been rather time-consuming, as indicated by this representative reply: "Given that the information you are requesting is to be used to inform a research study, you have to contact our Legal Services area. They have an associated form that must be completed in order to respond to research requests. Please direct your inquiry to our Legal Counsel, -----." Due to time and resource constraints on our end, these avenues for accessing information were not pursuable.

Regina	Yes	Collective Agreement	No, but a workload assessment – including a consideration of two officer patrols – is in the early stages.
Saskatoon	Yes	Collective Agreement	No
Windsor	Yes, for some night patrols.	Collective Agreement	No
London	No	N/A	No
Calgary	No	N/A	No Response.
Peel	No	N/A	No
Houston	No	N/A	No

As Table 1 demonstrates, two of the responding police services have a universal two-officer patrol requirement, and one – Windsor – has a partial two-officer requirement which, as previously discussed, is based on a sequential rollout system whereby the evening/night shift (5:00pm to 7:00am) begins with eleven two-officer units going on the road followed by an unspecified complement of one-officer units. In all instances these stipulations are embedded within collective agreements, an unsurprising fact in light of the wariness that police unions (the primary proponents of mandatory two-officer units) often have towards police management; insofar as the latter sometimes hold the view that deployment decisions should be the exclusive prerogative of police chiefs (as argued in Durham Region), the former predictably insist on the assurances provided by collective agreements.

As for the question of whether these organizations have undertaken studies of costs or savings associated with their deployment standards, a spirit of incuriosity seems to prevail: none of the seven have done so, though one respondent made the point that, with respect to one-officer units, the costs and savings might be mutually offsetting: “Obviously there are incremental costs associated with having additional cruisers. However this can be offset by the fact that many calls only require one officer to attend as opposed to two (thereby gaining a labour savings).”¹⁹

¹⁹ Parentheses in original communication.

This reiteration of the proposition that during evenings and nights an abundance of duties can be handled by one-officer units runs against the safety-oriented claims of interested parties (e.g. the Toronto Police Association) who contend that the opposite is true. The inclusion of the Houston Police Department (HPD) in our study is notable in relation to these claims and counterclaims because the HPD, unlike the Toronto Police Service, has no two-officer unit stipulation. Why is this notable? First, because Houston is a much more dangerous city than Toronto to the extent that homicides are a suitable indicator of serious violence in general. Specifically, Houston had a homicide rate of 13.1 per 100,000 residents in 2016 (302 homicides with a population of 2.3 million) while Toronto, in striking contrast, had a rate of 2.6 for the same year (74 homicides with a population of 2.8 million). Second, HPD officers do not seem to face intensified risks as a result of engaging in solo patrols during evenings/nights. Using one measure, officer deaths due to gunfire from 1997 to the present, we find that four officers were killed while patrolling alone; three were killed during morning hours (8:30am, 9:00am, and 9:45am) and one was killed at 5:30pm.²⁰ And if we shift our attention to a Canadian city with no two-officer requirement, Calgary,²¹ details on police deaths show that 1992 was the last time an officer was killed while on solo patrol.²² On the basis of these facts, therefore, rhetoric centred on images of one-officer units as “easy prey” or “sitting ducks” seems to be more hyperbolic than empirically supportable.

V. Concluding Remarks

The variability of police organizations regarding the question of whether all evening/night patrols should feature two-officer units leads, obviously, to one overarching conclusion: universal two-officer units are a choice, not

²⁰ Information on the names of the officers killed was derived through a search of the “[Officer Down Memorial Page](#),” while details about the times of the killings was gleaned through internet searches of their names: Troy Blando, Charles Roy Clark, Rodney Joseph Johnson and Timothy Abernethy.

²¹ Calgary is relevant here because, on the basis of its violence ranking on the Statistics Canada [Crime Severity Index](#), it is very comparable to Toronto. For a full explication of the Crime Severity Index readers may consult a 2009 Statistics Canada document entitled “[Measuring Crime in Canada](#).”

²² See the “[Tribute to Fallen Officers](#)” section of the Calgary Police Service website.

a necessity. The choice was made in Toronto due, in large measure, to police union alarm-sounding about officer safety but the solidity of this position is undermined by some of the information we have highlighted, as well as the lack of police union enthusiasm for measures that would likely bolster officer safety. Mandatory annual [fitness testing](#), random [drug testing](#) of officers, stiffer departmental penalties for [officers caught driving drunk](#) – all of these, if adopted together, would make police officers in Toronto (and elsewhere) less susceptible to injury or death. But many police unions – including the Toronto Police Association – view these measures as either undesirable or downright odious, irrespective of their safety-enhancing merits.

Outside of Toronto, however, police thinking tends to be less rigid and more in tune with the capabilities of one-officer units. Allowances for good judgement are also operative because, as some organizations contend, the absence of a two-officer unit requirement does not mean officers are all alone at night, isolated and friendless. As one respondent stated, “We have no requirement for two officer patrols over night. With that said, it is often encouraged and single officers will typically team up to form a partnership on night shifts whenever possible.” Another respondent noted that in his department two-officer unit deployments are linked to situational factors: “Yes, there are occasions that we have two officer patrols however our decision to utilize this practice is predicated on operational or service oriented needs.” These statements evince a form of calm rationality that stands in opposition to the longstanding alarmism of those who insist, against good evidence, that two-officer units are the only suitable patrol mode during evenings and nights.

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September 13, 2017.

To: Toronto Police Services Board

Subject: Shift schedule

We ask to be listed as a deputation at the September 21, 2017 meeting on the subject of the Toronto police shift schedule.

We have commissioned a study of this matter which is attached. The study shows that the current shift schedule has officers working 28 hours in every 24 hour period; that it requires the same number of officers to be on duty on at every hour of every day and night no matter what the demand for service; that the lack of demand for services may lead officers to perform tasks which are not in the public interest; that other police forces have shift schedules which permit a variable number of officers on duty to respond to demand for service.

It seems clear that the current shift schedule does not serve the public interest, involving much higher costs than needed, and wasting police human resources.

The collective agreement with the Toronto Police Association requires the current shift schedule. Negotiations on this contract are about to begin and we urge the Board to state publicly that one of its objectives in negotiations, with a view to both saving money and providing more efficient service, is to achieve a more reasonable shift schedule such as in Calgary, Houston , Peel or Regina. The public needs this reassurance that the Board is taking this step to both save money and provide more efficient service.

Yours very truly,



John Sewell for
Toronto Police Accountability Coalition.

**

Shifty Business: Police Interests, Public Interests and the Politics of Police Shift Schedules

Christopher J. Williams
(Toronto Police Accountability Coalition)

I. Rigidity and Self-Interests: Shift Schedules in Toronto

Discussions of police budgets typically pivot on an overriding “what” question – “what is an appropriate budget?” – to the point where a critical “how” question is often neglected: “how will the resulting resources be used?” Faith in the notion that police strive for optimal efficiency with respect to resource utilization partially explains the peripheral status of the second question, but, as some police insiders have noted, such faith is largely misplaced. According to Anthony Bouza, a former chief of the Minneapolis Police Department, “we lavish our wealth on hiring more cops and the fact is, ironically, that hiring all those cops doesn’t provide much additional coverage despite gargantuan costs. *Inefficiencies get built in* – the union secures sick leave, retirement, days off, and benefits that eat up large chunks of the increases.”²³ Given that police interests and public interests are not necessarily synonymous, measures that are dysfunctional for the public can indeed be functional for the police.

²³ Anthony Bouza, *Police Unbound: Corruption, Abuse and Heroism by the Boys in Blue*, 2001, Amherst, NY: Prometheus Books, 249, emphasis added.

Beyond the items listed by Bouza, police shift schedules can also fall under the rubric of built-in inefficiencies; the Toronto Police Service (TPS), an organization with a \$1 billion budget, furnishes compelling evidence in support of this proposition. In this regard, two issues are especially noteworthy. First, the TPS shift schedule is designed in a manner that results in a significant degree of shift overlap, giving rise to sardonic commentary about the remarkable capacity of the TPS to liberate itself from the parameters of the 24-hour day. More specifically, “the force deploys officers in three shifts: a 10-hour day shift, a 10-hour evening shift, and an 8-hour midnight shift. The midnight and evening shifts overlap for four hours, and that means that in every 24-hour day, the city is paying for 28 hours of police work.”²⁴ Second, the shift schedule dictates human resource rigidity in the sense that, irrespective of the time of day, police patrol strength remains constant. As one journalist states, this “results in the same number of officers being on the street at all times of day, rather than having more or fewer depending on demand,”²⁵ a fact lamented by a figure no less than former TPS Chief Bill Blair: “I don’t need the same number of officers on duty on Sunday afternoons as I do on Friday nights.”²⁶ This patrol resource flat-lining apparently runs contrary to the designation “first responders,” which implies commitments to being attuned and *responsive* to the daily ebbs and flows of incidents requiring police attention.

Explaining the persistence of these standards can be done, at a general level, by taking stock of longstanding sociological insights about the tenacity of tradition within major institutional domains. “Tradition exerts an inertial weight that becomes more constraining the longer the system is in place,”²⁷ a process that creates mismatches between established ways of doing things and emerging realities that call for innovation. More concretely and vividly, a chief constraining influence exists in the form of

²⁴ Ben Spurr, “Police Shift Shitshow,” *Now Magazine*, December 3, 2011.

²⁵ Betsy Powell, “[Toronto Police Task Force and Union at Loggerheads Over Reform](#),” *Toronto Star*, November 14, 2016.

²⁶ Phillip Preville, “[The Police vs. Everybody Else](#),” *Toronto Life*, April 26, 2016.

²⁷ David Bayley, *Patterns of Policing: A Comparative International Analysis*, 1985, New Brunswick, NJ: Rutgers University Press, 64.

police unions known for introducing and sustaining articles in collective agreements that advance the pecuniary interests of their members, with minimal or nonexistent regard for public service ideals. In April 2016, for example, Craig Bromell, former head of the Toronto Police Association, expressed this police-come-first ethos with unapologetic candor. “The police union’s only job is to protect those who protect others, *not the community*, not the politicians. Their only function in life is to protect those coppers and their civilian members,” he declared.²⁸ This conception of protection includes the defense of the 1,460 annual TPS shift overlap hours and the substantial monetary enrichments that flow from it.

Aside from the weight of tradition and the power of police unions as forces of stasis in relation to shift schedules, local political dynamics also play a role. Specifically, it is a banal truism to note that the pursuit of political capital, and the electability thereby enabled, encourages – and even impels – elected officials to take paths of least resistance when faced with policing issues. The label “anti-police,” which has been bandied about by former TPS chiefs such as Julian Fantino,²⁹ is universally anathema and readily applied to those who challenge police power and privilege. The predictable results include status quo maintenance when it comes to shift schedules; as journalist Ben Spurr observes, “the reality is that no administration has been able to convince the police union to give up the work hours represented by the shift overlap.”³⁰ Situated in supplicatory positions partially of their own making, Toronto city councillors and mayors facilitate the relegation of public interests to secondary status vis-à-vis police interests.

Beyond the walls of Toronto City Hall the negative consequences of the shift schedule are palpable to marginalized residents of the city. Specifically, having the same number of officers on duty at any given time of day can exacerbate misuses of police power during low-demand

²⁸ Betsy Powell, “[Influence of Once-Powerhouse Police Union Wanes at City Hall](#),” *Toronto Star*, April 24, 2016, emphasis added.

²⁹ Julian Fantino, “[Fantino: Up Close, Personal — But Giving No Quarter](#),” *Toronto Star*, October 28, 2007.

³⁰ Ben Spurr, “[Police Shift Shitshow](#),” *Now Magazine*, December 3, 2011.

periods. Age-old warnings about the nature of idle hands are especially applicable to policing insofar as “inactivity on the part of police officers leads to boredom and frustration, which often impels them to make work more exciting for themselves.”³¹ How does this impulsion manifest itself? A vivid example is provided by a recreation centre supervisor in a low-income area of Toronto known as Chalkfarm:

They're sitting outside when we're closing the building. They're waiting for someone to come outside. It's the adolescents. They love to target them. The police would grab one or two and question them and search them. The (officers) would write down information. The (kids) would come back in here, upset. They're venting. They would say, 'They searched my pockets. I don't know why. They asked me all these questions.' The kids were afraid to go outside.³²

In other instances the desire of constables to avoid long stretches of inactivity is compounded by supervisory injunctions, directed toward frontline officers, to demonstrate productivity on the basis of various measures. In Toronto one such controversial measure pertains to “contact cards,” which are filled out by officers in non-criminal encounters with civilians; the cards include highly detailed personal information – name, date of birth, address, race, height, weight, eye colour, etc. – and are entered into a searchable database and retained indefinitely. In September 2013 a former TPS officer provided this take on carding: “If you’re talking about broad daylight, we have nothing to do, our superiors say we need to go out and card people...So, we’ll actually go out in the parks and whatever and we’ll look for guys who fit a certain description, who may not be wearing fancy clothes, and we’ll harass them, like literally. And we call it shakedown.”³³

To guard against misinterpretation, none of this should be taken as a claim that movement from constant to variable police strength would make

³¹ David Bayley, *Patterns of Policing: A Comparative International Analysis*, 1985, New Brunswick, NJ: Rutgers University Press, 139-40.

³² David Bruser, “Troubled Neighbourhood Desperate for Change,” *Toronto Star*, February 7, 2010, parentheses in original.

³³ Jim Rankin, “[Ex-Toronto Police Officer’s Candid View of Carding](#),” *Toronto Star*, September 27, 2013.

these “shakedowns” disappear. Shift schedules, in this regard, are a peripheral factor in relation to larger considerations such as, say, the nature of policing a society in which equal rights are fully alive on paper and at least half-dead everywhere else. But since constant police strength results in excessive numbers of officers on patrol at certain points of each day, more opportunities thereby exist for officers to direct harassment and aggression towards population segments viewed as distasteful and dispensable.

II. Flexibility and Public Interests: Shift Schedules in Other Jurisdictions

Earlier, in the opening paragraphs of this paper, reference was made to “the daily ebbs and flows of incidents requiring police attention.” Some of these incidents are criminal in nature and statistics in both Canada and the US demonstrate that, for youth and adults, the volume of crime rises and falls at various points of each typical day. According to the US Department of Justice, for example, “in general, the number of violent crimes committed by adults increases hourly from 6 a.m. through the afternoon and evening hours, peaks at 10 p.m., and then drops to a low point at 6 a.m. In contrast, violent crimes by juveniles peak in the afternoon between 3 p.m. and 4 p.m., the hour at the end of the school day.”³⁴ Research by Statistics Canada similarly demonstrates that youth crime is most prevalent “from 3 p.m. to 6 p.m. – the time between the end of the school day and dinner,”³⁵ while daily distributions of adult crime in Canada are in accord with the general patterns that exist in the US.

In recognition of such information, and unlike their counterparts in Toronto, police departments in various jurisdictions structure their shift schedules in ways designed to align patrol strength with crime-related service demands. For example, in 2014, after four decades of working on the basis of 10-hour shifts, the Greater Sudbury Police Service (GSPS)

³⁴ US Department of Justice, *Comparing Offending by Adults & Juveniles*, 2014, Washington, DC: Office of Juvenile Justice and Delinquency Prevention.

³⁵ Andrea Taylor-Butts, *Where and When Youth Commit Youth-Reported Crime*, 2008, 2010, Ottawa: Statistics Canada, 12.

switched to 12-hour shifts and bolstered the variability of their on-the-street presence. As Inspector Sheilah Weber explained, “it was determined that the current schedule we were on wasn't working for everybody. We weren't able to respond to calls in a timely fashion because we weren't putting the right resources on the road at the right times.”³⁶ The shift in shift schedules was a pilot project, and at this time it is unclear whether the GSPS has maintained the reforms, but is notable that the organization has been willing to establish breaks with its 40 years of schedule-related tradition.

In order to advance the comparative dimensions of this study, we sent e-mail messages to 21 police organizations in Toronto and the US, asking the following two questions: (1) What is the basic shift schedule in your department?, and (2) Do the number of officers on duty change throughout the day or do the numbers remain constant? One-third of the organizations (six in Canada and one in the US) provided responses to our questions, the likes of which are encapsulated in the following chart.

Front Line Police Shift Schedules		
Police Department	Basic Shift Schedules	Constant or Variable Number of Officers Throughout the Day?
Regina	12 hour shifts: a 7:00am to 7:00pm day shift and a 7:00pm to 7:00am night shift. From Friday to Sunday there is a “flex” shift where some officers who would normally work the day shift work from 4:00pm to 4:00am.	Variable from Friday to Sunday.
Calgary	A mix of 10 and 12 hour shifts with some overlap hours on all shifts for transitional purposes.	Variable based on having more officers on duty during peak times.
Peel	12 hour shifts with staggered starts: 6:00am and 7:00am on the day shift, 3:00pm, 6:00pm and 7:00pm on the night shift.	Variable
Saskatoon	12 hour shifts.	Variable with more officers working on weekends.

³⁶ CBC News, “[Sudbury Police Officers Test-Drive New 12-hour Shift Schedule](#),” January 10, 2014.

Windsor	12 hour shifts.	No response (deemed to be an operational question).
London	12 hour shifts.	Variable
Houston	8 hour shifts with some 10 hour “power shifts.”	Variable based on demand at particular times of the day. “Power shifts” are one aspect of the variability.

