2002 ENVIRONMENTAL SCAN

July 2002
Corporate Planning

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I. DEMOGRAPHIC TRENDS

Information based on demographic and social trends provides a basis for good planning, identifying areas where changes are likely to occur. The task is then to relate the population and social changes to possible service needs: what are the implications for current and future decisions regarding the delivery of police service, provisions of programs, allocations of resources, and so on.

HIGHLIGHTS

- According to Statistics Canada census data, the population of Toronto increased 4.0% between 1996 and 2001, from 2,385,421 to 2,481,494, however, population growth in the 905 regions exceeded the growth within Toronto.

- It has been projected that by 2011, four in ten people in Toronto (41%) will be 50 years of age or older, and almost two in ten (18%) will be 65 years of age or older.

- Census data from 1996 (the latest year for which such data is currently available) showed that almost two-thirds (65.9%) of the visible minority population in the Toronto Census Metropolitan Area lived within Toronto itself. Visible minorities represented just over one-third (37.3%) of Toronto's population.

- Use of the Language Line increased 36% between 1997 and 2001. In each year, the most frequently provided language was Chinese. Service through the AT&T Language Line was provided in 53 languages other than English in 2001.

- Toronto received more of the total newcomers to Canada in 2001 (42.0%) than in 1997 (35.4%). The number of newcomers to Toronto in 2001 was 15.1% greater than the number in 2000, and 41.0% greater than the number five years ago in 1997. Just under one-third of the newcomers to Toronto between 1997 and 2001 were children or youth and the greatest number of newcomers to Toronto in each of the past five years have come from Asia. The proportion of newcomers to Toronto unable to speak either English or French increased from 38.0% in 1997 to 46.8% in 2001.

A. TORONTO AND GREATER TORONTO AREA POPULATION

According to Statistics Canada census data, the population of Toronto increased 4.0% between 1996 and 2001, from 2,385,421 to 2,481,494.[1] However, census data also showed that population growth in the outer regions (Durham, Halton, Peel, York) between 1996 and 2001 surpassed the growth in Toronto: the population outside Toronto grew between 10.4% and 23.0% (Figure 1.1). The total population of the Greater Toronto Area (GTA) grew by 9.8% to 5,081,826 in 2001.[2]

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[1] Census data from the Statistics Canada website (www.statcan.ca).
[2] The Greater Toronto Area consists of Toronto, Durham, Halton, Peel, and York.

Population and Growth - 1996 and 2001
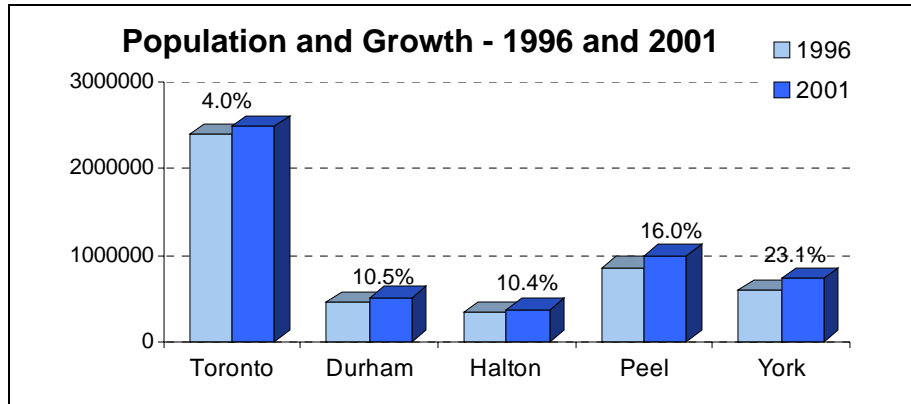
Figure 1.1   Source: Statistics Canada

Population growth in the outer regions of the GTA was such that for the first time, population in the 905 area was greater than the population of Toronto – as of 2001, Toronto now accounts for less than half of the GTA population (Figure 1.2). The population of the GTA is predicted to grow by about 2.6 million people over the next 30 years. To ensure that Toronto remains a vibrant and dynamic centre to the GTA, Toronto's Official Plan, now being developed, is a strategy to encourage and accommodate growth within the City boundaries.[3]
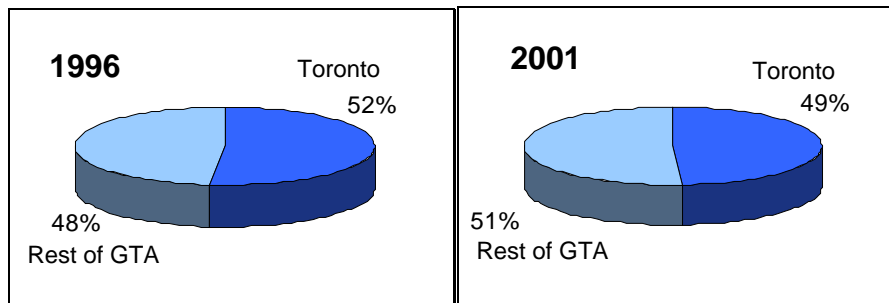
Figure 1.2   Source: Statistics Canada

While the growing communities surrounding Toronto are becoming more self-contained, they remain far from the main centres of employment, entertainment, and education within the city. This will put increasing pressure on transportation networks, contributing to greater congestion, pollution, and parking problems for the foreseeable future, affecting quality of life within the City. The transient daytime population (commuters, tourists, visitors for entertainment purposes, etc.), which also makes use of police services but is not captured in resident population statistics used in crime rate and workload analyses, can also be expected to grow.

With regard to divisional population, the divisions in the east end of the City, 41 and 42 Divisions, continued to have the largest populations (Figure 1.3). According to Paul Bedford, Chief Planner for Toronto, most future development within the City is expected to take place

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[3] Toronto Plan Directions Report, October 2000 and Toronto Plan – A Land Use Strategy for Toronto, June 2001, both by the City Planning Division, Urban Development Services.

within the downtown core and along main avenues, such as Yonge Street and Sheppard Avenue.[4] Increased numbers of townhouse and condominium units will mean increases in the residential populations and demands for service in the divisions incorporating these main growth areas, in particular, 52, 53, and 32 Divisions.

Estimates of Divisional Population - 2001
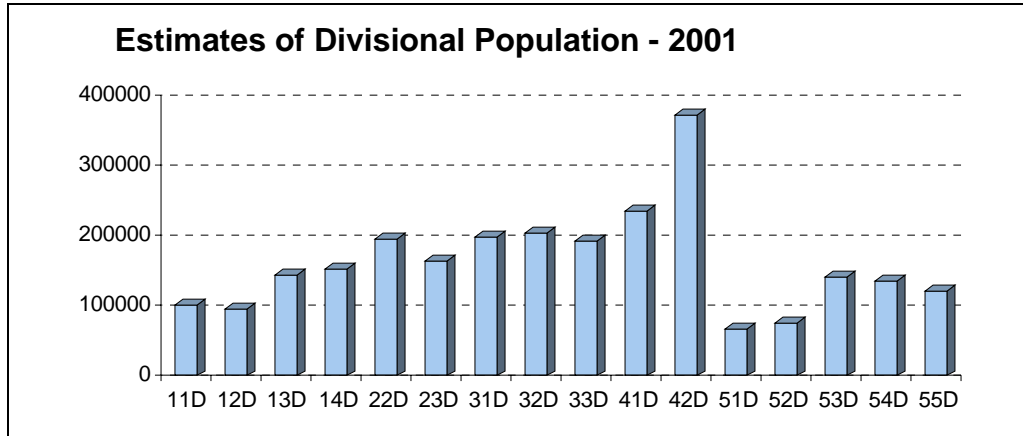
Figure 1.3   Source: Statistics Canada/Toronto Urban Development Services

B. AGE STRUCTURE OF THE POPULATION

Age is a strong predictor of human behaviour and awareness of the age structure of the population not only provides context for current behaviours and trends, but also allows some forecast of future behaviours and trends.

Examination of Toronto's population by age shows clearly the trend toward an ageing population (Figure 1.4). It is projected that by 2011, four in ten people in Toronto (41%) will be 50 years of age or older, and almost two in ten (18%) will be 65 years of age or older. Statistics Canada has projected that by 2016, seniors will outnumber children in Canada.

Toronto - Estimated/Projected Population by Age
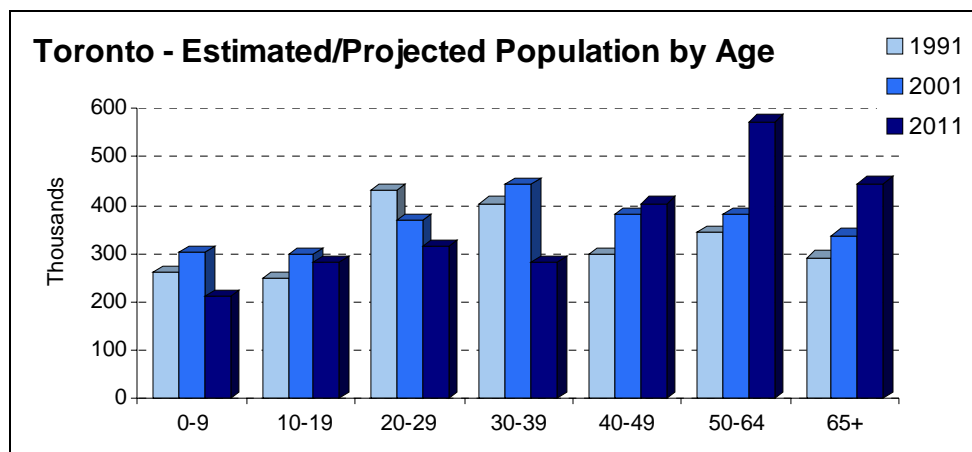
Figure 1.4   Source: Toronto Urban Development Services
                                              /Ont. Ministry of Treasury & Economics

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[4] From presentation during Environmental Scan consultation, January 22, 2002.

The ageing of the population could have a significant effect on crime, victimisation patterns, and the types of demands made of police. For example, there is a great potential for both white-collar crime, especially fraud, and elder abuse to increase. Fraud has, in fact, increased over the past few years: 3% between 1999 and 2000, and 10% between 2000 and 2001. Due to database limitations, how many of the victims of these frauds were elderly is not known at this time. The Police Service must continue to ensure that it is prepared to deal with an increase in fraud over the next decade or so. It must also ensure that adequate resources are allocated and training provided to officers so that they have the knowledge and technology they need to understand and investigate these crimes.

