

This is an Extract from the Minutes of the Virtual Public Meeting of the Toronto Police Services Board that was held on August 18, 2020

P129 Policing Reform Initiatives and Accompanying Presentations

The Board was in receipt of presentations and three separate reports regarding current events.

Deputations:

Kris Langenfeld
Derek Moran
John Sewell
Morgan Lockhart
Dylan Gunaratne
Ena Chadha, Chief Commissioner, Ontario Human Rights Commission
Scout R
Kris Langenfeld
Dallas Jokic
Berkley Staite
Steve Lurie
Alex Lepianka
Marie Glass
Ryan Murdock
Jennifer Chambers
Rachel Bromberg
Jade Armstrong
Anders Yates
Jason Prolas
Howard . Morton
Luke Ottenhof
Amy Todd
Pax Santos
Serena Purdy
Emma McKay
Rebecca Amoah
Emma Wildeman
Vanessa Campbell
Derek Moran,
Jacqueline Edwards
Twoey Gray

Tom Hobson
Miguel Avila-Velarde
Karita
Norman Gardner
Written Submissions:

Information and Privacy Commissioner of Ontario
John Cartwright, Toronto and York Region Labour Council
Kathryn Wells
Katias Yee
Mackenzie Kinmond
Alex Mlynek
Howard F. Morton, Law Union of Ontario
Estarmir Hernandez
Matthew McMahon
Nicole Corrado
Tynan Bramberger
Hans Tim
Diedra Wandel

Bev Solomon

- a. August 10, 2020 from Jim Hart, Chair
**Re: Police Reform in Toronto: Systemic Racism, Alternative
Community Safety and Crisis Response Models and Building New
Confidence in Public Safety**

The Board was in receipt of a report dated August 10, 2020 from Jim Hart, Chair.

Recommendation(s):

It is recommended that the Board approve the recommendations listed at Appendix A.

The recommendations listed in Appendix A were as follows:

It is recommended that the Board:

1. Direct the Executive Director to:
 - a. Work with the Service, City Manager and other stakeholders to identify the categories of calls that might be addressed by a non-police response. (City Council #1; Board #4; MHAAP #26; ARAP #11)

- b. Work with the City Manager, Government of Ontario, community based mental health and addictions service providers, organization representing people with mental health and/or addictions issues and other stakeholders to develop new and enhance existing alternative models of community safety response, including mobile mental health and addictions crisis intervention. (City Council #1 and 18; Board #4, MHAAP #25; ARAP #10)
 - c. Work with the Service, and others including the Auditor General, to identify non-core policing services that can be delivered by alternative service providers, as well as other opportunities for improved service delivery by the Service itself (subject to the requirement that provincial Adequacy Standards for policing continue to be met)
 - d. Work with the Service, and others including the Auditor General, to identify funding or areas of funding currently allocated to policing that can potentially be re-allocated to support alternative community safety models and/or fund other City of Toronto programming and services that contribute to community safety.
 - e. Work with the City of Toronto and the Service to develop community-based asset mapping to determine the most effective crisis response models that would work best for Toronto, including the services that currently exist that can support individuals in crisis. (MHAAP #5; ARAP #19)
 - f. Engage the Service to detail potential reductions to the Toronto Police Service budget that would result from any proposed changes to the current community safety response model, once the details of this alternative model are developed. (City Council #1)
 - g. Engage MHAAP and ARAP in the above efforts. (City Council #1; Board #4; ARAP #11; MHAAP #26)
 - h. Engage the CABR Unit and other experts to ensure that an anti-Black racism analysis is employed in the development and implementation of any alternative models to public safety response. (CABR #18.2)
 - i. Provide an opportunity for broad community and public consultation in the above efforts. (City Council #1; Board #4; ARAP #11; MHAAP #26)
2. Direct the Chief of Police to work with the Executive Director and Board Staff in the above efforts, including providing access to the Service Members, data and other resources necessary to perform this work.
 3. Direct the Chief of Police to report to the Board on the outcome of crisis calls made to the Service (e.g., referral to services, apprehensions, etc.) in 2019 and 2020, and going forward on an annual basis, for the city in aggregate and per police division. (MHAAP #5; ARAP #19)
 4. Direct the Chief of Police to prioritize and create a plan to implement, as soon as feasible, an immediate expansion of the MCIT program in partnership with existing community-based crisis services, including peer support, to meet current demands for mental health-related service calls, recognizing the need for the

Service's partners to secure necessary funding for this expansion, with a view to providing MCIT services 24 hours a day, seven days a week, and across all Divisions. (City Council #5; Board #4; MHAAP #2 and 25; ARAP #10 and 16)

5. Direct the Chief of Police to include in that plan provisions for:
 - a. implementation oversight, including routine monitoring, evaluation and benchmarks for success; (MHAAP #6; ARAP #20)
 - b. follow-up for individuals after an MCIT response, which should be delivered in partnership with community-based mental health and addictions service providers including ethno-racial specific services, provide connection to ongoing supports including case management when needed, and ensure individuals who could benefit are referred to Mental Health and Justice and community-based crisis prevention programs and/or the FOCUS table; (MHAAP #7; ARAP #21)
 - c. quarterly meetings at the Divisional level with community-based mental health and addictions agencies within Divisions to plan for a co-ordinated approach to crisis response and prevention, and to align their strategies with existing community-based planning tables as appropriate; (MHAAP #9; ARAP #23)
 - d. a culturally responsive approach consistent with the commitment to equity and anti-racism outlined in the Service's Mental Health and Addictions Strategy; (MHAAP #10; ARAP #24)
 - e. recruitment criteria for participating police and health care providers, which should include a demonstrated ability for anti-racist and anti-oppressive practice, commitment to human rights, and awareness of lived experience of mental health and/or addictions related issues; (MHAAP #10; ARAP #24)
 - f. ongoing quality improvement of program operations through data collection and reporting on MCIT interventions, services provided and outcomes, which should include:
 - i. anonymization and aggregation for public dissemination through regular reports to the Board;
 - ii. mandatory race-based data collection for MCIT service calls, which collection should be prioritized for implementation;
 - iii. gender-based data collection that should include non-binary gender options;
 - iv. public reporting through reports to the Board on MCIT service call outcomes, including apprehensions made under the *Mental Health Act* (MHA);
 - v. public reporting through reports to the Board on service outcome disparities by race, gender identity or other client information;
 - vi. cross-referencing MCIT service call outcomes with emergency department data (through the Institute for Clinical Evaluation Sciences) to understand how MHA apprehensions result in hospital admissions; and

- vii. provision for any public data reporting to be reviewed by MHAAP and ARAP prior to public release. (MHAAP #11; ARAP #25)
6. Direct the Chief of Police to present his plans for expanding the MCIT to MHAAP for review and feedback. (MHAAP #6; ARAP #20)
7. Direct the Chief of Police to fund the expansion of the MCIT program from within the current 2020 Toronto Police Service Operating Budget, including any appropriate reserves, and to continue to fund the expanded MCIT program without a request for additional funding in the 2021 budget request. (City Council #5; Board #4; MHAAP #2 and 10; ARAP #25)
8. Direct the Chief of Police to expand the existing MCIT Steering Committee to include representatives from MHAAP and ARAP, Executive Directors/CEOs of community-based mental health and addictions agencies, a representative of the CABR unit, delegates of the Board and people with lived experience. (MHAAP #8; ARAP #22)
9. Direct the Chief of Police to have the expanded MCIT Steering Committee meet on a quarterly basis, at minimum. (MHAAP #8; ARAP #22)
10. Direct the Chief of Police to work with the Board to pursue additional contribution from other levels of government to expand the MCIT program, and in particular, the funding of additional mental health nurses or other mental health providers.
11. Advocate with the municipal, provincial and federal governments for additional funding at a level consistent with or greater than the cost of the proposed MCIT expansion, specifically for community-based services to work in collaboration with police crisis services and Ontario Health Teams and, more specifically, for organizations that provide relevant resources, services and support to assist individuals responding to mental health and addictions related issues. (MHAAP #3; ARAP #17)
12. Direct the Chief of Police, in consultation with MCIT service users, front-line workers and Service Members, to explore and develop a plan to place MCIT police officers in a distinct uniform, specially designed to support de-escalation. (MHAAP #4; ARAP #18)
13. Direct the Chief of Police to work with the Chair and Executive Director to develop and implement a line-by-line approach to reviewing the police budget in order to identify opportunities for service delivery improvement and efficiencies, including the possible redirection of non-core policing functions and their associated funding to alternative non-police community safety providers and/or community safety services or programming.
14. Direct the Chief of Police to work with the Executive Director and the City Manager to identify opportunities for the development of alternative crime

prevention and reduction initiatives that could ultimately reduce the demand for reactive police services across Toronto.

15. Direct the Chief of Police to immediately post a line-by-line breakdown of the 2020 Toronto Police Service Budget to the Service's website in a machine readable, open format that would facilitate further analysis of the information. (City Council #4)
16. Direct the Chief of Police to provide an annual line-by-line breakdown of the Toronto Police Service's budget request at the outset of every annual budget process. (Board #6; ARAP #12; MHAAP #27)
17. Direct the Chief of Police to provide a line-by-line breakdown of the Toronto Police Service's approved budget at the end of every annual budget process. (Board #6; ARAP #12; MHAAP #27)
18. Direct the Chief of Police to organize all line-by-line breakdowns by individual program area, function and service delivered, subject to the need to protect investigative techniques and operations, and in such a way as to provide maximum transparency to the public. (Board #6; ARAP #12; MHAAP #27)
19. Direct the Chief of Police to immediately provide the Board with the annual Budget Summaries and Uniform/Civilian Staffing Summaries by command, with Approved, Proposed and Actuals for the last five budgets, and to do so for all future budgets, in a machine readable open dataset format. (City Council #7)
20. Direct the Executive Director to immediately post the annual Budget Summaries and Uniform/Civilian Staffing Summaries per command, with Approved, Proposed and Actuals for the last five budgets and for all future budgets to the Board website in a machine readable open dataset format, and to make the same available to the City of Toronto to post to its open data portal. (City Council #7)
21. Allocate funding from its Special Fund to support enhancements to the public consultation process regarding the annual proposed Toronto Police Service budget, to include the involvement of community-based partners, and, in the future, to ensure that sufficient funds are allocated annually to support public consultation during the budget process. (Board #6; ARAP #12; MHAAP #27)
22. Direct the Chief of Police to explore options for the Service to pay honoraria and transportation costs to otherwise unpaid community members that contribute their time, skills and experience to police training and service improvement. (MHAAP # 14; ARAP #28)

23. Direct the Executive Director to compile the above directions and any other appropriate policy guidance into a budget transparency policy, for future consideration by the Board.
24. Direct the Chair and Executive Director to work with the Auditor General to enter into a Memorandum of Understanding, and accompanying work plan, with the effect of engaging the Auditor General to perform audits of the Toronto Police Service to improve service delivery, identify specific areas of success and specific areas for improvement within the Service, and to find potential areas for savings and redistribution of funding. (City Council #10 and 11)
25. Direct the Chief of Police to assist the Chair, Executive Director and Auditor General in developing the above Memorandum of Understanding and accompanying work plan and to make available the personnel, information and other resources necessary for that purpose. (City Council #10 and 11)
26. Direct the Chief of Police to grant Board Staff and the Auditor General access to personnel, information, records and any other resources necessary to perform any audits contemplated by the above work plan, subject always to applicable legal requirements that do not permit disclosure (e.g. investigative techniques). (City Council #10 and 11)
27. Direct the Chair to communicate to the Province the Board's support of City Council's request to amend the City of Toronto Act to expand the Auditor General's jurisdiction to include auditing the Service, and reporting the results of any audits by the Auditor General to the Board. (City Council #9)
28. Direct the Executive Director to update the Board's Audit Policy addressing audits of the Service, to include any standing directions and policy guidance for the Chief of Police to ensure the Board, its staff and any third parties contracted by the Board for the purpose of auditing the Service, are provided with the access to information and personnel necessary for a successful audit.
29. Direct the Chair and Executive Director to engage with the City Manager and discuss additional and alternative approaches to ensuring transparent auditing of police practices and policies. (City Council #31)
30. Direct the Chief of Police to present a preliminary report to the Board by November 2020, to be followed by a comprehensive report by February 2021 and thereafter on a frequency as directed by the Board, on outcomes associated with how diversity in human resources is being prioritized and achieved in the Toronto Police Service, including with respect to recruitment, hiring and promotion for both civilian and uniform positions at all ranks and classifications. (City Council #33)

31. Direct the Executive Director to publish the criteria expected in a successful candidate for Toronto's Chief of Police to the Board's website and communicate those criteria in the recruitment process.
32. Emphasize, in the selection of the Chief of Police, the following qualifications, skills and experience:
 - a. a proven track record and/or demonstrated ability to create deep and successful reform of policing, including:
 - i. a proven ability to ensure that non-violent de-escalation strategies and techniques are properly employed by police officers, particularly in relation to engagement with people from racialized communities and people with mental health issues;
 - ii. demonstrated experience and success in policing modernization initiatives, with an emphasis on building and sustaining strong, collaborative relationships with racialized and marginalized communities, and the willingness to consider other models for first responder calls for non-violent incidents.
 - iii. a demonstrated track record of building and maintaining community safety, as well as the ability to lead through innovation and collaboration. The Chief will, together with an engaged Command Team, be a visible advocate of effective, equitable policing with the public. The Chief will work to ensure the Service is seen as an international leader in providing modern, trusted, community-focused policing;
 - iv. the ability to motivate members to be innovative, collaborative and inclusive. The Chief will support both the 'front line' and uniform and civilian support staff and will ensure the Service is a sought-after and positive place of employment with talented individuals who reflect the city's diversity at all levels of the organization and who are passionate ambassadors of community engagement and public safety;
 - v. the understanding of how to prioritize, develop and nurture partnerships with a broad spectrum of social service providers, law enforcement agencies, health sector organizations (with a focus on mental health and addictions services), community organizations and leaders, and government, in addition to having demonstrated experience and success in collaborating with these stakeholders. The Chief will leverage these partnerships to collaborate in the development of innovative programs rooted in community policing;
 - vi. having a deep understanding of the myriad and complex challenges facing policing organizations internally and externally, including strengthening member wellness and engagement, and increasing public trust and legitimacy across communities, particularly those that are vulnerable, marginalized, and disaffected;

- vii. having the ability to effectively manage a significant annual budget that places innovation, alternative service delivery, data and technology at the centre of a strategy to leverage the most out of public dollars, and find ways to do the TPS's work so as to set a new standard in policing;
- viii. being a recognized and proven senior leader in the policing community who is known for embracing challenge, developing creative solutions and a clear ability to lead cultural change with the support of an engaged Command Team. The Chief will have a demonstrated track record of bridging divides, earning respect through a commitment to excellence and accountability, and empowering people to be their best; and
- ix. providing the leadership and inspire the confidence necessary to make Toronto the model for the future of urban policing.

b. understand and value:

- i. the importance of diversity in the City and in the Toronto Police Service itself;
- ii. acceptance of all people and a recognition that Toronto is home to the most culturally diverse population in the world, which gives our City its strength in times of crisis;
- iii. the strategies and actions required to ensure that, in the policing context, Toronto remains a place of inclusion, diversity and respect for all; and
- iv. human rights as a core competency and an on-going commitment for themselves and the Toronto Police Service as a whole. (City Council #14)

33. Direct the Executive Director to engage the City Manager, the CABR Unit and the Indigenous Affairs Office of the City of Toronto to provide their advice on the development and implementation of a rigorous community consultation process for the selection of the next Chief of Police. (City Council #16)

34. Ensure that human rights competency and achievements are included as a component of the Chief of Police's annual performance review.

35. Direct the Chief of Police to immediately post the Toronto Police Service's Use of Force Procedure on its public website, in a form that will ensure the efficacy of investigative techniques or operations is not endangered and that will not compromise the safety of any person by divulging police practice. (City Council #6)

36. Direct the Chief of Police to post on the Service's public website, as soon as feasible and on an on-going basis, up-to-date copies of those procedures of public interest that govern the interaction of police with the public, in a form that will not endanger the efficacy of investigative techniques and operations.

37. Direct the Chief of Police to share regularly updated datasets from the Toronto Police Service's open data portal with the City of Toronto for display and distribution on the City's open data portal, subject to the need to protect personal privacy and to comply with any privacy legislation. (City Council #16)
38. Direct the Chief of Police to convert the Toronto Police Services Board's annual reports and any files currently provided on the Toronto Police Service's open data portal in PDF format into appropriate digital format for use and distribution on the City's open data portal. (City Council #16)
39. Direct the Chief of Police to post all open data collected pursuant to the Race-Based Data Collection Policy to the Toronto Police Service open data portal and to share that data with the City of Toronto for display and distribution on its open data portal, subject to the need to comply with applicable privacy and other legislation. (City Council #30)
40. Direct the Chief of Police and the Executive Director to work with the City Manager to consolidate and expedite continuous data sharing in order to better inform city-wide approaches to violence prevention and community safety, including with respect to the City's Community Safety and Well-Being Planning efforts. (City Council #30)
41. Direct the Executive Director to develop a policy governing information transparency and data sharing for the Toronto Police Service, which will include the above directions and any other provisions that will contribute to information transparency and data sharing that will improve accountability and service delivery.
42. Direct the Executive Director to identify potential research, policy and academic centres with whom the Board can partner for research and policy development aimed at improving policing in Toronto.
43. Direct the Chair to write in support of City Council's requests for changes to the *Police Services Act* and other applicable legislation or regulations that would expand the instances in which suspension without pay and revocation of a police officer's appointment as a police officer are available and to support amendments that would, at a minimum, implement the relevant elements of the *Police Services Act, 2018* that addressed suspension without pay and the relevant elements of the *Policing Oversight Act, 2018* that created the ability to revoke a police officer's appointment as a police officer in Ontario. (City Council #20; CABR #17.2)
44. Direct the Chair and Executive Director to explore and report on the Board's ability to enact policy directing that all instances of alleged racial profiling and bias be investigated under the *Police Services Act*, and to make

recommendations on how the Board can ensure that all alleged instances of racial profiling and bias are investigated and addressed. (City Council #29; CABR #17.2)

45. Direct the Chief to report by November 2020 on the means by which:
 - a. the Toronto Police Service identifies police officers who are repeated subjects of conduct complaints or negative findings by the courts, or those who disproportionately use force, even where no specific instance amounts to allegations of misconduct;
 - b. those identified officers are monitored for compliance with Toronto Police Service policy and procedure and receive additional training where necessary;
 - c. the Toronto Police Service determines what other interventions are appropriate or required for officers that are identified as part of the Service's efforts as per a. and b., above.

46. Direct the Chief of Police to develop and implement a formal annual performance review process for uniformed Service Members, in consultation with any relevant experts, that will assist in identifying the strengths and areas for improvement of each police officer, and which will include an individualized annual performance plan that identifies the education, training and experiences to be completed in the coming year in order to build on their identified strengths and address their identified areas for improvement.

47. Explore, in consultation with the Chief of Police, mechanisms to make both disciplinary proceedings under the *Police Services Act*, as well as the decisions reached in these proceedings, more transparent and accessible to the public, given the provisions of the current *Act*, and in light of the future coming into force of the new *Police Services Act, 2019*.

48. Direct the Chair and the Executive Director to advocate for and recommend that the Government of Ontario (Ministry of the Solicitor General):
 - a. conduct a review of the current Use of Force Model with input from all relevant stakeholders, including police services boards, community organizations and persons with lived experience;
 - b. ensure any new model focused on de-escalation and minimizes use of force, especially with people in crisis; and
 - c. rename the Use of Force Model the De-Escalation Model. (MHAAP #15; ARAP #29)

49. Direct the Executive Director, in consultation with the Chief of Police, to review the Board's Use of Force Policy, consult with internal and external experts, and propose to the Board by November 2020, amendments to the Policy that will align it with best practices to reduce death and injuries from the use of force by Service Members and with the Ontario Provincial Use of Force Model.

50. Direct the Executive Director, in consultation with the Chief of Police, to review the Board's Uniform Promotions and Appointments Policy, and propose to the Board by November 2020, amendments to the Policy that will improve the transparency of promotions with regards to candidates' disciplinary history.
51. Direct the Executive Director to review and consolidate the Board's Policies on human rights, and develop a revised comprehensive Human Rights Policy that will also include direction on racial profiling, for consideration by the Board.
52. Direct the Chief of Police to:
 - a. immediately make permanent the current anti-Black racism training component of the annual re-training (civilians) and In-Service Training Program (uniform); and
 - b. consult with experts in the appropriate fields and engage the CABR Unit to:
 - i. explore opportunities to expand this component;
 - ii. audit and review all courses with an anti-racism lens to identify how existing police training can be changed to address systemic racism or bias in training and to identify how anti-racism training can be incorporated into all courses taught at the College; and
 - iii. report to the Board by December 2021 with the findings of these consultations. (Board #2; CABR #16.4 and 16.5)
53. Direct the Chief of Police to:
 - a. create a permanent stand-alone training course that contributes to professional practice in policing with a view to supporting an organizational culture committed to the delivery of fair and unbiased police services to Toronto's diverse communities and populations. This training curriculum must include, among other components: anti-racism; anti-Black and anti-Indigenous racism; bias and implicit bias avoidance; interactions with racialized communities, LGBTQS2+ communities and marginalized communities; an understanding of intersectionality; the importance of lived experience in developing understanding and compassionate service delivery; and principles of human rights accommodation and disabilities, including mental health and addictions issues and ethics in policing;
 - b. ensure this training is developed and updated based on best practice and through the active engagement of the CABR Unit, ARAP, subject matter experts in anti-racist curriculum design and community representatives with expertise in systemic racism and anti-Black and anti-Indigenous racism, community representatives with experience in addressing discrimination and prejudice against people with mental health and addictions issues and with a focus on utilizing adult-oriented training methods that are proven to lead to high achievement and demonstrated applied practice by those who experience the curriculum;
 - c. make this training mandatory for all new Members of the Service, both civilian and uniform;

- d. make a refresher version of this training mandatory for all current Members of the Service, both civilian and uniform, every 2 years; and
 - e. present the training curriculum before the Board for information by February 2021. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)
54. Direct the Chief of Police to prepare a plan for integrating the provision of annual in-service and other training and education of Service Members by members of peer run organizations, including organizations representing people with lived experience of mental health and addiction issues, through collaborations with racialized, indigenous, LGBTQ2S+, immigrant and refugee community members skilled in training. (MHAAP #13; ARAP #27)
55. Direct the Chief of Police to review all current and future training, including judgment and other scenario based training, and ensure that it:
- a. prioritizes and emphasizes de-escalation; (MHAAP #14)
 - b. is informed by members of the communities most often affected by police use of force; (MHAAP #14; ARAP #28)
 - c. is relevant to the root causes and consequences of structural violence, systemic and internalized racism, negative stereotyping, intersectionalities, and use of force on people with mental health and/or addictions issues; and (MHAAP #13; ARAP #27)
 - d. is trauma informed. (MHAAP #13; ARAP #27)
56. Direct the Chief of Police to report of the feasibility of all uniformed Service Members receiving MCIT training or other mental health crisis response training, such as mental health first aid or emotional CPR. (ARAP #10; MHAAP 25)
57. Direct the Chief of Police to engage experts in the relevant fields to create and implement a framework to constantly evaluate the efficacy of its mental health and anti-racism training and the competence of training participants, including how it is applied in the field, and serve to identify areas for improvement to training, with reports on the Service's findings and responsive actions provided to the Board semi-annually. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)
58. Direct the Chief of Police to review the current training curriculum for new uniform recruits and special constables, and explore the inclusion of Service funded training co-developed and led by members of the community, outside the Toronto Police College, specific to police-community interactions and relations with marginalized communities, youth, and vulnerable populations and report to the Board by December 2020 with an assessment of options. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)
59. Direct the Executive Director to coordinate ongoing training sessions for Board Members on anti-Black racism and human rights as it relates to police governance in Ontario.

60. Make ARAP permanent and require ARAP to:
- a. review its terms of reference in consultation with the Board at least every 3 years or when otherwise required; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - b. review its membership at least every 3 years or when otherwise required; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - c. meet on a quarterly basis, at a minimum; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - d. meet with MHAAP annually; (Board #1; CABR #17.4; ARAP #5; MHAAP #20) and
 - e. share its minutes with MHAAP and convene a joint meeting when there are issues of mutual interest and significance. (Board #1; CABR #17.4; ARAP #5; MHAAP #20)
61. Confirm ARAP's mandate to advise and support the Board in relation to policing and racism, anti-Black racism and anti-Indigenous racism, including:
- a. Identifying current issues relating to racism, anti-Black racism, anti-Indigenous racism and policing, including developing and/or recommending policies, strategies and action plans for approval by the Board;
 - b. Monitoring the implementation of the Toronto City Council's Action Plan to Confront Anti-Black Racism;
 - c. Monitoring the implementation of the Board's Race-Based Data Collection, Analysis, and Public Reporting Policy, including reviewing the data analysis and any interventions developed by the Service to address racial disparities for feedback and recommendations for enhancement;
 - d. Monitoring the implementation of the recommendations from the Andrew Loku Inquest through the monitoring framework previously developed by ARAP;
 - e. Reviewing Service reports on Conducted Energy Weapon (CEW) use and making recommendations for enhancement;
 - f. Monitoring the implementation of inquest recommendations as appropriate;
 - g. Reviewing the development and implementation of all Service training and offering recommendations for enhancement, including training on anti-racism;
 - h. Monitoring the implementation of the recommendations in the present report and providing advice to the Board on necessary enhancements and improvements; and
 - i. Participating in the community consultation process on the Toronto Police Service's annual budget. (ARAP #3; MHAAP #18)
62. Appoint Ainsworth Morgan as ARAP's next Board Co-Chair for a 3 year term and direct the Chair and Executive Director to explore the appointment of Anthony

Morgan, the Manager of the CABR Unit, or another agreed delegate of the CABR Unit, as community Co-Chair for a 3 year term. (ARAP #4; MHAAP #19)

63. Make MHAAP permanent and require MHAAP to:
 - a. review its terms of reference in consultation with the Board at least every 3 years or when otherwise required; (Board #3; ARAP #1; MHAAP #16)
 - b. review its membership at least every 3 years or when otherwise required; (Board #3; ARAP #1; MHAAP #16)
 - c. meet on a quarterly basis, at a minimum; (Board #3; ARAP #1; MHAAP #16)
 - d. meet with ARAP annually; and (Board #3; ARAP #5; MHAAP #20)
 - e. share its minutes with ARAP and convene a joint meeting when there are issues of mutual interest and significance. (Board #3; ARAP #5; MHAAP #20).

64. Request MHAAP to monitor and advise the Board on the implementation of the recommendations in the present report, inasmuch as they are included within MHAAP's mandate.

65. Direct the Executive Director to develop plans for an annual policy forum or other process that will provide a regular opportunity for the Board and its advisory panels to consult the public, community organizations and other stakeholders both at length and in depth in order to review the efficacy of existing Board policies, identify existing and emerging issues in policing, and develop effective policy interventions to address those issues. (CABR #17.4)

66. Direct the Chief of Police to develop, in consultation with the CABR Unit and other experts in the field, an anti-racism lens to be applied in auditing existing Toronto Police Service procedures and the development of future procedures. (CABR #16.3)

67. Direct the Chief of Police to implement new communications strategies, with input from ARAP and on the basis of community consultation, especially with members of Toronto's Black and Indigenous communities, about the steps taken to eliminate carding as a policing practice and regulate street checks in Toronto (CABR #16.1)

68. Direct the Executive Director to, in consultation with the Chief of Police and other stakeholders, develop a new policy for the provision of apologies, expressions of regret and recognitions of loss, mindful of legal and other considerations.

69. Direct the Executive Director to explore, in consultation with relevant stakeholders, ARAP, community organizations and representatives of Toronto's Black and Indigenous communities, the development of a Board-sponsored voluntary restorative alternative dispute resolution process aimed at both

resolving complaints and claims against police, and achieving reconciliation between police and both complainants and their respective communities.