With respect to basic shift schedules, one noticeable standard characteristic of all agencies, with the exception of Calgary, is the dominance of shifts that are in harmony with the 24 hour cycle. To appreciate the significance of this point we can turn to the reflections of Anthony Bouza who, during his time a Chief of the Minneapolis Police Department, stood in opposition to 10 hour shifts (worked four days per week) on the following grounds: “In Minneapolis I’d vigorously and successfully resisted four-and-tens on the notion that *a twenty-four hour day divides itself neatly into eight-hour tours*; that I wasn’t getting anything like seven hours of work out of them now, so how would I get additional productivity by merely extending the workday? And this meant one less workday every week.”³⁷ This principle of divisibility is apparently appreciated by police organizations featuring 12 or 8 hour shifts; among other things, such shifts tend to reduce the substantial (and costly) overlap hours that exist in Toronto and elsewhere.³⁸

Turning to the matter of variable patrol strength, the Windsor Police Service declined to answer our question on the grounds that we were delving into off-limits operational details, but the other six police

³⁷ Anthony Bouza, *Police Unbound: Corruption, Abuse and Heroism by the Boys in Blue*, 2001, Amherst, NY: Prometheus Books, 139-140, emphasis added.

³⁸ Like Toronto, Vancouver, Washington is an example of a city with notable police shift issues. A critical evaluation of the Vancouver Police Department observed that “the shift schedule in place in Vancouver is inefficient. Using three 10.5 hour shifts results in 7.5 hours of overlapping coverage each day. Inspection of the timing of this overlap shows that it is creating substantial inefficiencies in patrol coverage and costing approximately 15 percent more in personnel than is necessary to provide the same service. Overlaps occur at three times during the day; however, overlaps in staffing should be designed to align staff availability with demands for service. The shift model in the VPD appears haphazard, only minimally addresses service demands, and appears more designed for administrative time.” International City/County Management Association Center for Public Safety, *Police Department Final Operations and Data Analysis Report: Vancouver, Washington*, 2013, Washington, DC: ICMA, 24.

organizations responded and confirmed that they all function on the basis of variable, demand-driven approaches to patrolling. Among these organizations, the key distinction is between those that practice variability on a daily basis (e.g. Calgary) and those that confine patrol variability to weekends (e.g. Regina); adherence to one approach or the other is presumably linked to the nature of local crime patterns. One of the responding organizations noted that “the number of officers working does fluctuate throughout the day and our shifts are designed to have more manpower on duty during peak times,” while another stated “the numbers change based on demand at particular times of the day and might vary from one police station to the next.” This all comes across as eminently sensible, but for reasons rooted in public-be-damned sentiments and self-interests there remain police “services” that are far from fully committed to serving the public, at least on the basis of how they allocate their human resources.

III. Concluding Remarks

The classic statement by Sir Robert Peel to the effect that “the police are the public and the public are the police” has the perhaps unintended consequence of masking the degree to which police interests and public interests *do not* overlap in all instances. Recognition of such non-overlap in Toronto enables the production of critical perspectives on various aspects of policing including shift schedules. Despite the problems associated with the current 10-10-8 schedule, the status quo remains for a host of reasons, not the least of which pertains to a defeatist “that’s just the way it is” outlook on the part of local political actors who are uniquely positioned to effect change if they so desire. As made abundantly clear by our research, other police agencies in other jurisdictions feature more efficient and more responsive shift arrangements insofar as they (1) avoid or substantially limit shift overlaps, and (2) calibrate patrol strength on the basis of service demands. The same sensible approach can take hold in Toronto if a sufficient measure of political will and practical courage is displayed by

those in positions to assert the primacy of broad public interests over narrow police interests.



Toronto Police Services Board Report

October 11, 2017

To: Chair and Members
Toronto Police Services Board

From: Mark Saunders
Chief of Police

**Subject: Modernization Plan for Human Resources in Support of
The Way Forward Implementation**

Recommendations:

It is recommended that the Toronto Police Services Board (Board):

- 1) approve the strategic direction for the modernization of the Toronto Police Service's human resources function as outlined in this report, including the filling, over the next three years, of the required positions outlined in the new organizational chart;
- 2) authorize the Chief to move forward with the implementation of the new human resources strategic direction; and
- 3) approve the attached new civilian job descriptions and classifications for positions within People and Culture, which include Manager, Business Partnership (Z32027), Manager, Talent Acquisition (Z32028), Manager, Wellness (Z32029), Employee Services Consultant (Z24009) and Senior Employee Services Supervisor (A12021).

Financial Implications:

The final Transformational Task Force (T.T.F.) report, which was approved by the Board at its February 2017 meeting (Min. No. P19/17 refers), includes recommendations that will change how policing services are organized and delivered. Savings and cost avoidance are anticipated from the new service delivery model. However, investments will also be needed to enable the transition to, and implementation of, the modernized Toronto Police Service (Service) envisioned by the T.T.F.

The Human Resources' (H.R.) modernization will require investments to develop and introduce new capabilities, as well as to deploy H.R. services and technologies. This report outlines a plan to modernize the H.R. function envisioned within

Recommendation #30 in the T.T.F.'s final report, *Action Plan: The Way Forward (The Way Forward)*.

Savings Estimates:

The restructuring of H.R. will result in a smaller pillar with fewer administrative and uniform positions and some newly created professional positions. The new H.R. organization will include 71 positions, a decrease of 43 positions from the current structure (see chart on page 9). Forty uniform positions will ultimately be moved out of the H.R. pillar. This process has already started and 30 uniform officers have been transferred out to date.

A process will be implemented, following consultation with the Toronto Police Association (T.P.A.) and the Senior Officer Organization (S.O.O.), whereby current employees will be considered for the new or changed positions. This redeployment of civilian and uniform members to existing priority vacancies will offset pressures to hire for other areas within the Service.

Cost Estimates:

This report requests approval to hire up to 40 employees to fill new and vacant positions needed to implement the new human resources modernization plan. Up to ten of these positions may be filled by existing H.R. staff and may not require posting. Further, some of the remaining 30 positions may be filled by internal applicants through the posting process. A three-year phased-in approach is being recommended to fully realize the H.R. transition. Critical positions have been identified, and make up the Phase One hiring needs. Phase One will encompass the remainder of 2017 and 2018. Phase Two of the H.R. transition is expected to span 2019, with Phase Three occurring throughout 2020.

The new H.R. service delivery model will require an investment to fill some vacant and new positions to implement the new plan. It is estimated that the impact on the 2018 operating budget will be approximately \$2.7 M to fill Phase One positions starting at the end of 2017 and continuing into 2018, with some of those filled internally by existing members. Funding has been included in the 2018 operating budget request to cover this cost. As more information becomes available, key management positions are staffed, remaining job descriptions are finalized, and the skills of existing personnel are assessed against the needs of the new H.R. service delivery model, actual costs will be better known and future impacts can be included in subsequent budget requests.

Funding Sources:

The 2017 Phase One costs to enable the H.R. modernization will be funded from the strategic hiring positions accounted for within the Service's 2017 operating budget.

Contracted expert assistance, required for the development of new programs and project management, will be funded through a one-time Policing Effectiveness and

Modernization (P.E.M.) grant offered by the Ministry of Community Safety and Correctional Services and/or the modernization reserve.

The remaining Phase One investments will be funded through the 2018 operating budget. Future phases will also be funded through the Service's operating budgets. These investments will create a budget pressure in 2018, as well as 2019 and 2020. However, they are critical to developing an H.R. function that can enable and support *The Way Forward* report.

New Job Descriptions:

The job descriptions attached to this report for approval have been identified as critical positions which need to be posted and filled immediately to commence the implementation of this new model. As mentioned above, the 2017 Phase One costs to enable the H.R. modernization will be funded from the strategic hiring positions accounted for within the Service's 2017 operating budget.

Background / Purpose:

As was reported at the May 2017 meeting, the Board and the Service agreed that the current business model of policing in Toronto was outdated and no longer sustainable. In response to the challenges and pressures facing the organization, the Board and the Service established the T.T.F. to explore opportunities to find sustainable efficiencies in the delivery of policing to the City of Toronto.

The T.T.F. was mandated to look beyond the way policing is currently done in Toronto and to propose a modernized policing model for the City of Toronto, one that is innovative, sustainable and affordable – a model that will place communities at its core, will be intelligence led, and will optimize the use of resources and technology, while embracing partnerships as a means of enhancing capability and capacity.

In its final report, the T.T.F. described an action plan that defined a path to excellence for the Service. This action plan included 32 recommendations to modernize the Service. As was reported in the first update of *The Way Forward* at the May 2017 Board meeting, the Service continues to research and deeply explore the feasibility of the T.T.F.'s recommended initiatives, and concepts are being developed into more clearly outlined plans.

This is the case for Recommendation #30, which spoke directly to enhancing the capacity of the human resources function, while modernizing and improving the organizational culture of the Service:

"We are recommending a comprehensive people management and H.R. strategy for the Service that includes significant changes to:

- *The roles, functions and structure of the Service's Human Resources unit to enable it to play a more modern and strategic role; and*

- *H.R. policies, processes, analytics and tools that will enable modernization of service-delivery and deployment changes.”*

The purpose of this report is to showcase the Services’ People Plan for 2017- 2019 (Plan), to request that the Board approve the strategic direction for the modernization of H.R., authorize the Chief to move forward with the implementation and, approve the attached new and modified job descriptions and classifications for critical positions within People and Culture, which will kick-off the implementation process of this new H.R. modernization plan.

Discussion:

The Case for Change

As the Service shifts into a new service delivery model, its corporate support services, specifically its human resources function, need to keep pace with these changes. The expectations of the Service are continuously increasing, and as a result, human resources must be significantly more agile and responsive to the ever changing needs of the organization. It must act as a strategic partner to the rest of the Service in resolving issues of increasing complexity. Most importantly, especially as it relates to the T.T.F.’s culture recommendations, H.R. must see itself as a catalyst for change and an enabler of transformation.

Human Resources Assessment – A New Service Delivery Model is Necessary

Since the release of the T.T.F. final report in January 2017, significant progress has been made towards determining what a modernized H.R. function looks like, as well as a corresponding Services’ People Plan to enable some of the required talent management and culture changes envisioned by the Task Force.

External expertise was contracted in 2016 to complement the work of the T.T.F. They were tasked with a strategic review of H.R. services with the goal of making recommendations to modernize its operations based on industry best practices. Their mandate included:

1. Developing an H.R. professional services delivery model that will meet the recommendations of the T.T.F. and the needs of units, as well as employees, managers and executives;
2. Developing an organizational proposal, including before and after organizational charts, job descriptions for new/changed positions, a competency matrix for H.R. roles and a governance framework; and
3. Developing an H.R. strategy for the next 3 to 5 years reflecting the T.T.F.’s objectives, including service delivery options, key performance indicators, a quarterly scorecard and success factors.

The consultants concluded that H.R. is focused on transactional functions, such as employee records and position movement, instead of being organized around customers. To achieve the level of support required for Service modernization, they recommended a complete rebuild, and a move to an H.R. Business Partner model with embedded strategic decision support, talent management, business partnership, and organizational design capabilities.

Key features of the new model include:

- A name change from Human Resources to People and Culture to focus on the Service's greatest asset by aligning people, strategy, culture, and performance.
- The introduction of Business Partner and Advisor roles designed to provide guidance and support to all leaders within the organization, from the first level supervisor to Command Officers. Strategic in their approach, these individuals will help anticipate the needs of the management group and act as the face of H.R. in resolving issues for Service leaders.
- Talent Management expertise focused on developing and executing the H.R. strategy, creating new and innovative programs, as well as refining existing ones, updating policies, analyzing trends, and continuously improving the work of the Service's H.R. function.
- The restructuring of specialized services (Labour Relations, Talent Acquisition, and Wellness) dedicated to case management and the resolution of complex employee issues requiring in-depth expertise, support, and knowledge of TPS policies and programs, including:
 - The introduction of an Organizational Design specialist, to provide expertise in the restructuring of the organization.
 - The introduction of modern Talent Acquisition practices and the matching of Talent Acquisition staff to Business Partners and Advisors so that the people needs within each command can be more proactively addressed.
 - The consolidation of all wellness resources under one manager responsible for the creation of a comprehensive wellness strategy for first responders and those who support them, as well as improved return-to-work and health and safety processes with a wellness focus.

The new model will also allow H.R. to continuously reinvent itself by refining its strategy, measuring its performance, fine-tuning its structure, and investing in new technologies, all of which will create future efficiencies, and elevate H.R.'s strategic contribution through its participation at management tables across the organization. Achieving these benefits will require three years to transition to the new H.R. model. An implementation plan, with a phased-in approach to align structure, strategy, and skills, has been created to support the Service's modernization priorities and strategies, while recognizing the Service's fiscal realities.

Employee Services Unit

The introduction of a singular "front door" for employees to access payroll and benefit services, as part of an Employee Services unit is also part of the people services

transformation. Consisting of a multi-channel entry point (in person, phone, online, and via self-service), this unit will handle employee payroll and benefit inquiries along with centralized transactional operations in a service-oriented, cohesive and efficient manner. This unit will remain initially in the Finance and Business Management pillar, with a strong dotted line relationship with H.R. This will allow H.R. to focus on the significant work required to professionalize and modernize the services it provides. At the same time, Employee Services will be able to focus its attention on ensuring strong financial controls and sound fiscal management of the Service's largest expenditure, the salary and benefits of its members.

Parallel to the work that H.R. and Employee Services are doing to modernize and enhance their delivery of service to management and employees, they are also working together on enhancing the Service's H.R. systems and the eventual move from two systems to one "cradle to grave" H.R./payroll system (Transforming Corporate Support capital project). Following the stabilization of the H.R. function and the Employee Services unit, the unit's location in the Service's organizational structure will be revisited in 2 to 3 years and a determination made on where it best fits.

See Appendix A for an overview of the proposed new People and Culture organizational structure.

Modernization Enablers

The implementation of the H.R. modernization and the realization of the programs envisioned within the TPS People Plan 2017 – 2019 require a critical set of enablers. These enablers are needed to create favourable conditions in the short-term, as well as to position People and Culture, and the Service, for longer-term success.

New Skills and Competencies

The new H.R. service delivery model and organizational structure will need to be staffed with professionals who are experienced in modern human resources practices, if desired outcomes are to be realized. While some upskilling can be accomplished through developing existing human resources staff, hiring new personnel with requisite skills and competencies, or contracting services from external providers on an as-needed basis, is required. Either way, this will be a significant investment.

For example, the new model employs a Business Partner unit, which represents a completely new H.R. service. Business Partner staff will be the face of People and Culture within the organization. Their anticipated impact will be hindered if this unit's staffing is phased in, particularly in light of the amount of Service-wide structural and people changes associated with modernization. Rather, this unit must be fully functional as soon as possible to allow for internal connections, operational familiarity, attendance at management meetings, and collaborative problem-solving between Service units and other areas within H.R.

Other priority positions are also required for new people strategies that will support modernization. For example, a new Accommodation Strategy is being designed to respectfully deploy accommodated members to support the new policing model. The administering of new processes will need adequate staffing to ensure success with the program. Other positions are required to develop and manage a comprehensive wellness strategy for our members.

While priority hiring needs have been identified, other units require a due diligence and phased-in approach. For example, the Performance Management Consultant and Project Manager positions are being contracted through funding from the P.E.M. grant. This approach will allow the Service to assess workload before a commitment to hire full-time, permanent positions is made, if at all.

The following 29 positions have been identified as priorities for hiring in Phase One:

Manager, Business Partnership
Manager, Talent Acquisition
Manager, Wellness
HR Strategy & Performance Analyst
People Analytics Consultant
Business Partner (3)
Advisor (6)
Senior Labour Relations Consultant
Labour Relations Consultant
Organizational Design Specialist
Senior Talent Acquisition Consultant (5)
Talent Coordinator (2)
Accommodation and Return to Work Coordinator
Case Management Coordinator
Psychologist
Psychological Assistant
Wellness Coordinator

The Employee Services unit will require two key positions to be hired in Phase 1, specifically:

Senior Employee Services Supervisor
Employee Services Consultant

The new job descriptions of the positions that need to be staffed immediately during Phase One are attached (see Appendix B). One of the recommendations of this report is requesting that the Board approve these job descriptions to initiate the implementation of the new H.R. model.

All Manager positions and the Employee Services Consultant position have been evaluated using the Service's job evaluation plan and have been placed within the Civilian Senior Officer salary scales. The Managers have been determined to be Class

Z32 (35 hour) positions with a current salary range of \$139,793 - \$161,823 per annum, effective July 1, 2017. The Employee Services Consultant has been determined to be a Class Z24 (35 hour) position with a current salary range of \$83,784 - \$96,990 per annum, effective July 1, 2017.

The Senior Employee Services Supervisor position has also been evaluated using the Service's job evaluation plan and has been placed within the Unit A Collective Agreement. It has been determined to be a Class 12 (35 hour) position with a current salary range of \$98,227 - \$114,222 per annum, effective July 1, 2017.

Executive Championship and Ownership

Another enabler of modernization is leadership. While new capabilities and innovative programming will drive change, People and Culture cannot be the sole champion of the much needed people-related changes within the Service. All leaders, from Command Officers to those on the front line, must own the Service's overall cultural transformation. The entire management cadre will need to lead by example, continuously exhibiting and extoling the values of the Service in every interaction, decision, and communication. As the organization continues to evolve its norms, rules, and modes of interaction, People and Culture will play an active role in supporting leadership through the Service's modernization.