Even should overall crime rates decline, with an ageing population, demands on police may not decrease. A study by the federal Ministry of the Solicitor General found that to increase feelings of safety and security, seniors wanted police to be more visible on the streets, to be more accessible, to be more a part of the community, and wanted to be able to call on them when afraid.[5] These stated needs are very much in line with the aims of community policing; therefore, as police services become more community-oriented, some increased feeling of security on the part of seniors should result.

With regard to providing services to older adults, police must increase their knowledge of other services in the community – they will then be more able to provide referrals, since seniors may think of police as their only source of help. Police must work in partnership with the media, service agencies, and government to develop and disseminate crime prevention and safety information, and to reduce fears associated with reporting elder abuse. And, police training programs must be reviewed to ensure that officers are well informed about the realities of ageing and the fears, needs, and strengths of seniors.

One of the aspects of ageing that officers should be familiar with is that as people live longer, they are more prone to the mental illnesses that strike with old age. Given the expected increase in the number of older seniors living in Toronto, there will be implications for the services police are requested to provide, the types of calls received, and police training.

As discussed in the chapter on Police Resources, the ageing of the population also has implications for the recruitment and retention of Service members. While ageing Service members are and will continue to be eligible for retirement in increasing numbers, with proportionally fewer young people in the population, competition for hiring will continue to be great.

The growing number of seniors will also mean an increasing demand for caregivers, particularly children as ageing parents require increased care. And, this responsibility will probably particularly affect women. In 1996, 61% of those caring for seniors (family or friends) were women; women also spent much more time each week than men on care-related tasks.[6] More than two-thirds of informal caregivers were between 30 and 59 years of age. This increased need for caregiving may mean that many people with appropriate abilities will not be able to reach their full potential in their chosen field of work, including those in the Police Service, due to lack of time and energy. It may also mean increased absence from work and increased tension within families. The Service must be prepared for a potential increase in elder

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[5] Kinnon, D. & MacLeod, L. **Police and the Elderly: Evolving Implications in an Aging Society**. Ministry of the Solicitor General of Canada, 1990.

[6] Frederick, J.A. & Fast, J.E. *Eldercare in Canada: Who does how much?* **Canadian Social Trends**, No. 54, Autumn 1999.

abuse, and, internally, must ensure that support and systems are available for Service members caring for elderly parents.

Also somewhat evident in Figure 1.4 is the 'baby-boom echo' currently being experienced. In Toronto, the impact of this 'echo' has been offset somewhat by the relatively high immigration levels into the City. Given that the mid-teen to late twenties tend to be the crime-prone years, crime may begin to increase again as the children of the baby-boomers, the baby-boom echo generation, move into the age groups most associated with the commission of crime. Youth crime trends are discussed in greater detail in Chapter III.

C. POPULATION COMPOSITION

One of the factors that makes Toronto such a vibrant and dynamic city is its striking ethnic and racial diversity. According to Statistics Canada, the Toronto Census Metropolitan Area (CMA) has the highest concentration of visible minorities and immigrants in Canada, making it the nation's most diverse CMA.[7] Census data from 1996, the latest year for which such data is currently available, showed that almost two-thirds (65.9%) of the visible minority population in the Toronto CMA lived within Toronto itself. Visible minorities represented over one-third (37.3%) of Toronto's population.[8] The composition of the Toronto population as of the 1996 census is shown in Figure 1.5.

Population Composition Toronto 1996 Census

Black
SoutheastAsian.
SouthAsian
Japanese
Chinese
Korean
Filipino
Arab/WestAsian
LatinAmerican
Other Visible Minority
Not "Visible Minority"
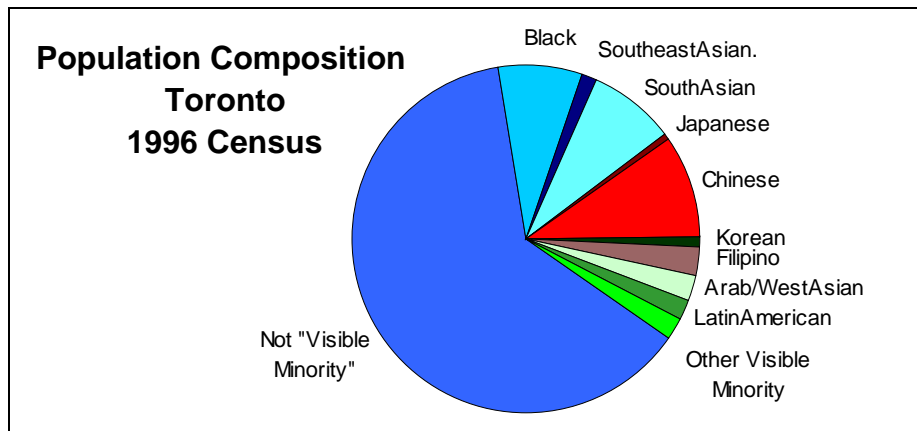
Figure 1.5   Source: Statistics Canada

The visible minority population is expected to continue to grow over the next few decades, as a result of high levels of immigration from non-European countries and a relatively

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[7] The Toronto Census Metropolitan Area extends from Ajax to Oakville, and north to Newmarket, and includes the following municipalities: Ajax, Aurora, Bradford, West Gwillimbury, Brampton, Caledon, East Gwillimbury, East York, Etobicoke, Georgina, Georgina Island 33, Halton Hills, King, Markham, Milton, Mississauga, Mono, New Tecumseh, Newmarket, North York, Oakville, Orangeville, Pickering, Richmond Hill, Scarborough, Toronto, Uxbridge, Vaughan, Whitchurch-Stouffville, and York.

[8] Census data from Statistics Canada's website (www.statcan.ca), March 13, 2000. Information from the 2001 census on population composition was not available at the time of writing.

young visible minority population.[9] With the majority of this visible minority population expected to continue to live in Ontario, Toronto "will likely become increasingly differentiated from other regions of Canada in terms of cultural diversity and the presence of visible minorities."[10]

Such diversity within the population being served presents both opportunities and challenges for the Toronto Police Service. Opportunities, for example, relating to the potential for recruitment, volunteers, and community partnerships. And, challenges such as the need to ensure that officers are aware of different cultures and sensitivities, and language barriers which could hinder crime prevention, information dissemination, and ability to access services. The Police Service must work to ensure that members of all communities in Toronto feel they are treated professionally and fairly.

Use of the AT&T Language Line assists Service communications operators at the 9-1-1 centre to manage calls for service from citizens who do not speak English, and allows field officers to contact on-line telephone interpreters if required to communicate with citizens who attend the divisions or persons in custody. Use of the Language Line increased 36% between 1997 and 2001, while the average cost per call increased about 13% (Table 1.1). Calls lasted, on average, about 6 minutes in each year. In each year, the most frequently provided language was Chinese, generally followed by Spanish and Vietnamese. Service through the AT&T Language Line was provided in 53 languages other than English in 2001.

Table 1.1
AT&T Language Line

	1997	1998	1999	2000	2001
Total Number of Calls	1,998	2,626	2,664	2,578	2,712
Average Minutes per Call	6.03	5.90	5.34	6.12	6.14
Average Cost per Call	$24.32	$26.61	$23.83	$27.32	$27.41

D. IMMIGRATION AND REFUGEES

According to data provided by the Ministry of Citizenship and Immigration Canada, Toronto received more of the total newcomers to Canada in 2001 than in 1997. In 1997, Toronto received 35.4% of newcomers to Canada; in 2001, this proportion increased to 42.0%. Almost three-quarters of the newcomers to Ontario came to Toronto (70.8%).   The number of newcomers to Toronto in 2001 was 15.1% greater than the number in 2000, and 41.0% greater than the number five years ago in 1997 (Figure 1.6).

Also shown in Figure 1.6, just under one-third of the newcomers to Toronto between 1997 and 2001 were children or youth, 18 years of age or younger. In 1997, 29.9% of all immigrants and refugees were young people; in 2001, 29.6% were young people.

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[9] Chard, J. & Renaud, V. *Visible Minorities in Toronto, Vancouver and Montréal*, **Canadian Social Trends**, No.54, Autumn 1999.
[10] Ibid, p.25.

Newcomers to Toronto 1997-2001
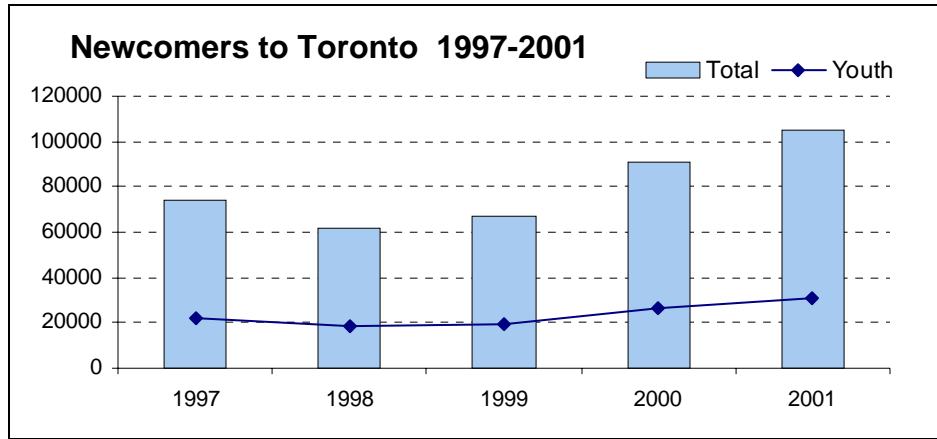
Figure 1.6   Source: Ministry of Citizenship and Immigration Canada
'Newcomers' include all immigrants and refugees.

As can be seen in Figure 1.7, the greatest number of newcomers in each year have come from Asia, followed by Europe. Newcomers from Asia accounted for 69.4% of newcomers in 1997, increasing to 71.4% in 2001. In contrast, the proportion of newcomers arriving from each of the other areas of last permanent residence either remained about the same or decreased over the same period.