70. Direct the Chief of Police to develop and execute a multi-faceted "know your rights" campaign before the end of 2020, on the basis of consultation and collaboration with various stakeholders, including representatives from the Board-funded Collective Impact initiative, representatives of Toronto's Black and Indigenous communities, youth groups, and community-based organizations that serve vulnerable and marginalized populations. (CABR #18.1)
71. Direct the Executive Director and the Chief of Police to work with the Government of Ontario, City of Toronto, community-based mental health and addictions providers, and people with lived experience of mental health and addictions issues, to develop a low-cost, public, social media campaign to increase awareness about the different types of crisis response services in Toronto, including police-based models and non-police models, the role of police under the *Mental Health Act*, the use of Form 1 and Form 2 under the *Mental Health Act*, individuals' rights related to the *Mental Health Act* and success stories should be showcased as part of this campaign. (MHAAP #12; ARAP #26)
72. Direct the Executive Director to develop, in consultation with the City Manager, an on-line tool to assist the public in tracking and monitoring the progress of the implementation of the recommendations in this report, which will be available on the Board's website by October 2020.
73. Direct the Chief of Police to report to the Board by November 2020 on the status of implementation of the Board's Race-Based Data Collection Policy, and where the Policy deviates from or fails to implement the recommendations of the Ontario Human Rights Commission in its written deputation to the Board, to identify the reason for that deviation or failure to implement. (City Council #24; ARAP #6; MHAAP #21)
74. Direct the Chief of Police to report to the Board by November 2020 on the status of implementation of the recommendations made in the PACER Report and, where recommendations remain unimplemented in part or in full, to present a timetable for their implementation or the rationale for not implementing particular recommendations and suitable alternatives. (ARAP #7; MHAAP #22)
75. Direct the Chief to report by November 2020 on the status of implementation of the recommendations made in the *Independent Review of Police Encounters with People in Crisis* and, where the Service has deviated from or failed to implement a recommendation, to identify in detail the reason for that deviation or failure to implement. (City Council #25)
76. Direct the Chief of Police to report by November 2020 on the status of the implementation of the recommendations made by the Auditor General in all

previous reports and, where the Service has deviated from or failed to implement a recommendation, to identify in detail the reason for that deviation or failure to implement.

77. Direct the Chief of Police to report by November 2020 on the status of the implementation of the recommendations made by the Inquest into the Death of Andrew Loku and, where the Service has deviated from or failed to implement an inquest recommendation, to identify in detail the reason for that deviation or failure to implement. (City Council #27)
78. Direct the Chief of Police to report by November 2020 on the status of the implementation of the Service's Mental Health and Addictions Strategy and further direct that the strategy be fully implemented by September 30, 2021. (MHAAP #1; ARAP #15)
79. Direct the Chief of Police to report by November 2020 on the status of recommendations made in *Action Plan: The Way Forward*, including what has been implemented, what remains to be implemented, and what additional recommendations for modernization can lead to more effective and efficient police service delivery. This 'refresh' of *Action Plan: The Way Forward* should occur on the basis of stakeholder and community consultation that recognizes community safety is a shared societal responsibility. (Board #2; ARAP #14; MHAAP #29)
80. Direct the Chief of Police that the reports required in above sections 73–79 should include an assessment of each recommendation, including:
 - a. Concerns;
 - b. Status;
 - c. Impact (weighting);
 - d. Ease of Implementation (weighting of resource capabilities/ budgetary implications, etc);
 - e. Timelines; and
 - f. Service Lead (Deputy Chief)
81. Direct the Executive Director to develop, in consultation with the Auditor General, a work plan for the auditing of the implementation of the approved recommendations made in this report.

Chair Hart emphasized the importance of continuing to incorporate community voices in the discussion surrounding policing reforms. He indicated that these reforms are part of an ongoing process that must be inclusive and dynamic.

The Board discussed the possibility of civilianizing more of the Service's training. Chair Hart noted that such options were included in past Auditor General reports, and they will be considered as part of the requirement of the Service to report on the implementation of these reports, which is included in the report.

In addition to the recommendations contained in the report, Mayor Tory moved the following Motion:

MOTION

THAT the Board direct the Chief to:

- 1. Consult with stakeholders, including the Mobile Crisis Intervention Team (MCIT) Steering Committee and hospital partners, and report back to the September 2020 meeting of the Board on a preliminary basis regarding:**
 - The current approach as to how the Service responds to mental health crisis calls, including relevant considerations in determining the nature of the emergency response;**
 - How the Service is exploring the feasibility of having MCITs dispatched as the first responders to as many persons in crisis calls as possible, concurrent with the implementation of the expanded MCIT Program currently being designed by the Service;**
 - The initiatives that the Service is currently exploring, including pilot programs, to expand the response by non-police crisis responders to mental health crisis calls; and,**
 - Additional details about the approach to addressing and implementing the above-noted items at the Boards' November 2020 meeting.**

- 2. THAT the Chief provide a report at the Board's November 2020 meeting which provides additional details about the approach to addressing and implementing the above-noted items.**



Toronto Police Services Board Report

August 10, 2020

To: Members
Toronto Police Services Board

From: Jim Hart
Chair

Subject: Police Reform in Toronto: Systemic Racism, Alternative Community Safety and Crisis Response Models and Building New Confidence in Public Safety

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Recommendation(s):

It is recommended that the Board approve the recommendations listed at [Appendix A](#).

Financial Implications:

The financial implications arising out of the recommendations contained in this report are unknown at this time. If the recommendations are approved, financial implications – including for potential costs savings or re-allocations – will be assessed on an ongoing basis.

Background / Purpose:

There is a long history of anti-Black and anti-Indigenous racism, discrimination, and marginalization in our city. Systemic racism occurs within policing, as it does in many other public and private systems. Too many of our fellow residents experience the effects of systemic racism every day. It is an ongoing challenge for the Toronto Police Services Board (the "Board") and the Toronto Police Service (the "Service") to address these issues in a way that engenders public trust. We acknowledge that we must do better. We acknowledge that the status quo is not adequate. We recognize that much work remains to be done and that it must be done in partnership with others, including our city's diverse communities. This report is a beginning; one that proposes immediate action and a commitment to change through ongoing consultation and a reimagining of our current approach to public safety.

As the governing body for the Service, the Board must be a catalyst for reform that addresses systemic racism in the areas of community safety and policing. In 2016 the Board, in partnership with the Service, undertook a wholesale review of its operations and created a roadmap for modernization. However, no plan can be frozen in time. We have and must continue to engage with various stakeholders and the public. We must listen, learn, and continually test our understanding of the challenges facing our communities and public safety in Toronto. We have to work collaboratively to design the best responses to these challenges.

The Board's priority has, and must continue to be, ensuring fair and equitable policing in Toronto. We also must recognize that law enforcement – whether reactive or proactive – is not the only solution to many of the challenges our city faces. Rather, it is a single piece of a multi-dimensional pie. Toronto's community safety is a shared responsibility. It relies on a continuum of governments, organizations, experts and persons with lived experience, who together have the appropriate skills, abilities, and vested interest to create and implement strategies to make our city safer.

This report was developed holistically, incorporating: the referred Board report from the June 2020 Board Meeting as a foundation; the directions from the June City Council decision; the substantive community input received from the recent public town hall meetings; consulting the Toronto Action Plan to Confront Anti-Black Racism; consultations and recommendations from the Board's two advisory panels, namely the

Anti-Racism Advisory Panel (ARAP) and the Mental Health and Addictions Advisory Panel (MHAAP); and relying on the expertise of the professional staff within the Board Office, who ensure that the Board fulfils its governance and oversight duties.

Referred Report

At its meeting of June 19, 2020, the Board received a report from the Chair entitled “Recommendations for the Board Related to Current Events” (Min. No. P89/20 refers). That report is attached as [Appendix B](#). The report was drafted in response to recent events, including the killing of George Floyd at the hands of a Minneapolis police officer, and the tragic death of Regis Korchinski-Paquet in Toronto. These tragedies and lost lives have brought our city to engage once again in a critical conversation about the status quo in policing and the systemic racism that is evident in the current systems that respond to crises and ensure public safety in Toronto.

Following the release of the June 2020 report, we heard from members of the public, as well as members of both ARAP and MHAAP. They felt that further engagement was needed before the Board could consider any meaningful recommendations for reform.

Therefore, at its June 19, 2020, meeting, the Board decided to refer the report to the next Board meeting to allow for broader consultation with the public, and to receive advice from its advisory panels.

Toronto City Council Consideration of Changes to Policing

At its meeting of June 29, 2020, Toronto City Council considered a number of motions by councillors addressing policing in Toronto. Among those motions was agenda item CC22.2, a report by the Mayor entitled “Changes to Policing in Toronto”. The report was adopted with amendments. The decision of City Council comprises 36 items covering a number of areas touching on policing, public safety and crisis response in Toronto. The items are directed to a variety of stakeholders, including the Board. Attached as [Appendix C](#) are the items adopted by City Council.

Town Hall Meetings hosted by the Board

The Board held four full-day town hall meetings on July 9, 10, 15 and 16, 2020. These forums were created in response to the thousands of messages that the Board received in the aftermath of the killing of George Floyd and the death of Regis Korchinski-Paquet, and related protests in Toronto and around the world.

The meetings followed an open format allowing the public to make submissions to the Board and providing the Board an opportunity to hear the voices of our communities and ask questions. The submissions covered a wide range of issues, including police accountability, police reform, and community safety priorities. Members of the public who could not make a live presentation at the town hall meetings were invited to provide a written or recorded statement on the Board’s website. Over one hundred such submissions were made.

The town hall meetings were broadcast via YouTube. Links to the recordings of these sessions and copies of all of the written and recorded submissions provided to the Board are available on the Board's website at <https://tpsb.ca/consultations-and-publications/july-2020-town-halls>.

A comprehensive synthesis of the submissions made at the town hall meetings is being prepared for posting on the Board's website. Those submission informed this report and will inform the Board's continuing engagement with these issues. For the purposes of this report, an interim synthesis is attached at [Appendix D](#), which identifies certain general themes and some of the key recommendations that were highlighted during the town hall meetings. [Appendix D](#) also includes a unique illustrated summary of the Town Hall meetings. This summary provides a visual representation of the key themes heard throughout the Town Hall meetings. Both the textual summary and a "flipbook" version of the visual summary are available on the Board's website.

Most consistently, the Board heard that many people want to see a complete restructuring of how community safety is addressed and delivered in the city. Members of the public and those representing community organizations made powerful and compelling submissions that Toronto should rethink and de-emphasize the current reactive approach to public safety in favour of a proactive approach that addresses the social determinants of crime, such as poverty, housing, food security and social services. It was widely submitted that this alternative approach avoids the criminalization of poverty, mental health and addictions issues. The majority of speakers called to fund this alternative approach to public safety by reducing the funding of police services in Toronto.

Recognizing, however, that an emergency response will always be necessary, another frequent recommendation was the creation of a community crisis response model that does not include police, or has reduced and tiered police involvement. These recommendations were animated by the belief expressed by many deputants that police officers do not have the requisite training, background or expertise to effectively deal with mental health crises. Indeed, many told us that this is not the appropriate role for police, regardless of how well trained they might be in the area.

In short, many speakers said there is a need to "reimagine" how community safety is achieved in Toronto, possibly with a considerably redesigned role for police.

In considering what action to take and how, the Board has and will continue to examine and be informed by the submissions made during the town hall meetings . The Board will also continue to consult with the public on these issues and ensure that the public has opportunities to make its voices heard.

The Toronto Action Plan to Confront Anti-Black Racism

In preparing this report, Board staff has reviewed and considered the recommendations addressing policing that are contained in the Toronto Action Plan to Confront Anti-Black Racism ("CABR Action Plan").

The CABR Action Plan is the culmination of a process started by the City of Toronto in 2016 to acknowledge and confront anti-Black racism in the city, and was approved unanimously by City Council. In partnership with community agencies, young Black leaders and Black Torontonians, the City built on past recommendations to synthesize a list of recommendations and actions meant to address the continued anti-Black racism in Toronto. The Confronting Anti-Black Racism Unit ("CABR Unit") at the City of Toronto is responsible for the implementation of the CABR Action Plan. The CABR Action Plan's recommendations and actions addressing policing are listed at [Appendix E](#).

The recommendations in this report that reference the CABR Action Plan are by no means meant to be a full answer to the recommendations made in that document. Reference to the CABR Action Plan is simply meant to indicate where a recommendation is informed by the Action Plan work.

Consultation with MHAAP and ARAP

The Board's two advisory panels, MHAAP and ARAP, met in July to consider the Board's referred report and provide their advice and recommendations. A summary of the advice and recommendations from MHAAP and ARAP are attached respectively as [Appendix F](#) and [Appendix G](#). These advisory panels will also serve an integral role in guiding the Board and monitoring the implementation of the recommendations in this report.

Existing Initiatives

The Board recognizes that the Service has long engaged in initiatives that are designed to address many of the same issues the Report's recommendations address. The plan laid out in this report builds on and expands these initiatives to continue and improve the Service's response to systemic racism, and enhance public trust in the Service.

Many of the Service's existing initiatives are being led by the Equity, Inclusion and Human Rights Unit (EI&HR). Resulting from the strategic direction of the Board's and Service's modernization plan *The Way Forward*, the EI&HR, the first of its kind in Canadian policing, is a Centre of Excellence led by a team of subject matter experts, utilizing best practices in the embedding of inclusion and human rights through a research and evaluation framework to champion a progressive equity agenda for the Service. Among its many initiatives, EI&HR is currently working with the Service's Governance Unit and is engaged in a comprehensive review of all of TPS procedures from an anti-racism and human rights lens to identify gaps as well as embed equity principles throughout all of its procedures.

Other existing initiatives underway include:

Race-Based Data Collection Strategy: Developed on the basis of the Board's Race-Based Data Collection, Analysis and Public Reporting Policy, and guided by the legal principles of *Ontario Human Rights Code* and Ontario's *Anti-Racism Act 2017*. The Service will collect and, in partnership with external stakeholders and the community, analyze race-based data to identify and address systemic race-based barriers and disparities in the Service's programs, services and procedures. Substantial internal and community consultation identified key considerations, concerns and recommendations for implementation. Starting January 1, 2020, phase one includes the collection of race-based data for Use of Force, development of race-based data collection training, and design of the recruitment and selection process for a Community Advisory Panel informed by the Wellesley Institute.

Workplace Harassment Review: Deloitte has been contracted to conduct an independent and comprehensive review of our workplace culture and processes relating to harassment and discrimination inform an actionable roadmap for tangible culture change. Data analysis will include an anti-Black racism lens.

Talent Sourcing and Marketing Framework: This Framework seeks to increase diversity among applicants and new hires, particularly focusing on mass hiring initiatives. The Service is achieving greater diversity outcomes in its Uniform Cadet recruitment as a result of this approach.

Core Values and Competency Framework: This was developed through a collaborative and inclusive process, including interviews with 100 members of the public, from community advocates to members of Community Police Liaison Committees, as well as interviews with Service members.

Ongoing Training and Capacity Building activities

- Race Based Data Collection Technical briefing for all uniform members.
- Police and Community Engagement Review (P.A.C.E.R.) Recommendation 12: In accordance with this recommendation, the T.P.S. will continue to ensure all uniform officers and investigators receive training grounded in an anti-Black racism lens.
- Bias Avoidance Training.
- Ethics and Incivility in the Workplace (Human Rights Leadership): a three hour Diversity training program for recruits, addressing the value of diversity, the Human Rights Code, the Toronto Police Code of Conduct and the need for inclusion, accommodation and professionalism.
- All Leadership Training has a minimum 90 minute Human Rights, Diversity and Inclusivity lecture.
- A redesigned In Service Training-Day 1, including: Indigenous Perspectives, Anti-Black Racism, Race-Based Data Collection, Strip Search, Persons with Disabilities, Vulnerable Persons, Wellness and Resiliency, and Scenario Based Training.

Ongoing Community Engagement initiatives

- In 2018, after community feedback, the Neighbourhood Community Officer (NCO) Program was enhanced to include:
 - A standardized mandate to focus on building partnerships in the community and working towards long-term solutions to public safety and disorder issues;
 - Community-centric training specific to their role;
 - Assignment to each neighbourhood for at least four years;
 - Identification as NCOs on uniforms and vehicles; and,
 - Access their work environment through a mobile device allowing officers to spend more time in their assigned neighbourhoods
- The Black Community Consultative Committee advises the Chief of Police and identifies opportunities to build bridges between the Service and Black communities.
- Impact Truth Hearing: This event was an opportunity for both the Black youth and Toronto Police Service officers to enter into a dialogue based on true lived experiences to understand the emotional impact and collateral trauma felt by both sides with the goal of building trust and improving youth-police relations.

The Board's Responsibility for Oversight

The Board recognizes the intensive effort that community organizations, City Council and others put into identifying interventions to address the very complex, intersectional issues of race and mental health in policing. The Board welcomes and appreciates all the work and recommendations of our partners across the city, which have been supplemented by the extraordinary flow of recent submissions and recommendations made by community members and organizations. We are committed to reviewing the recommendations and submissions received by the Board, as well as to continue consulting with communities, organizations and individuals across the city, as we build new and deeper relationships with these partners in order to confront and address systemic racism in the provision of public safety in Toronto.

Our task must include creating space for the public to be heard so the Board is better informed while discharging its statutory role in the governance and oversight of the Service. That role also requires that the Board apply its resources and expertise to create change that will achieve the ultimate goal of addressing systemic racism. That means not only leveraging the recommendations and submissions of others, but providing our own direction borne from the Board's own research and expertise in policing and governance. With the invaluable contribution of the community and our partners in public safety, we must commit the Board to designing approaches and interventions that will eradicate the scourge of systemic racism in the provision of public safety.

The recommendations in this report are not meant to be an end point in this critical work but, rather, an important beginning. Successful reform takes time, collaborative

engagement, and a recognition that change can be substantive and substantial, even where it is not immediate. This report is a beginning. It begins to address some of the important issues we face as a community. The Board commits to continued engagement on these matters and to advancing bold and innovative proposals that will achieve our collective goal of achieving a fair and equitable system of public safety.

The Board also recognizes that while some recommendations will be carried out immediately, others will require more time to develop, in consultation with the Service, subject matter expert, and the public. Implementing these recommendations will impose a substantial amount of work on the Service in terms of time and resources, and the Board is prepared to work with the Chief of Police to ensure this work can be carried out so as not to have a negative impact on the Service's ability to carry out its core duties effectively. This report presents the roadmap that the Board and the Service will follow in the foreseeable future as we work collaboratively to ensure a safer city for all its communities.

Discussion:

This report synthesizes the many recommendations, observations and submissions made by the public, ARAP and MHAAP, and other stakeholders, into proposals for action that the Board and/or Service can implement. These proposals are the inaugural steps of a larger process towards the development of new systems, interventions and a culture that will confront systemic racism and the other challenges that result in disparate outcomes for racialized communities in their interactions with the Service.

It should be noted that the Board heard a number of submissions and received a variety of recommendations addressing body-worn cameras, through a variety of correspondence, submissions, and speakers at our town hall meetings. Those recommendations are not addressed in this report. The Board is considering a separate report addressing a recommended procurement of body-worn cameras that was submitted by the Service, and will consider an additional report in the near future concerning the Board's Policy on body-worn cameras. The Board will consider the submissions and recommendations received in the recent consultative process as part of its review and consideration of those reports. This will include the specific recommendations that were made with respect to how the creation of checks and balances within a policy on body-worn camera use can work to address concerns about how the technology is used, and the potential for improper use.

To assist in organizing and discussing the many recommendations, this report identifies common themes that run through them and reflects the general areas of concern raised by MHAAP, ARAP and the recent town hall meetings. Those themes are:

1. Alternative Community Safety Response Models
2. Police Budget and Budgetary Transparency
3. Independent Auditing and Service Accountability
4. Chief Selection Criteria

5. Data Sharing and Information Transparency
6. Conduct Accountability
7. Police Training
8. Consultation with Experts and Communities
9. Building Public Confidence
10. Ensuring Change

While these actions are spread across a broad spectrum of areas, they represent different facets of a single holistic approach that the Board has taken up to openly acknowledge and directly confront systemic racism in all its manifestations.

As well, where possible, we have identified where the recommendations below are informed, in whole or in part, by motions adopted by City Council, recommendations from the report referred by the Board at its June 19, 2020 meeting, recommendations found in the CABR Action Plan, or recommendations made by MHAAP or ARAP.

Alternative Community Safety Response Models

(City Council #1, 5, 12 and 18; Board #4; MHAAP #2-10 and 25-26; ARAP #10-11 and 16-26)

A major theme from the recommendations and submissions received by the Board is the need for an alternative to the current community safety response model, specifically one that does not require the presence, intervention or legal powers of police. This would include alternatives to police attendance at mental health crisis calls, wellness checks and low-level disputes between community members (e.g., neighbour disputes). The recommendations and submissions received to date have also highlighted the need to expand the Service's current Mobile Crisis Intervention Team (MCIT) program, which is the only existing alternative to a police-only response to mental health crises and wellness checks in Toronto. Currently, the Service's MCIT program can respond to only 20% of the approximately 30,000 crisis calls received each year.

The Board has long supported the MCIT program, which pairs a specially trained police officer with a mental health nurse to respond to people experiencing mental health crises in our community. Through this innovative and progressive program, we have seen a number of important benefits: the delivery of swift and compassionate support with a focus on de-escalation, the prevention of injury, the ability to more readily link people in crisis to appropriate community services, and reduced pressure on hospitals and the justice system. However, the recommendations and submissions received suggest it is time to consider an even bolder approach, namely redirecting certain calls currently handled by police into the more specialized hands of non-police response teams.

The redirection of calls from police to other alternative responders will require considerable work in partnership with other stakeholders, including the City Manager's Office, City divisions and provincial counterparts. This work will involve identifying the appropriate non-core policing calls currently handled by police that can be directed to an alternative community safety and crisis response. Moreover, it will take time to develop

and implement such an alternative response model, during which time the police and the MCIT will remain the only response option. Given its statutory responsibility to ensure adequate and effective policing services, the Board cannot make a recommendation that will result in any gap in this essential service until an alternative model is available.

However, taking advantage of this important opportunity to conceive a crisis response model that does not depend on police, there are steps the Board can take now. To that end, it is recommended that the Board:

1. Direct the Executive Director to:
 - a. Work with the Service, City Manager and other stakeholders to identify the categories of calls that might be addressed by a non-police response. (City Council #1; Board #4; MHAAP #26; ARAP #11)
 - b. Work with the City Manager, Government of Ontario, community based mental health and addictions service providers, organization representing people with mental health and/or addictions issues and other stakeholders to develop new and enhance existing alternative models of community safety response, including mobile mental health and addictions crisis intervention. (City Council #1 and 18; Board #4, MHAAP #25; ARAP #10)
 - c. Work with the Service, and others including the Auditor General, to identify non-core policing services that can be delivered by alternative service providers, as well as other opportunities for improved service delivery by the Service itself (subject to the requirement that provincial Adequacy Standards for policing continue to be met)
 - d. Work with the Service, and others including the Auditor General, to identify funding or areas of funding currently allocated to policing that can potentially be re-allocated to support alternative community safety models and/or fund other City of Toronto programming and services that contribute to community safety.
 - e. Work with the City of Toronto and the Service to develop community-based asset mapping to determine the most effective crisis response models that would work best for Toronto, including the services that currently exist that can support individuals in crisis. (MHAAP #5; ARAP #19)
 - f. Engage the Service to detail potential reductions to the Toronto Police Service budget that would result from any proposed changes to the current community safety response model, once the details of this alternative model are developed. (City Council #1)
 - g. Engage MHAAP and ARAP in the above efforts. (City Council #1; Board #4; ARAP #11; MHAAP #26)
 - h. Engage the CABR Unit and other experts to ensure that an anti-Black racism analysis is employed in the development and implementation of any alternative models to public safety response. (CABR #18.2)

- i. Provide an opportunity for broad community and public consultation in the above efforts. (City Council #1; Board #4; ARAP #11; MHAAP #26)
2. Direct the Chief of Police to work with the Executive Director and Board Staff in the above efforts, including providing access to the Service Members, data and other resources necessary to perform this work.
3. Direct the Chief of Police to report to the Board on the outcome of crisis calls made to the Service (e.g., referral to services, apprehensions, etc.) in 2019 and 2020, and going forward on an annual basis, for the city in aggregate and per police division. (MHAAP #5; ARAP #19)
4. Direct the Chief of Police to prioritize and create a plan to implement, as soon as feasible, an immediate expansion of the MCIT program in partnership with existing community-based crisis services, including peer support, to meet current demands for mental health-related service calls, recognizing the need for the Service's partners to secure necessary funding for this expansion, with a view to providing MCIT services 24 hours a day, seven days a week, and across all Divisions. (City Council #5; Board #4; MHAAP #2 and 25; ARAP #10 and 16)
5. Direct the Chief of Police to include in that plan provisions for:
 - a. implementation oversight, including routine monitoring, evaluation and benchmarks for success; (MHAAP #6; ARAP #20)
 - b. follow-up for individuals after an MCIT response, which should be delivered in partnership with community-based mental health and addictions service providers including ethno-racial specific services, provide connection to ongoing supports including case management when needed, and ensure individuals who could benefit are referred to Mental Health and Justice and community-based crisis prevention programs and/or the FOCUS table; (MHAAP #7; ARAP #21)
 - c. quarterly meetings at the Divisional level with community-based mental health and addictions agencies within Divisions to plan for a co-ordinated approach to crisis response and prevention, and to align their strategies with existing community-based planning tables as appropriate; (MHAAP #9; ARAP #23)
 - d. a culturally responsive approach consistent with the commitment to equity and anti-racism outlined in the Service's Mental Health and Addictions Strategy; (MHAAP #10; ARAP #24)
 - e. recruitment criteria for participating police and health care providers, which should include a demonstrated ability for anti-racist and anti-oppressive practice, commitment to human rights, and awareness of lived experience of mental health and/or addictions related issues; (MHAAP #10; ARAP #24)

- f. ongoing quality improvement of program operations through data collection and reporting on MCIT interventions, services provided and outcomes, which should include:
 - i. anonymization and aggregation for public dissemination through regular reports to the Board;
 - ii. mandatory race-based data collection for MCIT service calls, which collection should be prioritized for implementation;
 - iii. gender-based data collection that should include non-binary gender options;
 - iv. public reporting through reports to the Board on MCIT service call outcomes, including apprehensions made under the *Mental Health Act* (MHA);
 - v. public reporting through reports to the Board on service outcome disparities by race, gender identity or other client information;
 - vi. cross-referencing MCIT service call outcomes with emergency department data (through the Institute for Clinical Evaluation Sciences) to understand how MHA apprehensions result in hospital admissions; and
 - vii. provision for any public data reporting to be reviewed by MHAAP and ARAP prior to public release. (MHAAP #11; ARAP #25)
6. Direct the Chief of Police to present his plans for expanding the MCIT to MHAAP for review and feedback. (MHAAP #6; ARAP #20)
7. Direct the Chief of Police to fund the expansion of the MCIT program from within the current 2020 Toronto Police Service Operating Budget, including any appropriate reserves, and to continue to fund the expanded MCIT program without a request for additional funding in the 2021 budget request. (City Council #5; Board #4; MHAAP #2 and 10; ARAP #25)
8. Direct the Chief of Police to expand the existing MCIT Steering Committee to include representatives from MHAAP and ARAP, Executive Directors/CEOs of community-based mental health and addictions agencies, a representative of the CABR unit, delegates of the Board and people with lived experience. (MHAAP #8; ARAP #22)
9. Direct the Chief of Police to have the expanded MCIT Steering Committee meet on a quarterly basis, at minimum. (MHAAP #8; ARAP #22)
10. Direct the Chief of Police to work with the Board to pursue additional contribution from other levels of government to expand the MCIT program, and in particular, the funding of additional mental health nurses or other mental health providers.
11. Advocate with the municipal, provincial and federal governments for additional funding at a level consistent with or greater than the cost of the proposed MCIT expansion, specifically for community-based services to work in collaboration

with police crisis services and Ontario Health Teams and, more specifically, for organizations that provide relevant resources, services and support to assist individuals responding to mental health and addictions related issues. (MHAAP #3; ARAP #17)

12. Direct the Chief of Police, in consultation with MCIT service users, front-line workers and Service Members, to explore and develop a plan to place MCIT police officers in a distinct uniform, specially designed to support de-escalation. (MHAAP #4; ARAP #18)

Police Budget and Budgetary Transparency

(City Council # 4 and 7; Board #6; MHAAP #14 and 27; ARAP 12 and 18)

The police budget, which surpasses \$1B, has generated significant public interest. A number of the recommendations by City Council and submissions from the public called for changes in police budgets. While there are calls by many to reduce or eliminate the budgets allocated to police services, there is also a call for greater accountability and transparency in the police budgetary process itself.