New H.R. Service Delivery Model – Fewer Administrative and Uniform Positions

While an investment is required, the new H.R. service delivery model is envisioned to be smaller, and comprised of a different mix of skill sets. For the purpose of this discussion, the January 2016 establishment is being used as a benchmark for comparison. This establishment represents H.R.'s staffing complement at the time the Transformational Task Force was created, which was just before the Service embarked on the planning for its modernization. At that time, Human Resources was comprised of 114 positions. It is anticipated that the new model will be 43 positions smaller, at approximately 71 positions.

It is important to note that the external review of the Service's H.R. function recommended a ratio of ~1:80 (one H.R. staff member per 80 employees) by 2019, which equates to approximately 97 H.R. staff members based on our current employee count of 7728. Overall, for a mature H.R. function, the consultants recommended a ratio of ~1:75, which equates to approximately 103 H.R. staff members. At the current 71 positions being proposed in this report, the Service is much leaner than what was recommended by the external consultant. However, as there are still some unknowns, it is our view that it would be appropriate and fiscally prudent to start with a lower complement and then through the experience we gain over the next three years, adjust the establishment, where necessary and justifiable.

In addition to a different mix of skill sets, fewer administrative positions are envisioned for the new service delivery model and a greater leveraging of technological solutions. This will enable more analytical and strategic outcomes from staff, versus the current

focus on transactional work. To that end, H.R. has already begun the move toward an internal shared administrative support capacity, and managers and staff are taking on greater responsibility for their own administrative needs.

The new H.R. model also requires fewer police officers, particularly within the new Talent Acquisition unit. To this end, 30 police officers have already been redeployed to other priority areas within the Service from H.R. By 2020, we will have reduced our uniform officers by 40, with a value of approximately \$4M. The redeployment of these officers to core policing duties will help enable the Service to continue to provide public safety services with a reduced overall uniform officer complement.

The chart below outlines a comparison between the 2016 establishment and the 2020 envisioned structure.

People and Culture	2016 Establishment	End of Phase Three 2020	Difference
Uniform FTE	53	13	- 40
Civilian FTE	61	58	- 3
Total	114	71	- 43

As part of its transition and modernization, People and Culture must continue its efforts to implement technology solutions that automate routine people administration if additional benefits of cost reduction, increased productivity, staff availability, reliability and performance are to be realized.

H.R. Transition Plan – From Current to Future State

H.R.'s modernization is dependent upon people with the right skill sets and competencies being selected for key positions. Once the H.R. managers are in place, job descriptions will need to be finalized and positions classified as existing, modified, or new. The fair and transparent treatment of staff is a principle guiding the transition to the new model.

Given these principles, the following transition process is envisioned:

- Brand new positions, like all those in the Business Partnership unit, will need to be posted.
- For unchanged positions, or those with minor changes where the incumbent meets the minimum requirements, staff may be placed directly into the position.
- For positions with substantive changes, the job may need to be posted.
- Upskilling, where possible and practical, will be considered.

Members without a position at the end of the skills assessment will be redeployed to other priority vacancies within the Service. The process for redeploying these members will be discussed with the T.P.A. or the S.O.O. to ensure fairness and transparency.

The H.R. management team will have conducted three Town Hall meetings with H.R. staff since the release of the consultants' report in March 2017. One meeting addressed the new structural recommendations, as they were known at the time, one communicated the programs within the People Plan 2017 – 2019, and the third meeting further explained the modernization plan. These meetings informed staff about the expectations that will be placed upon the People and Culture pillar over the next three years, as well as staffing and skills needed to meet these expectations. Meetings were also held with representatives from the T.P.A. and the S.O.O., updating them on the modernization plan and reviewing the workforce transition plan. These meetings will continue as the process evolves..

Service Wide Human Resources Strategy – The TPS People Plan 2017 - 2019:

In addition to the H.R. structural analysis and proposed transition plan, a three-year TPS People Plan was developed in response to Recommendation #30. This Plan is anchored in the work of the Task Force, and aligns with the 32 recommendations within the T.T.F.'s final report. The Plan focuses on how the Service defines roles and expectations, and how it recruits, develops, promotes, and manages culture change.

In developing this Plan, input from a variety of sources was considered:

- Senior Officers during focus groups held in May 2016, prior to the release of the T.T.F.'s interim report;
- Residents during the public consultations held between July and November 2016, prior to the release of the T.T.F.'s final report;
- Stakeholders consulted during the strategic review of the HR pillar during the fall of 2016; and
- Service members during the unit and platoon visits after the T.T.F.'s final report was released in January 2017.

Human resources themes were garnered from this input, the majority of which addressed how members were selected, developed, recognized, and rewarded. These comments helped to create twenty-eight (28) foundational initiatives that are contained within the attached Plan.

Based on the input from community and Service members, the Plan was organized into four pillars: (1) Our People; (2) Our Leaders; (3) Our Culture and Inclusivity; and (4) Our H.R. Services, with 28 foundational initiatives.

This Plan begins with a broad array of people initiatives that embed a results-based approach to recruiting, selecting, developing, and managing our people. It also includes an investment in leadership to inspire a performance culture through performance

management processes that focus on member and leader accountability and development.

Over the next three years, these four pillars will create focus, and allow for a highly intentional allocation of time and effort to achieve the following desired outcomes, some of which require very radical changes to structures, processes, programs, policies and culture.

1. Our People: people-focused programs and tools to ensure competent and engaged members who are clear about the outcomes they are expected to achieve, who have the capabilities necessary to deliver community-centric services.
2. Our Leadership: leader-focused programs to ensure empowered leaders, skilled in public administration fundamentals, accountable for supporting and developing their staff to achieve outcomes, and who champion change and innovation.
3. Our Culture and Inclusivity: programs that create a culture of excellence, innovation, and pride in public service created through intentional actions that support member wellness and the lived experiences of our employees and our communities.
4. Our HR Services: structure and skill changes that enable strategic and effective human resources services for members and leaders that align people, business strategy, performance and culture.

Knowing that this Plan is aggressive, the HR team sought feedback from key internal stakeholders, as well as former T.T.F members. Overall, the internal members consulted were excited about the programs envisioned within the Plan, as they address several areas that have been in need of change. Task Force members provided advice on how best to staff and implement the new HR structure, advice that helped to shape the recommendations within this report.

At the time of this report, 4 of the 28 initiatives are almost ready to launch:

1. A more strategic H.R. unit, with significant changes to roles, functions, and structure (described within this report);
2. A new competency framework consisting of core and leadership competencies for all ranks and classifications throughout the Service;
3. A new performance management system; and
4. A mentoring program with an embedded pilot of a 360 degree evaluation tool for member development.

Over the course of the next three years, the other 24 initiatives will be developed through consultation with members, external experts, stakeholders, and the public. It is anticipated that updates will either be presented by the Strategy Management unit through its quarterly modernization reports to the Board, or as stand-alone updates, where applicable.

See Appendix C for further details about the 2017 - 2019 TPS People Plan.

Next Steps

Key positions required to operationalize the new human resources service delivery model have been identified for Phase One investment. Phase One spans the remainder of 2017, as well as the duration of 2018. Upon approval from the Board of the strategic direction of the modernization plan for H.R., and the subsequent approval of the new job descriptions, critical management positions will be posted and work to staff these and other key vacant positions will begin.

To assist with the planning required for the H.R. transition, as well as the People Plan, a project manager experienced in H.R. transformation and change management has been hired with funding from the P.E.M. grant.

Conclusion:

The modernization plan outlined in this report will allow People and Culture to demonstrate its relevance to the organization, and its important role as a catalyst for change, cultivator of culture, and driver of performance.

To realize this success, the Service is requesting that the Board support the strategic direction outlined in this modernization plan, and the three-year investment required to realize this plan, by approving the hiring of required positions over the next three years and authorizing the Chief to move forward with the implementation.

It is also recommended that the Board approve the attached new civilian job descriptions and classifications for the positions within People and Culture. Subject to Board approval, these positions will be staffed in accordance with the established procedure. For the positions within Unit A, the Toronto Police Association will be notified accordingly, as required by the collective agreement.

Ms. Jeanette May, Director, Human Resources, will provide a presentation on the modernization of H.R. Deputy Chief Barbara McLean, Human Resources Command, and Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police

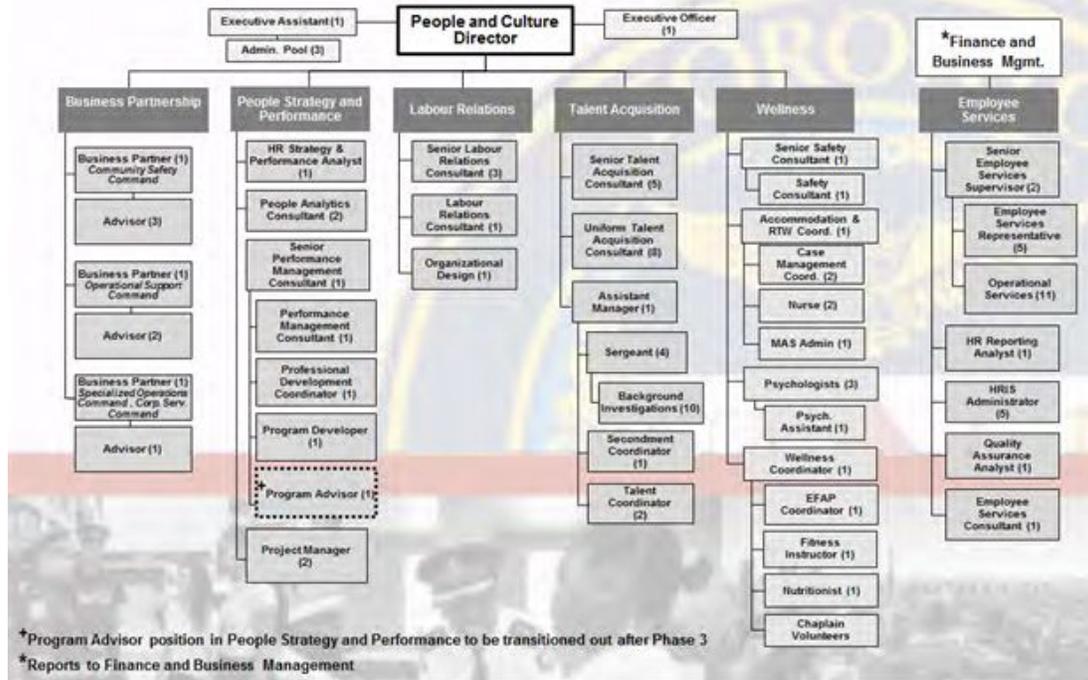
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Attachment:

Appendix A: People and Culture Organizational Structure

P&C Reorganization 2017 - 2020



Appendix B: Proposed New Job Descriptions



TORONTO POLICE SERVICE JOB DESCRIPTION

Date Approved:
Board Minute:
Total Points: 1139
Pay Class: Z32

JOB TITLE: Business Partnership Manager

JOB NO: Z32027

BRANCH: Human Resources Command/People and Culture

SUPERSEDES: NEW

UNIT: Business Partnership

HOURS OF WORK: 35 **SHIFTS:** 1

SECTION:

NO. OF INCUMBENTS IN THIS JOB: 1

REPORTS TO: People and Culture Director

DATE PREPARED: 2017.09.28

Summary of Function

The Business Partnership Manager provides active leadership to Business Partners (BPs) while supporting the Deputies. Through a network of BPs, the Business Partnership Manager partners with Command leaders and is responsible for ensuring the effective provision of HR services for each Command while working closely with BP's to deliver a seamless, customer focused HR service.

Direction Exercised

The Business Partnership Manager reports to the People and Culture Director and supervises Business Partners within each customer group.

Duties and Responsibilities

Strategic Oversight

30%

- With the People and Culture Director, serve as a member of the Toronto Police Service People and Culture Leadership Team to develop and support the strategic priorities outlined by the organization and People and Culture.
- Scan and understand the Service environment and needs, sharing insight back into People and Culture.
- Guide strategic direction on initiatives to ensure alignment and support of business unit strategies while supporting delivery of projects by being effective change agents, removing barriers and building compelling cases for change.

Page 1 of 3

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

- Develop deep understanding of the Service while continuously bringing relevant and impactful HR tools and solutions that drive results for their respective Command.

Performance and Continuous Improvement 25%

- The Business Partnership Manager is responsible for engaging the experts in the People and Culture pillar to design solutions for their respective Commands and instill culture and organizational values within the business.
- Be a proactive change agent and lead relevant HR related projects by working with members of the wider People and Culture team (e.g., local roll-out of a new policy, tools, process or program while providing feedback on their relevance and effectiveness to help improve design, efficiency and customer satisfaction).

People Champion 25%

- Provide professional advice and coaching with Deputies on the implementation of HR policy and support the delivery of employee lifecycle events such as promotion and performance management.
- Through its supervision of Business Partners, the Business Partnership Manager is ultimately responsible for ensuring alignment and a productive relationship between People and Culture and Command and amongst People and Culture units.

Unit Management 20%

- Direct the activities of the Business Partnership team and provide direction and mentorship to team members as appropriate, in support of employee development and performance management. Provide day-to-day leadership and guidance to team members, including the operational planning/scheduling of work, and resolution of escalated issues.
- In collaboration with other People and Culture Managers and the People and Culture Director, establish objectives, priorities and plans for the Business Partnership unit, and identify human resource requirements. Manage the unit's operational budget, in line with the pillar's budget, and approve expenses in accordance with their authorization limit or delegated authority. Own and maintain unit specific processes and policies, with a view to supporting continuous process improvement.
- Report to the People and Culture Director on the unit's performance, and identify and raise risks as required. Ensures unit's adherence to the Services' policies and standards.

- Work with the People Strategy and Performance unit to identify systems and technology required to effectively support talent acquisition and workforce planning initiatives.

Strategic Oversight **25%**

- Oversee the execution of talent acquisition programs, policies, and procedures as well as a team of talent acquisition consultants.
- Oversee the background investigation processes, continuously seeking more efficient ways to deliver these services meanwhile protecting the interests of the organization and the communities it serves.
- Lead the design of consistent organization-wide talent acquisition programs, policies, and procedures.
- Provide subject matter expertise, advice and guidance for cases / inquiries that require deep talent acquisition and sourcing subject matter expertise.

People Champion **15%**

- With People and Culture Managers, strategically assess the divisional/unit competency levels to strategically and proactively source talent to fulfill current and future needs.
- Continuously assess talent acquisition and background investigation based on effectiveness, efficiency and feedback from the Business Partnership Manager, Hiring Managers and candidates to deliver an excellent candidate experience.
- With the People and Culture Managers, support the marketing and demonstrating of a strong and positive employer brand.

Unit Management **20%**

- Direct the activities of the Talent Acquisition team and provide direction and mentorship to team members as appropriate, in support of employee development and performance management. Provide day-to-day leadership and guidance to team members, including the operational planning/scheduling of work, and resolution of escalated issues.
- In collaboration with other People and Culture Managers and the People and Culture Director, establish objectives, priorities and plans for the Talent Acquisition unit, and identify human resource requirements. Manage the unit's operational budget, in line with the pillar's budget, and approve expenses in accordance with their authorization limit or delegated authority. Own and maintain unit specific processes and policies, with a view to supporting continuous process improvement.
- Report to the People and Culture Director on the unit's performance, and identify and raise risks as required. Ensures unit's adherence to the Services' policies and standards.

Education and Qualifications

Required

- Undergraduate degree in Human Resources
- Five years of experience in an HR Manager role, with talent management or talent sourcing experience

Assets

- HR Professionals Association designation
- Registered Professional Recruiter (RPR)

Additional Requirements

- A demonstrated commitment to the core organizational values
- Deep understanding of leading human resource practice
- Demonstrated ability to translate talent needs into strategic sourcing needs
- Strong business acumen to market the organization as an employer of choice
- Outstanding operational excellence skills
- Strong program management and change management skills and familiarity with a variety of event planning, talent acquisition concepts, practices, technology and procedures
- Strong interpersonal and customer service skills including the ability to motivate others.
- Ability to effectively organize and prioritize work demands in a dynamic, fast-paced environment



TORONTO POLICE SERVICE
JOB DESCRIPTION

Date Approved:
Board Minute:
Total Points: 1139
Pay Class: Z32

JOB TITLE: Wellness Manager
BRANCH: Human Resources Command/People and Culture
UNIT: Wellness
SECTION:
REPORTS TO: People and Culture Director

JOB NO: Z32029
SUPERSEDES: NEW
HOURS OF WORK: 35 **SHIFTS:** 1
NO. OF INCUMBENTS IN THIS JOB: 1
DATE PREPARED: 2017.09.28

Summary Function

The Wellness Manager supports the development of wellness programs to develop a culture of health, safety and wellness designed to improve the health, safety and wellness of the employee population by leveraging issues identified through claims, data, EFAP program, health, safety and wellness practitioners, Business Partnership and other sources.

Direction Exercised

The Wellness Manager reports to the People and Culture Director and will partner with other People and Culture Managers to ensure collaboration/integration cross-functionally while supervising functional experts within the Wellness unit.