Newcomers to Toronto by Last Permanent Residence 1997-2001
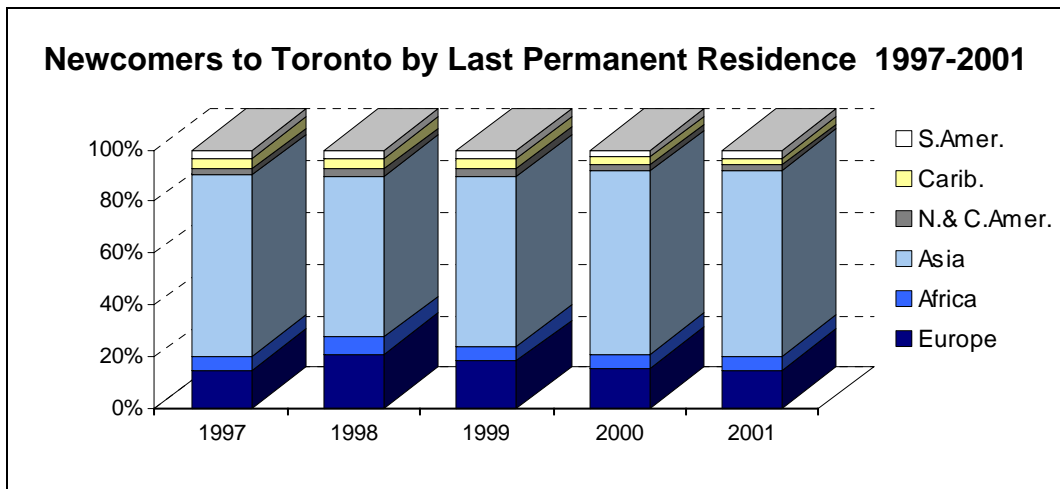
Figure 1.7   Source: Ministry of Citizenship and Immigration Canada
'Newcomers' include all immigrants and refugees.

Fourteen of the countries from which the largest number of newcomers arrived in 1997 were also major sources of newcomers to Toronto in 2001 (Table 1.2). China, India, and Pakistan were among the top five sources of newcomers in both years.

Table 1.2
Major Sources of Immigrants and Refugees to Toronto
1997 & 2001

1997	2001
Hong Kong	China*
China	India*
Pakistan	Pakistan*
India	Philippines*
Iran	Rep. of Korea*
Sri Lanka	Sri Lanka*
Philippines	United Arab Emirates*
Taiwan	Iran*
Saudi Arabia	Bangladesh*
United Arab Emirates	Saudi Arabia*
Russia	Roumania*
Jamaica	Russia*
Roumania	Ukraine
Bangladesh	Jamaica*
Rep. of Korea	Israel
United States	United States*
	Afghanistan
	England
	Albania
	Guyana

Source: Ministry of Citizenship and Immigration Canada
These countries were sources of newcomers to Toronto in both 1997 and 2001. Hong Kong and Taiwan were the only countries from 1997 not included in 2001.
Note: There were more than 1,000 immigrants & refugees from each of the above countries of last permanent residence. The table is arranged in descending order, with the first country the source of the most newcomers.

Toronto's newcomers in both years came mainly from Asia, Southeast Asia, the Middle East, and Eastern Europe, and it is expected that these areas will continue to be major sources of immigrants and refugees. It should also be noted, however, that predictions in the mid-1990s suggested that migration from both Latin America and Africa would increase in the early years of the new millennium.[11]

Some awareness of the diversity of the populations being served is important to the provision of policing services. Many newcomers to Toronto have had political and economic experiences that are quite different from what is common in many Canadian cities. As was noted during public consultations for this *Scan*, newcomers may also bring different family role expectations and different experiences with and attitudes toward the police. Knowledge of where newcomers to Toronto have come from will assist in the planning for community liaison, officer training programs, community information/public education programs, and so on. It should also be noted, however, that the data provided here represent area of last permanent residence only, and do not identify communities which are defined by a common language rather than as coming from a particular geographic area.

While a large proportion of newcomers to Toronto between 1997 and 2001 were able to speak English, this proportion decreased steadily from 59.5% in 1997 to 50.3% in 2001. In

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[11] Foot, D. & Stoffman, D. **Boom, Bust, & Echo**. Toronto: Macfarlane Walter & Ross, 1996, p.192.

contrast, the proportion of newcomers to Toronto unable to speak either English or French increased from 38.0% in 1997 to 46.8% in 2001.

As shown in Figure 1.8, the ability of newcomers to speak either English or French varied with age. In particular, in each year examined, those 18 years of age and younger were less likely able to speak English or French than those 19 years of age and older. The proportion of those able to speak either official language decreased for both age groups over the five year period.

Official Language Ability of Newcomers to Toronto by Age
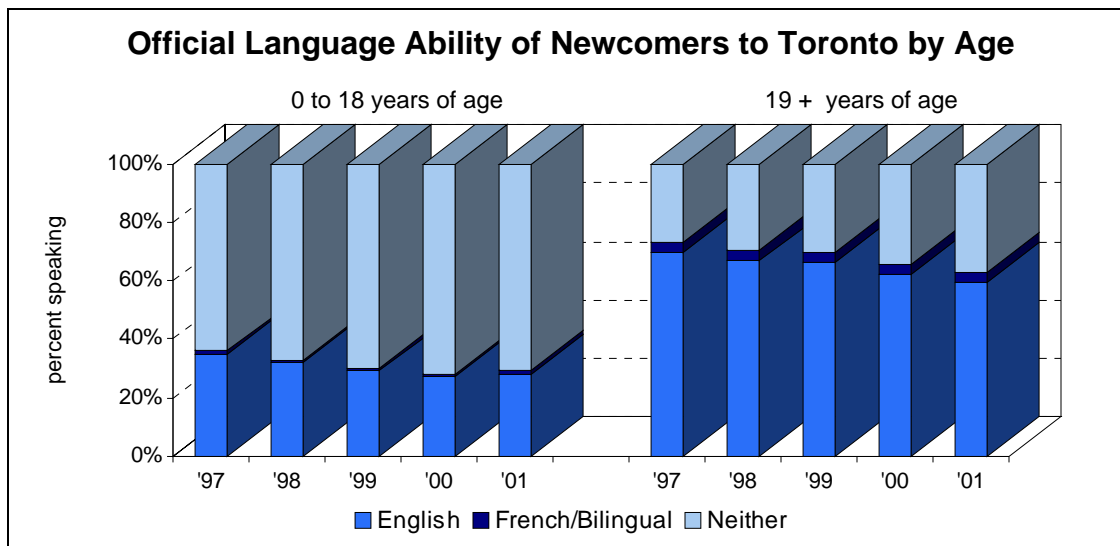
Figure 1.8   Source: Ministry of Citizenship and Immigration Canada

The almost five in ten newcomers to Toronto in 2001 who spoke neither official language continue, in particular, to have implications for all public services. People unable to speak either official language may have difficulty accessing, using, or perhaps even knowing about, public services, including police services. That many of those who are not able to speak English are young people is important to note. The Police Service must make a special effort to ensure that programs delivered to schools and youth outreach initiatives are accessible and understandable to all young people. Officers must also be aware that some young people may not speak English and take care to ensure that these young people, if stopped or arrested, understand both their situation and their rights.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

• In general, while the growing surrounding municipalities are becoming more self-contained, Toronto remains the main centre of employment, entertainment, and education. This puts pressure on transportation networks and contributes to congestion, pollution, and parking problems. These problems in turn give rise to additional concerns, such as aggressive driving and increasing frustration among drivers, cyclists, and pedestrians. The Service must continue to focus efforts and resources on the safe and efficient flow of traffic within the City.

- The ageing of the population could have a significant effect on crime, victimisation patterns, and the types of demands made of police. For example, there is the potential for white collar crime, especially frauds, to continue to increase. Also, given the mental and physical debilities that can strike with old age, and that seniors may see the police as their only source of help, there may be an increase in calls to the police for assistance. The Service should ensure it is prepared to deal with these potential service demands.

- With an increase in the number of seniors, it can be expected that an increased number of people, particularly women, will be responsible for caring for ailing, elderly parents, in addition to their own family and/or work responsibilities. This may mean that many people with appropriate abilities will not be able to reach their full potential in their chosen field of work, including those in the Police Service, due to lack of time and energy; it may also mean increased absence from work and increased tension within families. The Service must be prepared for a potential increase in elder abuse, and, internally, must ensure that support and systems are available for Service members caring for elderly parents.

- The diverse population of Toronto presents both opportunities and challenges for the Police Service. The Service must take advantage of the opportunities, for example those relating to the potential for recruitment, volunteers, and community partnerships. And must ensure that it is prepared to meet the challenges, such as the need to ensure that officers are aware of different cultures and sensitivities, and of language barriers which could hinder crime prevention, information dissemination, and ability to access services.

- With the diversity of ethnic and cultural groups within Toronto, the Service must continue to develop or be involved in initiatives directed towards enhancing relations between the public and the police.

- The almost five in ten newcomers to Toronto who spoke neither official language in 2001 continue to have implications for all public services. People unable to speak either official language may have difficulty accessing, using, or perhaps even knowing about, public services, including police services. The Police Service should ensure that information about policing services is available and accessible in as many different languages as possible.

- Since many of the newcomers who are not able to speak English are young people, the Police Service must make a special effort to ensure that programs delivered to schools and youth outreach initiatives are accessible and understandable to all young people. Officers must also be aware that some young people may not speak English and take care to ensure that these young people, if stopped or arrested, understand both their situation and their rights.

II. CRIME TRENDS

The nature and extent of crime are social indicators of the safety and security of the public and are often used for the evaluation of effectiveness of policies and programs to reduce crime. In policing, a significant portion of police activity is spent in the prevention and detection of crime and the apprehension of offenders. Information about changing crime patterns or types of offenders allows Police Service members to develop strategies to address changing problems, make rational decisions, and plan activities according to, or in anticipation of, crime-related trends. Analysis of crime trends by specific areas is a vital component of community policing in terms of deriving feasible operational strategies and measuring the impact of change.

HIGHLIGHTS

- In 2001, a total of 200,825 non-traffic Criminal Code offences occurred in Toronto, representing a 2.8% increase over 2000 and the first increase after eight consecutive annual drops. However, over the past five years, total crimes decreased 13.1%.

- Increases were noted for all major offence categories, including a 4.0% increase for violent crime, a 2.1% increase for property crime, and a 3.2% increase for other Criminal Code offences.