The Board has heard calls to defund the Toronto Police Service by as much as 50%. The Board is statutorily responsible for the provision of adequate and effective policing in Toronto. The Board is also statutorily prohibited both from making arbitrary cuts to the police budget and reducing the Service's complement of police officers where to do so would affect the ability of the Service to adequately and effectively deliver policing services in the city. The Board, therefore, cannot impose any arbitrary cut in the police budget, or a cut that compromises the Service's ability to deliver the host of policing services required by law.

At the same time, the City of Toronto is not adequately and effectively policed if particular communities within the city are disproportionately affected or stigmatized by policing. Nor is it adequately served if the share of the City's funds committed to policing results in the underfunding of programming and services that eliminate the root causes of crime and proactively achieve community safety without law enforcement. It is, therefore, incumbent on the Board to consider the police budget in the fuller context of the limited resources available for allocation by the City of Toronto. In that respect, the Board should review the Service's budget, budgetary process and service delivery with the perspective that public safety, and, in particular, crime prevention, might be more effectively, efficiently and economically provided by investing in, and through partnership with, social services and community initiatives that are currently underfunded, as well as by funding alternative crisis response models staffed by persons with specialized training and experience. This can be facilitated, in part, by examining previous recommendations made by consultants, the Board, the Auditor General and others, which identified opportunities for moving some areas of service delivery to more appropriate service-providers, and how police funding could be re-allocated to support this change.

In addition to the calls for reducing the police budget, members of the public and others have called for greater transparency in the police budget and budgeting process. Greater transparency is a democratic imperative. Transparency results in greater accountability and, potentially, savings.

To provide greater budget transparency and to identify areas where services could be more effectively and economically provided by alternative service delivery models, it is recommended that the Board:

13. Direct the Chief of Police to work with the Chair and Executive Director to develop and implement a line-by-line approach to reviewing the police budget in order to identify opportunities for service delivery improvement and efficiencies, including the possible redirection of non-core policing functions and their associated funding to alternative non-police community safety providers and/or community safety services or programming.
14. Direct the Chief of Police to work with the Executive Director and the City Manager to identify opportunities for the development of alternative crime prevention and reduction initiatives that could ultimately reduce the demand for reactive police services across Toronto.
15. Direct the Chief of Police to immediately post a line-by-line breakdown of the 2020 Toronto Police Service Budget to the Service's website in a machine readable, open format that would facilitate further analysis of the information. (City Council #4)
16. Direct the Chief of Police to provide an annual line-by-line breakdown of the Toronto Police Service's budget request at the outset of every annual budget process. (Board #6; ARAP #12; MHAAP #27)
17. Direct the Chief of Police to provide a line-by-line breakdown of the Toronto Police Service's approved budget at the end of every annual budget process. (Board #6; ARAP #12; MHAAP #27)
18. Direct the Chief of Police to organize all line-by-line breakdowns by individual program area, function and service delivered, subject to the need to protect investigative techniques and operations, and in such a way as to provide maximum transparency to the public. (Board #6; ARAP #12; MHAAP #27)
19. Direct the Chief of Police to immediately provide the Board with the annual Budget Summaries and Uniform/Civilian Staffing Summaries by command, with Approved, Proposed and Actuals for the last five budgets, and to do so for all future budgets, in a machine readable open dataset format. (City Council #7)
20. Direct the Executive Director to immediately post the annual Budget Summaries and Uniform/Civilian Staffing Summaries per command, with Approved,

Proposed and Actuals for the last five budgets and for all future budgets to the Board website in a machine readable open dataset format, and to make the same available to the City of Toronto to post to its open data portal. (City Council #7)

21. Allocate funding from its Special Fund to support enhancements to the public consultation process regarding the annual proposed Toronto Police Service budget, to include the involvement of community-based partners, and, in the future, to ensure that sufficient funds are allocated annually to support public consultation during the budget process. (Board #6; ARAP #12; MHAAP #27)
22. Direct the Chief of Police to explore options for the Service to pay honoraria and transportation costs to otherwise unpaid community members that contribute their time, skills and experience to police training and service improvement. (MHAAP # 14; ARAP #28)
23. Direct the Executive Director to compile the above directions and any other appropriate policy guidance into a budget transparency policy, for future consideration by the Board.

Independent Auditing and Service Accountability

(City Council #9, 10, 11, 31 and 33)

The Board heard from members of the public, as well as City Council, that there is a desire and need for independent auditing of the Toronto Police Service. These include requests that the Board invite the Auditor General for the City of Toronto ("Auditor General") to perform audits of the Toronto Police Service and its services, systems, and finances.

The Board recognizes the beneficial relationship that we have had with the Auditor General in the past. The Auditor General has previously conducted audits of a variety of aspects of the Service, including, for example, controls relating to overtime and premium pay, vehicle replacement policy, investigations of sexual assaults, and police training. In 2015, the Board also invited the Auditor General to consider including the Service as part of City-wide audits on long term disability, capital project management, and accounts payable (Min. No. P293/15 refers). More recently, on December 12, 2019, the Board sent a letter to the Auditor General inviting her to conduct an overall risk assessment as well as a cybersecurity audit of the Toronto Police Service. Work on this project is currently on-going. The Board welcomes to opportunity to refresh that relationship and build upon it.

Given the expenditure of significant public funds on policing in Toronto, the importance of accountability and transparency in how these funds are spent, and the need to continuously strengthen internal systems, there is real value in engaging the services of the Auditor General.

Therefore, it is recommended that the Board address these recommendations by taking the following action:

24. Direct the Chair and Executive Director to work with the Auditor General to enter into a Memorandum of Understanding, and accompanying work plan, with the effect of engaging the Auditor General to perform audits of the Toronto Police Service to improve service delivery, identify specific areas of success and specific areas for improvement within the Service, and to find potential areas for savings and redistribution of funding. (City Council #10 and 11)
25. Direct the Chief of Police to assist the Chair, Executive Director and Auditor General in developing the above Memorandum of Understanding and accompanying work plan and to make available the personnel, information and other resources necessary for that purpose. (City Council #10 and 11)
26. Direct the Chief of Police to grant Board Staff and the Auditor General access to personnel, information, records and any other resources necessary to perform any audits contemplated by the above work plan, subject always to applicable legal requirements that do not permit disclosure (e.g. investigative techniques). (City Council #10 and 11)
27. Direct the Chair to communicate to the Province the Board's support of City Council's request to amend the City of Toronto Act to expand the Auditor General's jurisdiction to include auditing the Service, and reporting the results of any audits by the Auditor General to the Board. (City Council #9)
28. Direct the Executive Director to update the Board's Audit Policy addressing audits of the Service, to include any standing directions and policy guidance for the Chief of Police to ensure the Board, its staff and any third parties contracted by the Board for the purpose of auditing the Service, are provided with the access to information and personnel necessary for a successful audit.
29. Direct the Chair and Executive Director to engage with the City Manager and discuss additional and alternative approaches to ensuring transparent auditing of police practices and policies. (City Council #31)
30. Direct the Chief of Police to present a preliminary report to the Board by November 2020, to be followed by a comprehensive report by February 2021 and thereafter on a frequency as directed by the Board, on outcomes associated with how diversity in human resources is being prioritized and achieved in the Toronto Police Service, including with respect to recruitment, hiring and promotion for both civilian and uniform positions at all ranks and classifications. (City Council #33)

Chief Selection Criteria
(City Council #14 and 16)

The Board takes the selection of and hiring process associated with the next Chief of Police very seriously. The Board values and has prioritized public consultation in the selection process for the Chief of Police in the past and recognizes the importance of further improving its engagement efforts. In particular, it values input from the public and community stakeholders on the values, skills and other criteria deemed integral to the success of the Chief of Police for Toronto. During the town hall meetings, as well as at City Council, the selection process and criteria associated with the Chief of Police was the subject of much discussion.

The Board will soon begin the public procurement process to select firms to assist with the executive search for the next Chief, as well as for the public consultation process which will inform the executive search. The Board will receive Requests for Proposals (RFP) from interested firms, and will then follow the procedural steps of receiving, evaluating, and selecting firms to execute the executive search and public consultation processes. It is anticipated that a Board report recommending the successful firms will be brought before the Board for approval in Q4 2020. The firms will begin their work following the Board's approvals.

Based on this input, it is recommended that the Board:

31. Direct the Executive Director to publish the criteria expected in a successful candidate for Toronto's Chief of Police to the Board's website and communicate those criteria in the recruitment process.
32. Emphasize, in the selection of the Chief of Police, the following qualifications, skills and experience:
 - c. a proven track record and/or demonstrated ability to create deep and successful reform of policing, including:
 - i. a proven ability to ensure that non-violent de-escalation strategies and techniques are properly employed by police officers, particularly in relation to engagement with people from racialized communities and people with mental health issues;
 - ii. demonstrated experience and success in policing modernization initiatives, with an emphasis on building and sustaining strong, collaborative relationships with racialized and marginalized communities, and the willingness to consider other models for first responder calls for non-violent incidents.
 - iii. a demonstrated track record of building and maintaining community safety, as well as the ability to lead through innovation and collaboration. The Chief will, together with an engaged Command Team, be a visible advocate of effective, equitable policing with the public. The Chief will work to ensure the Service is seen as an

- international leader in providing modern, trusted, community-focused policing;
 - iv. the ability to motivate members to be innovative, collaborative and inclusive. The Chief will support both the 'front line' and uniform and civilian support staff and will ensure the Service is a sought-after and positive place of employment with talented individuals who reflect the city's diversity at all levels of the organization and who are passionate ambassadors of community engagement and public safety;
 - v. the understanding of how to prioritize, develop and nurture partnerships with a broad spectrum of social service providers, law enforcement agencies, health sector organizations (with a focus on mental health and addictions services), community organizations and leaders, and government, in addition to having demonstrated experience and success in collaborating with these stakeholders. The Chief will leverage these partnerships to collaborate in the development of innovative programs rooted in community policing;
 - vi. having a deep understanding of the myriad and complex challenges facing policing organizations internally and externally, including strengthening member wellness and engagement, and increasing public trust and legitimacy across communities, particularly those that are vulnerable, marginalized, and disaffected;
 - vii. having the ability to effectively manage a significant annual budget that places innovation, alternative service delivery, data and technology at the centre of a strategy to leverage the most out of public dollars, and find ways to do the TPS's work so as to set a new standard in policing;
 - viii. being a recognized and proven senior leader in the policing community who is known for embracing challenge, developing creative solutions and a clear ability to lead cultural change with the support of an engaged Command Team. The Chief will have a demonstrated track record of bridging divides, earning respect through a commitment to excellence and accountability, and empowering people to be their best; and
 - ix. providing the leadership and inspire the confidence necessary to make Toronto the model for the future of urban policing.
- d. understand and value:
- i. the importance of diversity in the City and in the Toronto Police Service itself;
 - ii. acceptance of all people and a recognition that Toronto is home to the most culturally diverse population in the world, which gives our City its strength in times of crisis;
 - iii. the strategies and actions required to ensure that, in the policing context, Toronto remains a place of inclusion, diversity and respect for all; and

- iv. human rights as a core competency and an on-going commitment for themselves and the Toronto Police Service as a whole. (City Council #14)

- 33. Direct the Executive Director to engage the City Manager, the CABR Unit and the Indigenous Affairs Office of the City of Toronto to provide their advice on the development and implementation of a rigorous community consultation process for the selection of the next Chief of Police. (City Council #16)
- 34. Ensure that human rights competency and achievements are included as a component of the Chief of Police's annual performance review.

Information-Sharing and Transparency

(City Council #6, 16 and 30)

Information-sharing and transparency is key to building and maintaining public confidence. Information-sharing and transparency is also fundamental to good police governance and the improvement of service delivery. It is the Board's practice to publicly post all its Policies on its website, and to encourage the open sharing of data.

There are other areas that relate to policing procedures and operations about which less information has traditionally been made available to the public. The Board recognizes that there is some information, such as specific policing techniques, that cannot be shared publicly without compromising the Service's ability to maintain public safety. However, there is likely more information that can be shared with the public than has been to date, and in sharing this information, members of the public will have access to information to better inform themselves about policing in Toronto.

With that in mind, it is recommended that the Board:

- 35. Direct the Chief of Police to immediately post the Toronto Police Service's Use of Force Procedure on its public website, in a form that will ensure the efficacy of investigative techniques or operations is not endangered and that will not compromise the safety of any person by divulging police practice. (City Council #6)
- 36. Direct the Chief of Police to post on the Service's public website, as soon as feasible and on an on-going basis, up-to-date copies of those procedures of public interest that govern the interaction of police with the public, in a form that will not endanger the efficacy of investigative techniques and operations.
- 37. Direct the Chief of Police to share regularly updated datasets from the Toronto Police Service's open data portal with the City of Toronto for display and distribution on the City's open data portal, subject to the need to protect personal privacy and to comply with any privacy legislation. (City Council #16)

38. Direct the Chief of Police to convert the Toronto Police Services Board's annual reports and any files currently provided on the Toronto Police Service's open data portal in PDF format into appropriate digital format for use and distribution on the City's open data portal. (City Council #16)
39. Direct the Chief of Police to post all open data collected pursuant to the Race-Based Data Collection Policy to the Toronto Police Service open data portal and to share that data with the City of Toronto for display and distribution on its open data portal, subject to the need to comply with applicable privacy and other legislation. (City Council #30)
40. Direct the Chief of Police and the Executive Director to work with the City Manager to consolidate and expedite continuous data sharing in order to better inform city-wide approaches to violence prevention and community safety, including with respect to the City's Community Safety and Well-Being Planning efforts. (City Council #30)
41. Direct the Executive Director to develop a policy governing information transparency and data sharing for the Toronto Police Service, which will include the above directions and any other provisions that will contribute to information transparency and data sharing that will improve accountability and service delivery.
42. Direct the Executive Director to identify potential research, policy and academic centres with whom the Board can partner for research and policy development aimed at improving policing in Toronto.

Conduct Accountability

(City Council #20 and 29; CABR #17.2; MHAAP #15; ARAP #29)

The investigations and discipline of police officers is strictly regulated by provincial legislation. Despite being the employer of police officers, the Board has no jurisdiction to direct accountability for misconduct. The means by which police officer conduct is investigated and disciplined is entirely out of the Board's hands under current provincial law. We acknowledge and support Mayor Tory's recent correspondence to Ontario's Solicitor General, the Honourable Sylvia Jones, conveying City Council's request that provincial law regarding police discipline be reformed in line with recommendations that were made to the province in the 2017 *Report of the Independent Police Oversight Review* by The Honourable Justice Michael H. Tulloch.

There are also steps within the Board's current jurisdiction that can be taken to ensure that possible misconduct of Toronto police officers is properly investigated and addressed in a transparent and accountable manner. In this context, it is important to note that many regulated professions (including lawyers, physicians, nurses and teachers) post hearing details and decisions made by their disciplinary tribunals on the websites of their respective colleges or self-regulating bodies. Many of those professions also post disciplinary decisions to the Canadian Legal Information Institute

(CanLII). Applying a principle of openness – both open access to the hearing process and to the outcomes of hearings – serves not only to demystify the police disciplinary process, but also to ensure the process receives the kind of public scrutiny that is integral to achieve transparency, accountability and confidence in the administration of police discipline. Given what the Board has heard over the years, which was again echoed at its recent town hall meetings, members of the public have a justified interest in seeing how police are disciplined and the outcomes of police disciplinary hearings.

To that end, it is recommended that the Board:

43. Direct the Chair to write in support of City Council's requests for changes to the *Police Services Act* and other applicable legislation or regulations that would expand the instances in which suspension without pay and revocation of a police officer's appointment as a police officer are available and to support amendments that would, at a minimum, implement the relevant elements of the *Police Services Act, 2018* that addressed suspension without pay and the relevant elements of the *Policing Oversight Act, 2018* that created the ability to revoke a police officer's appointment as a police officer in Ontario. (City Council #20; CABR #17.2)
44. Direct the Chair and Executive Director to explore and report on the Board's ability to enact a policy directing that all instances of alleged racial profiling and bias be investigated under the *Police Services Act*, and to make recommendations on how the Board can ensure that all alleged instances of racial profiling and bias are investigated and addressed. (City Council #29; CABR #17.2)
45. Direct the Chief to report by November 2020 on the means by which:
 - d. the Toronto Police Service identifies police officers who are repeated subjects of conduct complaints or negative findings by the courts, or those who disproportionately use force, even where no specific instance amounts to allegations of misconduct;
 - e. those identified officers are monitored for compliance with Toronto Police Service policy and procedure and receive additional training where necessary;
 - f. the Toronto Police Service determines what other interventions are appropriate or required for officers that are identified as part of the Service's efforts as per a. and b., above.
46. Direct the Chief of Police to develop and implement a formal annual performance review process for uniformed Service Members, in consultation with any relevant experts, that will assist in identifying the strengths and areas for improvement of each police officer, and which will include an individualized annual performance plan that identifies the education, training and experiences to be completed in the

coming year in order to build on their identified strengths and address their identified areas for improvement.

47. Explore, in consultation with the Chief of Police, mechanisms to make both disciplinary proceedings under the *Police Services Act*, as well as the decisions reached in these proceedings, more transparent and accessible to the public, given the provisions of the current *Act*, and in light of the future coming into force of the new *Police Services Act, 2019*.
48. Direct the Chair and the Executive Director to advocate for and recommend that the Government of Ontario (Ministry of the Solicitor General):
 - a. conduct a review of the current Use of Force Model with input from all relevant stakeholders, including police services boards, community organizations and persons with lived experience;
 - b. ensure any new model focused on de-escalation and minimizes use of force, especially with people in crisis; and
 - c. rename the Use of Force Model the De-Escalation Model. (MHAAP #15; ARAP #29)
49. Direct the Executive Director, in consultation with the Chief of Police, to review the Board's Use of Force Policy, consult with internal and external experts, and propose to the Board by November 2020, amendments to the Policy that will align it with best practices to reduce death and injuries from the use of force by Service Members and with the Ontario Provincial Use of Force Model.
50. Direct the Executive Director, in consultation with the Chief of Police, to review the Board's Uniform Promotions and Appointments Policy, and propose to the Board by November 2020, amendments to the Policy that will improve the transparency of promotions with regards to candidates' disciplinary history.
51. Direct the Executive Director to review and consolidate the Board's Policies on human rights, and develop a revised comprehensive Human Rights Policy that will also include direction on racial profiling, for consideration by the Board.

Police Training

(Board #2; CABR #16.4 and 16.5; MHAAP #13-14, 23 and 25; ARAP #8, 10 and 27-28)

As we heard clearly in our recent consultations with the public, training itself is not the answer to addressing systemic racism. It is, however, a part of any approach to confronting and disrupting issues that feed the systemic racism and unconscious biases present in organizations. While recognizing the advances in training that the Toronto Police College have implemented, the Board also recognizes that all training can be improved and that a focus on inclusivity, community input, and the incorporation of lived experience at all stages from development to delivery, as well as the development of an effective anti-racism lens, is crucial to disrupting the presence of systemic racism in policing. The Board also recognizes that the Board Members themselves are not

exempt from the need to be continuously educated on human rights and anti-Black racism, and that, as the governing body, continuous knowledge development in this area is crucial.

To that end, it is recommended that the Board:

52. Direct the Chief of Police to:

- a. immediately make permanent the current anti-Black racism training component of the annual re-training (civilians) and In-Service Training Program (uniform); and
- b. consult with experts in the appropriate fields and engage the CABR Unit to:
 - i. explore opportunities to expand this component;
 - ii. audit and review all courses with an anti-racism lens to identify how existing police training can be changed to address systemic racism or bias in training and to identify how anti-racism training can be incorporated into all courses taught at the College; and
 - iii. report to the Board by December 2021 with the findings of these consultations. (Board #2; CABR #16.4 and 16.5)

53. Direct the Chief of Police to:

- a. create a permanent stand-alone training course that contributes to professional practice in policing with a view to supporting an organizational culture committed to the delivery of fair and unbiased police services to Toronto's diverse communities and populations. This training curriculum must include, among other components: anti-racism; anti-Black and anti-Indigenous racism; bias and implicit bias avoidance; interactions with racialized communities, LGBTQS2+ communities and marginalized communities; an understanding of intersectionality; the importance of lived experience in developing understanding and compassionate service delivery; and principles of human rights accommodation and disabilities, including mental health and addictions issues and ethics in policing;
- b. ensure this training is developed and updated based on best practice and through the active engagement of the CABR Unit, ARAP, subject matter experts in anti-racist curriculum design and community representatives with expertise in systemic racism and anti-Black and anti-Indigenous racism, community representatives with experience in addressing discrimination and prejudice against people with mental health and addictions issues and with a focus on utilizing adult-oriented training methods that are proven to lead to high achievement and demonstrated applied practice by those who experience the curriculum;
- c. make this training mandatory for all new Members of the Service, both civilian and uniform;
- d. make a refresher version of this training mandatory for all current Members of the Service, both civilian and uniform, every 2 years; and
- e. present the training curriculum before the Board for information by February 2021. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)

54. Direct the Chief of Police to prepare a plan for integrating the provision of annual in-service and other training and education of Service Members by members of peer run organizations, including organizations representing people with lived experience of mental health and addiction issues, through collaborations with racialized, indigenous, LGBTQ2S+, immigrant and refugee community members skilled in training. (MHAAP #13; ARAP #27)
55. Direct the Chief of Police to review all current and future training, including judgment and other scenario based training, and ensure that it:
- a. prioritizes and emphasizes de-escalation; (MHAAP #14)
 - b. is informed by members of the communities most often affected by police use of force; (MHAAP #14; ARAP #28)
 - c. is relevant to the root causes and consequences of structural violence, systemic and internalized racism, negative stereotyping, intersectionalities, and use of force on people with mental health and/or addictions issues; and (MHAAP #13; ARAP #27)
 - d. is trauma informed. (MHAAP #13; ARAP #27)
56. Direct the Chief of Police to report of the feasibility of all uniformed Service Members receiving MCIT training or other mental health crisis response training, such as mental health first aid or emotional CPR. (ARAP #10; MHAAP 25)
57. Direct the Chief of Police to engage experts in the relevant fields to create and implement a framework to constantly evaluate the efficacy of its mental health and anti-racism training and the competence of training participants, including how it is applied in the field, and serve to identify areas for improvement to training, with reports on the Service's findings and responsive actions provided to the Board semi-annually. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)
58. Direct the Chief of Police to review the current training curriculum for new uniform recruits and special constables, and explore the inclusion of Service funded training co-developed and led by members of the community, outside the Toronto Police College, specific to police-community interactions and relations with marginalized communities, youth, and vulnerable populations and report to the Board by December 2020 with an assessment of options. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)
59. Direct the Executive Director to coordinate ongoing training sessions for Board Members on anti-Black racism and human rights as it relates to police governance in Ontario.

Consultation with Experts and Communities

(Board #1 and 3; CABR #17.4; MHAAP #16 and 18-20; ARAP #1 and 3-5)

The Board acknowledges that its Members do not have all the expertise and experience necessary to unpack the complex and intersecting issues of race and mental health in policing. The Board also acknowledges that its Members do not have, on their own, all the knowledge necessary to design interventions and identify the changes needed to address those complex issues. The Board has recognized the need for input from experts in various fields and from persons with lived experience. To that end, it has created two advisory panels, MHAAP and ARAP, to advise the Board in these critical areas.

MHAAP, ARAP and their individual members have worked tirelessly to fulfil their respective mandates and have been an indispensable source of advice for the Board. It is clear from recent events that the input and guidance from these advisory panels remains essential to the effective governance and oversight of the Service, as is expanded consultation with communities and, as needed, experts in relevant fields.

To that end, it is recommended that the Board:

60. Make ARAP permanent and require ARAP to:
 - a. review its terms of reference in consultation with the Board at least every 3 years or when otherwise required; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - b. review its membership at least every 3 years or when otherwise required; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - c. meet on a quarterly basis, at a minimum; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - d. meet with MHAAP annually; (Board #1; CABR #17.4; ARAP #5; MHAAP #20) and
 - e. share its minutes with MHAAP and convene a joint meeting when there are issues of mutual interest and significance. (Board #1; CABR #17.4; ARAP #5; MHAAP #20)

61. Confirm ARAP's mandate to advise and support the Board in relation to policing and racism, anti-Black racism and anti-Indigenous racism, including:
 - a. Identifying current issues relating to racism, anti-Black racism, anti-Indigenous racism and policing, including developing and/or recommending policies, strategies and action plans for approval by the Board;
 - b. Monitoring the implementation of the Toronto City Council's Action Plan to Confront Anti-Black Racism;
 - c. Monitoring the implementation of the Board's Race-Based Data Collection, Analysis, and Public Reporting Policy, including reviewing the data analysis and any interventions developed by the Service to address racial disparities for feedback and recommendations for enhancement;

- d. Monitoring the implementation of the recommendations from the Andrew Loku Inquest through the monitoring framework previously developed by ARAP;
 - e. Reviewing Service reports on Conducted Energy Weapon (CEW) use and making recommendations for enhancement;
 - f. Monitoring the implementation of inquest recommendations as appropriate;
 - g. Reviewing the development and implementation of all Service training and offering recommendations for enhancement, including training on anti-racism;
 - h. Monitoring the implementation of the recommendations in the present report and providing advice to the Board on necessary enhancements and improvements; and
 - i. Participating in the community consultation process on the Toronto Police Service's annual budget. (ARAP #3; MHAAP #18)
62. Appoint Ainsworth Morgan as ARAP's next Board Co-Chair for a 3 year term and direct the Chair and Executive Director to explore the appointment of Anthony Morgan, the Manager of the CABR Unit, or another agreed delegate of the CABR Unit, as community Co-Chair for a 3 year term. (ARAP #4; MHAAP #19)
63. Make MHAAP permanent and require MHAAP to:
- a. review its terms of reference in consultation with the Board at least every 3 years or when otherwise required; (Board #3; ARAP #1; MHAAP #16)
 - b. review its membership at least every 3 years or when otherwise required; (Board #3; ARAP #1; MHAAP #16)
 - c. meet on a quarterly basis, at a minimum; (Board #3; ARAP #1; MHAAP #16)
 - d. meet with ARAP annually; and (Board #3; ARAP #5; MHAAP #20)
 - e. share its minutes with ARAP and convene a joint meeting when there are issues of mutual interest and significance. (Board #3; ARAP #5; MHAAP #20).
64. Request MHAAP to monitor and advise the Board on the implementation of the recommendations in the present report, inasmuch as they are included within MHAAP's mandate.
65. Direct the Executive Director to develop plans for an annual policy forum or other process that will provide a regular opportunity for the Board and its advisory panels to consult the public, community organizations and other stakeholders both at length and in depth in order to review the efficacy of existing Board policies, identify existing and emerging issues in policing, and develop effective policy interventions to address those issues. (CABR #17.4)

Building Public Confidence

(CABR #16.2, 16.3 and 18.1; MHAAP #12; ARAP #26)

A repeated theme in the recommendations and submissions to the Board is the need to build public confidence in the Toronto Police Service, especially among communities that have been the subject of systemic racism and bias. There is no single path to rebuilding the trust of those communities in police. It will take a concerted and sustained effort and significant consultation to identify the paths forward. It will also require an understanding of steps taken to date by the Service to create and repair relations with marginalized, vulnerable, and racialized communities in Toronto, and how those steps can be improved upon in partnership with the Board.