Duties and Responsibilities

Strategic Oversight **30%**

- In support to the EFAP Coordinator, champion and manage the Employee and Family Assistance Program (EFAP), including working with Business Partners to deliver and promote the use of this program to employees.
- In support to the Psychologist(s), champion and manage the Mental Health Program, including working with Business Partners to deliver and promote the use of this program to employees.
- In support to the Chaplain(s), champion and manage the Spiritual Health Program, including working with Business Partners to deliver and promote the use of this program to employees.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

- Support non-occupational disability case management, WSIB case Management and accommodation requests to ensure that all Service claims (medical/non-medical) and workers' compensation matters are managed according to applicable provincial regulations, collective agreements, as well as Service standards and policies meanwhile mitigating cost risks for the organization.
- Working in partnership with People Strategy and Performance, oversees the creative design, development and distribution of program communications, including presentations to management and employees, on health management topics, safety tips, improved health status, etc.

Performance and Continuous Improvement 30%

- Through health, safety and wellness programs, champion a culture of health, safety and wellness for Service employees through proactively identifying improvement opportunities using claims, data, EFAP program, health, safety and wellness practitioners, Business Partnership and other sources.
- Monitor and respond to changes in service delivery efficiency and effectiveness through action planning and KPI reporting, in particular for the employee accommodation process.
- Monitor and respond to changes in employee health, safety and wellness levels and provide updates to People and Culture and Service leadership teams.

People Champion 20%

- Work collaboratively with the People and Culture pillar to design strategies to best understand health, safety and wellness concerns and requirements of Service employees, and design programs to address these requirements.
- Collaborate closely with Business Partners to develop initiatives/programs within each Command to ensure the Service responds to local cultural expectations in respect of non-core benefits.

Unit Management 20%

- Direct the activities of the Wellness team and provide direction and mentorship to team members as appropriate, in support of employee development and performance management. Provide day-to-day leadership and guidance to team members, including the operational planning/scheduling of work, and resolution of escalated issues.
- In collaboration with other People and Culture Managers and the People and Culture Director, establish objectives, priorities and plans for the Wellness unit, and identify human resource requirements. Manage the unit's operational budget, in line with the pillar's budget, and approve expenses in accordance with their authorization limit or delegated authority. Own and maintain unit specific processes and policies, with a view to supporting continuous process improvement.

Page 2 of 3

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

- Report to the People and Culture Director on the unit's performance, and identify and raise risks as required. Ensures unit's adherence to the Services' policies and standards.

Education and Qualifications

Required

- Undergraduate degree in Human Resources, Health promotion or Healthcare profession
- Five years of experience in a Management role, with health, safety and wellness experience in a related sector/employer or equivalent combination of education and experience.

Assets

- HR Professionals Association (HRPA, CHRP) or Healthcare professional designation
- Canadian Registered Safety Professional (CRSP)
- Certified Disability Management Professional (CDMP)
- Certified Return to Work Coordinator (CRTWC)

Additional Requirements

- A demonstrated commitment to the core organizational values
- Experience working in a policing background
- Strong program management and change management skills and familiarity with a variety of event planning, program management, and employee health, wellness, and benefit administration concepts, practices, and procedures.
- Outstanding operational excellence skills
- Strong interpersonal and customer service skills including the ability to motivate others.
- Ability to effectively organize and prioritize work demands in a dynamic, fast-paced environment
- Demonstrated experience applying leading Occupational Health and Safety practice
- Ability to translate health, safety and wellness needs into action plans and to deliver on them
- Strong ability to develop coalitions internally and externally to offer the best health, safety and wellness services



TORONTO POLICE SERVICE
JOB DESCRIPTION

Date Approved:
Board Minute No.:
Total Points: 502
Pay Class: Z24

JOB TITLE:	Employee Services Consultant	JOB NO.:	Z24009
BRANCH:	Corporate Services Command	SUPERSEDES:	NEW
UNIT:	Employee Services	HOURS OF WORK:	35 SHIFTS: 1
SECTION:		NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Employee Services Manager	DATE PREPARED:	2017.09.28

SUMMARY OF FUNCTION:

Represents the Toronto Police Services Board with respect to the development, administration and maintenance of all human resources, payroll, benefit and pension programs and systems. Provides assistance and initiates proposals in the development, implementation and management of the Service's payroll, pension and benefit programs, income replacement and disability programs, for active and retired members.

DIRECTION EXERCISED:

Provides functional guidance and explanation of all Employee Services programs as required to all members and retired members of the Service. Supervision and delegation of work to clerical support staff, as required.

MACHINES & EQUIPMENT USED:

Workstation with associated software (e.g. MS Word, MS Excel, MS PowerPoint, HRMS, TRMS, Internet, Intranet). Other standard office equipment.

DUTIES AND RESPONSIBILITIES:

1. Guides and counsels senior management with respect to the unit's administration of human resources, payroll, pension and benefits programs and the proper adherence to the Collective Agreements, government legislation, industry best practices and specific Service related policies and programs.
2. Provides and presents information about current, new or proposed human resources, payroll, pension and benefits programs and policies to internal/external stakeholders, employees or employee groups.
3. Maintains a thorough awareness of current employment, benefits, pension, labour and human rights legislation as well as existing collective agreement matters affecting the Service's programs that are administered in the unit. Keeps updated with current trends in this area and evaluates impact to any of the programs administered in the unit. Maintains external relationships with other police services and agencies in order to benchmark programs administered in the unit.
4. Conducts analyses and reviews for use in payroll, pension and benefit related research, for the resolution of grievances, and the resolution of member complaints filed with the Service. Replies and/or acts as a witness to the presentation of data; acts as a witness/representative on behalf of the unit for resolution of grievances, conciliations and other resolution related meetings as required.
5. Plans, conducts and analyzes the results of trends in other police services; produces reports and statistical summaries on such trends for use in overall planning and policy development; analyzes proposed or projected amendments in benefits modifications or enhancements and the financial implications of such.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.



TORONTO POLICE SERVICE
JOB DESCRIPTION

Date Approved:
Board Minute No.:
Total Points: 502
Pay Class: Z24

JOB TITLE: Employee Services Consultant	JOB NO.: Z24009
BRANCH: Corporate Services Command	SUPERSEDES: NEW
UNIT: Employee Services	HOURS OF WORK: 35 SHIFTS: 1
SECTION:	NO. OF INCUMBENTS IN THIS JOB: 1
REPORTS TO: Employee Services Manager	DATE PREPARED: 2017.09.28

DUTIES AND RESPONSIBILITIES: (cont'd)

6. Assists in providing information, statistics and metrics on human resources, payroll, pension and benefit programs administered in the unit for negotiation and information to the Board and Command plus other internal/external stakeholders.
7. Consults, analyzes and reviews, along with internal Service stakeholders, the administration of medical, dental and life insurance plans, claims adjudication and adjudication of short and long term income replacement plans.
8. Liaises with vendors, internal stakeholders and insurance companies as required for benefits planning, trends in medical, dental, life and disability insurance plan design. Assists the Manager in the vendor procurement process as required and manages vendor relationships through meetings and following up with issues etc.
9. Liaises with OMERS regarding pension issues affecting employees and retirees. Works with OMERS to implement any new pension legislation or changes to that legislation at the Service.
10. Oversees the development and maintenance of the administration processes of the Service's short term and long term disability plans. Assists the Manager in developing and maintaining relationships with other Service stakeholders in this process.
11. Provides input to the Manager for the purposes of unit member performance reviews and may assist in the delivery of performance reviews to members of the unit where/when appropriate.
12. Reviews/analyzes unit's customer service metrics and provides assistance and guidance to unit supervisors regarding any need for change and improvement to those customer service metrics. Assists the Manager with management and employee communication and education in these areas.
13. Provides guidance to Finance in relation to budget and accounting inquiries with respect to the human resources, payroll, pension and benefit programs administered in the unit. Notifies associated finance areas of any changes in the administration of these programs in order for the costs and expenses of these programs to be accurately accounted for.
14. Performs other related duties and responsibilities, as required.

.../2

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.



TORONTO POLICE SERVICE
JOB SPECIFICATION

Date Approved:
Board Minute No.:
Total Points: 502
Pay Class: Z24

JOB TITLE:	Employee Services Consultant	JOB NO.:	Z24009
BRANCH:	Corporate Services Command	SUPERSEDES:	NEW
UNIT:	Employee Services	HOURS OF WORK:	35 SHIFTS: 1
SECTION:		NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Employee Services Manager	DATE PREPARED:	2017.09.28

EDUCATION:

Degree/diploma in Human Resources, Business Administration or a related discipline.

ADDITIONAL REQUIREMENTS:

- Minimum of five years of proven experience in the field of benefits administration, labour relations and/or human resource administration, preferably in a large public/private sector organization.
- Requires a good understanding and broad knowledge of benefits theories, policies and practices in both union and non-union environments.
- Strong analytical skills with the ability required to perform data collection, quantitative and qualitative analyses, the provision of statistical analysis and reports and the conducting of benefits related research, surveys etc.
- Requires comprehensive knowledge of current and related Employment, Labour and Human Rights legislation particularly within a unionized environment, as well as familiarity with the collective agreement process and related labour relations standards, codes and regulations.
- Requires a good knowledge and understanding of benefit increases and budget costings as well as a sound understanding of labour relations practices including the grievance/arbitration process.
- Exceptional communication and interpersonal skills required to effectively deal with various levels of personnel, senior management, other Police Services, etc.
- Excellent conflict resolution and problem solving skills.
- Human Resources designations such as CEBS, CHRP are considered an asset.

QUALIFYING PERIOD:

One year.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.



TORONTO POLICE SERVICE
JOB DESCRIPTION

Date Approved:
Board Minute No.:
Total Points: 551.5
Pay Class: A12

JOB TITLE:	Employee Services Supervisor	JOB NO.:	A12021
BRANCH:	Corporate Services Command	SUPERSEDES:	NEW
UNIT:	Employee Services	HOURS OF WORK:	35 SHIFTS: 1
SECTION:		NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Employee Services Manager	DATE PREPARED:	2017.09.28

SUMMARY OF FUNCTION:

Reporting to the the Employee Services Manager, is responsible for providing direction and leadership of the overall delivery of employee administrative and support services related to human resources, payroll, benefits and pension. In addition to ensuring service levels are continuously met, this position requires interacting and meeting with various partners, stakeholders and customers to build relationships and provide a point of escalation for any issues regarding service delivery.

Acts as a change agent and champion of operational excellence, collaborating with internal/external partners to leverage best practices and current technologies to ensure optimal service delivery.

DIRECTION EXERCISED:

Manages the activities and performance of staff, providing work direction and technical advice and industry expertise, assigning tasks/activities, determining methods and procedures to be used, resolving problems, and ensuring results are achieved.

MACHINES AND EQUIPMENT USED:

Workstation with associated software and other office equipment as required.

DUTIES AND RESPONSIBILITIES:

1. Leads and manages all aspects of the daily operational support services related to the delivery of administrative services including employee human resources recordkeeping, benefits, pension and payroll administration; ensuring consistent delivery of service excellence, operational efficiency and regulatory and corporate compliance.
 - a. Leads the development of service level agreements with key stakeholder groups.
 - b. Leads the formulation of standard system operating procedures and ensures these standards are upheld, including call track logs.
 - c. Consistently monitors and maintains service levels, proactively identifying and addressing issues and managing changing priorities.
 - d. Maintains and reviews the integrity, reliability, and timeliness of payroll and related information with adherence to statutory and other reporting requirements.
 - e. Manages the delivery of administrative services to ensure in line with overall People and Culture and Finance strategic direction and longer-term objectives.
 - f. Leads ongoing review of service levels and status of issues reported related to process or application functional/technical support to identify required policy, process, or system enhancements and/or additional training or support needs.
 - g. Escalates issues as required.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.



TORONTO POLICE SERVICE
JOB SPECIFICATION

Date Approved:
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BRANCH:	Corporate Services Command	SUPERSEDES:	NEW
UNIT:	Employee Services	HOURS OF WORK:	35 SHIFTS: 1
SECTION:		NO. OF INCUMBENTS IN THIS JOB:	1
REPORTS TO:	Employee Services Manager	DATE PREPARED:	2017.09.28

EDUCATION:

Diploma in business administration – human resources management or accounting. Degree in business administration – human resources management or accounting is preferred.

ADDITIONAL REQUIREMENTS:

- Minimum five years’ experience in supervisory role, in an human resources administrative or payroll environment.
- Minimum three years’ experience with PeopleSoft HRMS.
- Experience working in a multi-union payroll environment.
- Experience in Municipal/Public Sector.
- Proficiency in relevant human resources, payroll legislation (e.g. Employment Standards Act, OMERS, MFIPPA, etc.).
- Payroll Compliance Practitioner (PCP).
- Demonstrated leadership/supervisory capabilities.
- Ability to adapt to changing corporate priorities.
- Collaboration/customer focus.
- Expert on administrative service delivery, process design and industry best practices of same.
- Certified Payroll Manager (CPM) or CEBS is preferred.
- Project implementation experience is preferred.

QUALIFYING PERIOD:

One year.

The above statements reflect the principal functions and duties as required for proper evaluation of the job and shall not be construed as a detailed description of all the work requirements that may be inherent in the job or incidental to it.

Appendix C: 2017 - 2019 TPS People Plan

Click: [Toronto Police Service People Plan 2017-2019](#)



Toronto Police Service
People Plan
2017 - 2019



Human Resources Modernization Plan

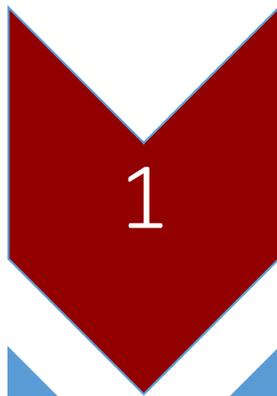


Public Board Presentation
October 26, 2017





Agenda



Human Resources Strategy



Human Resources Structure



Recommendation 30

We are recommending a comprehensive people management and HR strategy for the Service that includes significant changes to:

- The roles, functions and structure of the Service's Human Resources unit to enable it to play a more modern and strategic role.
- HR policies, processes, analytics and tools that will enable modernization of service-delivery and deployment changes.





Human Resources Strategy



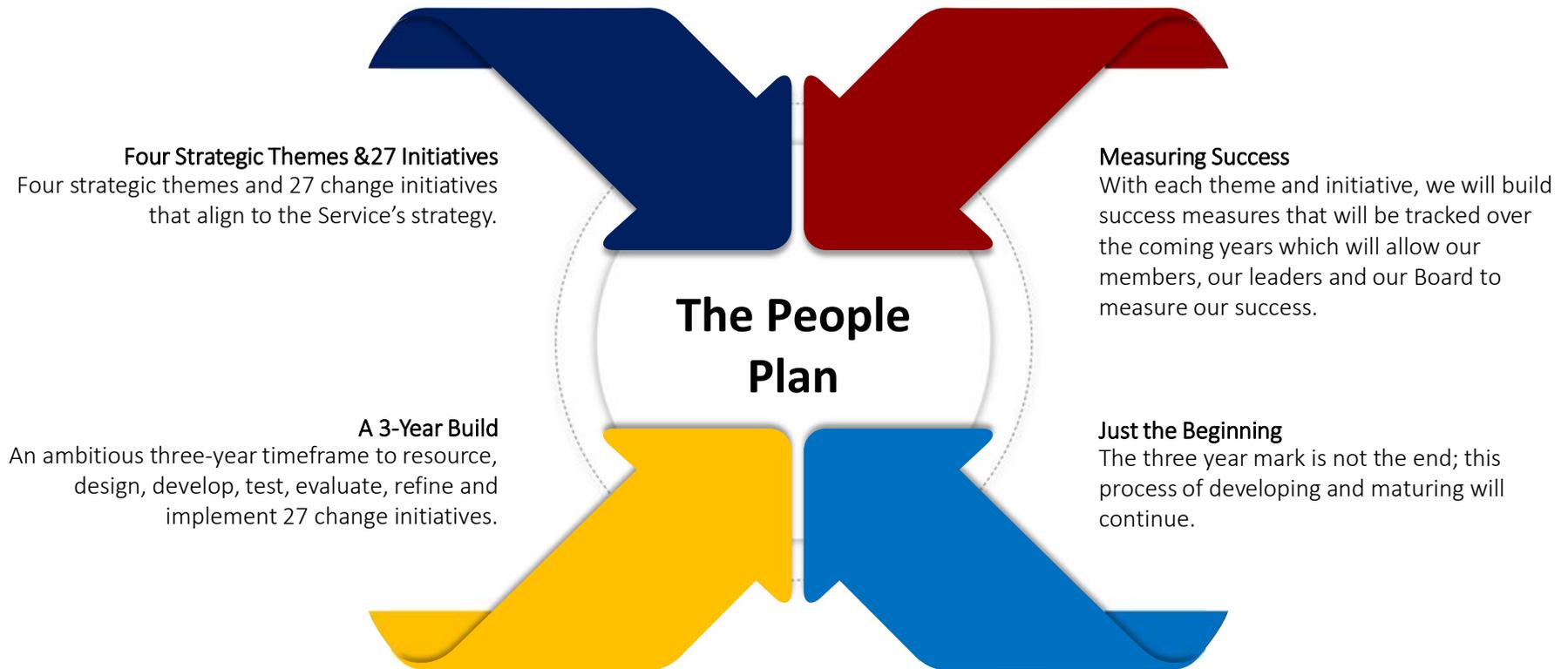


HR Strategy: 2017-2020





HR Strategy: 2017 - 2020





Four Strategic Themes



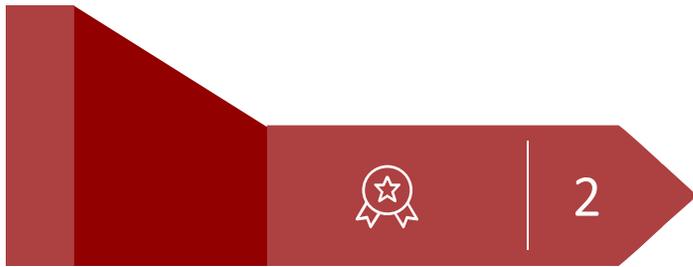
Our People



Competent and engaged employees, clear about the outcomes they are expected to achieve, who have the capabilities necessary to deliver community centric services