- Robberies increased 5.2% in 2001 compared with 2000, the first increase after decreases for five consecutive years, but still a 10.7% decrease from 1997. There were also increases in muggings, swarmings, and home invasions, but decreases in bank and financial institution robberies and vehicle jackings.

- Crimes most affecting community quality of life showed a mixed picture of change. Crimes that were affected more by enforcement, such as prostitution, drugs, and Consume Liquor in Public Place, had decreases in 2001, while mischief, vehicle thefts, thefts from vehicle, and break & enters showed slight to moderate increases.

- In 2001, an average of 77.4 non-traffic Criminal Code offences occurred for every 1,000 population, of which 14.4 were violent crimes, 38.2 were property crimes, and 24.8 were other Criminal Code offences. These rates were slight increases when compared with 2000, but were decreases from 1997, except for violent crime.

- While most (70%) of the sexual and non-sexual assaults involved suspects known to the victims, there is indication that the proportion of strangers as suspects increased for sexual assaults. The proportion of strangers as suspects for non-sexual assaults remained unchanged.

- The proportion of cases involving spouses showed a trend of slow decrease for non-sexual assaults since 1993. The proportion of cases involving other family members decreased for sexual assaults, but was a slight increase for other assaults.

- Over the past five years, the proportion of cases involving the use of weapons decreased for both robbery and non-sexual assaults. The proportion of robberies involving, in particular, the use of firearms also decreased slightly.

- Despite the recent decrease in number of recorded drug offences and arrests, information published by the Centre for Addiction and Mental Health indicated that illicit drug use has not changed much over the past two years.

- There was a slight decrease in number of persons arrested/charged for Criminal Code offences in 2001, but the number of persons arrested/charged for violent crimes reached the highest point of the past five years. Males in the younger age groups continued to have the highest arrest rates.

- While the proportion of females in the total arrest population remained low, the arrest rates for females in the older age groups increased, particularly for violent crime.

- Relative to 17 Canadian cities of 'comparable' population size, in 2000, the crime rate in Toronto ranked below middle (eleventh) in overall crimes, and ranked sixth and fourteenth in violent crimes and property crimes, respectively. Between 1996 and 2000, Toronto had the third largest decrease for both the overall crime rate and the property crime rate, and the fourth largest increase in the violent crime rate. Toronto also had the third smallest increase in the per capita cost among the 16 cities that had an increase.

A. NATIONAL CRIME TRENDS

The national crime rate in 2000, based on police data, fell for the ninth consecutive year, and was the lowest rate seen since 1978.[12] However, the 2000 crime rate was still 47% higher than the crime rate of 30 years ago. The decrease in the crime rate was driven by a 5% drop in the property crime rate, including a 9% drop in the rate for break & enters and a 2% drop in the rate for motor vehicle theft. The violent crime rate, after seven straight years of decline, increased by 3% in 2000, including a 5% increase for the rate of assaults and an 11% increase for the rate of attempted murder. The rate for robberies, however, declined by 7%. The rate for both homicide and sexual assaults remained stable.

Changes in the rates for other crimes include a 1% decrease for Criminal Code traffic crimes, 5% decrease for weapons offences, 4% increase for mischief, 9% increase for drug offences, 14.2% increase for disturbing the peace, 7% increase for arson and 5% increase for prostitution. Of the total number of non-traffic Criminal Code incidents, 13% were violent crimes, 53% were property crimes, and the remaining 34% were other offences.

While it is generally believed that the crime rates in the United States are higher than those of Canada, it is of some reference value to actually outline the differences. The

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[12] Analysis in the first two paragraphs of this section is based on: Logan, R. *Crime Statistics in Canada*, *2000,* **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 21(8), July 2001.

comparison between Canada and the United States (US), based on 2000 data, on comparable crime types (similarly defined) shows the following findings:[13]

- The US in general has much higher rates for violent crime, while Canada generally has higher rates of property crime.
- Despite differences in crime rates, trends in crime between the two countries have been similar over the past twenty years.
- Homicide rate is three times higher in US (5.5 per 100,000 population) than in Canada (1.8 per 100,000 population).
- Aggravated assault rate is more than double in the US (324 per 100,000 population) compared with Canada (143 per 100,000 population).
- Robbery rate is 65% higher in US (145 per 100,000 population) than in Canada (88 per 100,000 population).
- Canada's break & enter rate (954 per 100,000 population) is 31% higher than the rate in the US (728 per 100,000 population).
- Canada's motor vehicle theft rate (521 per 100,000 population) is 26% higher than the rate in US (414 per 100,000 population).
- Theft rate is 11% higher in the US (2,475 per 100,000) than in Canada (2,224 per 100,000).
- Arson rate is 41% higher in Canada (45 per 100,000) than in the US (32 per 100,000).

B. INTERPRETATION OF POLICE-REPORTED CRIME DATA

There has been argument that the decline in number of police-reported crimes may not be indicative of the real crime picture. There is a general understanding that official crime statistics do not cover all the crimes that have occurred. It has been recognised that the following factors, in addition to the dynamics that determine the level of criminal activities, can influence official crime statistics:

- reporting by the public to the police;
- reporting by police to the CCJS;
- changes in legislation; and
- changes in policies or enforcement practices.

Other exogenous and endogenous factors, such as the need to address the issue of terrorism after the September 11th, 2001, attack and the diminishing ability of the police to detect, investigate, and take reports of less serious crimes due to dwindling resources resulting from persistent budget constraints, also have an impact on official crime statistics.

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[13] Gannon, M. *Crime Comparisons Between Canada and the United States*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 21(11), Dec. 2001.

C. LEVEL OF CRIME AND POLICE RESOURCES

There are controversies regarding the implication of changes in the level of crime for resource requirements for policing. There are critiques that while increase in crime would provide justification for increasing policing resources, decrease in crime should be construed as an indication that fewer policing resources are required because of a decreased workload. Typically, this reasoning is solely based on reactive policing, when police are simply reacting to crime and emergencies. It is less applicable to proactive community policing, when prevention of victimisation and improvement of quality of life for the community are among the goals of policing. The Toronto Police Service is among the major police services in North America having adopted community policing as the framework for service delivery.

Another concern related to police workload is the impact of initiatives and changes in legislation on law enforcement, investigation of crimes, justice administration, and freedom of information. Intuitively, many of these changes and new responsibilities to be taken up by the police imply more work for the police.[14]

These changes may also require more time to process an investigation because of the added requirements to comply with under the law. National court statistics revealed that despite a decline in the number of cases heard in adult criminal court, there was an increase in more complex multiple-charge cases which required more court appearances and thus more time to process.[15] The increased time required of officers to prepare more complex multiple charge cases and the need for more court appearances will negatively impact on police resources.

Thus, when there is a decrease in number of criminal occurrences, police workload or officer time required for police work may not have decreased, and may, on the contrary, have increased. More systematic study on the demands on police resources/time is required in order to shed light on the impact of existing programs and legislative changes on police resource requirements. Given the sensitivity and impact of such studies on police resource requirements, it probably is an initiative more appropriate for agencies that are perceived to have the objectivity and independence for undertaking such a study, such as the Canadian Centre for Justice Statistics of Statistics Canada.

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[14] The *1998 Environmental Scan* had a detailed analysis of the implications of the changes in legislation and new initiatives on police workload, under the chapter on Legislative Impacts, pp.160-173. Many of these changes will or already have imposed additional work requirements on the police, whether it be actual work or training required. Examples include the Feeney Amendment on search warrants; the Firearms Safety Act requiring background checks and spousal notification before firearms ownership licence is issued; the Campbell Report for greater sharing of information and enhanced training for investigators; the Kaufman Inquiry (on the wrongful conviction of Guy Paul Morin) recommendation for enhanced police training and practices relative to criminal investigation; the likely higher demand on youth crime policing from the youth justice renewal strategy of the federal government; and the new Adequacy and Effectiveness of Police Services Regulations under the *Police Services Act*, requiring the police to deliver the defined services at specified levels.

[15] *The Justice Factfinder 1998*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(4), June 2000, pp.7-8.

D. NUMBER OF CRIMES IN TORONTO

In 2001, a total of 200,825 non-traffic Criminal Code offences occurred in Toronto, which was a 2.8% increase over 2000.[16] This is the first increase after eight consecutive annual drops. Figure 2.1 shows the number of reported non-traffic Criminal Code offences by year since 1980.

Non-Traffic Criminal Code Offences By Year
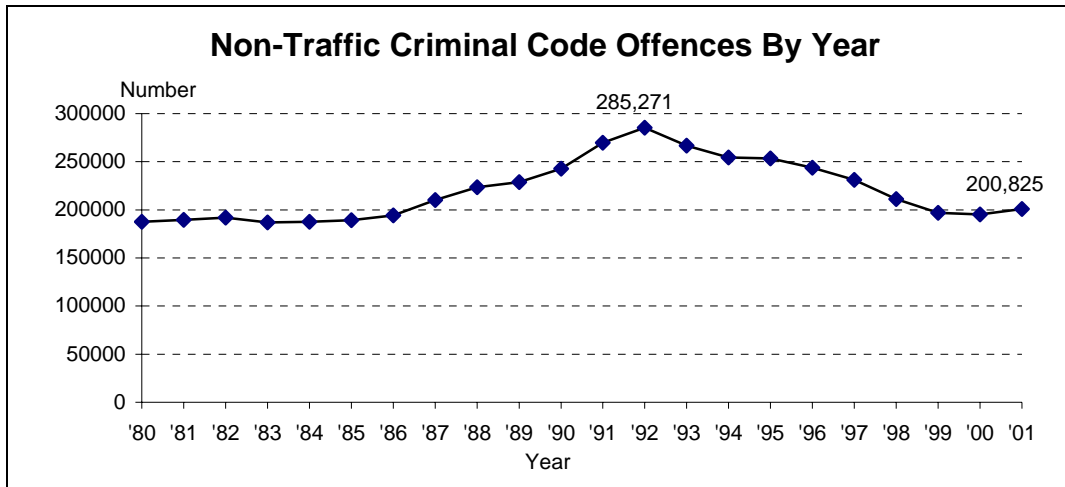
Figure 2.1   Source: TPS Database

Table 2.1 shows changes in the number of reported crimes broken down by detailed offence categories. Between 2000 and 2001, increases were noted for all major offence categories, including a 4.0% increase for violent crime, a 2.1% increase for property crime, and a 3.2% increase for other Criminal Code offences. Over the past five years, non-traffic Criminal Code offences decreased 13.1%, with a 25.9% drop for property crimes, a 7.6% increase for violent crimes, and a 2.9% increase for other Criminal Code offences. While property crime still made up about half of the total number of crimes, over the years, its proportion has dropped while that for violent crime has increased.