To these ends, it is recommended that the Board:

66. Direct the Chief of Police to develop, in consultation with the CABR Unit and other experts in the field, an anti-racism lens to be applied in auditing existing Toronto Police Service procedures and the development of future procedures. (CABR #16.3)
67. Direct the Chief of Police to implement new communications strategies, with input from ARAP and on the basis of community consultation, especially with members of Toronto's Black and Indigenous communities, about the steps taken to eliminate carding as a policing practice and regulate street checks in Toronto (CABR #16.1)
68. Direct the Executive Director to, in consultation with the Chief of Police and other stakeholders, develop a new policy for the provision of apologies, expressions of regret and recognitions of loss, mindful of legal and other considerations.
69. Direct the Executive Director to explore, in consultation with relevant stakeholders, ARAP, community organizations and representatives of Toronto's Black and Indigenous communities, the development of a Board-sponsored voluntary restorative alternative dispute resolution process aimed at both resolving complaints and claims against police, and achieving reconciliation between police and both complainants and their respective communities.
70. Direct the Chief of Police to develop and execute a multi-faceted "know your rights" campaign before the end of 2020, on the basis of consultation and collaboration with various stakeholders, including representatives from the Board-funded Collective Impact initiative, representatives of Toronto's Black and Indigenous communities, youth groups, and community-based organizations that serve vulnerable and marginalized populations. (CABR #18.1)
71. Direct the Executive Director and the Chief of Police to work with the Government of Ontario, City of Toronto, community-based mental health and addictions providers, and people with lived experience of mental health and addictions issues, to develop a low-cost, public, social media campaign to

increase awareness about the different types of crisis response services in Toronto, including police-based models and non-police models, the role of police under the *Mental Health Act*, the use of Form 1 and Form 2 under the *Mental Health Act*, individuals' rights related to the *Mental Health Act* and success stories should be showcased as part of this campaign. (MHAAP #12; ARAP #26)

Ensuring Change

(City Council # 24, 25 and 27; Board #2; MHAAP #1, 21-22 and 29; ARAP #6-7 and 14-15)

A recurring theme voiced by members of the public was a belief that change would be promised, but not delivered. There was an understandable frustration stemming from the failure to implement past recommendations made to improve policing in Toronto.

Indeed, there are a number of past reviews, reports, inquests and other processes that have resulted in recommendations for changes to policing in Toronto and more broadly. These include the recommendations to the Board by the Ontario Human Rights Commission on the collection, analysis and public reporting of race-based data, those of Justice Iacobucci in his *Independent Review into Police Encounters with People in Crisis*, the jury recommendations from the Inquest into the Death of Andrew Loku, recommendations from the Service's Police and Community Engagement Review (PACER), and the recommendations of the Toronto Police Service's Transformational Task Force that are detailed in the *Action Plan: The Way Forward*.

In some cases, the Board and the Service have developed specific monitoring frameworks to oversee the implementation of recommendations directed at the Toronto Police Service. For example, ARAP has worked diligently to create a monitoring framework for the implementation of the Loku inquest recommendations and to measure the efficacy of the changes once implemented. That framework is the subject of a Board report on this meeting's agenda, and will set a new standard for how the Board can engage in monitoring the implementation of recommendations that are adopted by the Board and/or the Service.

That said, at this time, when the Board is contemplating fundamental change, it is important to return to past recommendations to understand the current state of previously proposed reforms and to inform ourselves of recommendations that remain relevant but unimplemented. This will help continue to set the course for further efforts to bring about change.

Moreover, it is important for the Board to create a structure to ensure the implementation of the recommendations in this report that are approved by the Board, and to provide the public with information about how implementation is progressing.

To these ends, it is recommended that the Board:

72. Direct the Executive Director to develop, in consultation with the City Manager, an on-line tool to assist the public in tracking and monitoring the progress of the implementation of the recommendations in this report, which will be available on the Board's website by October 2020.
73. Direct the Chief of Police to report to the Board by November 2020 on the status of implementation of the Board's Race-Based Data Collection Policy, and where the Policy deviates from or fails to implement the recommendations of the Ontario Human Rights Commission in its written deputation to the Board, to identify the reason for that deviation or failure to implement. (City Council #24; ARAP #6; MHAAP #21)
74. Direct the Chief of Police to report to the Board by November 2020 on the status of implementation of the recommendations made in the PACER Report and, where recommendations remain unimplemented in part or in full, to present a timetable for their implementation or the rationale for not implementing particular recommendations and suitable alternatives. (ARAP #7; MHAAP #22)
75. Direct the Chief to report by November 2020 on the status of implementation of the recommendations made in the *Independent Review of Police Encounters with People in Crisis* and, where the Service has deviated from or failed to implement a recommendation, to identify in detail the reason for that deviation or failure to implement. (City Council #25)
76. Direct the Chief of Police to report by November 2020 on the status of the implementation of the recommendations made by the Auditor General in all previous reports and, where the Service has deviated from or failed to implement a recommendation, to identify in detail the reason for that deviation or failure to implement.
77. Direct the Chief of Police to report by November 2020 on the status of the implementation of the recommendations made by the Inquest into the Death of Andrew Loku and, where the Service has deviated from or failed to implement an inquest recommendation, to identify in detail the reason for that deviation or failure to implement. (City Council #27)
78. Direct the Chief of Police to report by November 2020 on the status of the implementation of the Service's Mental Health and Addictions Strategy and further direct that the strategy be fully implemented by September 30, 2021. (MHAAP #1; ARAP #15)
79. Direct the Chief of Police to report by November 2020 on the status of recommendations made in *Action Plan: The Way Forward*, including what has been implemented, what remains to be implemented, and what additional

recommendations for modernization can lead to more effective and efficient police service delivery. This ‘refresh’ of *Action Plan: The Way Forward* should occur on the basis of stakeholder and community consultation that recognizes community safety is a shared societal responsibility. (Board #2; ARAP #14; MHAAP #29)

80. Direct the Chief of Police that the reports required in above sections 73–79 should include an assessment of each recommendation, including:
- a. Concerns;
 - b. Status;
 - c. Impact (weighting);
 - d. Ease of Implementation (weighting of resource capabilities/ budgetary implications, etc);
 - e. Timelines; and
 - f. Service Lead (Deputy Chief)

81. Direct the Executive Director to develop, in consultation with the Auditor General, a work plan for the auditing of the implementation of the approved recommendations made in this report.

Conclusion:

The issues addressed in this report are the product of a much larger conversation – across populations and around the world. It is a conversation drawing on the expertise and experience of people from different fields and different communities, but who all have a singular purpose in mind – eliminating the systemic racism that threatens the lives and wellbeing of Toronto’s Black, Indigenous and other racialized community members. For any change to be meaningful and effective, this conversation must be sustained. The Board recognizes that the effort put into the consultation that culminated in this report is only the beginning of a dialogue that the Board has to maintain in order to achieve change. Moreover, the steps taken by the Board in these early stages of reform must demonstrate the Board's commitment to fundamental change and reflect its pledge to be a leader in change. The onus is on the Board to regain the trust of Torontonians as a body that exercises its important governance function with a real and visible commitment to equity and collective community safety.

The implementation of some of the recommendations made in this report has already begun. For example, the Service will post a copy of the Service’s 2020 line-by-line budget to its website by the Board meeting date, and the Service has already begun posting its open data datasets in a machine readable format. The Service has also already moved ahead with posting its Use of Force Procedure on its own website, and is examining the possibility of posting other procedures of public interest. Furthermore, Board Staff has already started working in collaboration with the City Manager on the development of alternative public safety response models. As more work is undertaken, the Board will continue to provide the public with updates on the progress made along

this transformative plan of action, and the impacts it is having on policing in Toronto and on the diverse communities of our city.

I recommend the Board approve the recommendations made in this report.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "Jim Hart". The signature is fluid and cursive, with a long horizontal stroke extending to the right.

Jim Hart
Chair

Appendix A

List of Recommendations

It is recommended that the Board:

1. Direct the Executive Director to:
 - a. Work with the Service, City Manager and other stakeholders to identify the categories of calls that might be addressed by a non-police response. (City Council #1; Board #4; MHAAP #26; ARAP #11)
 - b. Work with the City Manager, Government of Ontario, community based mental health and addictions service providers, organization representing people with mental health and/or addictions issues and other stakeholders to develop new and enhance existing alternative models of community safety response, including mobile mental health and addictions crisis intervention. (City Council #1 and 18; Board #4, MHAAP #25; ARAP #10)
 - c. Work with the Service, and others including the Auditor General, to identify non-core policing services that can be delivered by alternative service providers, as well as other opportunities for improved service delivery by the Service itself (subject to the requirement that provincial Adequacy Standards for policing continue to be met)
 - d. Work with the Service, and others including the Auditor General, to identify funding or areas of funding currently allocated to policing that can potentially be re-allocated to support alternative community safety models and/or fund other City of Toronto programming and services that contribute to community safety.
 - e. Work with the City of Toronto and the Service to develop community-based asset mapping to determine the most effective crisis response models that would work best for Toronto, including the services that currently exist that can support individuals in crisis. (MHAAP #5; ARAP #19)
 - f. Engage the Service to detail potential reductions to the Toronto Police Service budget that would result from any proposed changes to the current community safety response model, once the details of this alternative model are developed. (City Council #1)
 - g. Engage MHAAP and ARAP in the above efforts. (City Council #1; Board #4; ARAP #11; MHAAP #26)
 - h. Engage the CABR Unit and other experts to ensure that an anti-Black racism analysis is employed in the development and implementation of any alternative models to public safety response. (CABR #18.2)
 - i. Provide an opportunity for broad community and public consultation in the above efforts. (City Council #1; Board #4; ARAP #11; MHAAP #26)
2. Direct the Chief of Police to work with the Executive Director and Board Staff in the above efforts, including providing access to the Service Members, data and other resources necessary to perform this work.

3. Direct the Chief of Police to report to the Board on the outcome of crisis calls made to the Service (e.g., referral to services, apprehensions, etc.) in 2019 and 2020, and going forward on an annual basis, for the city in aggregate and per police division. (MHAAP #5; ARAP #19)
4. Direct the Chief of Police to prioritize and create a plan to implement, as soon as feasible, an immediate expansion of the MCIT program in partnership with existing community-based crisis services, including peer support, to meet current demands for mental health-related service calls, recognizing the need for the Service's partners to secure necessary funding for this expansion, with a view to providing MCIT services 24 hours a day, seven days a week, and across all Divisions. (City Council #5; Board #4; MHAAP #2 and 25; ARAP #10 and 16)
5. Direct the Chief of Police to include in that plan provisions for:
 - a. implementation oversight, including routine monitoring, evaluation and benchmarks for success; (MHAAP #6; ARAP #20)
 - b. follow-up for individuals after an MCIT response, which should be delivered in partnership with community-based mental health and addictions service providers including ethno-racial specific services, provide connection to ongoing supports including case management when needed, and ensure individuals who could benefit are referred to Mental Health and Justice and community-based crisis prevention programs and/or the FOCUS table; (MHAAP #7; ARAP #21)
 - c. quarterly meetings at the Divisional level with community-based mental health and addictions agencies within Divisions to plan for a co-ordinated approach to crisis response and prevention, and to align their strategies with existing community-based planning tables as appropriate; (MHAAP #9; ARAP #23)
 - d. a culturally responsive approach consistent with the commitment to equity and anti-racism outlined in the Service's Mental Health and Addictions Strategy; (MHAAP #10; ARAP #24)
 - e. recruitment criteria for participating police and health care providers, which should include a demonstrated ability for anti-racist and anti-oppressive practice, commitment to human rights, and awareness of lived experience of mental health and/or addictions related issues; (MHAAP #10; ARAP #24)
 - f. ongoing quality improvement of program operations through data collection and reporting on MCIT interventions, services provided and outcomes, which should include:
 - i. anonymization and aggregation for public dissemination through regular reports to the Board;
 - ii. mandatory race-based data collection for MCIT service calls, which collection should be prioritized for implementation;

- iii. gender-based data collection that should include non-binary gender options;
 - iv. public reporting through reports to the Board on MCIT service call outcomes, including apprehensions made under the *Mental Health Act* (MHA);
 - v. public reporting through reports to the Board on service outcome disparities by race, gender identity or other client information;
 - vi. cross-referencing MCIT service call outcomes with emergency department data (through the Institute for Clinical Evaluation Sciences) to understand how MHA apprehensions result in hospital admissions; and
 - vii. provision for any public data reporting to be reviewed by MHAAP and ARAP prior to public release. (MHAAP #11; ARAP #25)
6. Direct the Chief of Police to present his plans for expanding the MCIT to MHAAP for review and feedback. (MHAAP #6; ARAP #20)
 7. Direct the Chief of Police to fund the expansion of the MCIT program from within the current 2020 Toronto Police Service Operating Budget, including any appropriate reserves, and to continue to fund the expanded MCIT program without a request for additional funding in the 2021 budget request. (City Council #5; Board #4; MHAAP #2 and 10; ARAP #25)
 8. Direct the Chief of Police to expand the existing MCIT Steering Committee to include representatives from MHAAP and ARAP, Executive Directors/CEOs of community-based mental health and addictions agencies, a representative of the CABR unit, delegates of the Board and people with lived experience. (MHAAP #8; ARAP #22)
 9. Direct the Chief of Police to have the expanded MCIT Steering Committee meet on a quarterly basis, at minimum. (MHAAP #8; ARAP #22)
 10. Direct the Chief of Police to work with the Board to pursue additional contribution from other levels of government to expand the MCIT program, and in particular, the funding of additional mental health nurses or other mental health providers.
 11. Advocate with the municipal, provincial and federal governments for additional funding at a level consistent with or greater than the cost of the proposed MCIT expansion, specifically for community-based services to work in collaboration with police crisis services and Ontario Health Teams and, more specifically, for organizations that provide relevant resources, services and support to assist individuals responding to mental health and addictions related issues. (MHAAP #3; ARAP #17)
 12. Direct the Chief of Police, in consultation with MCIT service users, front-line workers and Service Members, to explore and develop a plan to place MCIT

- police officers in a distinct uniform, specially designed to support de-escalation. (MHAAP #4; ARAP #18)
13. Direct the Chief of Police to work with the Chair and Executive Director to develop and implement a line-by-line approach to reviewing the police budget in order to identify opportunities for service delivery improvement and efficiencies, including the possible redirection of non-core policing functions and their associated funding to alternative non-police community safety providers and/or community safety services or programming.
 14. Direct the Chief of Police to work with the Executive Director and the City Manager to identify opportunities for the development of alternative crime prevention and reduction initiatives that could ultimately reduce the demand for reactive police services across Toronto.
 15. Direct the Chief of Police to immediately post a line-by-line breakdown of the 2020 Toronto Police Service Budget to the Service's website in a machine readable, open format that would facilitate further analysis of the information. (City Council #4)
 16. Direct the Chief of Police to provide an annual line-by-line breakdown of the Toronto Police Service's budget request at the outset of every annual budget process. (Board #6; ARAP #12; MHAAP #27)
 17. Direct the Chief of Police to provide a line-by-line breakdown of the Toronto Police Service's approved budget at the end of every annual budget process. (Board #6; ARAP #12; MHAAP #27)
 18. Direct the Chief of Police to organize all line-by-line breakdowns by individual program area, function and service delivered, subject to the need to protect investigative techniques and operations, and in such a way as to provide maximum transparency to the public. (Board #6; ARAP #12; MHAAP #27)
 19. Direct the Chief of Police to immediately provide the Board with the annual Budget Summaries and Uniform/Civilian Staffing Summaries by command, with Approved, Proposed and Actuals for the last five budgets, and to do so for all future budgets, in a machine readable open dataset format. (City Council #7)
 20. Direct the Executive Director to immediately post the annual Budget Summaries and Uniform/Civilian Staffing Summaries per command, with Approved, Proposed and Actuals for the last five budgets and for all future budgets to the Board website in a machine readable open dataset format, and to make the same available to the City of Toronto to post to its open data portal. (City Council #7)
 21. Allocate funding from its Special Fund to support enhancements to the public consultation process regarding the annual proposed Toronto Police Service

budget, to include the involvement of community-based partners, and, in the future, to ensure that sufficient funds are allocated annually to support public consultation during the budget process. (Board #6; ARAP #12; MHAAP #27)

22. Direct the Chief of Police to explore options for the Service to pay honoraria and transportation costs to otherwise unpaid community members that contribute their time, skills and experience to police training and service improvement. (MHAAP # 14; ARAP #28)
23. Direct the Executive Director to compile the above directions and any other appropriate policy guidance into a budget transparency policy, for future consideration by the Board.
24. Direct the Chair and Executive Director to work with the Auditor General to enter into a Memorandum of Understanding, and accompanying work plan, with the effect of engaging the Auditor General to perform audits of the Toronto Police Service to improve service delivery, identify specific areas of success and specific areas for improvement within the Service, and to find potential areas for savings and redistribution of funding. (City Council #10 and 11)
25. Direct the Chief of Police to assist the Chair, Executive Director and Auditor General in developing the above Memorandum of Understanding and accompanying work plan and to make available the personnel, information and other resources necessary for that purpose. (City Council #10 and 11)
26. Direct the Chief of Police to grant Board Staff and the Auditor General access to personnel, information, records and any other resources necessary to perform any audits contemplated by the above work plan, subject always to applicable legal requirements that do not permit disclosure (e.g. investigative techniques). (City Council #10 and 11)
27. Direct the Chair to communicate to the Province the Board's support of City Council's request to amend the City of Toronto Act to expand the Auditor General's jurisdiction to include auditing the Service, and reporting the results of any audits by the Auditor General to the Board. (City Council #9)
28. Direct the Executive Director to update the Board's Audit Policy addressing audits of the Service, to include any standing directions and policy guidance for the Chief of Police to ensure the Board, its staff and any third parties contracted by the Board for the purpose of auditing the Service, are provided with the access to information and personnel necessary for a successful audit.
29. Direct the Chair and Executive Director to engage with the City Manager and discuss additional and alternative approaches to ensuring transparent auditing of police practices and policies. (City Council #31)

30. Direct the Chief of Police to present a preliminary report to the Board by November 2020, to be followed by a comprehensive report by February 2021 and thereafter on a frequency as directed by the Board, on outcomes associated with how diversity in human resources is being prioritized and achieved in the Toronto Police Service, including with respect to recruitment, hiring and promotion for both civilian and uniform positions at all ranks and classifications. (City Council #33)
31. Direct the Executive Director to publish the criteria expected in a successful candidate for Toronto's Chief of Police to the Board's website and communicate those criteria in the recruitment process.
32. Emphasize, in the selection of the Chief of Police, the following qualifications, skills and experience:
- e. a proven track record and/or demonstrated ability to create deep and successful reform of policing, including:
 - i. a proven ability to ensure that non-violent de-escalation strategies and techniques are properly employed by police officers, particularly in relation to engagement with people from racialized communities and people with mental health issues;
 - ii. demonstrated experience and success in policing modernization initiatives, with an emphasis on building and sustaining strong, collaborative relationships with racialized and marginalized communities, and the willingness to consider other models for first responder calls for non-violent incidents.
 - iii. a demonstrated track record of building and maintaining community safety, as well as the ability to lead through innovation and collaboration. The Chief will, together with an engaged Command Team, be a visible advocate of effective, equitable policing with the public. The Chief will work to ensure the Service is seen as an international leader in providing modern, trusted, community-focused policing;
 - iv. the ability to motivate members to be innovative, collaborative and inclusive. The Chief will support both the 'front line' and uniform and civilian support staff and will ensure the Service is a sought-after and positive place of employment with talented individuals who reflect the city's diversity at all levels of the organization and who are passionate ambassadors of community engagement and public safety;
 - v. the understanding of how to prioritize, develop and nurture partnerships with a broad spectrum of social service providers, law enforcement agencies, health sector organizations (with a focus on mental health and addictions services), community organizations and leaders, and government, in addition to having demonstrated experience and success in collaborating with these stakeholders.

- The Chief will leverage these partnerships to collaborate in the development of innovative programs rooted in community policing;
- vi. having a deep understanding of the myriad and complex challenges facing policing organizations internally and externally, including strengthening member wellness and engagement, and increasing public trust and legitimacy across communities, particularly those that are vulnerable, marginalized, and disaffected;
 - vii. having the ability to effectively manage a significant annual budget that places innovation, alternative service delivery, data and technology at the centre of a strategy to leverage the most out of public dollars, and find ways to do the TPS's work so as to set a new standard in policing;
 - viii. being a recognized and proven senior leader in the policing community who is known for embracing challenge, developing creative solutions and a clear ability to lead cultural change with the support of an engaged Command Team. The Chief will have a demonstrated track record of bridging divides, earning respect through a commitment to excellence and accountability, and empowering people to be their best; and
 - ix. providing the leadership and inspire the confidence necessary to make Toronto the model for the future of urban policing.

f. understand and value:

- i. the importance of diversity in the City and in the Toronto Police Service itself;
- ii. acceptance of all people and a recognition that Toronto is home to the most culturally diverse population in the world, which gives our City its strength in times of crisis;
- iii. the strategies and actions required to ensure that, in the policing context, Toronto remains a place of inclusion, diversity and respect for all; and
- iv. human rights as a core competency and an on-going commitment for themselves and the Toronto Police Service as a whole. (City Council #14)

33. Direct the Executive Director to engage the City Manager, the CABR Unit and the Indigenous Affairs Office of the City of Toronto to provide their advice on the development and implementation of a rigorous community consultation process for the selection of the next Chief of Police. (City Council #16)

34. Ensure that human rights competency and achievements are included as a component of the Chief of Police's annual performance review.

35. Direct the Chief of Police to immediately post the Toronto Police Service's Use of Force Procedure on its public website, in a form that will ensure the efficacy of investigative techniques or operations is not endangered and that will not

compromise the safety of any person by divulging police practice. (City Council #6)

36. Direct the Chief of Police to post on the Service's public website, as soon as feasible and on an on-going basis, up-to-date copies of those procedures of public interest that govern the interaction of police with the public, in a form that will not endanger the efficacy of investigative techniques and operations.
37. Direct the Chief of Police to share regularly updated datasets from the Toronto Police Service's open data portal with the City of Toronto for display and distribution on the City's open data portal, subject to the need to protect personal privacy and to comply with any privacy legislation. (City Council #16)
38. Direct the Chief of Police to convert the Toronto Police Services Board's annual reports and any files currently provided on the Toronto Police Service's open data portal in PDF format into appropriate digital format for use and distribution on the City's open data portal. (City Council #16)
39. Direct the Chief of Police to post all open data collected pursuant to the Race-Based Data Collection Policy to the Toronto Police Service open data portal and to share that data with the City of Toronto for display and distribution on its open data portal, subject to the need to comply with applicable privacy and other legislation. (City Council #30)
40. Direct the Chief of Police and the Executive Director to work with the City Manager to consolidate and expedite continuous data sharing in order to better inform city-wide approaches to violence prevention and community safety, including with respect to the City's Community Safety and Well-Being Planning efforts. (City Council #30)
41. Direct the Executive Director to develop a policy governing information transparency and data sharing for the Toronto Police Service, which will include the above directions and any other provisions that will contribute to information transparency and data sharing that will improve accountability and service delivery.
42. Direct the Executive Director to identify potential research, policy and academic centres with whom the Board can partner for research and policy development aimed at improving policing in Toronto.
43. Direct the Chair to write in support of City Council's requests for changes to the *Police Services Act* and other applicable legislation or regulations that would expand the instances in which suspension without pay and revocation of a police officer's appointment as a police officer are available and to support amendments that would, at a minimum, implement the relevant elements of the *Police Services Act, 2018* that addressed suspension without pay and the relevant

elements of the *Policing Oversight Act, 2018* that created the ability to revoke a police officer's appointment as a police officer in Ontario. (City Council #20; CABR #17.2)

44. Direct the Chair and Executive Director to explore and report on the Board's ability to enact policy directing that all instances of alleged racial profiling and bias be investigated under the *Police Services Act*, and to make recommendations on how the Board can ensure that all alleged instances of racial profiling and bias are investigated and addressed. (City Council #29; CABR #17.2)
45. Direct the Chief to report by November 2020 on the means by which:
 - g. the Toronto Police Service identifies police officers who are repeated subjects of conduct complaints or negative findings by the courts, or those who disproportionately use force, even where no specific instance amounts to allegations of misconduct;
 - h. those identified officers are monitored for compliance with Toronto Police Service policy and procedure and receive additional training where necessary;
 - i. the Toronto Police Service determines what other interventions are appropriate or required for officers that are identified as part of the Service's efforts as per a. and b., above.
46. Direct the Chief of Police to develop and implement a formal annual performance review process for uniformed Service Members, in consultation with any relevant experts, that will assist in identifying the strengths and areas for improvement of each police officer, and which will include an individualized annual performance plan that identifies the education, training and experiences to be completed in the coming year in order to build on their identified strengths and address their identified areas for improvement.
47. Explore, in consultation with the Chief of Police, mechanisms to make both disciplinary proceedings under the *Police Services Act*, as well as the decisions reached in these proceedings, more transparent and accessible to the public, given the provisions of the current *Act*, and in light of the future coming into force of the new *Police Services Act, 2019*.
48. Direct the Chair and the Executive Director to advocate for and recommend that the Government of Ontario (Ministry of the Solicitor General):
 - a. conduct a review of the current Use of Force Model with input from all relevant stakeholders, including police services boards, community organizations and persons with lived experience;
 - b. ensure any new model focused on de-escalation and minimizes use of force, especially with people in crisis; and

- c. rename the Use of Force Model the De-Escalation Model. (MHAAP #15; ARAP #29)
49. Direct the Executive Director, in consultation with the Chief of Police, to review the Board's Use of Force Policy, consult with internal and external experts, and propose to the Board by November 2020, amendments to the Policy that will align it with best practices to reduce death and injuries from the use of force by Service Members and with the Ontario Provincial Use of Force Model.
 50. Direct the Executive Director, in consultation with the Chief of Police, to review the Board's Uniform Promotions and Appointments Policy, and propose to the Board by November 2020, amendments to the Policy that will improve the transparency of promotions with regards to candidates' disciplinary history.
 51. Direct the Executive Director to review and consolidate the Board's Policies on human rights, and develop a revised comprehensive Human Rights Policy that will also include direction on racial profiling, for consideration by the Board.
 52. Direct the Chief of Police to:
 - a. immediately make permanent the current anti-Black racism training component of the annual re-training (civilians) and In-Service Training Program (uniform); and
 - b. consult with experts in the appropriate fields and engage the CABR Unit to:
 - i. explore opportunities to expand this component;
 - ii. audit and review all courses with an anti-racism lens to identify how existing police training can be changed to address systemic racism or bias in training and to identify how anti-racism training can be incorporated into all courses taught at the College; and
 - iii. report to the Board by December 2021 with the findings of these consultations. (Board #2; CABR #16.4 and 16.5)
 53. Direct the Chief of Police to:
 - a. create a permanent stand-alone training course that contributes to professional practice in policing with a view to supporting an organizational culture committed to the delivery of fair and unbiased police services to Toronto's diverse communities and populations. This training curriculum must include, among other components: anti-racism; anti-Black and anti-Indigenous racism; bias and implicit bias avoidance; interactions with racialized communities, LGBTQS2+ communities and marginalized communities; an understanding of intersectionality; the importance of lived experience in developing understanding and compassionate service delivery; and principles of human rights accommodation and disabilities, including mental health and addictions issues and ethics in policing;
 - b. ensure this training is developed and updated based on best practice and through the active engagement of the CABR Unit, ARAP, subject matter experts in anti-racist curriculum design and community representatives

with expertise in systemic racism and anti-Black and anti-Indigenous racism, community representatives with experience in addressing discrimination and prejudice against people with mental health and addictions issues and with a focus on utilizing adult-oriented training methods that are proven to lead to high achievement and demonstrated applied practice by those who experience the curriculum;