Our Leadership



Empowered leaders, skilled in public administration, accountable for supporting and developing their staff to achieve outcomes, and who effectively champion and enable change and innovation





Our Culture and Inclusivity

A culture of excellence, innovation, and pride in service created through intentional actions that support member wellness and respect the diversity of lived experiences of our employees and our communities



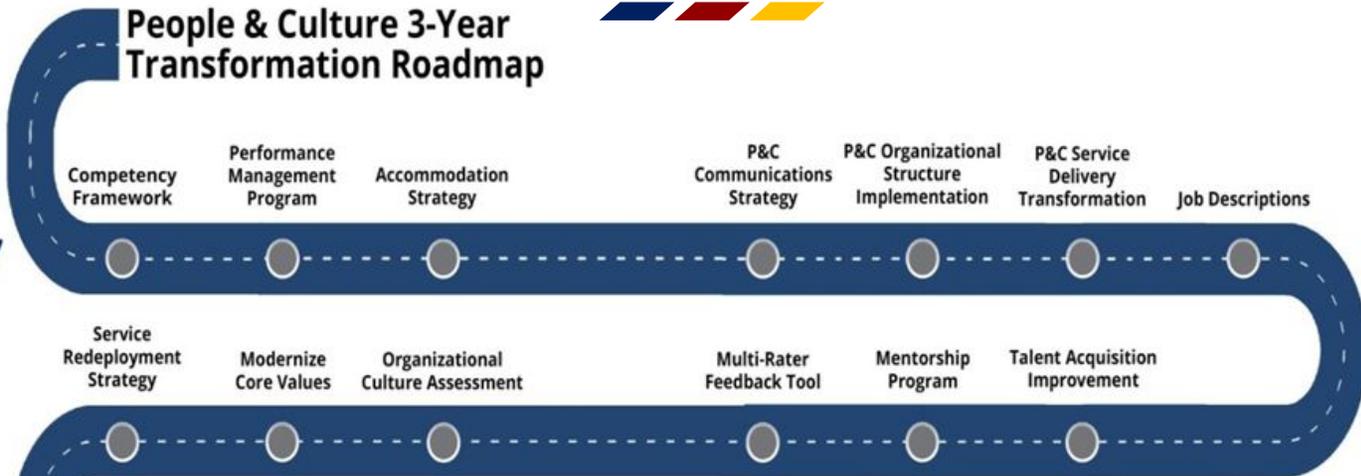
Our HR Services

Strategic and effective HR services for members and leaders that align people, business strategy, performance and culture

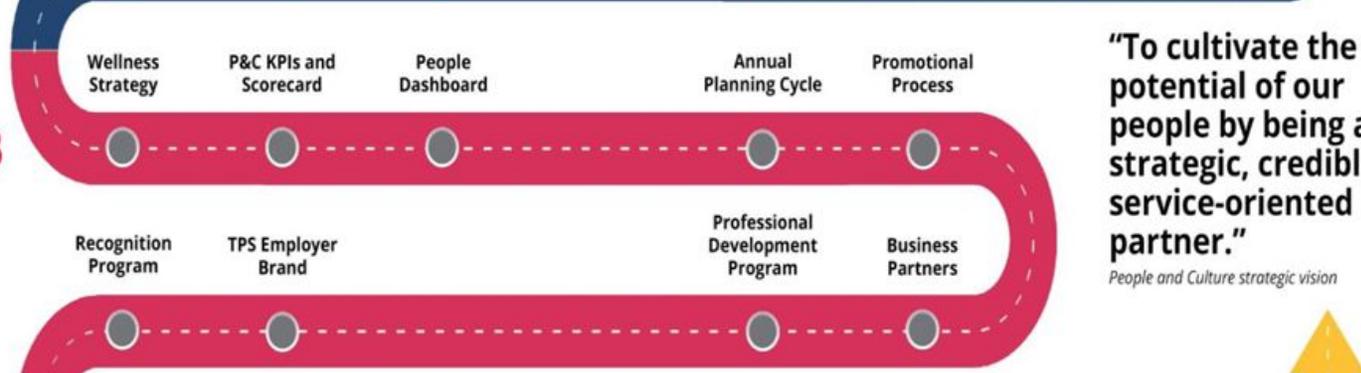


People & Culture 3-Year Transformation Roadmap

2017



2018



2019



“To cultivate the potential of our people by being a strategic, credible service-oriented partner.”

People and Culture strategic vision



Human Resources Structure





Case for Change

- HR has an outdated functional model
- Transactional versus strategic work
- No single point of contact
- HR processes, policies and tools are outdated
- Use of technology is limited
- Inadequate self-service capability
- Leading practices are lacking in talent management, leadership development and recruitment

Addressing these deeply rooted issues is necessary for the modernization of TPS as a whole.



People & Culture

Director

*Reports to Finance

Business Partnership

- Single point of contact for management
- HR professionals embedded within the areas they serve
- Work with management and supervisors to resolve complex people issues

People Strategy and Performance

- Design programs and processes
- HR experts who execute the TPS People Plan
- People analytics and reporting

Labour Relations

- Labour Relations experts
- Organizational design

Talent Acquisition

- Talent sourcing experts using modern practices
- Deployment

Wellness

- OHS/MAS experts
- WSIB
- Psychological Services
- Wellness experts
- EFAP

Employee Services

- Single point of contact for employees
- HR, payroll, benefits, records experts
- Data management
- HR systems management



FTE Projection

People and Culture	2016 Establishment	End of Phase 3 – 2020	Difference
Uniform FTE	53	13	- 40
Civilian FTE	61	58	- 3
Total	114	71	- 43
Employee Services	2016 Establishment	End of Phase 3 – 2020	Difference
Civilian FTE	32	27	- 5





Next Steps

- Up to 40 positions to be filled by end of Phase 3
- Fill 29 positions in Phase 1
- Start with:
 - Manager positions
 - Two positions in People Strategy and Performance
 - Two positions in Employee Services
- Managers to finalize job descriptions for their new positions
- Develop the Workforce Transition Plan





Questions





Toronto Police Services Board Report

August 17, 2017

To: Chair and Members
Toronto Police Services Board

From: Mark Saunders
Chief of Police

**Subject: Access to Historical Contact Data – Second Quarter 2017
(April – June)**

Recommendation(s):

It is recommended that the Board receive the following report.

Financial Implications:

There are no financial implications relating to the information contained in this report.

Background:

Board Policy Reporting Requirements

At its meeting on November 17, 2016, the Board approved a policy, entitled “Regulated Interaction with the Community and the Collection of Identifying Information” (Min. No. P250/16 refers), which includes, in paragraph 16, a requirement for the Chief to provide the Board, on a quarterly basis, with a public report on requests, approvals, and purpose(s) for access to Historical Contact Data as well as whether or not access fulfilled the purpose(s) for which it was accessed.

Historical Contact Data

The Board policy definition of Historical Contact Data refers to all;

- Person Investigated Card (Form 172),
- Field Information Report (Form 208),
- Community Inquiry Report (Form 306), and
- Community Safety Note (Street Check) records

submitted into the Service’s records management systems prior to January 1, 2017; and may include any such submitted record whether or not it would have been categorized as a Regulated Interaction Report had it been submitted on or after January 1, 2017.

Legislated Purposes for Accessing Historical Contact Data

The Board policy, developed in accordance with subsection 12(1) of Ontario Regulation 58/16 (the Regulation) under the Police Services Act, establishes that Historical Contact Data may be accessed by Service members only with the authorization of the Chief:

when (consistent with the Regulation) access to the record is required;

- a) for the purpose of an ongoing police investigation,
- b) in connection with legal proceedings or anticipated legal proceedings,
- c) for the purpose of dealing with a complaint under Part V of the Act or for the purpose of an investigation or inquiry under clause 25 (1) (a) of the Act,
- d) in order to prepare the annual report described in subsection 14 (1) or the report required under section 15,
- e) for the purpose of complying with a legal requirement, or
- f) for the purpose of evaluating a police officer's performance;

and only when (in addition to the restrictions imposed by the Regulation) access is required for a substantial public interest or to comply with a legal requirement.

Purpose:

The purpose of this report is to provide the Board with the requisite information for the second quarter of 2017, in accordance with the Board policy.

Discussion:

The Service has adopted the Board policy definition of Historical Contact Data which encompasses all records within the database regardless of whether or not they would be considered Regulated Interaction Reports under the current legislation.

The Service has restricted access to all Historical Contact Data by eliminating Service-wide direct access to the database and instituting procedures and business processes which ensure access to the database is authorized by the Chief and actioned by only a small group of members specifically assigned by the Chief for this purpose.

Paragraph 13 through 15 of the policy require, in part:

13. The Chief shall develop procedures that ensure all Historical Contact Data is Restricted in a manner that prevents Service members from accessing it without authorization.
14. Historical Contact Data must be stored in a way that leaves an auditable technological trail.
15. Access to Historical Contact Data under paragraph 13 of this policy shall be authorized by the Chief, in accordance with the constraints imposed on records classified as Restricted, and only when access is required for a substantial public interest or to comply with a legal requirement.

In accordance with these paragraphs, as explained below, the Service has developed procedures and/or business processes to ensure access to all Historical Contact Data is restricted and the only way for a member of the Service to access the Historical Contact Data is with the express authorization or approval of the Chief. The procedures and business processes have been developed with consideration to best practices in relation to information privacy, including;

- data isolation,
- access audit trails, and
- role based security access.

Data Isolation

The Service has introduced procedures and/or business processes to ensure Historical Contact Data, unless authorized by the Chief, is not accessible to members of the Service.

The Service has procedures and/or business processes to ensure Historical Contact Data has not, is not, and will not be used as part of the Police Reference Check or Vulnerable Sector Screening programs.

The Service has introduced procedures and/or business processes to ensure Historical Contact Data is not used to identify a person as “known to police”.

Access Audit Trails

Consistent with the Board policy, Historical Contact Data has been restricted in a manner which leaves an auditable technological trail of access. The Service has ensured access to the Historical Contact Data continues to be auditable, with the ability to verify the authorization of each access, by establishing procedures and business processes, supported by the Service’s records management systems, to:

- limit access capability to access the database to only members who are specifically authorized by the Chief for this purpose;
- incorporate mandatory recording of file numbers corresponding to authorizations or approvals for access to the database; and
- facilitate periodic and random audits to cross-check access with the respective authorizations or approvals.

Role Based Security Access

The Service has eliminated access to Historical Contact Data for all Service members, with the exception of a select group of members who have been authorized by the Chief to access the database only for the purposes of facilitating the established procedures and business processes outlined below.

In operationalizing the Board policy, the Service has distinguished between operational access and administrative access to the Historical Contact Data.

Operational Access

Operational access refers to any request submitted by a member in accordance with the process outlined below, which the Chief may deny or approve.

Even if the request for access to the Historical Contact Data is approved by the Chief, access to the database is not provided directly to the requesting member. Instead, there are only eight members, specifically assigned and authorized by the Chief for this purpose, who receive and process the request thereby further ensuring the database is only accessed by those members authorized and approved by the Chief. These members then forward the results, if any, to the requesting member.

To reflect the Board policy principle of “substantial public interest”, the broader category of “ongoing police investigation” has been narrowed by limiting the types of investigations which may be eligible for access. This constraint means members may only request access for investigations involving:

- preservation of life and/or preventing bodily harm or death;
- homicides and attempts;
- sexual assaults, and all attempts (for the purpose of this standard, is deemed to include sexual interference, sexual exploitation and invitation to sexual touching);
- occurrences involving abductions and attempts;
- missing person occurrences, where circumstances indicate a strong possibility of foul play;
- occurrences suspected to be homicide involving found human remains;
- criminal harassment cases in which the offender is not known to the victim;
- occurrences involving a firearm or discharge of a firearm; and/or
- gang related investigations.

In addition to limiting the eligibility of investigations, the procedures and business process require officers to:

- explain why the specified purpose for which access is requested cannot reasonably be fulfilled without access to the Historical Contact Data; and
- have conducted all other relevant investigative queries prior to submitting their request.

For January 1, 2017, the Service implemented an interim business process (utilizing hardcopy forms) which allowed members to submit requests to the Chief, through their respective chain of command. In May of 2017, the hardcopy forms were replaced with an electronic process. The current business process for submitting a request is as follows.

A member requesting the Chief’s approval for access to Historical Contact Data must submit an electronic Request to Access Restricted Records (TPS 294).

Members may not submit their request directly to the Chief. Instead, they must submit their request through their Officer in Charge where it is subjected to a series of increasing supervisory and management reviews, including:

- Unit Commander,
- Staff Superintendent, and/or
- Staff Superintendent of Detective Operations.

Each level of review is required to consider the merits of the submission, on a case by case basis, and only forwards the request for next level review when satisfied that:

- the specified purpose for which access was requested cannot reasonably be fulfilled without providing access to the Historical Contact Data; and
- all other relevant investigative queries have been conducted.

The request is then considered by the Chief and may still be denied if the Chief is not satisfied that:

- access is required for a substantial public interest, or
- to comply with a legal requirement.

Only if approved by the Chief is the request forwarded to Intelligence Services. Importantly, the approved access is facilitated by the assigned members of Intelligence services and the requesting member cannot directly access the database themselves, which ensures officers only receive relevant information, if any, from the database.

Administrative Access

Administrative access refers to access, authorized by the Chief, which is required by members in order for the Service to be in compliance with legislation.

For the administrative access, twenty-two members have been specifically authorized to access the Historical Contact Data exclusively for the purpose of, and only in response to, legal obligations (to ensure compliance with freedom of information requests, subpoenas, orders, motions, etc.) and one member has been specifically authorized as the technical support person assigned to records system maintenance (to facilitate the Service's compliance with Board policy).

Service Members Assigned to Facilitate Access

The Chief has assigned an initial complement of 31 members to facilitate access to Historical Contact Data only as approved or authorized by the Chief.

The Service gave consideration to the distinction between access required in order for the Service to respond to external obligations (administrative access) and access requested for purposes initiated by Service members (operational access).

Consistent with the Board policy objective that access to Historical Contact Data is authorized by the Chief only when access is required for a substantial public interest or to comply with a legal requirement, the Chief has aligned the assigned resources with the anticipated Service requirements for operational access and administrative access.

Consequently, resources to access the database have been apportioned according to the anticipated volume of required access by units responsible for facilitating access.

The Service has distinguished the units responsible for facilitating administrative access from operational access to ensure all access adheres to the appropriate business process. In addition to limiting the units, the Service also limited the number of members within each of the respective units who have access to the database; while still ensuring that the Service is able to meet operational and legislative requirements

The initial complement has been established, in accordance with privacy best practices, to ensure:

- as few members as possible access the database;
- the results of any access are handled by as few members as possible; and,
- for administrative access, members and units are able to comply with legal obligations without disclosing access, or results of access, to other members or units.

This initial allocation of 31 members was implemented with extensive consideration to the Service's obligations (as itemised in the list below) and will be reviewed, and adjusted as appropriate, once the regular volume of access requirements has been established over the course of the first year (2017).

The 31 members presently assigned to facilitate access were selected based upon their current assignment to their respective roles within specific units of the Service. Importantly, the authorization to facilitate access remains with the assigned position and not the specific member because an individual may be re-assigned to a different role within the organization at which time the individual's access would be revoked.

The current resources for administrative access are comprised of:

- Access & Privacy – 12 members to ensure Service compliance with law (legal requirement – Freedom of Information requests)
- Legal Services – 5 members to ensure Service compliance with law (all other legal requirements)
- Business Intelligence – 5 members to ensure compliance with Board policy (verification & reporting)
- Information Technology Services – 1 member to ensure compliance with Board Policy (technical support)

For the administrative access, the 23 roles assigned facilitate access only for circumstances where the Service is compelled to access the Historical Contact Data in order for the Service to be in compliance with law and/or Board policy.

The current resources for operational access are comprised of:

- Intelligence Services – 8 members to ensure compliance with Board policy (facilitating approved requests only)

For the operational access, the eight (8) civilian members of Intelligence Services have been specifically authorized to access the Historical Contact Data exclusively for the purpose of facilitating access only for those requests which have been approved by the Chief.

Post-Access Summary Report

The Service has developed procedures and business processes to ensure, upon receipt of the results of an approved operational access to Historical Contact Data, the requesting member is required to complete a post-access summary report indicating whether or not accessing the Historical Contact Data fulfilled the purpose(s) for which it was accessed.

Detailed Data Breakdown in Accordance with Policy – Second Quarter of 2017

This quarterly report has been prepared in accordance with the Board policy to explain the operationalization of the policy and report on the items in paragraph 16 of the policy. For the second quarter of 2017, the specific items from paragraph 16, and the respective responses, are detailed below, and encompass both:

- Operational accesses 7
- Administrative accesses 1,486

16 a. The number of requests, submitted to the Chief by Service members, for access to Historical Contact Data:

There were 7 operational requests, submitted to the Chief by Service members, for access to Historical Contact Data. This does not account for any requests that may have been denied by reviewers at other levels of the Service, prior to the Chief.