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[16] The accurate count of the total number of Criminal Code traffic offences was not possible at the time of this report due to system problems. Criminal Code traffic offences, constituting about 9% of the total number of Criminal Code offences, were, therefore, excluded for the sake of fair comparison with previous years.

Table 2.1
Criminal Code Offence Groups: % Change in Number of Offences and
% of Total Non-Traffic Criminal Code Offences

Crime	% Change in No. of Offences		As a % of Total Non-Traffic CC Offences				
	2000-2001	1997-2001	1997	1998	1999	2000	2001
Homicide and Attempts	-13.1	-13.1	0.1	0.1	0.1	0.1	0.1
Abduction	23.7	13.2	0.2	0.2	0.2	0.2	0.3
Sexual Assault	0.1	-3.9	1.0	1.0	1.1	1.1	1.1
Sexual Offences	2.8	-6.4	0.2	0.2	0.3	0.2	0.2
Major Non-sex Assault	6.3	8.6	2.7	2.8	3.1	3.2	3.3
Minor Non-sex Assault	3.3	14.3	8.4	9.3	9.5	11.0	11.0
Purse Snatching	-9.4	-36.2	0.2	0.2	0.3	0.2	0.2
Robbery- Bank & Financial Inst.	-29.5	-61.3	0.2	0.2	0.2	0.1	0.1
Robbery- Other	8.3	-3.8	2.0	2.1	2.2	2.1	2.2
Total Violent Crimes	4.0	7.6	15.0	16.1	16.8	18.3	18.6
Motor Vehicle Theft	0.4	-16.7	7.2	7.1	7.4	7.1	6.9
Other Vehicle Theft	5.1	1.6	0.1	0.1	0.1	0.1	0.1
Other Thefts	1.2	-30.1	34.4	31.4	30.1	28.1	27.6
Possess of Stolen Property	1.4	-10.6	2.6	3.1	3.2	2.7	2.7
Fraud	10.2	-3.7	3.6	3.7	3.6	3.7	4.0
B & E Apartments	-1.6	-13.8	1.7	1.7	1.7	1.8	1.7
B & E Houses	0.7	-38.4	4.6	4.5	4.1	3.3	3.3
B & E Commercial Bldgs	8.9	-28.2	3.6	3.4	3.1	2.8	3.0
B & E- Other	21.7	188.6	0.0	0.0	0.0	0.0	0.1
Total Property Crimes	2.1	-25.9	57.9	55.0	53.3	49.7	49.4
Other CC Offences	3.2	2.9	27.1	28.9	29.8	31.9	32.1
*Total CC Less Traffic	2.8	-13.1	100.0	100.0	100.0	100.0	100.0

The number of Criminal Code traffic offences continues to be under-counted due to problems experienced with the information system. Since the continued systems problems prevent an accurate count of Criminal Code traffic offences, they have been excluded from the above analysis. The total Criminal Code offences with and without the under-counted traffic offences are provided below.

Total Criminal Code
1997: 234,811
1998: 214,933
1999: 200,682
2000: 199,364
2001: 205,680

Total Non-Traffic Criminal Code
1997: 230,993
1998: 211,297
1999: 196,880
2000: 195,362
2001: 200,825

Source: TPS Offence Database

E. RATES FOR COMPARISONS

In terms of number of crimes per 1,000 population, the trend of decrease seen since the peak in 1992 appears to have levelled off. In 2001, an average of 77.4 non-traffic Criminal Code offences occurred per 1,000 population, of which 14.4 were violent crimes, 38.2 were property crimes, and 24.8 were other non-traffic Criminal Code offences. All these rates represented slight increases over 2000 (Figure 2.2).

Crime Rate per 1,000 Population
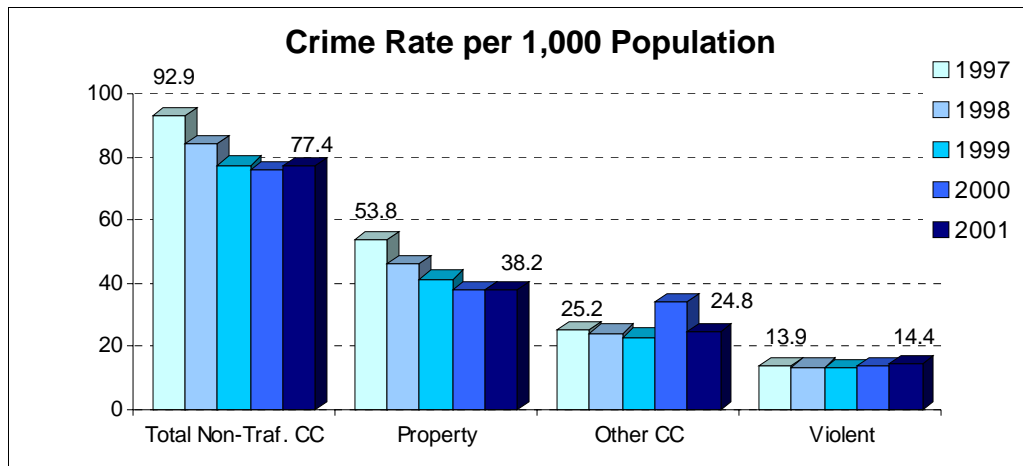
Figure 2.2   Source: TPS Database

In general over the past five years, crime rates have decreased, with the exception of the violent crime rate. The rate for total crimes decreased 16.6% and that for property and other Criminal Code offences decreased 28.9% and 1.3%, respectively, but the rate for violent crime increased 3.1%.

While crime rates are usually considered important indicators of public safety, police crime clearance rates can be taken as indicators of police effectiveness in crime solving.[17] Figure 2.3 shows the crime clearance rates broken down by major offence group for the past five years. As shown, the clearance rates for 2001 decreased from 2000, with the exception of that for violent crime, which increased. Over the past five years, the clearance rates for all the offence groups increased. The clearance rate for total non-traffic Criminal Code offences increased from 42.9% in 1997 to 49.7% in 2001. The clearance rate for violent crimes increased from 71.8% to 76.4%, while that for property crimes increased from 25.9% to 28.1%.

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[17] Crimes are cleared by a number of different means as defined by Statistics Canada in the reporting of such statistics. However, crimes cleared as a result of arrest made and charges laid is a usual mode of crime clearance. The clearance rate is expressed as a proportion of the number of cases cleared divided by the number of cases occurred for the period under review.
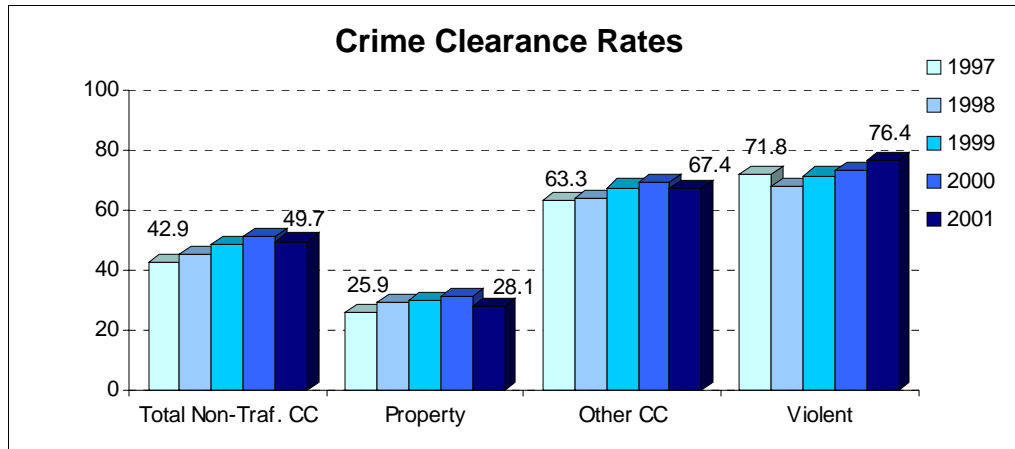
Figure 2.3   Source: TPS Database

F. CHANGES IN PROPORTION OF MAJOR OFFENCE GROUPS [18]

In terms of the composition of crimes, property crimes continued to form the majority (49.4%) of the total number of non-traffic Criminal Code offences in 2001, but its proportion in total non-traffic Criminal Code offences continued to decrease. Violent crimes and other Criminal Code offences constituted 18.6% and 32.1%, respectively, of total non-traffic crimes and their proportions in the total number of crimes increased. Figure 2.4 shows each of the three major offence categories as a proportion of the total number of non-traffic Criminal Code in each of the past five years. The proportion of property crimes decreased from 57.9% to 49.4%. The proportion of violent crime increased from 15.0% to 18.6%, and that for other Criminal Code offences increased from 27.1% to 32.1%.
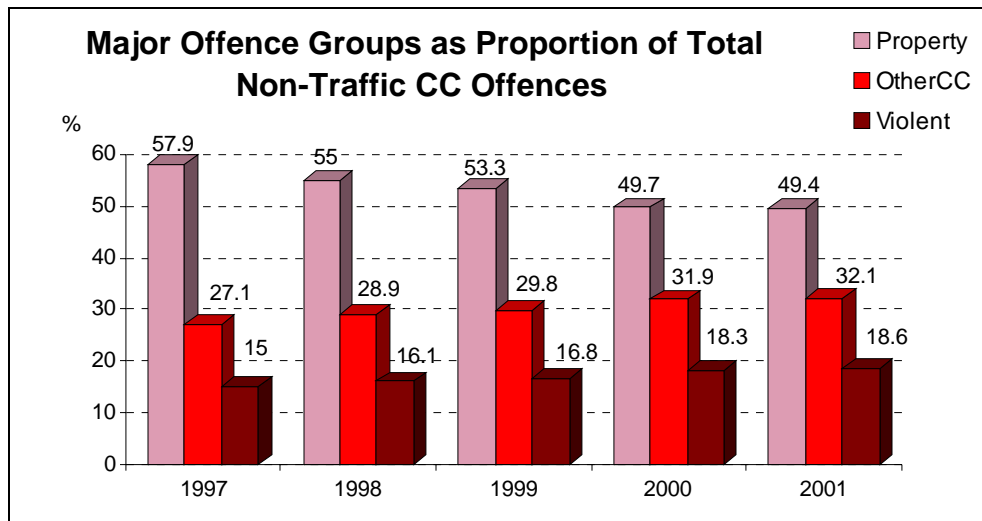
Figure 2.4   Source: TPS Database

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[18] Since continued systems problems prevent an accurate count of Criminal Code traffic offences for the last three years, they are excluded from the analysis to enable fair comparisons between the years.