- c. make this training mandatory for all new Members of the Service, both civilian and uniform;
 - d. make a refresher version of this training mandatory for all current Members of the Service, both civilian and uniform, every 2 years; and
 - e. present the training curriculum before the Board for information by February 2021. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)
54. Direct the Chief of Police to prepare a plan for integrating the provision of annual in-service and other training and education of Service Members by members of peer run organizations, including organizations representing people with lived experience of mental health and addiction issues, through collaborations with racialized, indigenous, LGBTQ2S+, immigrant and refugee community members skilled in training. (MHAAP #13; ARAP #27)
55. Direct the Chief of Police to review all current and future training, including judgment and other scenario based training, and ensure that it:
- a. prioritizes and emphasizes de-escalation; (MHAAP #14)
 - b. is informed by members of the communities most often affected by police use of force; (MHAAP #14; ARAP #28)
 - c. is relevant to the root causes and consequences of structural violence, systemic and internalized racism, negative stereotyping, intersectionalities, and use of force on people with mental health and/or addictions issues; and (MHAAP #13; ARAP #27)
 - d. is trauma informed. (MHAAP #13; ARAP #27)
56. Direct the Chief of Police to report of the feasibility of all uniformed Service Members receiving MCIT training or other mental health crisis response training, such as mental health first aid or emotional CPR. (ARAP #10; MHAAP 25)
57. Direct the Chief of Police to engage experts in the relevant fields to create and implement a framework to constantly evaluate the efficacy of its mental health and anti-racism training and the competence of training participants, including how it is applied in the field, and serve to identify areas for improvement to training, with reports on the Service's findings and responsive actions provided to the Board semi-annually. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)
58. Direct the Chief of Police to review the current training curriculum for new uniform recruits and special constables, and explore the inclusion of Service funded training co-developed and led by members of the community, outside the Toronto

Police College, specific to police-community interactions and relations with marginalized communities, youth, and vulnerable populations and report to the Board by December 2020 with an assessment of options. (Board #2; CABR #16.4 and 16.5; MHAAP #23; ARAP #8)

59. Direct the Executive Director to coordinate ongoing training sessions for Board Members on anti-Black racism and human rights as it relates to police governance in Ontario.
60. Make ARAP permanent and require ARAP to:
 - a. review its terms of reference in consultation with the Board at least every 3 years or when otherwise required; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - b. review its membership at least every 3 years or when otherwise required; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - c. meet on a quarterly basis, at a minimum; (Board #1; CABR #17.4; ARAP #1; MHAAP #16)
 - d. meet with MHAAP annually; (Board #1; CABR #17.4; ARAP #5; MHAAP #20) and
 - e. share its minutes with MHAAP and convene a joint meeting when there are issues of mutual interest and significance. (Board #1; CABR #17.4; ARAP #5; MHAAP #20)
61. Confirm ARAP's mandate to advise and support the Board in relation to policing and racism, anti-Black racism and anti-Indigenous racism, including:
 - a. Identifying current issues relating to racism, anti-Black racism, anti-Indigenous racism and policing, including developing and/or recommending policies, strategies and action plans for approval by the Board;
 - b. Monitoring the implementation of the Toronto City Council's Action Plan to Confront Anti-Black Racism;
 - c. Monitoring the implementation of the Board's Race-Based Data Collection, Analysis, and Public Reporting Policy, including reviewing the data analysis and any interventions developed by the Service to address racial disparities for feedback and recommendations for enhancement;
 - d. Monitoring the implementation of the recommendations from the Andrew Loku Inquest through the monitoring framework previously developed by ARAP;
 - e. Reviewing Service reports on Conducted Energy Weapon (CEW) use and making recommendations for enhancement;
 - f. Monitoring the implementation of inquest recommendations as appropriate;
 - g. Reviewing the development and implementation of all Service training and offering recommendations for enhancement, including training on anti-racism;

- h. Monitoring the implementation of the recommendations in the present report and providing advice to the Board on necessary enhancements and improvements; and
 - i. Participating in the community consultation process on the Toronto Police Service's annual budget. (ARAP #3; MHAAP #18)

- 62. Appoint Ainsworth Morgan as ARAP's next Board Co-Chair for a 3 year term and direct the Chair and Executive Director to explore the appointment of Anthony Morgan, the Manager of the CABR Unit, or another agreed delegate of the CABR Unit, as community Co-Chair for a 3 year term. (ARAP #4; MHAAP #19)

- 63. Make MHAAP permanent and require MHAAP to:
 - a. review its terms of reference in consultation with the Board at least every 3 years or when otherwise required; (Board #3; ARAP #1; MHAAP #16)
 - b. review its membership at least every 3 years or when otherwise required; (Board #3; ARAP #1; MHAAP #16)
 - c. meet on a quarterly basis, at a minimum; (Board #3; ARAP #1; MHAAP #16)
 - d. meet with ARAP annually; and (Board #3; ARAP #5; MHAAP #20)
 - e. share its minutes with ARAP and convene a joint meeting when there are issues of mutual interest and significance. (Board #3; ARAP #5; MHAAP #20).

- 64. Request MHAAP to monitor and advise the Board on the implementation of the recommendations in the present report, inasmuch as they are included within MHAAP's mandate.

- 65. Direct the Executive Director to develop plans for an annual policy forum or other process that will provide a regular opportunity for the Board and its advisory panels to consult the public, community organizations and other stakeholders both at length and in depth in order to review the efficacy of existing Board policies, identify existing and emerging issues in policing, and develop effective policy interventions to address those issues. (CABR #17.4)

- 66. Direct the Chief of Police to develop, in consultation with the CABR Unit and other experts in the field, an anti-racism lens to be applied in auditing existing Toronto Police Service procedures and the development of future procedures. (CABR #16.3)

- 67. Direct the Chief of Police to implement new communications strategies, with input from ARAP and on the basis of community consultation, especially with members of Toronto's Black and Indigenous communities, about the steps taken to eliminate carding as a policing practice and regulate street checks in Toronto (CABR #16.1)

68. Direct the Executive Director to, in consultation with the Chief of Police and other stakeholders, develop a new policy for the provision of apologies, expressions of regret and recognitions of loss, mindful of legal and other considerations.
69. Direct the Executive Director to explore, in consultation with relevant stakeholders, ARAP, community organizations and representatives of Toronto's Black and Indigenous communities, the development of a Board-sponsored voluntary restorative alternative dispute resolution process aimed at both resolving complaints and claims against police, and achieving reconciliation between police and both complainants and their respective communities.
70. Direct the Chief of Police to develop and execute a multi-faceted "know your rights" campaign before the end of 2020, on the basis of consultation and collaboration with various stakeholders, including representatives from the Board-funded Collective Impact initiative, representatives of Toronto's Black and Indigenous communities, youth groups, and community-based organizations that serve vulnerable and marginalized populations. (CABR #18.1)
71. Direct the Executive Director and the Chief of Police to work with the Government of Ontario, City of Toronto, community-based mental health and addictions providers, and people with lived experience of mental health and addictions issues, to develop a low-cost, public, social media campaign to increase awareness about the different types of crisis response services in Toronto, including police-based models and non-police models, the role of police under the *Mental Health Act*, the use of Form 1 and Form 2 under the *Mental Health Act*, individuals' rights related to the *Mental Health Act* and success stories should be showcased as part of this campaign. (MHAAP #12; ARAP #26)
72. Direct the Executive Director to develop, in consultation with the City Manager, an on-line tool to assist the public in tracking and monitoring the progress of the implementation of the recommendations in this report, which will be available on the Board's website by October 2020.
73. Direct the Chief of Police to report to the Board by November 2020 on the status of implementation of the Board's Race-Based Data Collection Policy, and where the Policy deviates from or fails to implement the recommendations of the Ontario Human Rights Commission in its written deputation to the Board, to identify the reason for that deviation or failure to implement. (City Council #24; ARAP #6; MHAAP #21)
74. Direct the Chief of Police to report to the Board by November 2020 on the status of implementation of the recommendations made in the PACER Report and, where recommendations remain unimplemented in part or in full, to present a timetable for their implementation or the rationale for not implementing particular recommendations and suitable alternatives. (ARAP #7; MHAAP #22)

75. Direct the Chief to report by November 2020 on the status of implementation of the recommendations made in the *Independent Review of Police Encounters with People in Crisis* and, where the Service has deviated from or failed to implement a recommendation, to identify in detail the reason for that deviation or failure to implement. (City Council #25)
76. Direct the Chief of Police to report by November 2020 on the status of the implementation of the recommendations made by the Auditor General in all previous reports and, where the Service has deviated from or failed to implement a recommendation, to identify in detail the reason for that deviation or failure to implement.
77. Direct the Chief of Police to report by November 2020 on the status of the implementation of the recommendations made by the Inquest into the Death of Andrew Loku and, where the Service has deviated from or failed to implement an inquest recommendation, to identify in detail the reason for that deviation or failure to implement. (City Council #27)
78. Direct the Chief of Police to report by November 2020 on the status of the implementation of the Service's Mental Health and Addictions Strategy and further direct that the strategy be fully implemented by September 30, 2021. (MHAAP #1; ARAP #15)
79. Direct the Chief of Police to report by November 2020 on the status of recommendations made in *Action Plan: The Way Forward*, including what has been implemented, what remains to be implemented, and what additional recommendations for modernization can lead to more effective and efficient police service delivery. This 'refresh' of *Action Plan: The Way Forward* should occur on the basis of stakeholder and community consultation that recognizes community safety is a shared societal responsibility. (Board #2; ARAP #14; MHAAP #29)
80. Direct the Chief of Police that the reports required in above sections 73–79 should include an assessment of each recommendation, including:
 - a. Concerns;
 - b. Status;
 - c. Impact (weighting);
 - d. Ease of Implementation (weighting of resource capabilities/ budgetary implications, etc);
 - e. Timelines; and
 - f. Service Lead (Deputy Chief)
81. Direct the Executive Director to develop, in consultation with the Auditor General, a work plan for the auditing of the implementation of the approved recommendations made in this report.

Direct the Executive Director to: Work with the Service, City Manager and other stakeholders to identify the categories of calls that might be addressed by a non-police response. (City Council #1; Board #4; MHAAP #26; ARAP #11) Alternative Community Safety Response Models

Appendix B

Referred Report

June 17, 2020

To: Members
Toronto Police Services Board

From: Jim Hart, Chair

Subject: RECOMMENDATIONS FOR THE BOARD RELATED TO CURRENT EVENTS

Recommendation(s):

It is recommended that:

1. The Board's Anti-Racism Advisory Panel should be made permanent, and its mandate expanded;
2. The Board direct the Chief to:
 - a. create a permanent, standalone Ethics, Inclusivity and Human Rights training course that contributes to professional practice in policing in the context of providing policing services to Toronto's diverse communities and populations. This training curriculum will include, among other components: anti-racism; anti-Black and anti-Indigenous racism; bias avoidance; interactions with racialized and marginalized communities; an understanding of intersectionality; the importance of lived experience in developing understanding and compassionate service delivery; the LGBTQ2S+ community; and, ethics in policing. This standalone course will be taken every 2 years by all Members of the Service, civilian and uniform;
 - b. ensure this training is developed and updated based on best practice and through the active engagement of the City of Toronto's Confronting Anti-Black Racism (CABR) Unit, subject matter experts in anti-racist curriculum design and community representatives with expertise in systemic racism and anti-Black and anti-Indigenous racism, and that the City's CABR Unit be requested to provide an independent assessment of the new course curriculum to the Board by October 2020;

- c. make this training mandatory for both new and current Members of the Service, both uniform and civilian;
 - d. create and implement a framework to constantly evaluate the efficacy of this training and serve to identify areas for improvement to the training, with reports on the Service's findings and responsive actions provided to the Board semi annually;
 - e. make permanent the current anti-Black racism training component of the annual re-training (civilians) and In Service Training Program (uniform) and report back to the Board on opportunities to expand this component;
 - f. audit and review all courses to determine how anti-racism training can be incorporated throughout all courses taught at the College, and report to the Board by December 2020 with the findings of this audit and review; and
 - g. review the current training curriculum for new uniform recruits and special constables, and explore the inclusion of training co-developed and led by members of the community, outside the Toronto Police College, specific to police-community interactions and relations with marginalized communities, youth, and vulnerable populations and report to the Board by December 2020 with an assessment of options.
3. The Board's Mental Health and Addictions Advisory Panel should be made permanent, and its mandate expanded;
4. The Board, in consultation with its Mental Health and Addictions Advisory Panel and the Toronto Police Service, should:
- a. expand the Mobile Crisis Intervention Team Program on an urgent basis to meet current service demands, and that any expansion be funded from within the current 2020 Toronto Police Service Operating Budget, and given that no allocation was made for this purpose within the current budget, any expenses that cannot be absorbed be allocated to appropriate reserves;
 - b. work with the City of Toronto and other partners to develop new community based models to mobile mental health crisis intervention service delivery where this intervention is delivered by mental health experts (e.g. trained nurses, social workers, peer workers etc.) and may not necessarily involve police officers unless there are significant safety issues present; and,
 - c. if an alternative mobile crisis intervention model is identified and all partners agree, and the demand for a regular police presence reduces, the Board can identify the funding currently allocated to the Service's

Mobile Crisis Intervention Team Program for re-allocation to this alternative model;

5. The Board will consult with its Anti-Racism Advisory Panel and its Mental Health and Addictions Advisory Panel on Recommendations 1 – 4 and consider any input provided on an ongoing basis;
6. The Board direct the Chief to annually provide a line-by-line breakdown of the Toronto Police Service's existing budget at the outset of the Board's annual budget process, and this breakdown should be made publicly available. This line-by-line breakdown should be organized by the Toronto Police Service's individual program areas, functions or services delivered so as to provide maximum transparency to the public as to how public dollars are allocated currently (while not revealing investigative techniques or operations). The Board should also direct the Chief to provide and make publicly available the same line-by-line breakdown of any new budget requests that are recommended to the Board during the Board's annual budget process;
7. The Board allocate funding from its Special Fund to support enhancements to the public consultation process regarding the annual proposed Toronto Police Service budget, including the involvement of community-based consultation partners and should commence the public consultation process in September 2020; and,
8. The Board direct the Chief to provide a status update regarding the recommendations in *The Way Forward*, based on what has already been implemented, what remains to be implemented, and what additional recommendations for modernization can lead to more effective and efficient police service delivery. This 'refresh' of *The Way Forward* should occur on the basis of stakeholder and community consultation that recognizes community safety is a shared societal responsibility.

Financial Implications:

There are no immediate financial implications arising from the recommendations contained in this report. However, future reports with respect to certain recommendations will identify the specific financial implications, once ascertained.

Background / Purpose:

Throughout our city, and around the world, there is pain right now. There is too long a history of anti-Black and anti-Indigenous racism, discrimination, and marginalization in our city. These issues continue to face us, including in the context of policing. We hear about it, see it, and recognize that too many of our fellow residents experience it every day. It has been an ongoing challenge for the Board and Service to address these issues in a way that engenders public trust, and we acknowledge that we must always try, and will, do better.

Despite our best efforts, we recognize that much work remains to be done. This reality has been brought into sharper focus by the shocking and senseless killing of George Floyd, which serves as a tragic reminder that discrimination suffered by members of Black communities remains harmfully present. Mr. Floyd's death has also served as a catalyst to reflect deeply on the state of police and community relations locally, and globally. We must use this moment to figure out how we all move forward, collectively. We join in the calls that justice in that case be done.

The Board also continues to acknowledge the tragic loss of life of Ms. Regis Korchinski-Paquet, and the many questions and concerns that surround her death. Everyone wants, and deserves, answers in this case. The Board has publicly requested that province's Special Investigations Unit work as expeditiously as possible, so that its investigation can conclude and the public can be informed of its findings.

Although the peaceful marches and protests that have taken place in Toronto over these last few weeks will not, themselves, solve the hard problems society must continue to confront, they are a clear reminder that we can and must work together to improve the social fabric that holds us together. No institution or organization, including the Toronto Police Service, is immune from overt and implicit bias. Racism – including anti-Black and anti-Indigenous racism – exists within our public and other institutions. The only way to dismantle it is to confront it, call it out in all its form, and dedicate ourselves to action that puts us clearly on the path to change.

As the governing body for the Toronto Police Service, the Board must be a catalyst, along with others, for the examination of reforms and changes that are in the city's best interests – particularly in the areas of community safety and policing. While the Board, in partnership with the Toronto Police Service, has previously undertaken a wholesale review of its operations and created a roadmap for modernization, no plan can be frozen in time. The Board's priority has, and must continue to be, ensuring fair and equitable policing in Toronto. There also must be recognition that law enforcement – whether reactive or proactive – is not the solution to many of the challenges our city faces, but rather, is only one piece of a multi-dimensional pie. Toronto's community safety is a shared responsibility, and relies on a continuum of municipal, provincial, and federal services, community-based organizations, experts and everyday citizens who have the appropriate skills, abilities, and vested interest to implement strategies to make our city safer.

In the current context, then, it is important for the Board to outline how it intends, in the immediate, to prioritize the concerns it has heard from the communities it serves and integrate the public interest that animates those concerns into its future actions. This report highlights some key themes that have emerged from the recent public discourse regarding policing and community safety, and suggests specific actions the Board can undertake or direct right now. These actions are by no means a panacea, but they are some concrete steps that can be taken in the immediate while additional work is undertaken to examine these issues thoughtfully with a view to continuing to make progress. The Board will continue to engage with the public, and its community partners and stakeholders to determine longer-term and impactful actions and solutions.

Discussion:

Commitment to anti-racism and addressing systemic bias

a. Recent efforts by the Board

Anti-Racism Advisory Panel

The Board has acknowledged and remains cognizant of perennial and pervasive issues of systemic and implicit bias, which affect policing work throughout Canada, including in the Toronto Police Service. That is why the Board has made issues of equity and diversity an explicit focus in its work in recent years. The Board's Anti-Racism Advisory Panel (ARAP) was created by the Board in April 2018 as part of its decision to implement a recommendation from the Coroner's Inquest into the Death of Andrew Loku. It comprises leading voices on anti-racism work in Toronto, including members of the community with lived experience and subject-matter expertise in anti-racism, anti-Black racism, and mental health and addictions. ARAP also includes membership from the Toronto Police Service, which provides important operational perspectives on the issues being studied. The focus of ARAP's work has been the development of a monitoring framework of the recommendations arising from the Loku Inquest, although it also played a major role in the development of the Board's Race-Based Data Collection, Analysis and Public Reporting Policy.

Race-Based Data Collection Policy and related work

At its meeting of September 19, 2019, the Board approved its new Race-Based Data Collection, Analysis and Public Reporting Policy. This Policy cements the Board's commitment to ensuring there is real, public data to guide our collective work in eliminating racial bias and promoting equity, fairness and non-discriminatory police service delivery in Toronto. The Service has implemented aspects of the Board's Policy in part, and is continuing to work towards full implementation.

Equity, Inclusion & Human Rights

Additionally, at its May 2019 meeting, the Board approved of the re-structuring and rebranding of the Equity, Inclusion & Human Rights Unit (E.I. & H.R.), including approving the hiring of eight subject matter experts in the areas of equity, anti-racism, and human rights. The Board recognized that a modernized E.I. & H.R. unit was imperative to developing anti-racism initiatives, managing diversity issues, championing equity, promoting human rights, and developing tools to measure diversity in all ranks and positions, all within a progressive equity and human rights agenda. The Service has staffed this Unit, which is undertaking work daily across the Service.

b. Recommendations and rationale

Recommendation 1: The Board's Anti-Racism Advisory Panel should be made permanent, and its mandate expanded.

The ARAP was intended to respond directly to the recommendations from the Coroner's Inquest into the Death of Andrew Loku. However, it has become clear through its work, including in relation to the Board's Race-Based Data Collection, Analysis and Public Reporting Policy that its expertise and thought leadership will benefit the Board as it continues to apply an anti-racism lens to its police governance function.

Given the complex and significant issues that must be addressed on a constant basis insofar as anti-racism work in policing goes, having an expert body to regularly advise the Board is vital. The Board would be well-served – and, therefore, better serve the public – by making the Board's ARAP a permanent entity, expanding its mandate such that it becomes the Board's advisory body with respect to all matters involving anti-racism in the context of policing, and allowing its membership to change as required over time.

Recommendation 2: The Board direct the Chief to:

- a. *create a permanent, standalone Ethics, Inclusivity and Human Rights training course that contributes to professional practice in policing in the context of providing policing services to Toronto's diverse communities and populations. This training curriculum will include, among other components: anti-racism; anti-Black and anti-Indigenous racism; bias avoidance; interactions with racialized and marginalized communities; an understanding of intersectionality; the importance of lived experience in developing understanding and compassionate service delivery; the LGBTQ2S+ community; and, ethics in policing. This standalone course will be taken every 2 years by all Members of the Service, civilian and uniform;*
- b. *ensure this training is developed and updated based on best practice and through the active engagement of the City of Toronto's Confronting Anti-*

Black Racism (CABR) Unit, subject matter experts in anti-racist curriculum design and community representatives with expertise in systemic racism and anti-Black and anti-Indigenous racism, and that the City's CABR Unit be requested to provide an independent assessment of the new course curriculum to the Board by October 2020;

- c. make this training mandatory for both new and current Members of the Service, both uniform and civilian;*
- d. create and implement a framework to constantly evaluate the efficacy of this training and serve to identify areas for improvement to the training, with reports on the Service's findings and responsive actions provided to the Board semi annually;*
- e. make permanent the current anti-Black racism training component of the annual re-training (civilians) and In Service Training Program (uniform) and report back to the Board on opportunities to expand this component;*
- f. audit and review all courses taught at the College to determine how anti-racism training can be incorporated in all courses, and report to the Board by December 2020 with the findings of this audit and review; and,*
- g. review the current training curriculum for new uniform recruits and special constables, and explore the inclusion of training co-developed and led by members of the community, including outside the Toronto Police College, specific to police-community interactions and relations with marginalized communities, youth, and vulnerable populations and report to the Board by December 2020 with an assessment of options.*

As the employer, the Board has a mandate to create and support a culture of anti-racism within the Service. While the Service currently provides anti-racism training, there is important work that can be done to enhance the focus on anti-racism during various training cycles for both uniform and civilian members of the organization. This includes: creating dedicated courses on this subject as well as identifying how anti-racism teaching can be woven into other courses; making permanent course offerings on the subject of anti-racism; creating a more explicit and constant community connection to inform this training; and, ongoing monitoring and evaluation of training to ensure 'uptake.' These are all important steps the Board and Service can take to enhance our Members' understanding of, and ability to relate to the diverse communities in Toronto that they serve. Anti-racism work must begin with an individual's own learning journey, and the Board, as employer, should make this an organizational priority. While training alone is not sufficient to create systemic and cultural change, it is a vital component of any organization's equity, inclusion and human rights strategy.

Commitment to an effective response to persons in crisis

a. Recent efforts by the Board

Police interactions with people experiencing mental health crisis has been a priority area of the Board for many years. To this end, in February 2019, the Board approved the establishment of a new Mental Health and Addictions Advisory Panel (MHAAP); the Board previously had a Mental Health Sub-Committee, created to enable the Board to address the approach mental health issues in an informed and effective manner. The main objective of MHAAP is to review the implementation of the Service’s Mental Health and Addictions Strategy and to provide ongoing advice to the Board with respect to this important work. Ensuring membership from marginalized and racialized groups was also an explicit focus during the establishment of MHAAP, as was bringing in the voices and perspectives of the community, including consumers/survivors and representatives from a wide array of mental health providers. MHAAP also includes membership from the Toronto Police Service, which, again, provides important operational perspectives on the issues being studied.

The Board is also very supportive of the Service’s Mobile Crisis Intervention Team (MCIT) program, which pairs a specially trained police officer and a mental health nurse to respond to individuals in crisis across the city. The Board has engaged MHAAP with respect to how to most effectively expand the MCIT program, which currently is able to respond to only one-quarter of the “person in crisis” calls that the Toronto Police Service receives each day.

b. Recommendations and rationale

Recommendation 3: The Board’s Mental Health and Addictions Advisory Panel should be made permanent, and its mandate expanded.

Like ARAP, the Board would be well served by a permanent advisory body that provides perspective and recommendations on matters related to mental health and addictions issues in the policing context. This includes issues related to the public health crisis presented by opioid overdoses, as well as other mental health matters that arise in the context of community safety and policing. MHAAP will also provide invaluable monitoring and guidance with respect to the ongoing implementation of the Toronto Police Service’s Mental Health and Addictions Strategy. MHAAP’s membership should be allowed to change over time.

Recommendation 4: The Board, in consultation with its Mental Health and Addictions Advisory Panel and the Toronto Police Service, should:

- a. *expand the Mobile Crisis Intervention Team Program on an urgent basis to meet current service demands, and that any expansion be funded from within the current 2020 Toronto Police Service Operating Budget, and*

given that no allocation was made for this purpose within the current budget, any expenses that cannot be absorbed be allocated to appropriate reserves;

- b. work with the City of Toronto and other partners to develop new community based models to mental health crisis intervention service delivery where this intervention is delivered by mental health experts (e.g. trained nurses, social workers, peer workers etc.) and may not necessarily involve police officers unless there are significant safety issues present; and,*
- c. if an alternative mobile crisis intervention model is identified and all partners agree, and the demand for a regular police presence reduces, the Board can identify the funding currently allocated to the Service's Mobile Crisis Intervention Team Program for re-allocation to this alternative model.*

Currently, the MCIT Program is unable to meet the real-time demand for mobile crisis intervention that exists daily in Toronto. An urgent expansion of the MCIT Program will assist in responding to more of these calls in the immediate. The MCIT Program has proven itself as an effective method of bringing care to the community while also minimizing the number of emergency room visits. The program also limits reliance on the criminal justice system, and instead, connects persons in crisis with community resources that will more effectively address their mental health needs.

The recent public discourse regarding police budgets is motivated, at least in part, by a desire to ensure that community services are adequately resourced to do their important work. This is an important societal goal. At the same time, budgets for the delivery of police services must recognize that police are called upon 24 hours a day, seven days a week, to answer a full spectrum of community safety calls – including those that relate to persons in crisis – when other services are not available in the city. Given that the MCIT Program has proven effective, is being delivered so as to minimize reliance on the justice system, and the need for expansion exists now, the Board – as the body charged with ensuring the adequate and effective policing in Toronto – should seek opportunities for immediate expansion from within the existing Service budget, or, if those costs cannot be absorbed, and allocation to the appropriate reserve.

However, to the extent other models of delivering community-based mental health crisis intervention services exist that do not require a police presence (other than in circumstances of significant safety risk) and have proven successful, the Board, in consultation with MHAAP and other partners, including the City of Toronto, should work to identify existing and develop new community based models to mobile mental health crisis intervention services delivery where this intervention is delivered by mental health experts (e.g. trained nurses, social

workers, peer workers etc.) that may not necessarily involve police officers, unless there are significant safety issues present. The Service currently works with many social agencies to reduce police involvement in mental health crisis calls and such programs are most effective when they are not police-led. If an alternative model is agreed to, the relevant service providers are able to deliver the services and the demand for a regular police presence reduces, the Board can identify the funding currently allocated to the Service's Mobile Crisis Intervention Team Program for re-allocation to this alternative model.

***Recommendation 5:** The Board will consult with its Anti-Racism Advisory Panel and its Mental Health and Addictions Advisory Panel on Recommendations 1 – 4, above, and consider any input provided on an ongoing basis.*

Commitment to transparent and consultative budgeting

a. Recent efforts by the Board

Generally, the Board strikes a Budget Subcommittee each year, studies the Service's budget proposals, creates a forum to hear from the public through deputations, and then recommends a budget to Toronto City Council. For at least the last three years (2018, 2019 and 2020) the budget has also included some line-by-line details with respect to the components of the budget. There are opportunities to enhance the amount of information and detail provided with respect to the police budget, as well as to enhance the approach to public consultation on the budget.