16 b. The number of approvals, by the Chief, for access to Historical Contact Data:

Importantly, all operational requests, including those pertaining to investigations and legal proceedings, are approved by the Chief.

The Chief approved 7 operational requests for access to Historical Contact Data.

The Chief considers the merits of each request he receives, on a case by case basis, to determine if access is required for (in accordance with Board policy):

- a substantial public interest, or
- to comply with a legal requirement.

Additionally, the Chief considers whether:

- the specified purpose can reasonably be fulfilled without providing access to the Historical Contact Data

The distinction between authorized access (administrative) and approved access (operational) is based on the requirement for compliance with law and whether or not the law affords the Chief authority to deny access.

- administrative access is authorized for a small group of select members to respond to and fulfil legal obligations for the Service’s compliance with law
- operational access is approved (or denied) based upon requests for access from members (investigators) related to core Service delivery

The Chief authorized 1,486 potential administrative accesses to the database because access was required for the purpose of complying with legal requirements. The administrative accesses were authorized because the Service must comply with the law. The vast majority of the administrative accesses are comprised of Freedom of Information requests which are an example of required compliance with Provincial law (*Municipal Freedom of information and Protection of Privacy Act*). The balance of the administrative accesses are comprised of Federal and Provincial legislative requirements with which the Service is required to comply, such as; court orders, subpoenas, motions and/or Board policy.

16 c. The purpose(s) of the requests and approvals identified in subparagraphs 16a and 16b:

The 7 operational accesses approved by the Chief were for:

Ongoing Investigation:	6
Legal Proceedings & Legal Requirement:	1
Operational Access Total:	<hr style="width: 50px; margin: 0 auto;"/> 7

The 1,486 administrative accesses authorized by the Chief were for:

Legal Requirement: (Freedom of Information requests – from public for access to their own records)	1,418
Legal Requirement & Legal Proceedings: (subpoenas, orders, motions, etc.)	64
Legal Requirement: (information technology testing for compliance with Board policy)	4
Administrative Access Total:	<hr style="width: 50px; margin: 0 auto;"/> 1,486

Not all legal proceedings are criminal matters initiated by Service members. Some legal proceedings are initiated by institutions or individuals external to the Service. (e.g. trials, hearings, inquests, motions, civil actions, discoveries, etc.)

Access may be required for multiple purposes and, therefore, either administrative or operational access may involve legal proceedings or a legal requirement and the difference may be based upon:

- the origin of the requirement for access
- if a legal requirement, whether obligation is on the Service and/or an individual Service member
- the unit responsible for facilitating access

- 16 d. Whether or not accessing the Historical Contact Data fulfilled the purpose(s) for which it was accessed:

The operational access to Historical Contact Data fulfilled the purpose(s) for which it was accessed in all instances.

The administrative access to Historical Contact Data fulfilled the purpose(s) for which it was accessed in all instances.

For operational access, after receiving the results of an approved access, the requesting member completes a post-access summary report explaining how access did or did not fulfil the purpose(s) for which access was approved. For administrative access the access itself fulfils the purpose of compliance with law.

- 16 e. When hard copy report forms generated before January 1, 2017 are digitized, the number of records digitized and the records management system to which the records were added:

All known hard copy Historical Contact Data had been digitized prior to the Board policy and no additional hard copy Historical Contact Data records were discovered and/or added to the records management systems during this quarter.

Conclusion:

This report provides information to the Board on access to Historical Contact Data during the second quarter of 2017. I will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police



Toronto Police Services Board Report

October 13, 2017

To: Members
Toronto Police Services Board

From: Ms. Audrey Campbell
Ms. Thea Herman (retired judge)
Andy Pringle, Chair

Subject: Regulated Interactions Review Panel: Review of Chief's Report - Access to Historical Contact Data, Second Quarter, April to June 2017

Recommendation(s):

It is recommended:

1. That the Board receive the foregoing report;
2. That the Service develop a process to report how many FOI requests actually result in accessing of the Historical Contact Data, as authorized by the Chief; and
3. That the Chief provide information as to the measures taken to reduce the number of people assigned to facilitate operational access to Historical Contact Data.

Financial Implications:

There are no financial implications relating to the recommendation(s) contained within this report.

Background/Purpose:

At its meeting held on November 17, 2016, the Board approved a revised policy entitled "Regulated Interaction with the Community and the Collection of Identifying Information" (the Policy). Among other things, the policy requires the Chief to report quarterly on access to Historical Contact Data and establishes a panel to review and make recommendations to the Board about access. The Regulated Interactions Review Panel (the Review Panel) is composed of three persons: a Board member, a retired judge and a community member, whose mandate is as follows:

- a. review the quarterly report for compliance with paragraphs 13 to 16 of this policy;
- b. identify and track any significant trends;

- c. summarize its review of the Chief's quarterly report, in a report to the Board including, if necessary, suggestions or recommendations for consideration by the Board; and
- d. make its summary review of the Chief's quarterly report available to the public by submitting it to the Board at the same time that the Chief's quarterly report is submitted to the Board.

Sections 13 to 16 of the Policy requires the Chief to develop procedures to ensure that, in accordance with the Policy, appropriate restrictions are placed on the access by members of the Service to Historical Contact Data; that historical contact data is stored in a way that leaves an auditable technological trail; and that access to historical data is authorized by the Chief in accordance with constraints imposed on restricted records, only when access is required for a substantial public interest or complies with a legal requirement.

The Review Panel comprised of Ms. Thea Herman (retired), Ms. Audrey Campbell and Chair Andy Pringle received the Chief's second quarterly report, "Access to Historical Contact Data – Second Quarter 2017 (April – June)," dated August 17, 2017. The purpose of this report is to transmit the Chief's second quarterly report to the Board and to provide the Board with the Review Panel's summarized analysis of the Chief's report.

Discussion:

The Review Panel met on September 25, 2017 to discuss the Chief's second quarterly report. The Chief's second quarterly report includes the Chief's response to recommendations and a Board Motion approved at the Board's June 15, 2017 meeting. The following chart lists the recommendations and Motion approved by the Board, indicates where the Chief's response can be found in his second quarterly report and provide the Review Panel's comments regarding the information provided by the Chief. The Chief's report also includes information regarding second quarterly access to Historical Contact Data.

RIRP Recommendations and Board Motion approved on June 15, 2017, Board Min. No. P139/17 refers.

June 15 th Recommendations	Chief's Response in Second Quarterly Report	Review Panel's Response
In order to provide additional transparency, the Review Panel recommends that the Chief provide additional information regarding the necessity for 30 individuals, particularly the eight operational individuals, to have access to Historical Contact Data. As well, the Chief is requested to elaborate on the selection criteria used to identify these positions.	Page 5	Additional information required
In addition to quantifying access to comply with the Municipal Freedom of Information and	Page 8	Satisfactory

June 15 th Recommendations	Chief's Response in Second Quarterly Report	Review Panel's Response
Protection of Privacy Act (MFIPPA), provide details of the rationale for authorizing access to comply with legal requirements.		
Provide additional information regarding the rationale utilized by the Chief in deciding whether or not to approve a request.	Page 7	Satisfactory
Provide an assurance that all operational requests, including those pertaining to investigations and legal proceedings, are personally approved by the Chief.	Page	Satisfactory
Provide further information regarding the distinction between authorized and approved access, as noted on page six of the Chief's report.	Page 8	Satisfactory
The Chief should clarify in the next report, how legal proceedings differ in each category.	Page 9	Satisfactory
Provide further clarification regarding the two operational requests which did not fulfil their purpose. As well, it would be beneficial if the Chief could elaborate with respect to how it is determined that a request fulfils or does not fulfil its purpose.	Page 9	Satisfactory
Provide additional details in the next quarterly report regarding the breakdown of the steps involved, from beginning to end, for a request to access Historical Contact Data, including a copy of the required forms submitted by a requestor.	Page 4	Satisfactory
Motion: THAT the Chief of Police report, in the next quarterly report, on the measures which could be undertaken to reduce the total of 30 members who are currently authorized to access the Historical Contact Data to a lesser number which is as small as possible in keeping with the intention of the access policy.	Page 6	Additional information required

The Review Panel is generally satisfied with the Chief's response to the June 15th recommendations, as indicated in the preceding chart. However, two concerns remain:

- (i) The Report does not adequately respond to the Panel's recommendation and the Board's Motion to explain the need for the number of individuals who have access to the data, and report on measures to reduce the number; and
- (ii) The number of administrative access requests remains very high. It would be helpful to have the number clarified.

Subsequently, the Review Panel sought further clarification regarding the number of administrative access to Historical Contact Data, as well as additional information regarding access and privacy processes in general.

The Toronto Police Service Access and Privacy Unit provided a presentation to the Review Panel with respect to Freedom of Information (FOI) procedures and processes. The presentation provided an overview of legislative requirements and included the steps involved to process a privacy and access request from intake to conclusion. The Review Panel also had an opportunity to review the internal forms that are required to be completed by Service members requesting access to Historical Contact Data, as well as the external form completed by members of the public seeking access to information. Copies of the forms are appended to this report.

Service Members Assigned to Facilitate Access to HCD

The Chief's Report states that the number of members with access will be reviewed and adjusted as appropriate, once the regular volume of access requirements has been established.

While it is understandable that the high number of individuals with access to the data for administrative requests may be necessary for operational purposes, given the large number of administrative requests (mostly FOI), it is difficult to understand why eight people need to have access to the data for operational requests, in view of the fact that there were only seven requests over a three month period. In the absence of an explanation, this number seems very high given the small number of requests.

We would request further clarification as to whether this number of people need to have access to the data for operational requests and, if they do not, we would request information as to the measures taken to reduce the number.

Number of Access to Historical Contact Data

The Review Panel was concerned about the high number of administrative access requests reported in the last quarter, of which 1418 were FOI requests. The number is almost the same as that reported in the previous Report.

The Review Panel was advised by Access and Privacy staff, that the number of FOI requests in the report represents all requests made during the period in question, and not just access to Historical Contact Data. It also includes both general FOI requests and requests made by individuals. Given the way in which access requests are recorded in the system, there is no way, at the present time, to provide accurate information as to the number of times Historical Contact Data was accessed for administrative purposes.

In view of this, and the importance of having a better understanding of how often Historical Contact Data is accessed, the Review Panel would ask that a process be developed to determine how many of the total FOI requests result in access to the Historical Contact Data.

Quarterly Report Compliance with Board Policy

The information provided in the Chief's second quarterly report sufficiently complies with the requirements outlined in sections 13 to 16 of the Policy. However, based on the foregoing observations the Review Panel makes the following recommendations:

- That the Service develop a process to report how many FOI requests actually result in accessing of the Historical Contact Data, as authorized by the Chief.
- That the Chief provide information as to the measures taken to reduce the number number of people assigned to facilitate operational access to Historical Contact Data.

Conclusion:

Although two quarterly reports are likely not significant for the purpose of reporting trends, we would note that the number of operational requests in this report (7) is half that in the previous report (14). The number of administrative requests is almost the same. However, given the difficulty with the data on administrative access requests, noted above, we cannot conclude that the number of times the Historical Contact Data was accessed was also almost the same.

Respectfully submitted,

Andy Pringle, Chair
on behalf of the Regulated Interactions Review Panel

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Toronto Police Services Board Report

October 11, 2017

To: Chair and Members
Toronto Police Services Board

From: Mark Saunders
Chief of Police

Subject: Network Services

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board):

1. approve a contract award to Cogeco Peer One for the provision of network services for a ten-year term, to begin upon contract signing; and
2. authorize the Chair to execute all required agreements and related documents on behalf of the Board on terms satisfactory to staff, subject to approval by the City Solicitor as to form.

Financial Implications:

The cost (excluding taxes) for the network services at 26 Toronto Police Service (Service) facilities and tower sites is approximately \$3 Million (M) over the ten-year term of the proposed agreement. It involves an estimated one-time initial installation cost of \$1M, plus an ongoing monthly cost of \$16,250, which translates to approximately \$195,000 annually. The monthly cost does not change over the term of the contract. This will result in an annual cost saving of approximately \$95,000 over the cost of existing services at these locations, or about \$1M over the ten-year term.

The installations will be completed over a three-year period. The Service has budgeted approximately \$400,000 within its 2017 operating budget for the one-time installation charges. Future installation costs will be incurred as the installations are completed in 2018 and 2019. The budget requests for those years will be adjusted to include these costs. There should be no further one-time charges past 2019.

Background / Purpose:

The Service requires a network service that consists of high-speed network connections for data communications between all Service facilities and radio tower sites and its data

centres. The Voice over Internet Protocol (V.o.I.P.) telephone system, voice radio system and Closed-Circuit Television (C.C.T.V.) systems have a requirement for a very low latency when communicating between our facilities. The network must also be extremely reliable. This requirement, combined with the low latency requirement, is not readily available from existing service providers or the providers charge a significant premium for these services. In addition, the network must provide the Service with some ability to manage and control its data traffic without involving the service provider. This feature makes the operations of Service systems cost effective and efficient. These specifications ensure the Service's mission critical 24x7 systems operate reliably and effectively at all times.

The purpose of this report is to request Board approval for a vendor of record for network services. A report with more detailed information was also provided at the confidential Board meeting.

Discussion:

The Service has a number of locations, which have under-capacity network services. The City of Toronto and the Service have been utilizing the network services available under a City contract with Bell Canada known as the Integrated Telecommunications Infrastructure (I.T.I.) (Min. No. P84/2016 refers). As the Service must use two network providers at all its critical locations to provide redundancy, the I.T.I. contract can provide only one side of this redundant service. The City of Toronto does not have this redundancy requirement, so there was no value for a joint procurement with the City for the redundant services requested in the Request for Quotation (R.F.Q.). The Service has been in communication with the City and will continue to participate in a pending process to seek a replacement network provider as the current contract with Bell Canada is scheduled to end on September 30, 2020. This process is anticipated to take 18 to 24 months.

The Service reviewed all facilities not serviced with the higher speed network from Cogeco and identified 26 priority sites that required the additional network capabilities. In order to obtain these network capabilities, the Service issued a R.F.Q., which closed on August 1, 2017.

The Service received three bids to provide the services from Bell Canada, Zayo Canada and Cogeco Peer One. The lowest cost for both the five-year and ten-year term was provided by Cogeco Peer One.

Based on the responses received to the R.F.Q., going with a ten-year rather than five-year term, would save the Service approximately \$170,000 for one-time installation charges over the term of the contract. Accordingly, the ten-year term is being recommended.

Conclusion:

Due to its mission critical operations, the Service must operate with redundant network providers.

Cogeco Peer One is the current service provider for the Wide Area Network (W.A.N.) and the vendor of record to provide W.A.N. services for future sites. Cogeco Peer One has performed well in delivery of installed and new services. The vendor has continued to provide new services as required in reasonable time frames and at competitive monthly rates. The performance of the network services exceeds that of other incumbent providers.

The Service has conducted an open and competitive process to procure the required network services at the 26 additional locations.

Cogeco Peer One was the lowest compliant response. This recommended contract will allow for successful completion of these 26 mission critical locations and reduce operating expenses at the same time.

It is therefore recommended that Cogeco Peer One be awarded the contract for network services.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police

CB/vfb

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Toronto Police Services Board Report

October 11, 2017

To: Chair and Members
Toronto Police Services Board

From: Mark Saunders
Chief of Police

Subject: Vendor of Record for Voice Radios

Recommendation(s):

It is recommended that the Toronto Police Services Board (Board):

- 1) approve Motorola Solutions Canada Inc. (Motorola) as the vendor of record for the supply of mobile and handheld radios, as well as all related parts, hardware, configuration and testing, hardware, software and professional services for a ten-year period, commencing October 31, 2017 and ending November 1, 2027; and
- 2) authorize the Chair to execute all required agreements and related documents on behalf of the Board, subject to approval by the City Solicitor as to form.

Financial Implications:

The Toronto Police Service (Service) owns and maintains approximately 5000 mobile and portable/handheld radios to enable its policing operations. The Service's 2017 – 2027 approved capital budget, includes \$39.5 Million (M) for the Radio Replacement project. The purchase of the required radios is estimated at \$37.5M and would be funded on an annual basis out of this project, based on the ten-year lifecycle replacement schedule. This cost may vary due to changes to radio quantities and/or requirements.

The ongoing repair and calibration, as well as parts, hardware, software and professional services, required to keep the radios in good working order are funded from the Service's annual operating and capital budgets. These annual costs are currently estimated at approximately \$400,000 per year, but will vary each year.

Background / Purpose:

The City of Toronto Radio Infrastructure System provides critical operational voice communications for all units of the Service, as well as for Toronto Fire Services and Toronto Paramedic Services. The radio system, although manufactured by Motorola,

uses an open radio standard known as Association of Public-Safety Communication Officials (A.P.C.O.) Project 25. This non-proprietary standard allows operation of radios from other manufacturers on the radio system. The City Radio Infrastructure System is maintained on a shared services basis by the Service's Telecommunications Services Unit (T.S.U.). The T.S.U. also maintains the Service's approximate 5000 mobile/portable radio units.

The T.S.U. is trained and authorized as a Motorola Service Centre in support of the current voice radios and provides repair and support services for the radio units throughout the Service.