G. CRIMES OF VIOLENCE

A total of 37,286 violent crimes occurred in 2001, a 4.0% increase over 2000 and a 7.6% increase from 1997. Of the violent crimes, most were non-sexual assaults (77.5%), followed by robberies (13.4%). The increase in these two offences – up 4% for non-sexual assaults and 5.2% for robberies – caused the overall number of violent crimes to increase in 2001.

Minor non-sexual assaults, which constituted the majority of non-sexual assaults, increased 3.3% over 2000 and 14.3% over 1997. Major non-sexual assaults increased 6.3% and 8.6% over 2000 and 1997, respectively.

The total number of robberies increased after decreases for five consecutive years. A total of 4,994 robberies occurred in 2001, a 5.2% increase over 2000, but still a 10.7% decrease from 1997. With the revision and addition of definitions regarding different types of robberies at the end of 1998, robberies can be further categorised in terms of their characteristics. A majority (64%) of the robberies were muggings (1,868) and swarming (1,327), both representing increases over 2000. The number of bank and financial institution robberies continued to decrease. In 2001, a total of 146 bank/financial institution robberies occurred, which was a 29.5% decrease from 2000 (207). There were 233 home invasion robberies recorded in 2001, a 30.2% increase over 2000.[19] The number of car-jackings fell 28.8%, from 104 occurrences in 2000 to 74 in 2001.

The risk of being victimised by a stranger is sometimes regarded as an indicator of public safety. In 2001, a total of 636 sexual assaults and 7,996 non-sexual assaults involved a stranger as the offender. The likelihood of being victimised by a stranger, rather than by someone known to the victim, for homicide, sexual and non-sexual assaults is shown in Table 2.2.

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[19] Until the end of 1998, 'home invasion' was defined as robbery, in a living area, involving three or more suspects. Beginning in 1999, the definition was revised to remove the element of swarming (involving 3 or more persons) and to restrict living area to actual living quarters. Additional codes have also been used to capture different types of robberies.

Table 2.2
Type of Relationship (as % of Total Crimes)

	Total # Crimes	Spouse & Ex-Spouse	Other Family Member	Other Known Person	Stranger	Not Specified
Homicide						
1997	61	6.6	8.2	11.5	6.6	67.2
1998	56	7.1	7.1	17.9	5.4	62.5
1999	47	0.0	14.9	14.9	4.3	66.0
2000*	60	3.4	8.5	6.8	6.8	74.6
2001	59	10.2	10.2	15.3	3.4	61.0
Sexual Assault						
1997	2302	3.8	13.0	60.2	21.5	1.5
1998	2079	4.3	9.8	56.2	27.9	1.8
1999	2139	3.4	10.2	57.7	27.2	1.5
2000	2209	4.6	9.4	58.4	26.0	1.6
2001	2212	5.5	8.7	55.5	28.8	1.5
Other Assault						
1997	25568	18.9	7.5	44.0	27.4	2.2
1998	25517	17.9	7.7	42.6	29.4	2.3
1999	24821	18.1	8.0	42.6	28.8	2.5
2000	27770	19.5	7.9	40.9	29.0	2.6
2001	28879	19.1	8.2	42.4	27.7	2.6

Figures revised
Source: TPS Database

Most of the sexual and non-sexual assaults were committed by a person known to the victim, which is similar to national statistics.[20] In 2001, 69.7% of both types of these crimes involved a perpetrator known to the victim. There is indication that the proportion of strangers involved as suspects increased somewhat for sexual assaults, while that for non-sexual assaults remained unchanged. In 2001, 28.8% of sexual assaults and 27.7% of non-sexual assaults involved a stranger as the suspect, compared with 21.5% and 27.4%, respectively, in 1997.

The proportion of cases involving spouses showed a trend of slow decrease for non-sexual assaults, from the peak proportions seen in 1992 (22.2%) and 1993 (22.4%) to 17.9% in 1998, and increasing again to 19.1% in 2001. The proportion of sexual assaults involving spouses was 5.5% in 2001, the highest proportion seen in the past 5 years. The proportion of cases involving other family members decreased for sexual assaults, but slightly increased for other assaults.

Because the offender-victim relationship was unknown for a large proportion of the homicides, it was considered not appropriate to conduct similar analyses on these crimes.

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[20] National statistics based on 1996 data showed that about 60% of the violent crimes were found to involve a perpetrator known to the victim. Janhevich, D.E. *Violence Committed by Strangers*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada) 18(9), 1998, p.1.

H. USE OF WEAPONS AND INJURY OF CRIME VICTIMS

In 2001, 39.4% of the robberies and 25.6% of the non-sexual assaults involved the use of weapons. The proportion of cases involving the use of weapons slightly increased for robberies, but slightly decreased for non-sexual assaults. Over the past five years, both proportions represented decreases. Table 2.3 shows both the number and proportion of robberies and assaults by the type of weapons involved and the injury of victims during the past five years.

Table 2.3
Number of Robberies and Non-Sexual Assaults, Use of Weapons, and Injury of Victims

	Robbery					Non-sexual Assault				
	1997	1998	1999	2000	2001	1997	1998	1999	2000	2001
	5,593	5,297	5,042	4,746	4,994	25,568	25,517	24,821	27,770	28,879
Firearms	994	1,048	945	842	857	294	322	271	295	333
% Total	17.8	19.8	18.7	17.7	17.2	1.1	1.3	1.1	1.1	1.2
Knives/sharp objects	974	838	789	703	778	2,500	2,402	2,147	2,296	2,244
% Total	17.4	15.8	15.6	14.8	15.6	9.8	9.4	8.6	8.3	7.8
Other weapons	342	307	332	270	334	4,310	4,373	4,482	4,723	4,818
% Total	6.1	5.8	6.6	5.7	6.7	16.9	17.1	18.1	17.0	16.7
Total weapons used	2,310	2,193	2,066	1,815	1,969	7,104	7,097	6,900	7,314	7,395
% Total	41.3	41.4	41.0	38.3	39.4	27.8	27.8	27.8	26.3	25.6
No weapons used	3,283	3,104	2,976	2,930	3,025	18,464	18,420	17,921	20,456	21,484
% Total	58.7	58.6	59.0	61.7	60.6	72.2	72.2	72.2	73.7	74.4
# Injured	1,650	1,623	1,537	1,429	1,553	15,702	15,319	16,684	15,565	15,739
% Injured*	31.8	32.0	32.1	31.7	32.8	67.9	65.5	65.4	62.7	61.7

* Percentage is based on the total number of cases with known state of injury.
Source: TPS Database

The proportion of cases involving the use of firearms continued to decrease for robberies, and remained similar for non-sexual assaults. The number of armed robberies started to increase dramatically in the early 1990s and rose to a peak of 1,461 occurrences in 1993, after which it began to drop. In 2001, there were 857 such occurrences, a 13.8% drop from 1997. However, the number of armed robberies in 2000 was still about double the number seen in the late 1980s.

In terms of injury of victims, Table 2.3 shows a trend of a decreasing proportion of victims injured in non-sexual assaults: this proportion dropped from 67.9% in 1997 to 61.7% in 2001. The proportion of victims injured in robbery slightly increased over the past five years, from 31.8% in 1997 to 32.8% in 2001.

While not shown in Table 2.3, for sexual assaults, weapons were involved in less than 4% of the cases in 2001, and about 16% of the victims were injured. Both of these proportions have shown a trend of decline in the past five years.

I. THEFT OF MOTOR VEHICLES AND BREAK & ENTER

Theft of automobiles and break & enters are crimes that have a significant impact on the quality of life in the community. Motor vehicles are the most widely used form of transportation in Canada. The theft of an automobile is a loss of property and means for commuting, limiting mobility and causing other inconvenience to the victims and their families. Break & enter is an invasion of private homes, resulting in both financial and psychological consequences for victims.[21] Victims are usually left fearful of recurrence or personal harm and constantly anxious about the security of their homes.

In 2001, citizens of Toronto had about 1.2% chance of being the victim of either theft of automobile or break & enter. This means that for every 1,000 members of the population, about 12 persons were victims of one of these two crimes. This is the second lowest rate seen in the past 10 years and a significant drop from the peak rate of 18 persons in 1996.

The following analysis attempts to highlight some of the characteristics of these crimes that have a bearing on resource deployment and crime solving. With more information made searchable on characteristics and modus operandi of crimes in the new Service records management system, the chance of identifying crime series and serial offenders will be enhanced, which in turn should help with crime solving and prevention.

Theft of Automobiles:

In 2001, a total of 14,020 vehicle thefts were recorded, which was a 0.5% increase over 2000, but a 16.5% drop from 1997. Consistent with the national trend, motor vehicle thefts in Toronto in general decreased over the past five years, after a trend of increase to a peak of 19,682 occurrences in 1996.

Figure 2.5 shows the pattern of occurrence for vehicle thefts by hour of the day over the past five years. A majority of the vehicles were stolen after the noon hours increasing through to midnight.[22] Also shown is the reduction of such crimes occurring during these high toll hours in the past five years.

The 2001 data also revealed that there were more vehicle thefts in March, July and August, and there were more vehicle thefts occurring on Saturday.

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[21] Kowalski, M. *Break And Enter, 1999* **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(13), 2000, p.1.

[22] The count for 00 hour is probably an inflated value as cases with unspecified occurrence time were given the defaulted value of 0 for time of occurrence by the information system.