In addition, the Board's and Service's modernization strategy, *The Way Forward*, remains a priority. This strategy was premised on ensuring that the Toronto Police Service can serve the city's population effectively and efficiently, and prioritizes community-based policing. This strategy is also premised on recognizing that while certain functions and services have historically been delivered by the Toronto Police Service (e.g. crossing guard services, life guard services, answering non-emergency calls), there are more effective and efficient ways to deliver those services. Some of these services, identified in *The Way Forward*, are now being delivered by other city partners and have been permanently removed from the police budget and operations.

b. Recommendations and rationale

***Recommendation 6:** The Board should direct the Chief to annually provide a line-by-line breakdown of the Toronto Police Service's existing budget at the outset of the Board's annual budget process, and this breakdown should be made publicly available. This line-by-line breakdown should be organized by the Toronto Police Service's individual program areas, functions or services delivered so as to provide maximum transparency to the public as to how public dollars are allocated currently (while not revealing investigative techniques or operations). The Board should also direct the Chief to*

provide and make publicly available the same line-by-line breakdown of any new budget requests that are recommended to the Board during the Board's annual budget process.

While line-by-line details have been provided and available publicly for the last three years, the information provided to date has been somewhat limited. It is clear that the details of the budget can be further enhanced. Providing a breakdown by each Toronto Police Service program area, service and function will provide members of the public with more information to understand how public dollars are allocated and prioritized within the annual budget. This information will enhance public discussion of the Service's budget.

Recommendation 7: The Board should allocate funding from its Special Fund to support enhancements to the public consultation process regarding the annual proposed Toronto Police Service budget, including the involvement of community-based consultation partners and should commence the public consultation process in September 2020.

While the Board engages in public consultation with respect to the budget each year, the approach to consultation has not been consistent and there is always room for enhancing public participation. The Board should direct an amount from its Special Fund to support a more robust annual public consultation process with respect to the budget.

Commitment to ongoing modernization and engaging the community in community safety priority-setting and modernization

a. The Way Forward status update

The Board continues to support the implementation of *The Way Forward*, the Toronto Police Service's modernization strategy. This strategy was premised on ensuring that the Toronto Police Service can serve the city's population effectively and efficiently. As a result of this work, the Board was able to realize some financial savings in previous years' budgets, and some of these modernized approaches have resulted in permanent cost savings. At the same time, given the critical issues associated with gun violence and other community safety issues, the Board is required to ensure that adequate and effective policing is provided throughout the city. Beyond traditional law enforcement approaches, an important component of this strategy is the enhancement of community neighbourhood policing. The direct, daily contact between a police officer and the community they serve is crucial to build mutual trust and tear down the walls that enable fear, suspicion, and bias.

b. Recommendations and rationale

*Recommendation 8: The Board should direct the Chief to provide a status update regarding the recommendations in *The Way Forward*, based on what has already been implemented, what remains to be implemented, and what additional recommendations for modernization can lead to more effective and efficient police service delivery. This 'refresh' of *The Way Forward* should occur on the basis of stakeholder and community consultation that recognizes community safety is a shared societal responsibility.*

No plan or strategy should remain frozen in time. As new issues and developments arise, there should be a constant 'feedback loop' that keeps the strategy current and responsive to relevant trends. There has been some success in implementing the recommendations in *The Way Forward*, and other recommendations remain in progress. With direction from the Board, the Service can update the strategy and look for additional opportunities for modernization. Given that community safety is a shared societal responsibility, stakeholders and members of the public should be engaged in consultation with respect to this 'refresh.' This consultation will ensure that any updates to *The Way Forward* that emerge will be more responsive to current and anticipated community safety needs.

Conclusion:

It is recommended that the Board consider and approve the recommendations in this report. These recommendations are focused on the Board taking some immediate steps and providing some immediate direction to the Chief to address important current events, recognizing that additional work will be required to determine longer-term and impactful actions and solutions. The Board will continue to engage with the public, and its community partners and stakeholders, in this important work.

Respectfully submitted,



Jim Hart
Chair

Appendix C

Changes to Policing in Toronto

City Council Decision

City Council on June 29 and 30, 2020 adopted the following:

1. City Council direct the City Manager, in consultation with the Toronto Police Services Board, community-based organizations, social services agencies and mental health support organizations to develop alternative models of community safety response that would:

- a. Involve the creation of non-police led response to calls involving individuals in crisis, and others as deemed appropriate through consultation;
- b. reflect the City's commitment to reconciliation;
- c. involve extensive community consultation on a proposed response model; and
- d. detail the likely reductions to the Toronto Police Services budget that would result from these changes,

for Report to the Executive Committee by January 2021.

2. City Council commit that its first funding priority for future budgets is centered on a robust system of social supports and services, including ongoing investments in Indigenous, Black and marginalized communities, with rigorous accountability mechanisms to measure performance.

3. City Council request the Toronto Police Services Board to direct the Chief of Police to annually provide a line-by-line breakdown of the Toronto Police Service's existing budget at the outset of the Board's annual budget process, and this breakdown should be made publicly available; this line-by-line breakdown should be organized by the Toronto Police Service's individual program areas, functions or services delivered so as to provide maximum transparency to the public as to how public dollars are allocated currently (while not revealing investigative techniques or operations).

4. City Council request the Toronto Police Services Board to direct the Chief of Police to immediately provide the line-by-line breakdown of the Toronto Police Service's 2020 Budget and to make the breakdown publicly available by July 2020.

5. City Council request the Toronto Police Services Board to implement a 24-hour/7-days-a-week program across Toronto for its Mobile Crisis Intervention Team Program.

6. City Council request the Toronto Police Services Board to post its Use of Force Policy on its public website.

7. City Council request the Toronto Police Services Board to post its annual Budget Summary and Uniform/Civilian Staffing Summary per Command with Approved, Proposed and Actuals/ similar to the Excel information provided during the 2018 budget cycle, as the example they should follow starting retroactively for the last 5 years of machine-readable Open datasets to both theirs, and the City of Toronto Open Data Portal.

8..To assist in identifying areas of financial and operational improvement within the Toronto Police Service, City Council request the City Manager to seek an amendment to the City of Toronto Act to expand the City of Toronto's Auditor General's jurisdiction to include auditing the Toronto Police Service.

9. City Council request the Toronto Police Service Board to consider a motion supporting City Council's request in Part 8 above and to communicate its position to the Province.

10. Until the legislative change to the City of Toronto Act requested in Part 8 above is in place, City Council request the Toronto Police Services Board to invite the City's Auditor General to independently develop a work plan and conduct audits, which would include an examination of systemic issues, and to provide the Auditor General with the same level of co-operation and access to information as if this was required by the City of Toronto Act.

11. City Council request the Auditor General to report to City Council in the fourth quarter of 2020 on the status of the work plan set out in Part 10 above and the level of co-operation the Auditor General is receiving from the Toronto Police Services Board.

12. City Council direct the City Manager to develop plans to invest in critical community and social services that better address the root causes of safety and security, and ensure any savings identified from policing reforms are allocated to the following areas:

a. investment in initiatives identified from the Combatting Anti-Black Racism Strategy, and those in Appendix A to the report (June 23, 2020) from Mayor John Tory;

b. investment in the Immediate Steps to Address Gun Violence Plan to fulfil the City's outstanding requests to Public Safety Canada for the enhancement of violence prevention and intervention programs;

c. investment in the City's Poverty Reduction Strategy and Indigenous-led Poverty Reduction Strategy;

d. investment in Indigenous-led initiatives related to community safety and wellbeing;
and

e. investment in initiatives to support people experiencing mental health crisis.

13. City Council direct the City Manager to work with the Toronto Police Services Board in the development of a rigorous community consultation process to inform the criteria for the selection of the next Chief of Police.

14. City Council request the Toronto Police Services Board in the recruitment for Toronto's new Chief of Police, to ensure that the successful candidate:

a. has a proven track record of deep and successful reform of policing including:

1. proven ability to ensure that non-violent de-escalation strategies and techniques are employed at all times by police officers, particularly in relation to engagement with people from racialized communities and with residents with mental health issues; and

2. demonstrated experience in "modern policing" including building strong, lasting and sustainable bridges and relationships with racialized and marginalized communities and willingness to consider other models for first responder calls for non-violent incidents.

b. understands and values:

1. the importance of diversity in the City and in the Toronto Police Service itself;

2. acceptance and tolerance of all people and a recognition that Toronto is home to the most culturally diverse population in the world which gives our City its strength in times of crisis all around the world; and

3. the strategies and actions required to ensure that Toronto remains a place of tolerance, diversity and respect for all.

15. City Council request the Toronto Police Services Board to work in consultation with the City Manager to engage the City of Toronto's Anti-Black Racism Unit and Indigenous Affairs Office to assist in the community consultations about the new Chief of Police.

16. That City Council request the Toronto Police Services Board to share regularly updated datasets from their Open Data Portal to the City of Toronto Open Data Portal, taking into consideration for any issues around personal data privacy; data sets to also include:

a. Toronto Police Services Board annual reports in the proper digital format; and

b. converting files currently provided in a .pdf format on the Toronto Police Service Open Data Portal to the proper digital format.

17. City Council request the Toronto Police Services Board to post all relevant open data with regards to its Races Based Data Strategy following all the provincially mandated guidelines to protect personal privacy, to both the Toronto Police Service Open Data Portal and the City of Toronto Open Data Portal.

18. City Council request the City Manager to report on the implementation of a City of Toronto Mobile Crisis Assistance Intervention Service that would deploy unarmed, medically trained crisis intervention assistance personnel, based on the "CAHOOTS" model from Eugene, Oregon. Such report should include:

a. description of how these specially trained first responders would deal with a range of community challenges including: homelessness, intoxication, substance abuse, mental illness, dispute resolution, and basic medical emergency care; and

b. a process whereby when Crisis Assistance Intervention Service is established, that the City would subtract the cost of this new service from future Police budgets.

19. City Council request the Province immediately review and overhaul the Equipment and Use of Force Regulation, R.R.O. 1990, Reg. 926, so as to:

a. emphasize de-escalation; and

b. incorporate further modifications based on alternative models and best practices in peer jurisdictions, which address the use of deadly force.

20. City Council request the Province of Ontario to amend the Police Services Act and the Community Safety and Policing Act, 2019 (which received Royal Assent but has not yet come into force) to significantly expand the instances in which suspension without pay and revocation of a police officer's appointment as a police officer is available where serious misconduct is alleged or ultimately established; these amendments should, at a minimum, implement the relevant elements of the Police Services Act, 2018 that addressed suspension without pay and the relevant elements of the Policing Oversight Act, 2018 that created the ability to revoke a police officer's appointment as a police officer in Ontario.

21. City Council request the Province of Ontario to amend the Police Services Act and the Community Safety and Policing Act, 2019 (which received Royal Assent but has not yet come into force) to require that complaints made about a police officer's public conduct that alleges serious misconduct be investigated by the Province's independent police complaints agency (currently, the Office of the Independent Police Review Director) and not any police service's professional standards unit.

22. City Council request the Government of Ontario to eliminate any and all appeal powers for the Toronto Police Services Board as set out in the Police Services Act, 1990 for the Ontario Civilian Police Commission to overturn Toronto City Council

decisions pertaining to Police Budget matters including requests for reduction, abolition, creation or amalgamation of police services.

23. City Council request the Province of Ontario to amend the Police Services Act to allow the City of Toronto to have direct oversight over the Toronto Police Services Budget and exempt Toronto City Council from the provisions of subsection 39(4) of the Act by removing the word “not” from the provisions of the subsection, as it pertains to the City of Toronto, as follows:

In establishing an overall budget for the board, the Toronto City council does ~~not~~ have the authority to approve or disapprove specific items in the estimates.

24. City Council commit to eradicating racial profiling in policing and request the Toronto Police Services Board to direct the Toronto Police Service to immediately adopt the recommendations from the Ontario Human Rights Commission on race-based data and report back on the implementation status by January 1, 2021.

25. City Council request the Toronto Police Services Board to direct the Toronto Police Service to adopt all recommendations in Justice Iacobucci's report entitled Police Encounters with People in Crisis (2014), with a particular emphasis on Recommendation 3, which requires the Toronto Police Service to notify crisis intervention units for every call involving a person experiencing a mental health crisis and Recommendations 43 thru 54 pertaining to Mobile Crisis Intervention Team response.

26. City Council request, in the strongest possible terms, the Province immediately reinstate the Police Services Act reforms recommended by Justice Tulloch, particularly those reforms focused on enhancing the independence and notifications requirements of the Special Investigations Unit (Recommendation 5.7).

27. City Council request the Chief of Police adopt all of the recommendations directed to the Toronto Police Service from the 2017 Andrew Loku Inquest.

28. City Council request the Toronto Police Services Board to ensure policies are enacted requiring all instances of alleged racial profiling and bias to be investigated under the Police Services Act.

29. City Council request the Toronto Police Services Board to direct the Toronto Police Service to implement a plan to equip all police officers with Body-Worn Cameras by January 1, 2021 and enact policies that ensure consequences for unauthorized de-activation or covering of the cameras.

30. City Council direct the City Manager and request the Toronto Police Services Board and City Divisions to consolidate and expedite data sharing to advise on violence prevention approaches.

31. City Council direct the City Manager to work with the Toronto Police Services Board to establish an accountability office and agency, independent of government and the Toronto Police, empowered through ongoing access to police personnel, facilities and records to conduct self-generated audits of police practices and policies, and report annually to the Toronto Police Services Board and City Council with its audited findings and recommendations.

32. City Council direct the City Manager to establish and resource an Accountability Table with annual reporting, similar to that established for the Toronto Seniors Strategy, by September 2020, composed of representatives of Black, Indigenous, and People of Colour, mental health and addictions experts, homeless advocates, and other equity-seeking groups to monitor the implementation including budgetary impacts of all recommendations pertaining to City Council's decision.

33. City Council request the Toronto Police Services Board to report on outcomes associated with how diversity in human resources is being prioritized and achieved by the Toronto Police Service, including with respect to recruitment, hiring and promotion for both civilian and uniform positions, at all ranks and classifications.

34. City Council, building on the mandate and membership of the Partnership and Accountability Circle, establish a Confronting Anti-Black Racism Council Advisory Body, and direct the City Manager to report to the Executive Committee on recommended Terms of Reference for the Advisory Body to be approved by City Council in September 2020.

35. City Council direct the City Manager to determine and fill the necessary staffing requirements within the Confronting Anti-Black Racism Unit and the Indigenous Affairs Office to deliver on a mandate focused solely on advancing the implementation of the above recommendations and those Recommendations and Actions concerning Policing and the Justice System, as outlined in the Toronto Action Plan to Confront Anti-Black Racism.

36. City Council direct the City Manager to provide an update by January 1, 2021 on the implementation status of City Council's decision.

Appendix D

Town Hall Summary

August 7, 2020

“I Don’t Want to Live In Fear”: Voices from the Toronto Police Services Board Town Hall Meetings – Interim Summary

Background

Following the killing of George Floyd, a Black man, at the hands of a Minneapolis police officer in May 2020, and the tragic death of Regis Korchinski-Paquet during a wellness check in Toronto, protests erupted in Toronto and around the world calling for radical reform in the way communities are policed in order to address the systemic racism that has resulted in the disproportionate use of force by police against Black, Indigenous, and other racialized groups. Thousands of messages were received by the Toronto Police Services Board (Board) demanding change. In response, the Board announced it would hold a virtual Town Hall meeting to hear the voices of members from communities across Toronto. The response was overwhelming, with over 350 individuals signing up. As a result, the originally planned single day Town Hall meeting was extended to four full-day meetings, which took place on July 9, 10, 15 and 16, 2020.

The meetings followed an open format, creating space to allow the public to make submissions to the Board, providing the Board an opportunity to hear the voices of our communities and to ask questions. The submissions covered a wide range of issues, including police accountability, police reform, and community safety priorities. Members of the public who could not make a live presentation at the Town Hall meetings were invited to provide a written or recorded statement on the Board’s website. In total, over 200 individuals and representatives of community organizations spoke at the Town Hall meetings, or made a written statement or recording.

This interim summary focuses on the main themes raised by the participants at the Town Hall meetings. In total, more than a hundred different recommendations were made by the wide variety of participants, and numerous stories and experiences were relayed. Not all can be summarized in this report, but all are valuable, and all will continue to inform the Board as it develops its approach to eliminate systemic racism, explore alternative community safety approaches, and build trust with communities across Toronto.

This interim report attempts to condense the many experiences and ideas brought before the Board, and, therefore, we have reduced them into broad themes. The intent of this interim report is *not* to analyze what was said, but to summarize what was actually said or submitted to the Board. This interim report will be followed by a

comprehensive report that will give due place to the actual words and individual experiences the Board heard. These submissions also remain available to the public on the Board’s website at: <https://tpsb.ca/consultations-and-publications/july-2020-town-halls>.

Finally, some of the participants offered particular and unique expertise and knowledge that can inform the Board’s actions in specific areas. While many of these matters were not able to be integrated into this interim report, the Board has committed to follow up with those individuals who offered to assist the Board, and benefit from their generosity.

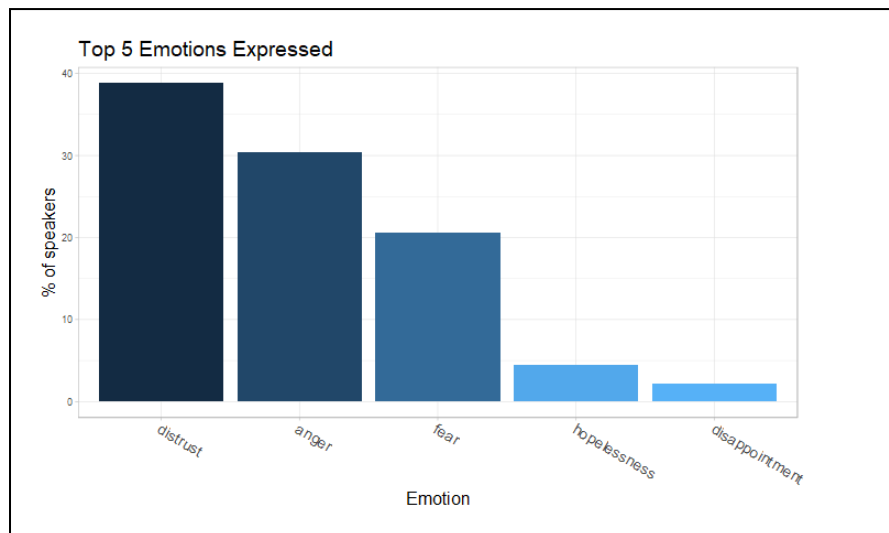
Discussion

The Town Hall meeting participants relayed stories from their lived experience, expressed their feelings about the Service and the Board, explained their perspectives regarding the problems faced by Toronto’s communities with regards to policing, and suggested or demanded concrete actions that could be taken to address them.

Understanding the Problems

Overall, most of the participants in the Town Hall meetings told the Board that policing in Toronto suffers from systemic racism. Many said that for too many residents, especially those on the intersection of racialization and mental health and addictions, the Toronto Police Service is a threat to their safety, rather than a reassuring presence, and many of the speakers were uncertain as to whether there is any way to fix the current system.

A thread of distrust and suspicion could be found throughout many of statements heard by the Board. This distrust, fuelled by disappointment and frustration with past experiences, and a sense of hopelessness for the future, was aimed at both the Service and the Board. With regard to the Service, participants told the Board they do not



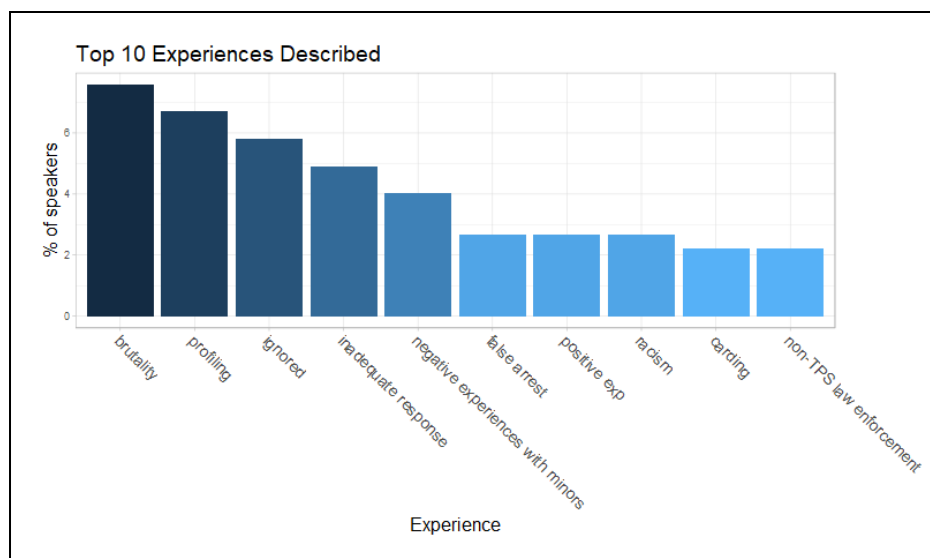
believe Service Members can or want to change, that too many police officers refuse to admit there is a problem of systemic racism within the Service, and that the Service has engendered an “us vs. them” mentality that makes it impervious to criticism.

The Board, itself, was also the target of much distrust. While many participants expressed gratitude for the creation of the Town Hall forum, and viewed it as a positive step, they also expressed their views that past reports and recommendations have had no effect on policing in this city, and expressed their lack of belief that the Board has the will or the courage to enact sweeping changes that will bring it into conflict with the Service or the Toronto Police Association. Participants have said that the onus is on the Board to prove that it is serious in its commitment to eliminate systemic racism and earn the trust of the public.

Many of the participants viewed the Board as one and the same as the Service, and suggested that the Board was failing in its role as an independent civilian oversight body. As a result, they felt there is a need for new and alternative independent oversight bodies. Distrust also extended to the Province’s Special Investigations Unit (SIU). Many of the participants who spoke of the SIU described it as composed mainly of police officers, whose main concern is to protect their colleagues.

Approximately one in three the participants expressed anger with the Service and the Board. Anger at the Service focused on concerns about its mistreatment of vulnerable and racialized communities, including accusations of harassment, over-policing, discriminatory practices, and excessive use of force. Many cited findings by the Ontario Human Rights Commission of the gross over-representation of Black men among the victims of police lethal use of force. Another issue identified was the size of the Service budget, at over \$1 billion dollars and the single largest item in the City of Toronto’s overall budget. Participants indicated that the size of the Service’s budget prevented the City from investing in much needed social services, including housing, mental health and addictions services, and transit, among others. Many suggested that, especially at a time when the City faces a shortfall as a result of the pandemic, part of the Service’s budget must be allocated to other priorities. Moreover, many participants pointed out that the budgetary focus on policing undermines the very goal of increasing safety in Toronto, as it results in the neglect of important crime prevention measures that would prevent crime before it happens, rather than just responding to it.

Fear was also expressed by many participants, fuelled to a large degree by the experiences that participants or their families, friends and neighbours have had when interacting with the police. Participants described experiencing or witnessing brutality,



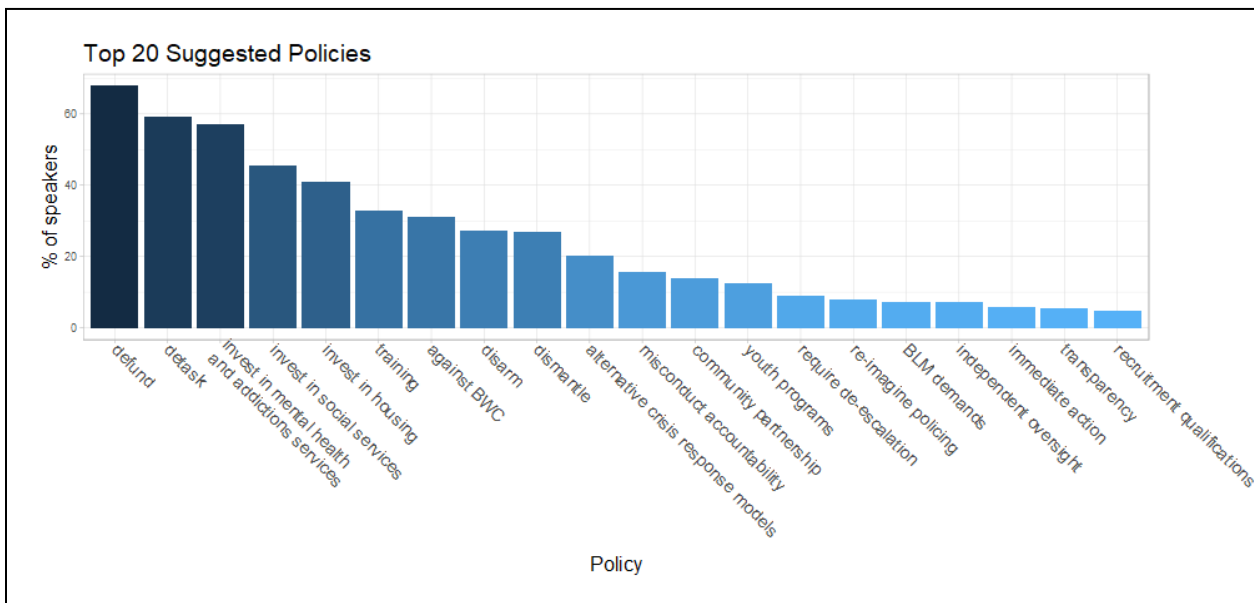
profiling, and false arrests, as well as other incidents of apparent misconduct. Some have told the Board that they were ignored by Service Members when they or others needed help. A substantial number described incidents where Service Members were simply unable to provide an adequate response, in particular when interacting with people in crisis, possibly due to lack of appropriate training. A number of participants related incidents where police officers reacted unprofessionally when faced with criticism from passers-by during an interaction with a vulnerable individual, or even when they just stopped to observe such an interaction.

Combined, it is clear that these experiences lead many to fear the police: fear that they will be the subject of biased policing because they are members of racialized or vulnerable groups, and fear that friends, neighbours or clients in crisis will be hurt if the police are called to respond. Several participants told the Board that they refrain from calling the police in an emergency, and expressed the need for alternative response options with non-police professionals that are better trained to respond to crisis situations.

This fear is compounded by a sense that police lack accountability for their actions. Participants related accounts of police misconduct that have been brushed aside with minor disciplinary action. Many pointed to the practice of suspension with pay for officers under investigation, the small number of charges brought forward by SIU following investigations of alleged misconduct, and the fact that few, if any, Service Members have faced significant discipline, or even lost their job as a police officer following complaints of misconduct.

Suggested Solutions

As noted by many participants, it is the Board’s role to engage with experts and identify the best solutions to the problems facing policing in Toronto. It is not the public’s duty to conduct the research necessary to develop appropriate solutions. Nevertheless, the Board is grateful to the many participants who brought forward their ideas, suggestions and demands for concrete changes in the way policing services are provided to the City of Toronto, and the way the Board carries out its oversight role.



Over one hundred specific recommendations across a broad variety of areas were heard at the Town Hall meetings. Many of these derived from the specific lived experience of participants, and illuminated to the Board issues that would, otherwise, have been difficult to identify. This further demonstrates the power and importance of continued consultations with the public. This interim report will focus on the main themes that were raised repeatedly throughout the Town Hall meetings.

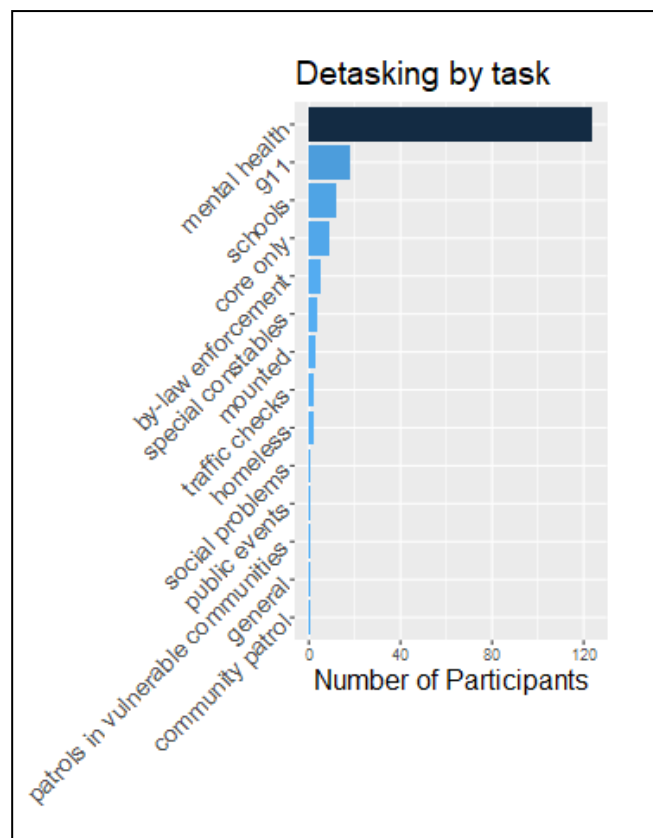
Defund and Reinvest

A majority of participants called for the defunding of the Service. Of those who identified a specific number, approximately 60% suggested the Service budget should be defunded by 50%, and a further 30% suggested that it should be defunded by 10%. Defunding generally was not presented as a punitive measure, but as a means to reallocate desperately needed funds to a variety of social services, particularly mental health and addictions services. Many participants also proposed that this reinvestment would result in less need for policing, as the underlying causes of crime would be better addressed. In particular, participants noted that investment in mental health and addictions services, and in housing supports, would reduce the burden of person in crisis calls, thus reducing the need for police funding.