Current Agreements with Motorola Canada Inc.:

On August 14, 2014, following City Council approval of the City Radio Infrastructure contract, the Board approved Motorola as the vendor of record for the provision of two-way radio and voice logging infrastructure and related parts, hardware, software and professional services, for a period of 15 years, from September 1, 2014 to August 31, 2029. (Min. No. P186/14 refers).

This contract, however, does not provide for the supply of portable and mobile radios used by the Service, as well as related parts, software and services. The lifecycle for radios can be expected to last ten years. However, the Service's current radio inventory is aging with some radios already exceeding their projected ten-year lifecycle.

At its meeting of October 15, 2012, the Board approved Motorola Canada Inc. as the vendor of record for the provision of mobile, handheld radios and all related parts, hardware, software and professional services, for the operations of the Service for a three year period commencing January 1, 2013, and ending December 31, 2015 (Min. No. P257/12 refers).

The ten-year radio replacement lifecycle was originally planned to start in 2016. However, due to delays in development of a long-term strategy, two requests for one-year extensions of Motorola as the vendor record for the supply of radios were requested and approved by the Board. (Min. No. P265/15 and P263/16 refers). The current extension expires on December 31, 2017. The extensions were required due to the extensive project scope requirements for the Request for Proposal (R.F.P.) and the potential for impacts due to transformational task force considerations. An external subject matter expert was engaged to prepare the requirements specifications for the resulting competitive bid process and evaluation, which was completed in September 2017.

The purpose of this report is to request Board approval for a vendor of record for the supply of radios and related parts, equipment and services.

Discussion:

The radios used by officers and other members of the Service are critical to both public and officer safety.

To ensure the on-going performance of this critical equipment, the Service requires a vendor to supply mobile and portable radios, as well as related professional and technical radio services, radio management software, and parts and materials to maintain and repair existing radios. The existing radios were procured between 2002 and 2015.

Request for Proposals Process:

Request for Proposals (R.F.P.), #1202732-17 to establish a vendor of record was advertised on MERX, an electronic tendering service, designed to advertise opportunities for the procurement of goods and services worldwide.

The R.F.P. was issued on June 30, 2017 and closed on August 30, 2017.

The R.F.P. included requirements for:

- Mobile, portable, and fixed radios;
- Radio accessories;
- Technician and user training;
- Battery charging and radio management;
- Radio configuration and testing software, hardware and tools; and
- All associated maintenance and support, goods and services.

The R.F.P. also included a provision permitting Toronto Fire Services, Toronto Paramedic Services and other City divisions to use the awarded contract to meet their respective radio requirements.

Fifteen vendors downloaded the R.F.P. However, only one vendor submitted a proposal.

The proposal evaluation phase began on September 5, 2017 and was completed on September 22, 2017. The R.F.P. and evaluation process were developed with input from and oversight by a Fairness Commissioner, who monitored the process to ensure all aspects were fair and open to all vendors.

The evaluation team consisted of three technical representatives from T.S.U., one from Communication Services, and one from Toronto Fire Services. In addition, representatives from the Service operational units evaluated the sample radios.

The evaluation was based on the vendor's ability to meet the Service's communication requirements as provided for in the R.F.P. on a lifecycle replacement and ad hoc basis.

The evaluation was scored on the following criteria:

- Technical and support requirements (50%)
- Sample Radio Evaluation (25%)
- Costing (25%)

The single compliant response to the R.F.P. was received from Motorola. The proposal met the mandatory requirements in the R.F.P. and provided a pricing structure for all radios, software, hardware, components, and professional services to meet Service requirements and ongoing support.

Conclusion:

Based on the evaluation of its proposal, Motorola meets all of the requirements outlined in the R.F.P. and provides a product roadmap and competitive discount structure strategy. The proposal from Motorola also allows other City divisions and agencies to take advantage of the Motorola product portfolio and pricing.

The Fairness Commissioner determined that the procurement process was fair and open and his report is provided as Attachment A to this report.

Motorola Solutions Canada Inc. is, therefore, the recommended vendor of record.

Mr. Tony Veneziano, Chief Administrative Officer, will be in attendance to answer any questions the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police

CB/vfb

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JD CAMPBELL & ASSOCIATES

**TORONTO POLICE SERVICE
RADIO REPLACEMENT LIFECYCLE PROJECT
RFP- 1202732-17**

Fairness Commissioner's Report

September, 2017

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1.0 EXECUTIVE SUMMARY

1.1 Introduction

This report presents our findings for the Toronto Service Radio Replacement Lifecycle Project. In our capacity as Fairness Commissioner we reviewed and monitored the communications, evaluations, and decision-making associated with the RFP with a view to ensuring consistency of practice with the stipulations of the RFP and to ensure an open, fair and transparent process.

The purpose of the RFP was to acquire goods and services related to the replacement and support of APCO P25 (Phase 2) compliant radios including accessories over the next ten (10) years beginning at the end 2017.

For the purposes of this review:

- Openness refers to making the RFP available to all interested Proponents;
- Fairness refers to all Proponents receiving the same information and being treated in an equitable and even-handed manner;
- Transparency refers to the ability of Proponents to observe and understand how the evaluation of proposals is undertaken.

Our report is based on our first - hand observations of the procurement process, its documentation and on information provided by the procurement project team.

The report addresses the following aspects:

- Wording of the RFP document;
- Communications and information to Proponents;
- Adequate notification of changes in requirements;
- Confidentiality and security of proposals and evaluations;
- Qualifications of the evaluation team;
- Conflict of Interest;
- Compliance with the process;
- Documentation.

1.2 Findings

This report was prepared for the specific purposes of Toronto Police Service. JD Campbell & Associates, or the individual author of this report, bear no liability whatsoever for opinions that unauthorized persons may infer. Note this report, in no manner, purports to provide legal advice.

As Fairness Commissioner, we observed the RFP process, from development of the RFP document until the selection of the Successful Proponent. Given this involvement, we can attest to the fact that appropriate procurement practices were used throughout. As the report details, care was taken in managing risks involved in providing the necessary structure for an open, fair and competitive process. Particular note was made of the following:

- **Response Time** - The RFP document was posted electronically. The date of posting was June 29, 2017 and the closing date was August 31, 2017.
- **Incumbent Advantage** - While there was an incumbent vendor that was providing similar services for the TPS, staff provided assurance that the RFP had been structured such that more than one Proponent would be in a position to effectively respond. See Section 6.3 for further discussion concerning a Proponent expressed concern in this regard.
- **Full Disclosure** - The RFP contained reasonable description of specifications, terms and conditions, evaluation criteria and background information for the creation of adequate RFP submissions.
- **Communication** –One point of contact was used. Answers to Proponent questions were shared with all.
- **Consistency of Format** – Wording in the RFP encouraged Proponents to submit their responses in a like manner such that they could be consistently evaluated. The use of forms also helped in this regard.
- **Conflict of Interest/Confidentiality** – Evaluators were required to sign a conflict of interest and confidentiality declaration prior to any involvement or access to related information. Proponents were required to identify any conflict of interest as part of the RFP response process.
- **Security** - Care was taken to ensure that procurement materials and proposals were secure when not in use.
- **Rated Evaluation Criteria** – All evaluation criteria were weighted and of sufficient clarity to provide the Proponents with a thorough understanding of how they would be evaluated.
- **Undue Influence** – Throughout the procurement process, decisions were made by more than one person.
- **Debriefings** – The RFP made provision for the debriefing of Proponents after contract award.

1.3 Outcome

As a result of this procurement process:

- Only one proposal was received;
- This proposal was evaluated for all stages of the evaluation; mandatory submission requirements; the written rated evaluation; a demonstration stage and pricing;
- Based on this evaluation and having submitted a compliant bid, this Proponent was identified as being the Successful Proponent.

1.4 Report Organization

Each section of this report is organized under the following headings:

- Appropriate Practice – A description of elements of good practice that would apply in any RFP process. These elements serve as a benchmark;
- Findings – Fairness Commissioner’s summary on whether or not this aspect of the procurement process met the standard of procedural fairness;
- Description of Process – A description and comment on the procurement process as observed by the Fairness Commissioner.

2.0 WORDING OF THE RFP DOCUMENT

2.1 Appropriate Practice

The wording of the RFP needs to be such that the full scope of services to be performed is clearly and specifically detailed. The likelihood and magnitude of any follow-on work (contract extension) should be noted. The Proponent's necessary qualifications and the conditions under which the services are to be provided should also be made explicit. Submission mandatory requirements are required to be stated in terms of pass/fail. Sufficient response time and information should be provided to permit those unfamiliar with the TPS to prepare. The terms and conditions of the engagement need to be clear. Evaluation criteria must be stated in explicit terms and the weighting for each criterion must be given. To aid in evaluation, instruction should be such that Proponents will provide information which can be directly compared one with the other. This is particularly important for pricing information.

It is also important that the rules of the RFP and negotiations process be clear to ensure fairness, avoid misunderstanding and to give all involved a clear documentation of both their rights and obligations. Examples of additional topics to be covered include:

- Submission amendment or withdrawal;
- The rights of Region;
- The evaluation process;
- Governing law

2.2 Findings

In our role as Fairness Commissioner, we found that the wording of the RFP provided the basis for a fair and competitive procurement process.

2.3 Description of Process

Framework

The RFP provided the framework within which the evaluation process was to be conducted. A number of its attributes are described to provide context.

The document contained; submission requirements, schedule, instructions, terms and conditions, scope, background, mandatory specifications, performance specifications, description of equipment and services, installation requirements, training, maintenance and support, definitions, Form of Offer, Pricing Form, etc.

Most Favoured Customer

The RFP contained a clause indicating that the Successful Proponent would be required to ensure that all prices for goods during the term would be no less favorable to the TPS than those offered to any of its similarly situated customers.

Piggy Backing

The RFP also required that other City of Toronto Divisions could purchase against the future contract for radios of equal, similar, or lesser functionality, based on the terms and conditions of the agreement at the discount percentage applicable to the combined quantities defined at contract award, per Appendix K, applied to the list price.

In addition, any or all of the City Divisions may purchase any product the successful Proponent sells at list price less the same adjusted volume discount percentage in effect at time of procurement.

Term

The term of the proposed contract was to be for 10 years. Technical staff at TPS indicated that this time period coincides with the expected life cycle of the equipment.

Reserve Rights

Reserve right wording was included that gave broad discretion to TPS staff and could potentially have been used in an arbitrary and unfair manner. As Fairness Commissioner, I paid particular attention to the exercise of these rights and found no evidence of them being used in an unfair manner.

Evaluation

The evaluation consisted of several stages: Submission Mandatory Requirements; Rated Written; Field Test and Pricing

Stage 1	Evaluation of Submission Mandatory Criteria	Points	Weight
J1	Mandatory Forms & and other information 1. Provide Industry Canada type acceptance number 2. Declaration of Conformity 3. Summary Test Report 4. Certification or References	N/A	Pass/Fail

Stage 2	Technical Response Evaluation	Points	Weighting
J2	<p><u>Radio Equipment and Accessories Functional Features</u> <u>Table B1-6</u> The items identified in this table were evaluated on a weighted basis in the following order: 1. Highly Desirable (8 points), 2. Desired (3 points), 3. Somewhat Desired (1 points) Battery Management System Alias and Asset Management Capability</p>	<p>360</p> <p>10</p> <p>10</p>	<p>21</p> <p>2</p> <p>2</p>
J3	<p><u>Performance Specifications</u> Tables Question</p>	<p>3</p> <p>2</p>	<p>3</p> <p>2</p>
J4	<p><u>Installation</u> 1. Implementation Plan 2. Mobile Installation 3. Installation Materials 4. Antenna Installation 5. Cable Installation 6. Hardware Installation</p>	<p>30</p> <p>20</p> <p>10</p> <p>10</p> <p>10</p> <p>20</p>	<p>5</p>
J5	<p><u>Training</u> 1. Training Plan 2. Training Courses 3. Training: Trainers 4. End-Users Migration Training 5. Training: Radio Technician 6. Training: Network Administrator</p>	<p>25</p> <p>15</p> <p>15</p> <p>15</p> <p>15</p> <p>15</p>	<p>5</p>
J6	<p><u>Maintenance and Support Requirements</u> 1. Maintenance and Support Plan 2. Proponent Information</p>	<p>10</p> <p>10</p>	<p>5</p>
J7	<p><u>Documentation</u> Documentation Plan</p>	<p>5</p>	<p>5</p>

J8	<u>Acceptance Test Plan</u>	10	10
J9	<u>Sample Radios</u> Activation Steps and Visual/Audible feedback confirming action – 13 items x 5 points max each	65	15
	Controls size, audible and tactile feedback(using Gloves), and resultant display – 6 items x 5 points max each	30	
	Display – 4 items x 5 points max each	20	
	Physical – 4 items x 5 points max each	20	
	Sounds and Alerts – 9 items x 5 points max each	45	
Stage 3	Commercial (Pricing) Response Evaluation		Weight 25
	Pricing was to evaluated based on a formula basis. Prorating scores on a comparative basis. <ul style="list-style-type: none"> • Equipment 15 • Options 3 • The Mobile Radio Discount Plan 3 • The Portable Radios Discount Plan 3 • The Battery Discount Plan 1 		15 3 3 3 1

Acceptance Testing

Once the Successful Proponent is chosen, their proposed equipment is to be subject to acceptance testing within 90 days of contract signing after first order placed.

Debriefing

The RFP provided the opportunity for the debriefing of unsuccessful Proponents.

3.0 COMMUNICATION AND INFORMATION TO RESPONDENTS

3.1 Appropriate Practice

The document needs to provide opportunity for Proponents to ask questions of clarification concerning the RFP. There needs to be one point of contact for such communication. This ensures that all Proponents receive the same information and that any attempts to sway the outcome are effectively controlled. Indeed, Proponents should be warned that it is not acceptable to contact other personnel associated with the procurement during the course of the process.

Proponents need a reasonable amount of time to submit questions. If the RFP is complex, a Proponents' meeting can be held to provide further background information and to answer questions related to the RFP. A Reading Room can also be provided to ensure that all Proponents have the background necessary to submit appropriate proposals.

It is common in the scoring of the proposals for staff to ask questions of clarification of Proponents. Such questions are not intended to allow the Proponents to introduce new information but to clarify material already provided. In allowing for such clarifications, it is important that TPS staff protect against bid repair.

3.2 Findings

In our role as Fairness Commission, we found that care was taken in ensuring consistency in communicating with Proponents.

3.3 Description of Process

One Point of Contact

Provision was made for one source of information for the procurement process. Proponents that wanted additional information were instructed to submit their questions in writing.

Distribution

The RFP Document was posted electronically. The date of posting was June 29, 2017 and the closing date was adjusted by Addenda to August 31, 2017.

Addenda

Six addenda were issued. Staff assurance was obtained that these changes were made in the interests of improving the RFP rather than to advantage a particular Proponent.

Envelope System

A Three Envelope System was used for RFP submissions. Proponents were required to provide their pricing material in one envelope and the remainder of their proposal in a second envelope. This separation was required to ensure that evaluators for the rated portion of the evaluation were not unduly influenced by price. Proponents were also offered the option of submitting a third envelope containing separate pricing for a “radios as a service” option. This optional package would only be opened for the Successful Proponent. This meant that the determination of the Successful Proponent would be made on a consistent basis, treating all Proponents in the same manner.

4.0 CONFIDENTIALITY/SECURITY

4.1 Appropriate Practice

During the writing of the RFP, information should be shared with non-team members only on a need-to-know basis. All information requests should be channelled through the Project Manager in writing and all responses need to be documented.

Proper attention needs to be paid to the confidentiality and security of proposals. The use of documents needs to be carefully managed, including access to copies of the Proponents’ proposals and evaluation materials. All proposals when they arrive need to be time stamped and placed under lock and key. All original copies of the proposals need to be stored separately in a locked file to prevent tampering and their copying prohibited.

All members of the evaluation team need to be reminded of the need for confidentiality pertaining to the evaluation process and information contained in the proposals. Instructions, should be given to the evaluators to keep all documents under lock and key unless in use. This includes both proposals and evaluation sheets.

A decision needs to be taken regarding whether to allow evaluators to take this material home to work on after regular working hours. Doing so facilitates the evaluators being able to complete their work in a timely manner but has an

inherent risk of loss of materials. This is particularly true if public transportation is used.

4.2 Findings

In our role as Fairness Commissioner, we found that the management of these considerations was appropriately dealt with.

4.3 Description of Process and Findings

Proposals were time stamped and stored in secure quarters when they first arrived. All evaluators were instructed on the importance of confidentiality. The orientation session of evaluators stressed the importance of confidentiality and indicated that no communication with anyone outside of the project team concerning the content of the proposals was permitted. This prohibition pertains not only to the evaluation period but on an ongoing basis as well.

5.0 QUALIFICATIONS OF THE EVALUATION TEAM

5.1 Appropriate Practice

All members of the evaluation committees must have the appropriate expertise to be in a position to effectively evaluate the proposals.

5.2 Findings

In our role as Fairness Commissioner, we found that the qualifications of the evaluators were consistent with fair treatment of the Proponents.

5.3 Description of Process

Evaluators were chosen for their expertise (both technical and program) in the services under consideration. Because specialty expertise was needed, a Subject Matter Expert (SME) was made available to assist evaluators with the understanding of technical issues. The SME was available for the consensus session to respond to technical questions related to all proposals. The instruction to the SME was to refrain from evaluative judgements and to focus on technical explanation.