Motor Vehicle Thefts by Hour of Day
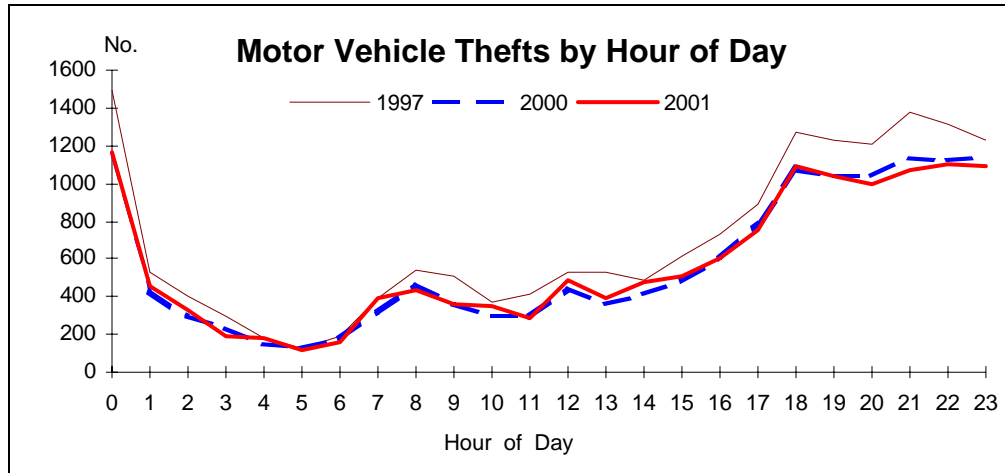
Figure 2.5   Source: TPS Database

Of the 695 persons charged for vehicle thefts in 2001, 41.4% were young persons (12 to 17 years of age), compared with 42.8% in 1997. Given that young persons constituted about only 8.2% of the total population aged 12 years and above, these proportions show that young persons have a disproportionately high involvement in such crime.

Break & Enter:

In Toronto, a total of 16,132 break & enters were reported in 2001, which was a 3.2% increase over 2000 and is the first increase after decreases for five consecutive years since 1996. However, the 2001 number was still a 30% decrease when compared with 1997. The advance in electronic security systems and their more common use may have been a contributing factor toward the decreases in break & enters in recent years. Over the past 10 years, commercial break & enter showed a larger decrease (49%) than residential break & enter (32%). Business owners may have taken a more serious interest in protecting their premises.

About 10,000 residential break & enters occurred in each of 2000 and 2001, a 35% drop from the peak of 15,449 occurrences in 1996. In terms of time of occurrence, most of the residential break & enters occurred during the daytime, between 7 a.m. and 4 p.m., with the peak number of occurrences at 8 a.m. (Figure 2.6). This pattern remained relatively similar over the years. As can be seen, the decrease in residential break & enters in the past five years occurred mostly during the time between morning and the evening.

Residential B&Es by Hour of Day
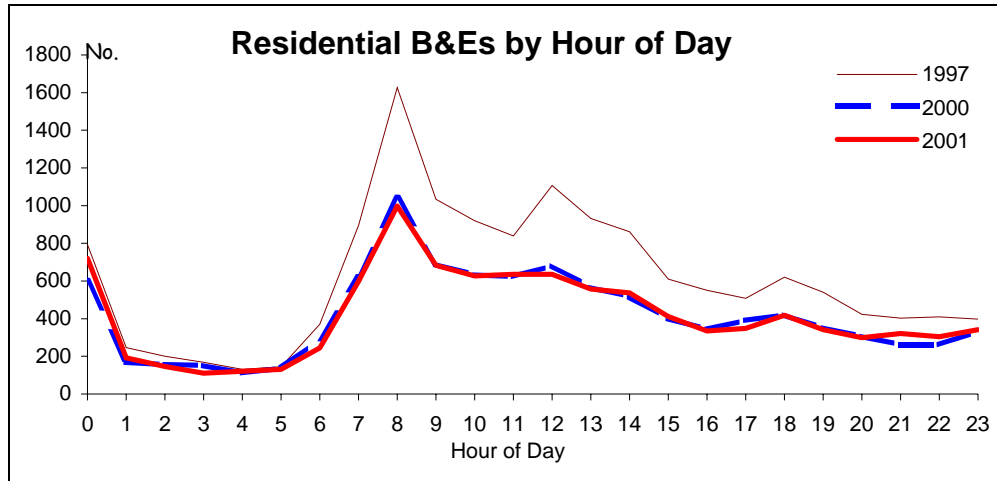
Figure 2.6   Source: TPS Database

A total of 5,973 commercial break & enters occurred in 2001, which is an 8.9% increase over 2001, but is still a 28.2% decrease from 1997. This, in fact, is the first increase since the consistent decline beginning in 1995. This type of break & enter has an occurrence pattern by hour of the day which is opposite to residential break & enters, with fewer occurrences during the daytime hours and more during the evening and night hours (Figure 2.7). This pattern of occurrence has also remained similar over the past five years.

The decrease (28.2%) in commercial break & enters between 1997 and 2001 occurred mostly during the evening through early morning hours.

Business B&Es by Hour of Day
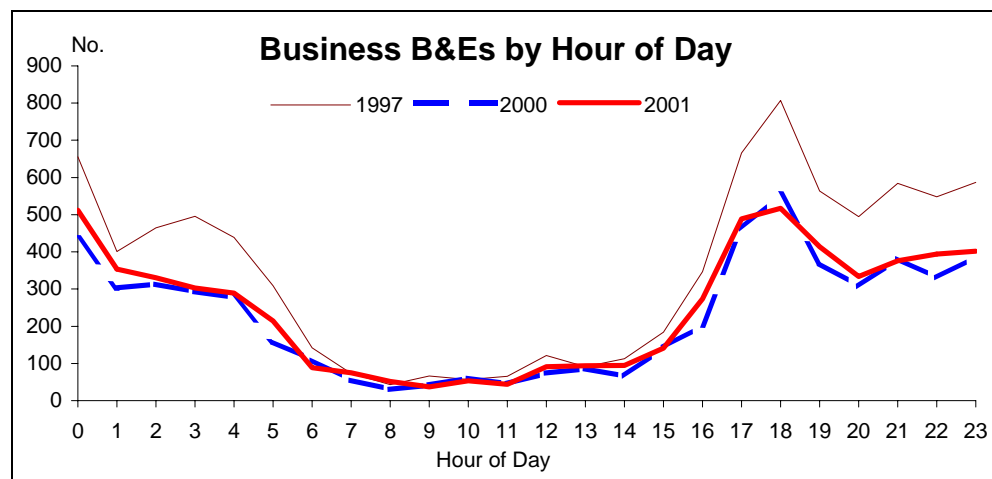
Figure 2.7   Source: TPS Database

The similar characteristic for both residential and commercial break & enters was that they occurred mostly during the time when the premises were unprotected by the presence of the occupants or users. The reduction of both residential and commercial break & enters during the 'unprotected' hours over the past five years may be an indication of some success by whatever security measures have been taken by occupants to protect their premises. It should also be noted that while the prevention of random break & enters depends very much on the care and

security measures of the premise occupants, the prevention of break & enters by organised criminal groups requires more effort on the part of police.

While young persons were again found responsible for a disproportionately large number (25.9%) of break & enters in 2001, given that they only constituted 8.2% of the population aged 12 years and above, this proportion was a reduction from the 32.8% seen in 1997.

J. DISORDER

There are certain offences that are perceived to have more negative impact than other criminal occurrences on the community's environment and perception of public safety. Offences such as mischief, being drunk or consuming liquor in public place, trespass, drugs, and prostitution are examples of the disorderly crimes. They are considered indicative of the deterioration or breakdown of the public order. The damage of public or private property and presence of unwelcome persons or behaviour in public are considered to have an adverse effect on the community's quality of life. In fact, these concerns were noted in many of the presentations by members of the community during recent *Scan* public consultation meetings. Table 2.4 shows the number and change in such offences between 1998 and 2001.

Table 2.4
Selected Disorderly Offences

	1998	1999	2000	2001	%Change 00-01	%Change 98-01
Mischief	20,053	17,566	17,106	18,100	5.8	-9.7
Consume liquor in public place	3,326	3,869	4,481	3,495	-22.0	5.1
Drunk - intoxicated in public place	2,501	2,789	3,549	3,635	2.4	45.3
Cause disturbance	296	300	333	320	-3.9	8.1
Trespass or Prowl by Night	215	192	204	244	19.6	13.5
Prostitution	2,447	2,133	1,263	1,171	-7.3	-52.1
Drug	6,956	8,961	10,558	9,333	-11.6	34.2
B&E	20,305	17,629	15,636	16,132	3.2	-20.6
Vehicle Theft	15,189	14,693	13,954	14,020	0.5	-7.7
Theft from Vehicle	26,885	23,473	21,240	21,612	1.8	-19.6

Source: TPS Database (CIU)

As shown in Table 2.4, there were substantial decreases in three of the listed offences in the past four years, namely prostitution (-52.1%), break & enter (-20.6%), and theft from vehicle (-19.6%). Mischief and theft of vehicle also decreased. However, there were significant increases in offences pertaining to 'being drunk in public places' (45.3%) and drugs (34.2%). It has to be noted that both drugs and prostitution are largely enforcement driven offences and so the number of such offences recorded by the police may not be the best indicator for such crimes. However, the repeated 'complaints' on these issues heard in the public consultation meetings seemed to confirm that they remain serious concerns of the community.

K. DRUG-RELATED CRIMES

The relationship between drugs and crime has been well documented. It is commonly believed that the proliferation of drugs has led to a growing addict population, a large proportion of whom resort to criminal activities to feed their habit, including drug trafficking, prostitution, and property crimes. It was found in a study that 9% of the adult inmate population in Canada were incarcerated for a drug offence.[23] Since the study is based on the most serious offence counting rule, the proportion of the inmate population involved in drug and drug-related offences would actually be higher. Violence arising from 'turf wars' among drug dealers and from the effect of specific drugs on the users is also well documented. However, the measurement of the drug problem by using police statistics alone always has limitations. As mentioned earlier, the detection of drug offences and the number of drug arrests made are directly influenced by levels of police enforcement. The changes in these numbers alone, therefore, should not be construed as adequate indications of the extent of the drug problem.