Detask

Approximately half of the participants acknowledged that the police are asked to do many things they are not trained or qualified to do, including handling people in crisis. These participants asked that the task of attending to these individuals be redirected to mental health professionals. Many asked for the development of alternative crisis response models, with some specifically naming the CAHOOTS (Crisis Assistance Helping Out On The Streets) model used in Oregon as one such potential model to adopt or explore adopting in Toronto.

Some participants also suggested that 911 triaging should be transferred to a different provider, who would decide when police intervention is required and when an incident is better triaged to another first responder. Some participants noted that they fear calling 911 when they need help because they don't want police involvement. One suggested



that the “menu” of “police, fire department, ambulance” should be expanded to include mental health professionals, so that callers can feel safe that they will receive the appropriate response – including to mental health crisis calls – when dialling 911.

Other tasks and areas that participants suggested could be transferred away from the police include schools, by-law enforcement, and TTC special constables. A number of participants suggested police should only be tasked with core policing activities that could legitimately require use of force, such as responding to violent crime. In addition, a small number of participants told the Board that they believe the Mounted Unit should be disbanded.

Training and Recruitment Qualifications

Approximately one in three participants said they thought training of Service Members should be improved. Many pointed out that the training period for new recruits is significantly shorter than what is required of police officers in some European countries, and several suggested that new recruits should be required to have completed some higher education degree. Other suggestions included a greater emphasis on de-escalation and crisis response training, improved anti-racism and anti-implicit bias training, and an enhanced focus on officers’ own mental health.

A number of participants told the Board that training should be at least partially civilianized. The Board was told that community-led and peer-run organizations should participate in providing training, and learning from individuals with lived experience should be an important part of any anti-bias program. Participants told the Board that this would reduce the focus on use of force as a primary tool for policing, and shift the balance towards de-escalation methods.

Notably, a substantial number of participants opposed the focus on additional training, citing evidence that anti-bias training is not an effective tool, and certainly not in isolation, for eliminating systemic bias.

Finally, a number of participants noted that the recruitment of new officers should be structured so as to ensure the diversity of the Service, and promotion standards must ensure that this diversity is also reflected throughout the ranks.

Body-Worn Cameras

Of the participants who discussed Body-Worn Cameras (BWC), almost 95% expressed opposition to their implementation. Reasons to oppose BWC implementation included concerns about costs and concerns about the increased surveillance of already over-policed communities. However, the majority of those opposed to BWC argued that this tool is simply not effective for the purpose of eliminating systemic racism and reducing excessive use of force. Evidence was cited showing that law enforcement agencies who implemented BWCs did not demonstrate consistent reductions in use of force, and, indeed, in some cases, saw a rise in its use. Others have cited evidence showing that the recordings made from the perspective of the officer tend to create in the viewer

empathy for the officers, and exaggerates the sense of danger from the people facing them. Others noted that BWCs can be used as an accountability tool, but not a preventative one. Several participants noted that BWC use must be strictly regulated for it to have any positive effect. In particular, the Board was told that officers should not have any discretion to decide when to turn the BWC on or off, and the Service should not have discretion with regards to releasing recordings of alleged misconduct incidents. A number of participants demanded that strict discipline be enforced against officers who fail to properly activate their BWCs.

Disarming and Demilitarizing

More than one in four participants demanded that Service Members be disarmed, and that any militarized gear be removed from the Service. A small number of participants suggested that officers might continue to have access to firearms when responding to violent calls, but that those could be stored in a secure compartment in the vehicle when officers are responding to non-violent calls, including during wellness checks.

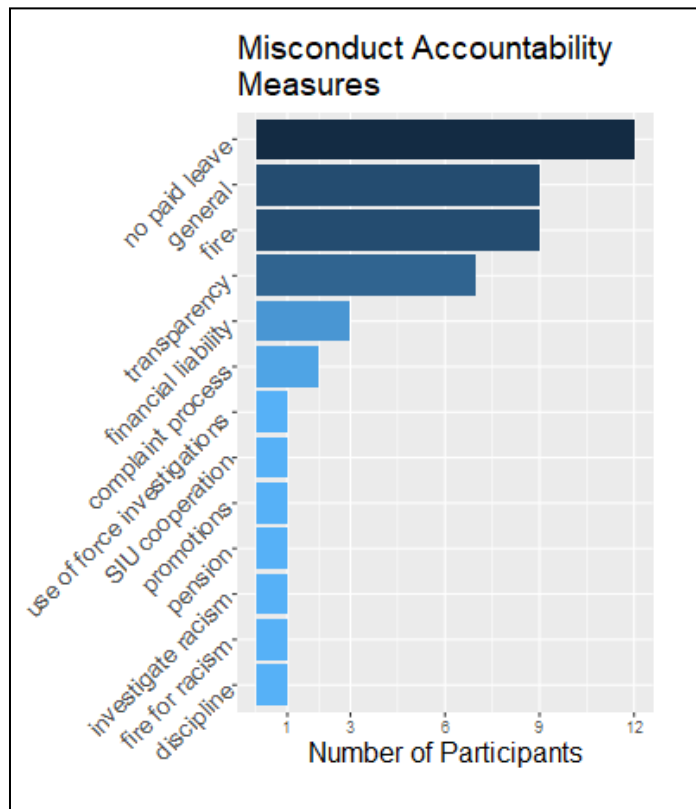
Some participants specified that disarming the police should include not only firearms, but also less-lethal weapons, including Conducted Energy Weapons (CEWs), batons, and pepper spray.

Dismantle and Re-Imagine

Approximately one in four participants demanded the dismantling of the Toronto Police Service altogether, and a “re-imagining” of community safety in Toronto. While some suggested some form of police agency should be rebuilt following the dismantling of the Service, others suggested that Toronto can be a “city without police.” Among those advocating for a re-imagined police service, several called for following a principle of “policing by consent.”

Misconduct Accountability

A number of participants highlighted flaws in the manner in which Service Members are held accountable for incidents of misconduct. Most frequently, participants demanded that officers suspended due to misconduct investigations should not continue to get paid from public tax dollars. Several participants also demanded that officers found guilty



of misconduct, in particular with regards to racism, should be fired. Participants also frequently demanded greater transparency with regard to misconduct accountability and discipline.

Community Partnership

Approximately 15% of participants advocated for increased community partnership in developing police procedures and training, as well as in the day-to-day work of the Service. Many noted that the perspectives of people with lived experience could be indispensable in helping to rebuild the trust between the Service and various communities. Several representatives of organizations extended invitations to the Service and the Board to partner with them in addressing the issues raised in the Town Hall meetings.

Black Lives Matter Demands

Many Town Hall meeting participants quoted or explicitly referenced the demands published by Black Lives Matter Canada during the protests, in full or in part. These demands are reproduced in [Box 1](#) below.

Independent Oversight

A number of participants called for new models or approaches to independent oversight over the Service, in particular with regards to investigations of alleged misconduct. Some also called for increased involvement of the City and the Auditor General in auditing the Service's budget.

Conclusion

The Board's July 2020 Town Hall meetings were unprecedented in both the format imposed by the pandemic, and the number of people energized to be heard as part of the current public discussion on systemic racism and police reforms. The Board is grateful to all of the participants for their willingness to engage with the Board, and believes that the value of this public forum has been proven beyond doubt in the many valuable ideas raised and issues identified.

The Board recognizes that it is now tasked with justifying the trust given to it by the participants by demonstrating real and substantial change. Furthermore, the Board is committed to continuing the conversation that has started with these Town Hall meetings in a variety of different ways, to ensure that the Board and the Service remain transparent and accountable to the public.

Box 1: Black Lives Matter Canada Demands

DEFUND THE POLICE

1. Immediately redirect a minimum of 50 percent of the \$1.1 billion TPS budget toward the communities they have devastated by investing in secure, long-term housing for street-involved and unhoused communities, food security programs, public transit, public health, public libraries, and community-led anti-violence programs.

DEMILITARIZE THE POLICE

2. End Emergency Task Force (ETF) and Emergency Response Teams (ERT) (similar to the US-based SWAT teams), tactical squads, military grade weapons, and surveillance equipment.
3. Remove all weaponry from police and other law enforcement, including tasers, batons, firearms, rubber bullets, tear gas, pepper spray, and sound canons.
4. End the mass surveillance of our communities through the use of technologies such as stingray, facial recognition, and predictive policing technologies, drones, robots, and G20 surveillance technology that remained in Toronto.

REMOVE COPS IN SCHOOLS

5. Remove police and school resource officers (SROs) in all schools (Public, Catholic, Private, and Post-Secondary) in Toronto.
6. Remove police and school resource officers (SROs) in all schools, at all levels, across Canada.

REDUCE SCOPE OF POLICE

7. End all special constable programs and all policing on campuses.
8. End the policing of public transportation.
9. End the policing of minor bylaw infractions and noise complaints.
10. End paid-duty policing program (officers for hire by developers, street festivals, etc.).
11. End police collaboration with the CBSA.
12. Eliminate all stealth police cars and plainclothes operations.
13. Eliminate community policing patrols in highly racialized communities.
14. End Carding

DOCUMENT POLICE VIOLENCE

15. Mandate the public collection of data regarding police killing, and incidents of police brutality for all local, regional, provincial, and Federal police or law enforcement agency disaggregated by race, gender, age and citizenship.

DECRIMINALIZE POVERTY, DRUGS, HIV & SEX WORK

16. Release and expunge record for all poverty-related charges (including bylaw infractions, solicitation, sleeping outside, public urination, loitering, solicitation).
17. Decriminalize drugs, sex work, and HIV status.
18. Release and expunge records of all drug-related and sex work charges.

CREATE ALTERNATIVES

19. Create Crisis Intervention and Mad co-lead support teams; work with communities to develop models that work for them.
20. Create police-free, community-led, trauma-informed emergency service for mental health/psychiatric distress and other forms of crisis.
21. Invest in community support for shelters, drop-ins, after-school programming in low-income, Black, and Indigenous neighborhoods.
22. Create restorative services, mental health services, and community-run health centres
23. Invest in harm reduction, including safe supply, safe injection/inhalation sites, and harm-reduction outreach workers.
24. Establish a community-based and trauma-informed emergency service for people who have experienced gender-based violence.
25. Implement of civilian transportation safety service and better/safer road infrastructure for pedestrians, cyclists and public transit
26. Create a civilian conflict resolution resolution service to replace policing of minor bylaw infractions/noise complaints
27. Provide permanent, secure housing options for all people who need housing.

(Source: <https://blacklivesmatter.ca/defund-the-police/>)

TPSB JULY 2020 TOWN HALLS

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PUBLIC FUNDING

REFORM CULTURE

COMMUNITY SAFETY

EDUCATION & TRAINING

MENTAL HEALTH

This graphic flipbook is a summary, organized by themes, of the voices of people in the community who answered the Toronto Police Services Board call to contribute to a Town Hall on current events triggered by anti-Black and systemic racism.

TPSB JULY 2020 TOWN HALLS – VISUAL SUMMARY

DEFUND! DISMANTLE!
DISARM!

MENTAL
ILLNESS is a HEALTH
ISSUE **NOT** a POLICE
ISSUE!

REDUCE
the
POLICE
BUDGET!

END ANTI-BLACK RACISM

HOLD
POLICE
ACCOUNTABLE!

JUSTICE
FOR

JUSTICE
FOR

COMMUNITY
is the FIRST WORD
IN COMMUNITY
SAFETY!

SAY
THEIR
NAMES!

BODY WORN
CAMERAS
WON'T FIX
BAD
POLICING!

"I DON'T
WANT TO
DIE...
I JUST WANT
HELP FROM
THE RIGHT
PEOPLE"

THE SYSTEM
ISN'T BROKEN...
IT WAS BUILT
THIS WAY!

INDIGENOUS
LIVES
MATTER

BLACK
LIVES
MATTER

Toronto residents across the city are demanding change. This visual summary reflects themes that emerged from the voices of 150 residents who participated in the Town Halls held by the Toronto Police Services Board in July 2020.

BACKGROUND

In May 2020, George Floyd, a Black man, was murdered in Minneapolis when a white police officer knelt on his neck for 8 minutes and 46 seconds.

Mr. Floyd begged for his life repeatedly saying; “I can’t breathe”. Other officers stood by and did nothing. Mr. Floyd's death sparked global protests against anti-Black and systemic racism.

In Toronto, protesters gathered to demand police reform and to seek justice in the name of Regis Korchinski-Paquet and others who have died during police interactions in Canada.

The Toronto Police Services Board responded by holding a town hall to hear residents’ views on policing in response to current events. Originally scheduled for a day in July, an overwhelming response to the call for speakers led to 4 days of meetings.

Due to the COVID 19 pandemic, these meetings were held virtually. Community activists, concerned citizens, disability advocates, filmmakers, lawyers, doctors, CEOs, psychiatrists, teachers, childcare workers, and many more, responded. The Board is grateful to each of the nearly 150 residents who took the time to speak and for the over 100 written, audio, and video submissions we received.

We heard bold ideas for reform and pragmatic recommendations. People spoke from their heart and often from their hurt. It was evident that people care deeply about Toronto and about policing. The Board heard repeatedly that residents want EVERYONE to feel safe and to receive the same level of service in this city they call home.

This booklet captures the major themes we heard from Town Hall participants.

CHAIR
JIM HART

VICE-CHAIR
MARIE MOLINER

MAYOR
JOHN TORY

UPPALA CHANDRASEKERA
MEMBER

COUNCILLOR
MICHAEL FORD

COUNCILLOR
FRANCES NUNZIATA

AINS WORTH M. MORGAN
MEMBER



PUBLIC REFORM

TPSB Town Hall Voices, illustrated by a Ward 11 artist

BE BRAVE

REFORM!

IS NOT ENOUGH!
IT'S TIME TO

TRANSFORM

HAVE THE COURAGE TO ADMIT WHAT NEEDS TO CHANGE

AND CHANGE IT!

COURAGE
CHANGE
ACTION

"WE PLACE A HEAVY BURDEN ON POLICE, I DON'T BLAME THEM INDIVIDUALLY THEY ARE DOING SOMETHING THAT THEY AREN'T EVEN TRAINED FOR. POLICE NEED TO SAY NO TO THIS WORK WHERE THEY ARE UNTRAINED & UNWELCOME. FOCUS POLICE ON SITUATIONS THAT MIGHT REQUIRE DEFENCE AGAINST THE REAL THREAT OF VIOLENCE."

"IGNORING THE VOICES OF BIPOC and THEIR ALLIES MEANS WE ARE ONLY FOCUSING ON THE SAFETY OF WHITE PEOPLE, & WE ARE CONTINUING the SYSTEMIC ISSUES THAT CREATED these ISSUES IN THE FIRST PLACE."



WHO HOLDS the POLICE ACCOUNTABLE?

THE SIU IS MOSTLY POLICE OFFICERS

THE NEW CHIEF of POLICE NEEDS TO REVAMP CULTURE, DEMAND ACCOUNTABILITY, CHALLENGE, INVESTIGATE & ACKNOWLEDGE SYSTEMIC RACISM!



FORM A TORONTO POLICE ACCOUNTABILITY COALITION!



RACISM BRUTALITY & MISCONDUCT
NEED CONSEQUENCES
POLICE OFFICERS ARE ALSO CITIZENS and SUBJECT TO THE LAW!

ACCOUNTABILITY

DE-ESCALATION!

PRIMARY GOAL!

PROTECT and RESPECT
HUMAN RIGHTS

DIVERSITY
ON POLICE FORCE and BOARD



THE COMMUNITY NEEDS TO FEEL REPRESENTED BY and HAVE INPUT INTO THE NEW CHIEF of POLICE!

ACCESSIBILITY!
THE BOARD NEEDS TO BE RESPECTFUL OF HOW ALL COMMUNITIES ENGAGE!



CULTURE

INDIGENOUS LAND
ACKNOWLEDGEMENTS SHOULD BE RECOGNIZED WITHIN THE FRAMEWORK OF:

RECONCILIATION

HOW IS THE BOARD MOVING FORWARD WITH THIS?

DON'T JUST READ IT!

ACTION
MUST BE TAKEN AGAINST POLICE VIOLENCE!

FAIR & EQUITABLE POLICING NEEDS TO BE THE PRIORITY OF THE BOARD!

STOP KILLING US!

TRANSPARENT & OPEN DATA



MEASURABLE SYSTEMS AND PROCEDURES IN PLACE!

TRANSPARENCY

RACE BASED DATA

EASY PUBLIC ACCESS

COMPLAINTS DATA



WILL BE POSTED WITH MORE TRANSPARENCY THAN EVER BEFORE!

COMMUNITY SAFETY

TPSB Town Hall Voices, illustrated by a Ward 9 artist



KEY ISSUES

MENTAL HEALTH ISSUES are CAUSED by **POVERTY, RACISM & LACK of SOCIAL SERVICES**

EMPATHY
UNDERSTANDING
HOPE

LET'S TALK MENTAL HEALTH

HOPE
I MATTER!
BE THEIR VOICE!
BLACK LIVES MATTER

MAKE MENTAL HEALTH A PRIORITY

COVID-19 HAS SHOWN US HOW QUICKLY WE CAN MOBILIZE!

IT'S TIME to MOBILIZE and PRIORITIZE MENTAL HEALTH as a CRISIS in the GTA!

TRAINED COUNSELLORS
MENTAL HEALTH WORKERS

MANY SHARED HOW SCARY IT WAS TO HAVE A POLICE OFFICER RESPOND

WELLNESS CHECKS to be PERFORMED by trained counsellors and MENTAL HEALTH PROFESSIONALS

REMOVE POLICE OFFICERS entirely from MENTAL HEALTH CALLS and LEAVE IT TO TRAINED PROFESSIONALS

guns/tasers/sprays
REMOVE armed POLICE WHERE they ARE NOT REQUIRED

Situations **ESCALATE** with Police presence... the vulnerable are often fearful of them
→ Police should be an **ESCORT** to Mental Health professionals

CRISIS INTERVENTION

THERE ARE SITUATIONS WHERE INTERVENTIONS DO NOT NEED TO INCLUDE POLICE... PLEASE HELP

Whether home or on the street, teams dealing with Mental Health issues need to be **FUNDED** and **MOBILIZED**

Mental Health workers as **First Responders**

LOOK at OTHER COMMUNITIES WHO HAVE HAD SUCCESS...

STOCKHOLM MENTAL HEALTH AMBULANCE

TASK FORCES WITH LIVED EXPERIENCE
Victims of domestic violence or sexual assault need their own task force

INVOLVE FAMILIES

A NURSE OR SOCIAL WORKER SHOULD ALWAYS BE PRESENT

PCU Primary Response Unit
in conjunction with
MCIT Mobile Crisis Intervention Teams

PARTNERING

camh SHOULD BE a PARTNER in Mental Health

VULNERABLE PERSONS REGISTRY needs to be **USER FRIENDLY** and **USEFUL!**
→ have a GTA registry to avoid duplication
→ created by and for people with special needs

FAMILY CAREGIVERS ARE OFTEN LEFT OUT of the CONVERSATION

FAMILIES should be able to ask for the team they think is **BEST** suited to help them

ALTERNATIVE 911 IDEAS...
Many calls are mental health related
→ **CREATE a MENTAL HEALTH LINE**

TRIAGE 911 Calls:
Police
Fire
Mental Health

→ Mental Health Professionals can determine whether to include police

Appendix E

Toronto Action Plan to Confront Anti-Black Racism

(Excerpted from the section addressing Policing and the Justice System)

RECOMMENDATION

16. Implement measures to stop racial profiling and over-policing of Black Torontonians

ACTIONS

16.1 Review communication strategies with communities of African descent about the ongoing elimination of carding as a policing practice

16.2 Review the decision not to destroy the previously collected carding data

16.3 Review use of force protocols from an Anti-Black Racism Analysis

16.4 Review police and community training, including Community Crisis Response Programs, to include use of force issues

16.5 Improve training to equip Law Enforcement Officers with knowledge and skills to better protect and serve diverse people of African descent

16.6 Strengthen protocols for police response to Emotionally Disturbed Persons (EDP) and report regularly on police-EDP interactions, using an Anti-Black Racism Analysis

16.7 Communicate to the Province the need for improvements to policing and the justice system to better serve and protect people of African descent

RECOMMENDATION

17. Build a more transparent, accountable and effective police oversight system to better serve Black Torontonians and to strengthen community trust in police

ACTIONS

17.1 Mandate the collection and public reporting of race-based data for greater transparency

17.2 Review and overhaul the Professional Standards for discipline at the Toronto Police Service

17.3 Strengthen community capacity to report and police capacity to investigate Islamophobic, transphobic and anti-Black hate crimes through a Community Police Hate Crimes Advisory Committee

17.4 Convene a Community and Police Eliminating Anti-Black Racism Team (CAPE-ABR Team) of community and police leaders as a resource to inform the development and implementation of Actions related to policing and the justice system

RECOMMENDATION

18. Invest in alternative models that create better safety outcomes for Black Torontonians

ACTIONS

18.1 Work with community partners to build a coordinated strategy to 18.1 advance police accountability and community capacity to respond to policing and the criminal justice system, including translation, expansion, and dissemination of “know your rights” information

18.2 Use an Anti-Black Racism Analysis to develop and implement alternative models of policing that focus on community engagement

18.3 Use effective alternative models to incarceration such as the use of restorative justice models developed and implemented with elders in Black communities

Appendix F

MHAAP Recommendations

July 23, 2020

To: Chair and Members
Toronto Police Services Board

From: Jim Hart
Uppala Chandrasekera
Steve Lurie
Jennifer Chambers

Co-Chairs, Mental Health and Addictions Advisory Panel (MHAAP)

Subject: Recommendations from the Toronto Police Services Board’s Mental Health and Addictions Advisory Panel regarding the Toronto Mobile Crisis Intervention Team Program and Board Chair Jim Hart’s Report titled “Recommendations to the Board Related to Current Events”

The following recommendations were developed through consensus by the Community Members of the Toronto Police Services Board’s Mental Health & Addictions Advisory Panel (MHAAP) at a meeting held on the morning of Thursday, July 23, 2020, to review and provide feedback on Board Chair Jim Hart’s report titled “Recommendations to the Board Related to Current Events” dated June 17, 2020.

TPS Mental Health & Addictions Strategy

1. First and foremost, MHAAP recommends that the TPS and the Board fully implement the TPS Mental Health and Addictions Strategy by September 30, 2021, which is within two years of the initial launch of the strategy.

Toronto Mobile Crisis Intervention Team (MCIT) Program

2. MHAAP supports the expansion of the MCIT in partnership with existing community-based crisis services in Toronto, including peer support services. The total costs for this expansion should come from the existing TPS budget.
3. At the same time, MHAAP recommends that the Board advocate for, at minimum, an equal amount of additional funding for community-based services – those organizations that provide the relevant resources, services and support to

assist individuals with responding to mental health and addictions related issues – to work in collaboration with police crisis services and Ontario Health Teams.

4. The police officers with the MCIT program should wear plainclothes. TPS should consult with service users, front-line workers and TPS members to develop a plan to move to a plainclothes approach for the MCIT police officers.
5. TPS should work with the City of Toronto to develop community-based asset mapping to determine the most effective crisis response models that would work best for Toronto, including the services that currently exist that can support individuals in crisis right now. Information on the outcomes of the existing crisis calls to TPS (by police division, etc.), the outcomes of the crisis calls, as well as the connections between MCIT and other community-based services is needed to determine the most appropriate response for individuals in crisis.
6. Any plans for MCIT expansion should be first presented to MHAAP for feedback and review; and the plan should include a comprehensive plan for routine monitoring, evaluation, benchmarks for success, etc.
7. An expanded MCIT model should build in follow-up for individuals after an MCIT response. Follow-up should be delivered in partnership with community-based mental health and addictions service providers including ethno-racial specific services, provide connection to ongoing supports including case management when needed, and ensure individuals who could benefit are referred to Mental Health and Justice and community-based crisis prevention programs and/or the FOCUS table.
8. The current MCIT Steering Committee should be expanded to include representatives from MHAAP as well as the Board's Anti-Racism Advisory Panel (ARAP), Executive Directors/CEOs of community-based mental health and addictions agencies, representative from the City of Toronto's Confronting Anti-Black Racism (CABR) Unit, and people with lived experience of mental health and addictions issues, as well as any other members appointed/selected by the Board, ensuring significant inclusion of peer run organizations. The expanded MCIT Steering Committee should meet quarterly at a minimum.
9. TPS should host quarterly meetings at the division-level with the community-based mental health and addictions agencies within their division to plan for a coordinated approach to crisis response and prevention services and align their strategies with existing community-based planning tables as appropriate.
10. The MCIT program should ensure that a culturally responsive approach is embedded into the program, consistent with the commitment to equity and anti-racism as outlined in the TPS Mental Health and Addictions Strategy. Individuals that are recruited for the MCIT program, including police officers and health care

providers, must have demonstrated ability in anti-racist and anti-oppressive practice, demonstrated skills in human rights related matters, and awareness of lived experience of mental health and/or addictions related issues.

11. MCIT program should continue to collect data on interventions and services provided to inform the quality improvement of program operations:
 - a. This data should be anonymized, aggregated, and made available to the public, through regular reporting to the Board;
 - b. Race-based data collection must be made mandatory for the MCIT program and prioritized for implementation as soon as possible;
 - c. Gender-based data collection should be enhanced beyond gender binary options;
 - d. Outcomes of MCIT interactions should be reported publicly, including when apprehensions are made under the *Mental Health Act*, and whether there are disparities by race using the TPS race-based data collection;
 - e. Outcomes of MCIT interactions should be linked to emergency department data, through the Institute for Clinical Evaluative Sciences, to better understand how apprehensions made under the *Mental Health Act* result in hospital admissions; and
 - f. Data relating to the MCIT program should be reviewed by MHAAP and ARAP prior to public release.

Communication to the Public Regarding Crisis Response Programs

12. TPS should work with the Government of Ontario, City of Toronto, community-based mental health and addictions providers, and people with lived experience of mental health and addictions issues, to develop a low-cost, public, social media campaign to increase awareness about the different types of crisis response services in Toronto, including police-based models and non-police models, the role of police under the *Mental Health Act*, the use of Form 1 and Form 2 under the *Mental Health Act*, and individuals' rights related to the *Mental Health Act*. Success stories should be showcased as part of this campaign.

Training for All TPS Members

13. Training and education for all TPS members, at minimum on an annual basis, should include education by members of peer-run organizations, including organizations representing people with lived experience of mental health and addiction issues, forming collaborations with Black, Brown, Indigenous, LGBTQ2S+, immigrant and refugee community members skilled in training. Training needs to be relevant to the root causes and consequence of structural violence, systemic and internalized racism and negative stereotyping of, a focus on the impact of intersectionalities, and use of force on, people with mental health and/or addictions issues. All training must be trauma informed.

14. Training must prioritize and emphasize de-escalation. De-escalation is important for safe outcomes involving people in crisis. Training must include members of the communities most often affected by use of force, and funds must be provided by TPS for community members to provide this education.
15. The Board should recommend to the Government of Ontario (Ministry of the Solicitor General) that a review of the use of force model be conducted, that the use of force model be renamed the de-escalation model, and that the new model minimize the use of force, especially with people in crisis.