6.0 CONFLICT OF INTEREST/UNDUE ADVANTAGE

6.1 Appropriate Practice

Evaluation team members need to be reminded of their responsibilities regarding the declaration of any conflicts of interest. Assurance needs to be obtained that any consultant involved in the development of the RFP, or the evaluation of proposals, has not had links, either as an employee or subcontractor, with any of the Proponents who have responded.

It is necessary for the Project Manager to conduct a review of past projects and procurements to determine if the current RFP has been based on any previous contract which would place a participating Proponent in a situation where they would have had access to confidential information, the nature of which could place the Proponent in a position of undue advantage.

The RFP document also needs to have standard Conflict of Interest declaration wording that requires each Proponent to identify any reason why they would be in a position of conflict of interest.

6.2 Findings

In our role as Fairness Commissioner we found no issue of conflict of interest that materially impacted on the fairness of the procurement process.

6.3 Description of Process

Project Members

All members of the RFP development team were advised of the confidentiality and conflict of interest requirements during orientation. All Project Team members as employees of TPS had taken an Oath to the Queen and were required to identify any COI potential issues.

Proponent COI

The RFP contained the standard Conflict of Interest clause. The RFP also prohibited communication with any employees, officers, agents, elected or appointed officials or other representatives who could influence the outcome.

Incumbent Vendor

While there was a vendor that is currently providing radio services to the TPS, staff provided assurance that this provider had not had access to any confidential

information, relevant to this RFP, which has not been provided in the RFP document.

During the posting period another Proponent expressed concern that only the incumbent Proponent could effectively respond to the RFP specifications as they had been written. In response, the project team did an extensive review and made certain modifications to the specifications. The posting time was also extended to provide all Proponents additional time to prepare their bid.

In addition, as Fairness Commissioner I asked the technical Team for their assurance that, based on their knowledge of the market place, more than one Proponent would be able to effectively respond, that there were no artificial barriers to participation and that all specifications were based solely on business need. I received written confirmation that, in their professional opinion, all mandatory specifications of the RFP were such that multiple manufacturers would be able to develop fully compliant and appropriate proposals. They further confirmed that any requested options were structured to avoid giving competitive preference to any manufacturer. As the specific market availability of all possible options was not known by the technical team members, only items of significant operational value were requested and were based on strict business need requirement.

7.0 THE EVALUATION PROCESS

7.1 Appropriate Practice

All Proposals received must be evaluated objectively and diligently. Such evaluation must be based on the requirements specified in the RFP only. Appropriate practice includes ensuring that:

- Submission mandatory requirements of a pass/fail nature are used;
- No one individual has undue influence;
- Evaluation criteria and their weighting are communicated to the Proponents;
- Common scoring sheets are used;
- The submission mandatory requirements and qualitative evaluation are done separately to ensure that the one does not influence the other;
- Roles of all involved are clear and evaluators properly trained;
- The process is properly documented;
- Questions of clarification are not used to allow Proponents to introduce new information;
- Reasons for disqualification are provided.

7.2 Findings

In our role as Fairness Commissioner, we found that the structure and management of the evaluation process supported open, fair and competitive practice.

7.3 Description of Process

See Section 2.3 for a description of the structure of the evaluation process as defined in the RFP.

Clarity of Roles and Evaluator Training

The Procurement Lead was responsible for:

- Managing the evaluation process;
- Ensuring that proper process was followed;
- Tabulating the results;
- Removing all pricing related information from the proposal package such that the evaluators for the rated portion would not be unduly influenced by this information;
- Documenting the process.

The Evaluation Committee members were responsible for:

- Reviewing proposal(s) and allocating individual preliminary scores;
- Attending a Consensus meeting to discuss ratings;
- Amending preliminary scores in light of group discussion if appropriate.

There was an orientation to explain the process and to provide an understanding of why it was important that the appropriate steps be followed. Topics covered included:

- Project background and overview of the RFP structure;
- Guiding principles;
- Team composition and member's role;
- Attendance requirement;
- Evaluation steps;
- Review and scoring procedures;

- Scoring document;
- Consensus meetings and procedures;
- Security of documentation throughout the process and the need to protect the confidentiality of proposals and proponents

Common Scoring Sheets

Common evaluation forms were developed for each stage of the evaluation. The use of such forms helped ensure that the proposal(s) were judged on the same basis making comparisons much easier.

Management of Undue Influence

At no point in the process were decisions affecting the outcome of the evaluation process made by one individual.

Submission Mandatory Requirements

It was a requirement that only those proposals, which were successful in the submission mandatory requirement phase, would be allowed to continue on in the evaluation process.

Note that only one proposal was received.

Use of Subject Matter Expert

During the Consensus session a Subject Matter Expert (SME) was available to answer technical questions to aid the understanding of evaluators. The instruction to the SME was to refrain from subjective and evaluative comment and to focus on technical explanation.

Rated Evaluation

During the individual evaluations, evaluators were asked to do their work independently. It was agreed that no substitutions would be allowed for committee members and that the group evaluations would not take place unless there were a sufficient number of committee members present and had completed their individual evaluations. This helped to promote fairness, completeness and consistency.

An attempt was made to encourage committee members to move to scores that were within a narrow range. In the consensus meeting, if there was a significant variance between individual evaluator scores further discussion was held before a final decision was made.

The Fairness Commissioner attended the consensus meeting. Based on observations of the process I found no instance in which evaluation criteria were used other than those that had been identified in the RFP. The participants came prepared to engage in meaningful discussion. Participants recognized the value of the group discussion and did not rush to a final decision. The evaluators were ready to adjust their individual scores given reasoned argument. No one individual was in a position to unduly influence the entire process given that there were five evaluators involved.

Demonstrations

A script was developed for this section of the evaluation and was shared with the Proponent. Time was given for the Proponent to orientate the evaluators on the operation of the equipment such that TPS evaluators could perform the required functions. Each evaluator went through the scripted functions and used individual evaluation sheets to score both the radio's ability to perform the function and the ease of operational use. Individual evaluator error was controlled for by having a sufficient number of evaluators and by holding a consensus session where evaluators shared both their scores and comments to arrive at a common score.

Pricing

Pricing was conducted using a formula method.

7.4 Outcome

As a result of this procurement process:

- Only one proposal was received;
- This proposal was evaluated for all stages of the evaluation; mandatory submission requirements; the written rated evaluation; a demonstration stage and pricing;
- Based on this evaluation and having submitted a compliant bid this Proponent was identified as being the successful Proponent.

8.0 DEBRIEFING AND DOCUMENTATION

8.1 Appropriate Practice

The unsuccessful Proponents should be offered a debriefing session. Care needs to be taken to ensure that the Preferred Proponent's right to privacy regarding proprietary information of a commercial nature is protected as is stipulated under relevant legislation. It should be explained that this opportunity is for learning purposes and is not intended as a forum for dispute of outcome. The Project Manager is responsible for developing summary notes on the evaluation committees' scores and the rationale for the awarding of those points. These notes form the basis for the debriefing session.

The TPS should also retain all relevant documentation for possible reference or audit. The TPS records retention policy/procedures should be followed. Relevant material may include:

- File Index
- Project overview
- RFP documents
- Vendor communication
- Schedule
- Posting
- Addenda
- Proponent communications
- Training/Evaluation guides
- Submissions
- Clarifications
- COI Declarations/issues
- Evaluation sheets
- Major issues and how they were handled
- Outcome and Recommendations

8.2 Description of Process and Findings

The RFP indicated that debriefings would be provided to unsuccessful Proponents upon request and will be conducted after contract award. The Fairness Advisor's report was submitted before debriefings were completed.

It is our understanding that copies of all pertinent documentation were retained including those documents identified in Section 8.1.



Toronto Police Services Board Report

October 5, 2017

To: Chair and Members
Toronto Police Services Board

From: Mark Saunders
Chief of Police

Subject: AWARDING OF CONTRACT TO LANSDOWNE TECHNOLOGIES INC.

Recommendation(s):

It is recommended that, should the Toronto Police Services Board (the Board) determine that two retired police officers employed by Lansdowne Technologies Inc. (Lansdowne) fall into their definition of "consultant," the Board waive the one (1) year waiting period for the re-employment of former Toronto Police Service (TPS) members. Lansdowne Technologies has been awarded the contract in relation to Request for Proposal (RFP) #1230502-17 – Public Safety/Crime Prevention Consulting Services.

Financial Implications:

There are no financial implications resulting from the approval of the recommendation.

Background / Purpose:

Board Policy entitled *Re-employment of Former Service Members as Consultants or in Contract* stipulates that:

1. Uniform and civilian members who have resigned from the Service may be eligible for temporary re-employment as a consultant or on contract;
2. The Chief of Police will develop procedures governing the re-hiring of former Service members as consultants or on contract; and
3. The re-hiring of former Service members as consultants or on contract requires Board approval

Service Procedure 14-30 entitled *Re-employment of Former Members and Lateral Entries* directs that:

Former members, who resigned in good standing, may be engaged as independent

consultants in a civilian capacity for a short predetermined period of time; provided there has been a period of one (1) year since the date of separation. The Board may waive the one (1) year waiting period in instance where the Service is in urgent need of an individual with specific qualifications/skills, which the former member possesses. A full justification and all pertinent cost details for these exceptions must be included in a Board report, which will be prepared by the requesting unit.

Discussion:

As part of its final report, Action Plan: The Way Forward, The Transformational Task Force (TTF) made the recommendation for Neighbourhood Policing to be at the centre of a modern police service. The Strategy Management Unit (STM) has now been tasked with implementing the recommendations of the TTF. In order to design and implement a more effective neighbourhood policing model, STM has sought out a consultant to design up to date crime prevention materials that can be provided to the public by neighbourhood officers. An RFP was tendered for this process to seek a qualified proponent to assist the Toronto Police Service (TPS) in developing, recommending and preparing crime prevention materials, as well as performing and documenting public safety research for the TPS on a contract basis.

Following a fair and open procurement process, the contract was awarded to Lansdowne. Two consultants that have been proposed by Lansdowne to be engaged by the TPS in a civilian capacity are retired Superintendent Bryce Evans and retired Staff Inspector Mike Earl, both formerly of the TPS.

Bryce Evans was proposed as member of the core team for Lansdowne, while Mike Earl was proposed as a subject matter expert.

Both consultants have been retired from the service for less than one (1) year.

Should Board approval be obtained, the contract is to commence as soon as practicable and will be completed by March 31, 2018.

The Technical Bid evaluating committee for the RFP has reviewed the resumes for Bryce Evans and Mike Earl and has determined that both possess the specific qualifications and skills for the services required.

The Service received \$150,000 from the Province of Ontario through the PEM grant for Public Safety/Crime Prevention Consulting Services. However, as per the Provincial deadline, the deliverable product must be designed and provided to the TPS and the funds expended no later than March 31, 2018. Any delay in approvals and commencement of work will put this deadline at risk.

Furthermore, as part of the awarded contract, Lansdowne Technologies Inc. is required to submit an interim report to the Toronto Police Service by December 15, 2017. Any

delay in approvals and commencement of work will increase the difficulty in meeting this deadline.

Mike Earl and Bryce Evans were both referred to as “consultants” in Lansdowne’s technical bid. Although the two retired senior officers are part of a larger company and not “independent consultants” solely working on their own, it is unclear if they fit the Board’s definition of “consultant” or the TPS’s definition of “independent consultant”. It is out of an abundance of caution and in the interest of transparency that this board report has been submitted.

Conclusion:

Strategy Management would like to have Lansdowne Technologies Inc. begin their work as soon as possible. This work is required to implement the modernization vision of the TTF with respect to the Neighbourhood Officer Program.

It is therefore my recommendation that if the Board feels that Mike Earl and Bryce Evans fit into the Board’s definition of “consultant” and the TPS’s definition of “independent consultant,” that the Board waive the one (1) year waiting period for the TPS to engage the services of Lansdowne Technologies Inc.

Staff Superintendent Frank Bergen from Strategy Management will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police

MS/DE

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Toronto Police Services Board Report

October 17, 2017

To: Chair and Members
Toronto Police Services Board

From: Mark Saunders
Chief of Police

Subject: Organizational Culture Assessment of the Toronto Police Service

Recommendations:

It is recommended that the Toronto Police Services Board (the Board):

- (1) approve a contract award to M.N.P., LLP (M.N.P) to conduct an Organizational Culture Assessment of the Toronto Police Service at an estimated cost of \$530,000 (including 13% tax); and
- (2) authorize the Chair to execute all required agreements and related documents on behalf of the Board, subject to approval by the City Solicitor as to form.

Financial Implications:

There are no financial implications. The acquisition of required Organizational Culture Assessment professional services to enable the Toronto Police Service's (the Service) modernization initiatives is being funded from an approved Policing, Effectiveness and Modernization (P.E.M.) grant. Total cost of this acquisition is \$477,300 (net of tax rebate) which is within the \$500,000 grant funding.

Background / Purpose:

The Transformational Task Force (T.T.F.) described the need for organizational culture change as part of its final report, Action Plan: The Way Forward. The Organizational Culture Assessment will provide an in-depth understanding of the current organizational culture of the Service including its strengths and any areas for improvement. The assessment will also provide assistance to leaders and key stakeholder groups in

creating action plans to strengthen the culture, improve organizational performance and achieve a modernized model of policing for the City of Toronto.

Discussion:

A Request for Proposal (R.F.P.) # 1233724-17 was issued on August 28, 2017 by the Service's Purchasing Services Unit, for the completion of a comprehensive Organizational Culture Assessment of the Service prior to March 31, 2018. The Service advertised the R.F.P. using MERX, a leading electronic tendering service designed to facilitate the procurement of goods and services.

The R.F.P. closed on September 15, 2017. A total of 39 vendors downloaded the R.F.P. package, and 3 proposals were received by the closing deadline.

1. M.N.P.
2. Deloitte
3. Fit4Duty

Purchasing Services reviewed the proposals for submission compliance and then released the submissions to the evaluation team.

The evaluation criterion for the service provider submission selection was included in the R.F.P., and is as follows:

- Understanding of the Assignment (10%)
- Demonstrated Experience / Qualifications of Proponent Firm (25%)
- Demonstrated Experience / Qualifications of Key Personnel (25%)
- Proposed Approach / Methodology (25%)
- Cost of Cultural Assessment services (15%)

An evaluation of the proposals was performed against the pre-determined evaluation criteria. From this evaluation, the two highest scored vendors, M.N.P. and Deloitte, moved onto to the presentation stage of the process.

After the presentations, pricing envelopes were opened and the final evaluation was conducted. This resulted in M.N.P. achieving the highest overall score. M.N.P. provided a lump sum price of \$477,300 (net of tax rebate), thereby ensuring the Service will contain costs within the approved P.E.M. grant funding of \$500,000.

The successful vendor is expected to commence the organizational culture assessment of the Service subsequent to Board's approval with the Interim Report received by the Service mid-February 2018. A current state analysis utilizing an industry standard model involving the solicitation of inputs from internal and external perspectives is expected to be completed mid-February 2018. A gap analysis, recommendations and a transition

plan will be received within a five month time period from the start of the project date to meet the March 31, 2018 deadline.

Conclusion:

Based on the results of an in-depth evaluation of submissions obtained through an open and transparent procurement process, M.N.P. is the recommended proponent, having achieved the highest overall score and submitting a proposal that optimizes value to the Service.

Superintendent Frank Bergen from the Strategy Management Unit will be in attendance to answer any questions that the Board may have regarding this report.

Respectfully submitted,

Mark Saunders, O.O.M.
Chief of Police

MS/FB

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Auditor General's Office

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October 6, 2017

Mr. Andy Pringle
Chair, Toronto Police Services Board
40 College Street
Toronto, Ontario
M5G 2J3

Dear: Mr. Andy Pringle,

Re: Reply to your letter regarding compliance audit of Toronto Police Service Governance – Procedure 04-14 (Regulated Interactions)

I am responding to your recent enquiry on the merit of my Office conducting a review of *The Collection of Identifying Information in Certain Circumstances* by the Toronto Police Service, better known as "carding."

The original request for an Auditor General's review on this subject matter was made by the Toronto Police Services Board in 2012. Based on subsequent discussions with the then Deputy Police Chief and the former Chair of the Toronto Police Services Board, the former Auditor General decided to defer the review until the Police Service completely implemented the changes that were in progress to improve the practice. The Auditor General submitted a report to the Toronto Police Services Board's June 20, 2013 meeting to inform the Board of the deferral.

I am aware of the long-standing issue relating to police interactions with Toronto's diverse communities and racialized young people. I also recognize that the Board and the Service have directed a significant amount of effort in responding to community concerns by completing various reviews. As reported by the Board, these reviews are to improve police policies and procedures, data collection and retention, officer training, and officer performance evaluation relating to street checks.

Given the internal and legislative changes, an independent review conducted by my Office will contribute to public trust and confidence in police services. It can provide independent assurance of the police commitment to ensure police services are equitable, respectful, and inclusive.

In response to your request and considering the importance of this matter, I will be including the requested review in my 2018 Audit Work Plan, which will be presented to the City Audit Committee at its October 27th, 2017 meeting.

I look forward to working with the Board and the Toronto Police Service on this important review for the community.

Best regards,



Beverly Romeo-Beehler
Auditor General

mh

c: Mark Saunders, Chief of Police
Joanne Campbell, Executive Director, Toronto Police Services Board