Board Chair Jim Hart’s report titled “Recommendations to the Board Related to Current Events” dated June 17, 2020

MHAAP fully supports the following recommendations in Board Chair Jim Hart’s report. Wording changes to the original report recommended by MHAAP are underlined.

16. The Board’s Anti-Racism Advisory Panel (ARAP) should be made permanent, and a review of the terms of reference for the panel should take place every 3 years in consultation with the Board and ARAP, or when required, where the panel mandate and membership is reviewed and renewed as appropriate. ARAP meetings should be held at minimum on a quarterly basis.
17. The work of ARAP will be informed by Ontario’s *Anti-Racism Act, 2017*, and other governance and guidance documents as appropriate. The definitions and guiding principles contained within the legislation and the associated *Anti-Racism Strategic Plan* will be the starting point of ARAP’s discussions (see Appendix).
18. Mandate of ARAP is to advise TPSB relating to racism, anti-Black racism, and anti-Indigenous racism and policing, including:
 - a. Identifying current issues relating to racism, anti-Black racism, anti-Indigenous racism and policing, including developing and/or recommending policies, strategies and action plans for adoption by the Board;
 - b. Monitoring the implementation of the Toronto City Council’s Action Plan to Confront Anti-Black Racism;
 - c. Monitoring the implementation of the TPSB Race-Based Data Collection, Analysis, and Public Reporting Policy, including reviewing the data analysis; any interventions developed by TPS to address racial disparities should be reviewed by ARAP for feedback and recommendations for enhancement;
 - d. Monitoring the implementation of the Andrew Loku Inquest using the monitoring framework previously developed by ARAP;

- e. Reviewing TPS reports on CEW use and making recommendations for enhancement;
 - f. Monitoring the implementation of Inquest recommendations as appropriate;
 - g. Reviewing the development and implementation of all TPS training and offering recommendations for enhancement, including training on anti-racism; and
 - h. Participating in the community consultation process on the Toronto Police Service's annual budget.
19. ARAP recommends that the new ARAP Co-Chairs be Board Member Mr. Ainsworth Morgan (as the TPSB Co-Chair) and Mr. Anthony Morgan, the Manager of the City of Toronto's Confronting Anti-Black Racism Unit or agreed designate (as the Community Co-Chair), for a term of 3 years from 2020-2023.
20. ARAP should meet with the Board's Mental Health & Addictions Advisory Panel (MHAAP) annually and as needed to share information and recommendations. ARAP and MHAAP should share their meeting minutes and convene a joint meeting when there are issues of mutual interest and significance.
21. ARAP recommends the full implementation of the TPSB Race-Based Data Collection, Analysis, and Public Reporting Policy by January 1, 2021, and recommends that the Toronto Police Service continue ongoing reporting on progress to ARAP, and to the Board at its public meetings, on a quarterly basis.
22. ARAP recommends the full implementation of the recommendations contained in the PACER report by January 1, 2021, and recommends that the Toronto Police Service report on progress to ARAP, as well as to the Board at a public meeting.
23. The Board direct the Chief to:
- a. create a permanent, standalone Ethics, Inclusivity and Human Rights training course that contributes to professional practice in policing in the context of providing policing services to Toronto's diverse communities and populations. This training curriculum will include, among other components: anti-racism; anti-Black and anti-Indigenous racism; bias avoidance; interactions with racialized communities, LGBTQ2S+ communities, and marginalized communities; an understanding of intersectionality; the importance of lived experience in developing understanding and compassionate service delivery; ~~the LGBTQ2S+ community~~; principles of human rights accommodation and disabilities, including mental health and addictions issues, and, ethics in policing. This standalone course will be taken every 2 years by all Members of the Service, civilian and uniform;
 - b. ensure this training is developed and updated based on best practice and through the active engagement of the City of Toronto's Confronting Anti-

Black Racism (CABR) Unit, subject matter experts in anti-racist curriculum design and community representatives with expertise in systemic racism and anti-Black and anti-Indigenous racism, community representatives with experience in addressing discrimination and prejudice against people with mental and addictions issues, and that the City's CABR Unit be requested to provide an independent assessment of the new course curriculum to the Board by October 2020;

- c. make this training mandatory for both new and current Members of the Service, both uniform and civilian;
- d. create and implement a framework to constantly evaluate the efficacy of this training and serve to identify areas for improvement to the training, evaluate the competence of training participants, with reports on the Service's findings and responsive actions provided to the Board semi annually;
- e. make permanent the current anti-Black racism training component of the annual re-training (civilians) and In Service Training Program (uniform) and report back to the Board on opportunities to expand this component;
- f. audit and review all courses to determine how anti-racism training can be incorporated throughout all courses taught at the College, and report to the Board by December 2020 with the findings of this audit and review;
- g. review the current training curriculum for new uniform recruits and special constables, and explore the inclusion of training co-developed and led by members of the community, outside the Toronto Police College, specific to police-community interactions and relations with marginalized communities, youth, and vulnerable populations and report to the Board by December 2020 with an assessment of options; and
- h. funding for the development and implementation of this training should be provided by the Toronto Police Service.

24. The Board's Mental Health and Addictions Advisory Panel (MHAAP) should be made permanent, and a review of the terms of reference for the panel should take place every 3 years in consultation with the Board and MHAAP, or when required, where the panel mandate and membership is reviewed and renewed as appropriate. MHAAP should participate in the community consultation process on the Toronto Police Service's annual budget.

~~MHAAP should meet with the Anti-Racism Advisory Panel as needed to share information and recommendations.~~ MHAAP should meet with the Board's Anti-Racism Advisory Panel (MHAAP) annually and as needed to share information and recommendations. MHAAP and ARAP should share their

meeting minutes and convene a joint meeting when there are issues of mutual interest and significance.

25. The Board, in consultation with its Mental Health and Addictions Advisory Panel, Anti-Racism Advisory Panel and the Toronto Police Service, should:
- a. expand the Mobile Crisis Intervention Team Program on an urgent basis to meet current service demands, and that any expansion be funded from within the current 2020 Toronto Police Service Operating Budget, and given that no allocation was made for this purpose within the current budget, any expenses that cannot be absorbed be allocated to appropriate reserves;
 - b. work with the Government of Ontario, the City of Toronto, community-based mental health and addictions providers, and organizations representing people with mental health and/or addictions issues, and other partners to develop new and enhance existing community based models to mobile mental health crisis intervention service delivery where this intervention is delivered by mental health experts (e.g. trained nurses, social workers, peer workers etc.) and may not necessarily involve police officers unless there are significant safety issues present; and,
 - c. if an alternative mobile crisis intervention model is identified and all partners agree, and the demand for a regular police presence reduces, the Board can identify the funding currently allocated to the Service's Mobile Crisis Intervention Team Program for re-allocation to this alternative model;
 - d. all TPS Officers should be required to receive the five-day Mobile Crisis Intervention Team training, and explore whether alternative training options should be provided, including the Mental Health Commission of Canada's Mental Health First Aid training, Emotional CPR, etc.
26. The Board will consult with its Anti-Racism Advisory Panel and its Mental Health and Addictions Advisory Panel on Recommendations 1 – 4 and consider any input provided on an ongoing basis;
27. The Board direct the Chief to annually provide a line-by-line breakdown of the Toronto Police Service's existing budget at the outset of the Board's annual budget process, and this breakdown should be made publicly available. This line-by-line breakdown should be organized by the Toronto Police Service's individual program areas, functions or services delivered so as to provide maximum transparency to the public as to how public dollars are allocated currently (while not revealing investigative techniques or operations). The Board should also direct the Chief to provide and make publicly available the same line-by-line

breakdown of any new budget requests that are recommended to the Board during the Board's annual budget process;

28. The Board allocate funding from its Special Fund to support enhancements to the public consultation process regarding the annual proposed Toronto Police Service budget, including the involvement of community-based consultation partners and should commence the public consultation process in September 2020; and,

29. The Board direct the Chief to provide a status update regarding the recommendations in The Way Forward, based on what has already been implemented, what remains to be implemented, and what additional recommendations for modernization can lead to more effective and efficient police service delivery. This 'refresh' of The Way Forward should occur on the basis of stakeholder and community consultation that recognizes community safety is a shared societal responsibility.

Appendix

Selected definitions from *Ontario's 3-Year Anti-Racism Strategic Plan*, arising from the *Anti-Racism Act, 2017*, S.O. 2017, c. 15.

Selected Definitions

Anti-Black racism

Anti-Black racism is prejudice, attitudes, beliefs, stereotyping and discrimination that is directed at people of African descent and is rooted in their unique history and experience of enslavement. Anti-Black racism is deeply entrenched in Canadian institutions, policies and practices, such that anti-Black racism is either functionally normalized or rendered invisible to the larger white society. Anti-Black racism is manifested in the legacy of the current social, economic, and political marginalization of African Canadians in society such as the lack of opportunities, lower socio-economic status, higher unemployment, significant poverty rates and overrepresentation in the criminal justice system. (African Canadian Legal Clinic).

Race

Is a term used to classify people into groups based principally on physical traits (phenotype) such as skin colour. Racial categories are not based on science or biology but on differences that society has chosen to emphasize, with significant consequences for people's lives. Racial categories may vary over time and place, and can overlap with ethnic, cultural or religious groupings.

Racism

Refers to ideas or practices that establish, maintain or perpetuate the racial superiority or dominance of one group over another.

Systemic racism

When institutions or systems create or maintain racial inequity, often as a result of hidden institutional biases in policies, practices and procedures that privilege some groups and disadvantage others.

Guiding Principles

A Better Way Forward: Ontario's 3-Year Anti-Racism Strategic Plan targets systemic racism by building an anti-racism approach into the way government develops policies, makes decisions, evaluates programs, and monitors outcomes. It calls for a proactive, collaborative effort from all government ministries and community partners to work toward racial equity.

The plan is comprised of initiatives under four categories: Policy, Research and Evaluation; Sustainability and Accountability; Public Education and Awareness; and Community Collaboration. In addition, there are targeted population-specific strategies. All of these initiatives are informed by the following key guiding principles:

- 1. Systemic focus:** We are focusing on proactively removing systemic barriers and root causes of racial inequities in provincial institutions.
- 2. Whole-of-government, collective impact approach:** We recognize that working with ministries across government — not in silos — is required to address systemic racial inequities.
- 3. Targeted universalism:** We recognize everyone benefits from government's targeted removal of systemic barriers faced by the most disadvantaged communities. Reducing barriers and disparities leads to a better Ontario for everyone.
- 4. Distinctness and intersectionality of racisms:** We acknowledge racism is experienced differently by various racialized groups, and within groups along intersectional lines, including gender identity, creed, class, sexual orientation, history of colonization, etc.
- 5. Inclusive process:** Indigenous and racialized people must be meaningfully engaged. Their perspectives and guidance inform the strategy and government decision-making.
- 6. Transparent, evidence-based approach:** Our approach is evidence-based and driven by measurable goals and outcomes that are tracked and publicly

reported. This is consistent with Ontario's Open Government principles.

Sustainability: We are setting the foundation for long-term government anti- racism efforts.

Appendix G

ARAP Recommendations

July 24, 2020

To: Chair and Members
Toronto Police Services Board

From: Notisha Massaquoi
Uppala Chandrasekera

Co-Chairs, Anti-Racism Advisory Panel (ARAP)

Subject: Recommendations from the Toronto Police Services Board’s Anti-Racism Advisory Panel regarding the Board Chair Jim Hart’s Report titled “Recommendations to the Board Related to Current Events”

The following recommendations were developed through consensus by the Community Members of the Toronto Police Services Board’s Anti-Racism Advisory Panel (ARAP) at a meeting held on the morning of Friday, July 24, 2020, to review and provide feedback on Board Chair Jim Hart’s report titled “Recommendations to the Board Related to Current Events” dated June 17, 2020.

Board Chair Jim Hart’s report titled “Recommendations to the Board Related to Current Events” dated June 17, 2020

ARAP fully supports the following recommendations in Board Chair Jim Hart’s report. Wording changes to the original report recommended by ARAP are wave underlined. Please note that the wording changes to the original report recommended by the Board’s Mental Health & Addictions Advisory Panel (MHAAP) at their meeting on July 23, 2020, are single underlined.

1. The Board’s Anti-Racism Advisory Panel (ARAP) should be made permanent, and a review of the terms of reference for the panel should take place every 3 years in consultation with the Board and ARAP, or when required, where the panel mandate and membership is reviewed and renewed as appropriate. ARAP meetings should be held at minimum on a quarterly basis.
2. The work of ARAP will be informed by Ontario’s *Anti-Racism Act, 2017*, and other governance and guidance documents as appropriate. The definitions and guiding principles contained within the legislation and the associated

Anti-Racism Strategic Plan will be the starting point of ARAP's discussions (see Appendix).

3. Mandate of ARAP is to advise TPSB relating to racism, anti-Black racism, and anti-Indigenous racism and policing, including:
 - a. Identifying current issues relating to racism, anti-Black racism, anti-Indigenous racism and policing, including developing and/or recommending policies, strategies and action plans for adoption by the Board;
 - b. Monitoring the implementation of the Toronto City Council's Action Plan to Confront Anti-Black Racism;
 - c. Monitoring the implementation of the TPSB Race-Based Data Collection, Analysis, and Public Reporting Policy, including reviewing the data analysis; any interventions developed by TPS to address racial disparities should be reviewed by ARAP for feedback and recommendations for enhancement;
 - d. Monitoring the implementation of the Andrew Loku Inquest using the monitoring framework previously developed by ARAP;
 - e. Reviewing TPS reports on CEW use and making recommendations for enhancement;
 - f. Monitoring the implementation of Inquest recommendations as appropriate;
 - g. Reviewing the development and implementation of all TPS training and offering recommendations for enhancement, including training on anti-racism; and
 - h. Participating in the community consultation process on the Toronto Police Service's annual budget.

4. ARAP recommends that the new ARAP Co-Chairs be Board Member Mr. Ainsworth Morgan (as the TPSB Co-Chair) and Mr. Anthony Morgan, the Manager of the City of Toronto's Confronting Anti-Black Racism Unit or agreed designate (as the Community Co-Chair), for a term of 3 years from 2020-2023.

5. ARAP should meet with the Board's Mental Health & Addictions Advisory Panel (MHAAP) annually and as needed to share information and recommendations. ARAP and MHAAP should share their meeting minutes and convene a joint meeting when there are issues of mutual interest and significance.

6. ARAP recommends the full implementation of the TPSB Race-Based Data Collection, Analysis, and Public Reporting Policy by January 1, 2021, and recommends that the Toronto Police Service continue ongoing reporting on progress to ARAP, and to the Board at its public meetings, on a quarterly basis.

7. ARAP recommends the full implementation of the recommendations contained in the PACER report by January 1, 2021, and recommends that the Toronto Police Service report on progress to ARAP, as well as to the Board at a public meeting.
8. The Board direct the Chief to:
 - a. create a permanent, standalone Ethics, Inclusivity and Human Rights training course that contributes to professional practice in policing in the context of providing policing services to Toronto's diverse communities and populations. This training curriculum will include, among other components: anti-racism; anti-Black and anti-Indigenous racism; bias avoidance; interactions with racialized communities, LGBTQ2S+ communities, and marginalized communities; an understanding of intersectionality; the importance of lived experience in developing understanding and compassionate service delivery; ~~the LGBTQ2S+ community~~; principles of human rights accommodation and disabilities, including mental health and addictions issues, and, ethics in policing. This standalone course will be taken every 2 years by all Members of the Service, civilian and uniform;
 - b. ensure this training is developed and updated based on best practice and through the active engagement of the City of Toronto's Confronting Anti-Black Racism (CABR) Unit, subject matter experts in anti-racist curriculum design and community representatives with expertise in systemic racism and anti-Black and anti-Indigenous racism, community representatives with experience in addressing discrimination and prejudice against people with mental and addictions issues, and that the City's CABR Unit be requested to provide an independent assessment of the new course curriculum to the Board by October 2020;
 - c. make this training mandatory for both new and current Members of the Service, both uniform and civilian;
 - d. create and implement a framework to constantly evaluate the efficacy of this training and serve to identify areas for improvement to the training, evaluate the competence of training participants, with reports on the Service's findings and responsive actions provided to the Board semi annually;
 - e. make permanent the current anti-Black racism training component of the annual re-training (civilians) and In Service Training Program (uniform) and report back to the Board on opportunities to expand this component;
 - f. audit and review all courses to determine how anti-racism training can be incorporated throughout all courses taught at the College, and report to the Board by December 2020 with the findings of this audit and review;

- g. review the current training curriculum for new uniform recruits and special constables, and explore the inclusion of training co-developed and led by members of the community, outside the Toronto Police College, specific to police-community interactions and relations with marginalized communities, youth, and vulnerable populations and report to the Board by December 2020 with an assessment of options; and
 - h. funding for the development and implementation of this training should be provided by the Toronto Police Service.
9. The Board's Mental Health and Addictions Advisory Panel (MHAAP) should be made permanent, and a review of the terms of reference for the panel should take place every 3 years in consultation with the Board and MHAAP, or when required, where the panel mandate and membership is reviewed and renewed as appropriate. MHAAP should participate in the community consultation process on the Toronto Police Service's annual budget. MHAAP should meet with the Anti-Racism Advisory Panel as needed to share information and recommendations. MHAAP should meet with the Board's Anti-Racism Advisory Panel (MHAAP) annually and as needed to share information and recommendations. MHAAP and ARAP should share their meeting minutes and convene a joint meeting when there are issues of mutual interest and significance.
10. The Board, in consultation with its Mental Health and Addictions Advisory Panel, Anti-Racism Advisory Panel and the Toronto Police Service, should:
- e. expand the Mobile Crisis Intervention Team Program on an urgent basis to meet current service demands, and that any expansion be funded from within the current 2020 Toronto Police Service Operating Budget, and given that no allocation was made for this purpose within the current budget, any expenses that cannot be absorbed be allocated to appropriate reserves;
 - f. work with the Government of Ontario, the City of Toronto, community-based mental health and addictions providers, and organizations representing people with mental health and/or addictions issues, and other partners to develop new and enhance existing community based models to mobile mental health crisis intervention service delivery where this intervention is delivered by mental health experts (e.g. trained nurses, social workers, peer workers etc.) and may not necessarily involve police officers unless there are significant safety issues present; and,
 - g. if an alternative mobile crisis intervention model is identified and all partners agree, and the demand for a regular police presence reduces, the Board can identify the funding currently allocated to the Service's

Mobile Crisis Intervention Team Program for re-allocation to this alternative model;

- h. all TPS Officers should be required to receive the five-day Mobile Crisis Intervention Team training, and explore whether alternative training options should be provided, including the Mental Health Commission of Canada's Mental Health First Aid training, Emotional CPR, etc.
11. The Board will consult with its Anti-Racism Advisory Panel and its Mental Health and Addictions Advisory Panel on Recommendations 1 – 4 and consider any input provided on an ongoing basis;
12. The Board direct the Chief to annually provide a line-by-line breakdown of the Toronto Police Service's existing budget at the outset of the Board's annual budget process, and this breakdown should be made publicly available. This line-by-line breakdown should be organized by the Toronto Police Service's individual program areas, functions or services delivered so as to provide maximum transparency to the public as to how public dollars are allocated currently (while not revealing investigative techniques or operations). The Board should also direct the Chief to provide and make publicly available the same line-by-line breakdown of any new budget requests that are recommended to the Board during the Board's annual budget process;
13. The Board allocate funding from its Special Fund to support enhancements to the public consultation process regarding the annual proposed Toronto Police Service budget, including the involvement of community-based consultation partners and should commence the public consultation process in September 2020; and,
14. The Board direct the Chief to provide a status update regarding the recommendations in The Way Forward, based on what has already been implemented, what remains to be implemented, and what additional recommendations for modernization can lead to more effective and efficient police service delivery. This 'refresh' of The Way Forward should occur on the basis of stakeholder and community consultation that recognizes community safety is a shared societal responsibility.

ARAP also endorses all of the recommendations that were developed through consensus by the Community Members of the Toronto Police Services Board's Mental Health & Addictions Advisory Panel (MHAAP) at a meeting held on the morning of Thursday, July 23, 2020.

TPS Mental Health & Addictions Strategy

15. First and foremost, MHAAP recommends that the TPS and the Board fully implement the TPS Mental Health and Addictions Strategy by September 30, 2021, which is within two years of the initial launch of the strategy.

Toronto Mobile Crisis Intervention Team (MCIT) Program

16. MHAAP supports the expansion of the MCIT in partnership with existing community-based crisis services in Toronto, including peer support services. The total costs for this expansion should come from the existing TPS budget.
17. At the same time, MHAAP recommends that the Board advocate for, at minimum, an equal amount of additional funding for community-based services – those organizations that provide the relevant resources, services and support to assist individuals with responding to mental health and addictions related issues – to work in collaboration with police crisis services and Ontario Health Teams.
18. The police officers with the MCIT program should wear plainclothes. TPS should consult with service users, front-line workers and TPS members to develop a plan to move to a plainclothes approach for the MCIT police officers.
19. TPS should work with the City of Toronto to develop community-based asset mapping to determine the most effective crisis response models that would work best for Toronto, including the services that currently exist that can support individuals in crisis right now. Information on the outcomes of the existing crisis calls to TPS (by police division, etc.), the outcomes of the crisis calls, as well as the connections between MCIT and other community-based services is needed to determine the most appropriate response for individuals in crisis.
20. Any plans for MCIT expansion should be first presented to MHAAP for feedback and review; and the plan should include a comprehensive plan for routine monitoring, evaluation, benchmarks for success, etc.
21. An expanded MCIT model should build in ongoing case management and/or ongoing supports for the individuals in crisis served by MCIT in partnership with a community-based mental health and addictions service provider, and ensure these individuals are referred to community-based crisis prevention programs and the FOCUS program.
22. The current MCIT Steering Committee should be expanded to include representatives from MHAAP as well as the Board's Anti-Racism Advisory

- Panel (ARAP), Executive Directors/CEOs of community-based mental health and addictions agencies, representative from the City of Toronto's Confronting Anti-Black Racism (CABR) Unit, and people with lived experience of mental health and addictions issues, as well as any other members appointed/selected by the Board, ensuring significant inclusion of peer run organizations. The expanded MCIT Steering Committee should meet quarterly at a minimum.
23. TPS should host quarterly meetings at the division-level with the community-based mental health and addictions agencies within their division to plan for a coordinated approach to crisis response and prevention services and align their strategies with existing community-based planning tables as appropriate.
 24. The MCIT program should ensure that a culturally responsive approach is embedded into the program, consistent with the commitment to equity and anti-racism as outlined in the TPS Mental Health and Addictions Strategy. Individuals that are recruited for the MCIT program, including police officers and health care providers, must have demonstrated ability for anti-racist and anti-oppressive practice, demonstrated skills in human rights related matters, and lived experience of mental health and/or addictions related issues.
 25. MCIT program should continue to collect data on interventions and services provided to inform the quality improvement of program operations:
 - a. This data should be anonymized, aggregated, and made available to the public, through regular reporting to the Board;
 - b. Race-based data collection must be made mandatory for the MCIT program and prioritized for implementation as soon as possible;
 - c. Gender-based data collection should be enhanced beyond gender binary options;
 - d. Outcomes of MCIT interactions should be reported publicly, including when apprehensions are made under the *Mental Health Act*, and whether there are disparities by race using the TPS race-based data collection;
 - e. Outcomes of MCIT interactions should be linked to emergency department data, through the Institute for Clinical Evaluative Sciences, to better understand how apprehensions made under the *Mental Health Act* result in hospital admissions; and
 - f. Data relating to the MCIT program should be reviewed by MHAAP and ARAP prior to public release.

Communication to the Public Regarding Crisis Response Programs

26. TPS should work with the Government of Ontario, City of Toronto, community-based mental health and addictions providers, and people with lived experience of mental health and addictions issues, to develop a low-cost, public, social media campaign to increase awareness about the different

types of crisis response services in Toronto, including police-based models and non-police models, the role of police under the *Mental Health Act*, the use of Form 1 and Form 2 under the *Mental Health Act*, and individuals' rights related to the *Mental Health Act*. Success stories should be showcased as part of this campaign.

Training for All TPS Members

27. Training and education for all TPS members, at minimum on an annual basis, should include education by members of peer-run organizations, including organizations representing people with lived experience of mental health and addiction issues, forming collaborations with Black, Brown, Indigenous, LGBTQ2S+, immigrant and refugee community members skilled in training. Training needs to be relevant to the root causes and consequence of structural violence, systemic and internalized racism and negative stereotyping of, a focus on the impact of intersectionalities, and use of force on, people with mental health and/or addictions issues. All training must be trauma informed.
28. Training must prioritize and emphasize de-escalation. De-escalation is important for safe outcomes involving people in crisis. Training must include members of the communities most often affected by use of force, and funds must be provided by TPS for community members to provide this education.
29. The Board should recommend to the Government of Ontario (Ministry of the Solicitor General) that a review of the use of force model be conducted, that the use of force model be renamed the de-escalation model, and that the new model minimize the use of force, especially with people in crisis.

Appendix to the ARAP Recommendations

Selected definitions from *Ontario's 3-Year Anti-Racism Strategic Plan*, arising from the *Anti-Racism Act, 2017*, S.O. 2017, c. 15.

Selected Definitions

Anti-Black racism

Anti-Black racism is prejudice, attitudes, beliefs, stereotyping and discrimination that is directed at people of African descent and is rooted in their unique history and experience of enslavement. Anti-Black racism is deeply entrenched in Canadian institutions, policies and practices, such that anti-Black racism is either functionally normalized or rendered invisible to the larger white society. Anti-Black

racism is manifested in the legacy of the current social, economic, and political marginalization of African Canadians in society such as the lack of opportunities, lower socio-economic status, higher unemployment, significant poverty rates and overrepresentation in the criminal justice system. (African Canadian Legal Clinic).

Race

Is a term used to classify people into groups based principally on physical traits (phenotype) such as skin colour. Racial categories are not based on science or biology but on differences that society has chosen to emphasize, with significant consequences for people's lives. Racial categories may vary over time and place, and can overlap with ethnic, cultural or religious groupings.

Racism

Refers to ideas or practices that establish, maintain or perpetuate the racial superiority or dominance of one group over another.

Systemic racism

When institutions or systems create or maintain racial inequity, often as a result of hidden institutional biases in policies, practices and procedures that privilege some groups and disadvantage others.

Guiding Principles

A Better Way Forward: Ontario's 3-Year Anti-Racism Strategic Plan targets systemic racism by building an anti-racism approach into the way government develops policies, makes decisions, evaluates programs, and monitors outcomes. It calls for a proactive, collaborative effort from all government ministries and community partners to work toward racial equity.

The plan is comprised of initiatives under four categories: Policy, Research and Evaluation; Sustainability and Accountability; Public Education and Awareness; and Community Collaboration. In addition, there are targeted population-specific strategies. All of these initiatives are informed by the following key guiding principles:

- 7. Systemic focus:** We are focusing on proactively removing systemic barriers and root causes of racial inequities in provincial institutions.
- 8. Whole-of-government, collective impact approach:** We recognize that working with ministries across government — not in silos — is required to address systemic racial inequities.
- 9. Targeted universalism:** We recognize everyone benefits from government's targeted removal of systemic barriers faced by the most disadvantaged communities. Reducing barriers and disparities leads to a better Ontario for everyone.

10. Distinctness and intersectionality of racisms: We acknowledge racism is experienced differently by various racialized groups, and within groups along intersectional lines, including gender identity, creed, class, sexual orientation, history of colonization, etc.

11. Inclusive process: Indigenous and racialized people must be meaningfully engaged. Their perspectives and guidance inform the strategy and government decision-making.

12. Transparent, evidence-based approach: Our approach is evidence-based and driven by measurable goals and outcomes that are tracked and publicly reported. This is consistent with Ontario's Open Government principles.

13. Sustainability: We are setting the foundation for long-term government anti- racism efforts.