National statistics have revealed that the drug offence rate has increased 12% since 1993. The rate of cannabis offences, which constituted more than 7 in 10 drug offences, increased 34% since 1991, while the rates of both cocaine and heroin offences decreased.[24] Cannabis, hallucinogens, stimulants, solvents, and cocaine are among the commonly used illicit drugs in Ontario. Findings from the Centre for Addiction and Mental Health's Ontario Student Drug Use Survey indicated that 33.5% of the students surveyed in 2001 had used some illicit drug, similar to the 33.6% in 1999. [25] This proportion did not drop even though drug use in general subsided after the escalating trend of drug use in the early 1990s. It was also found that the use of cannabis, Ecstasy, PCP, hallucinogens, cocaine, and solvents increased between 1993 and 2001, among decreases in the use of other types of drug. The rate of illicit drug use among adults in Ontario was found to be unchanged between 1999 and 2000. There is some indication that cannabis users are becoming younger, although they are still older than they were 20 years ago.[26]

Figure 2.8 shows the changes in drug offences and arrests in Toronto. Compared to 2000, in 2001, the number of drug offences decreased 11.6% and persons arrested/charged for drug offences decreased 9.2%, after increases for 4 consecutive years since 1997. Over the past 5 years, drug offences and arrests increased 48.1% and 42.8%, respectively.

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[23] Tremblay, S. *Illicit Drugs And Crime In Canada*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 19(1), June 1999, p.1.

[24] Ibid, p.1.

[25] *Executive Summary - OSDUS 2001 (Ontario Student Drug Use Survey),* p. ii; downloaded from website of Centre for Addiction and Mental Health (www.camh.net/research/pdfs/executivesummary_osdus2001.pdf).

[26] Adlaf, E.M. and Ialomiteanu, A. *CAMH Monitor eReport: Addiction & Mental Health Indicators Among Ontario Adults, 1977-2000.* (CAMH Research Document Series No. 10), Centre for Addiction and Mental Health, Toronto, 2001, p.v and p.62.

Drug Offences and Persons Charged
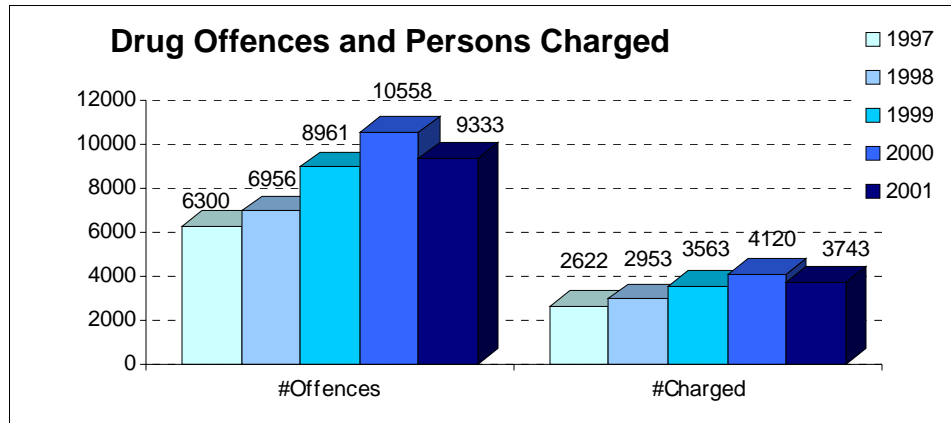
Figure 2.8   Source: TPS Database

In 2001, an average 1.7 persons were arrested/charged for drug offences per 1,000 population. This is a decrease from the 1.9 persons in 2000, but an increase from the 1.3 persons in 1997. On average, of every 10 persons arrested for drug offences, there were 8.9 male and 1.1 female. Males in the younger age groups (12-17 and 18-24 years) were consistently more likely charged for drug offences than other age groups. Males in the 18-24 years age group had the highest charge rate of 11.8 persons per 1,000 population in 2001, which was 6.9 times higher than the overall charge rate of 1.7 persons. This pattern has persisted over the years.

L. ORGANISED CRIMES

The economic and social repercussions from organised crime are often complex and sometimes not obvious to the public. Due to the nature and financial resources of organised criminal organisations, fighting organised crime appears to be beyond the ability of any single police service. Successes against organised crime require a continual co-ordinated effort that recognises its global networks, complex social milieu, and use of technology. Strategic co-ordination, commitment to intelligence, and communication are all integral to the fight against organised crime. Integrated approaches are essential, particularly those that reach beyond organisational, jurisdictional and national boundaries.[27]

Criminal Intelligence Service Canada (CISC) is an organisation that provides the facilities to unite the criminal intelligence units of Canadian law enforcement agencies in the fight against organised crime in Canada. It is comprised of a Central Bureau and a system of nine Provincial Bureaux, with members from federal, provincial, and municipal police forces, as well as from other government departments, such as Canada Customs and the Department of National Defence. The intelligence and specialised units of these law enforcement agencies supply provincial bureaux with intelligence and raw data for further analysis and dissemination. The intelligence gathered is centralised in a national intelligence repository, known as the Automated Criminal Intelligence Information System (ACIIS), for the use of all CISC members

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[27] Message From The Chair, by Commissioner G. Zaccardelli, Criminal Intelligence Service Canada 2001 report, CISC; downloaded from CISC website (http://cisc.gc.ca).

in Canada. The criminal intelligence shared is related to organised crime and other major criminal phenomena in Canada.[28]

Organised criminal organisations have networks of their own, which may operate on regional, national, or multi-national levels. Organised criminal groups posing a threat to Canada's public safety include the Asian-based, East European-based, and Traditional (Italian-based) organised crime groups, as well as the outlaw motorcycle gangs.[29] Most of them have monetary gains as the primary objective of their organisational function. They further their own goals via illegitimate activities, sometimes under the camouflage of legitimate businesses. The Asian-based organised crime groups are extensively involved in drug trafficking and illegal migrant smuggling. East European-based organised crime groups are involved in credit and debit card schemes and Internet frauds, the smuggling of stolen goods and drug importations. Traditional (Italian-based) organised crime groups are extensively involved in importation and distribution of drugs and the facilitation of laundering proceeds of crime. The outlaw motorcycle gangs are involved in drug trafficking, money laundering, fraud, theft, counterfeiting, loan-sharking, extortion, prostitution, escort agencies, strip clubs, booze cans, the possession and trafficking of illegal weapons and other contrabands, and violence to protect their interests. Many of these organised crime groups are connected with street gangs and local criminal groups in the pursuit of their interests.

There are some non-traditional organised crime groups, which also have political or special interests on top of their financial goals. Many of these groups are organised on ethnic lines. They extend the political conflicts or struggles from their homeland to the host country. Some of these organised crime groups are involved in illicit activities for raising funds to support specific political pursuits in their home country.

Intelligence-driven policing continues to be the primary strategy to deal with organised crime and to proactively guide police operations. The first step in fighting organised crime involves revealing the existence of organised crimes and related activities, and the identification of organised crime groups, their members, internal administration, network, criminal activities, financial sources (whether legitimate or illegitimate), and vulnerabilities. The collection, maintenance, and sharing of criminal intelligence information are, therefore, essential parts of the process. Strategic intelligence provides a broad overview of the trends, changes, threats and opportunities for enforcement so as to assist in successful prosecution and to disrupt organised crime groups. As noted earlier, because many of the organised crime networks operate on multiple jurisdictions, co-operation between police services of different jurisdictions is required in order to allow effective investigations and enforcement.

The following are some of the current initiatives being undertaken by legislatures and law enforcement agencies to counter gangs and terrorist groups:

- Drafting new anti-gang legislation (i.e. Bill C-24) to more clearly define criminal organisations and gang-related offences, and to facilitate investigations for police officers and successful prosecutions for prosecutors.

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[28] Criminal Intelligence Service Canada, Criminal Intelligence Service Canada 2001 report, CISC; from CISC website (http://cisc.gc.ca).

[29] Information regarding different types of organised crime groups and their illegal activities are based on the Executive Summary, Criminal Intelligence Service Canada 2001 report, Criminal Intelligence Service Canada; downloaded from CISC website (http://cisc.gc.ca).

- Establishing rules to control investments, such as bank procedures for obtaining information on customers' identities and source of funds, in order to monitor transactions for possible money laundering and for reporting suspicious activity to authorities.[30]
- Establishing joint police forces squad to deal with organised crime groups, such as the biker gangs.
- Establishing specialised units within police services for targeting street and gang violence and to collect intelligence on gangs.
- Stepping up enforcement on known gang members, such as the laying of charges on gang members under the section of the *Immigration Act* that prohibits involvement in a criminal organisation.
- And, monitoring of premises that gang members may use for furthering their activities, such as the patrolling cyber cafes to prevent the use of cafe computers by gang members to communicate and bypass police surveillance.[31]

Within the Toronto Police Service, the Intelligence Support unit is responsible for the collection and analysis of information related to organised crime. Specifically, it is responsible for the development, retention, and dissemination of criminal intelligence information, including information relating to domestic and international organised crime and terrorist groups.

Organised crime groups pose threats not only to public safety through their criminal activities and violence in furtherance of their own interests, they also pose threats to police officers. There is indication that organised crime groups have launched counter-surveillance on Toronto police facilities and have engaged in acts of intimidation against police officers.

The new (April 2002) Service intranet website by Intelligence Support is a significant initiative of the Toronto Police Service to facilitate the flow or exchange of information between the specialised unit and front-line officers on organised crime and officer safety related issues. This newly provided channel of communication allows the timely collection and dispatch of information on organised crime among Service members, thus facilitating more effective enforcement. Intelligence Support also provides facilities and specialised support in law enforcement, joint-forces operations, international assistance, security, and technical assistance to support intelligence-led policing against organised crime.

Addressing organised crime continues to be a Service priority for the Toronto Police. As one of the Service Priorities for 2002 through 2004, the following goals have been set:

- Continue to educate members of the Service, the community, political representatives, and legislators on the actual impact and consequences of organised crime.
- Continue to develop and improve the processes by which the Service responds to all organised crime.
- Through increased training, improve the Service's ability to respond to organised crime.
- Continue partnerships with other law enforcement agencies (international, national and regional) to work co-operatively to disrupt and dismantle organised crime groups.
- Improve the Service's ability to identify and disrupt international and domestic terrorist groups active within the City.

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[30] *US Advances Money Laundering Rules to Control Investments,* **Organised Crime Digest**, December 31, 2001, 22(24), p.1.
[31] *Cybercafe Gangs Plague California,* **Organised Crime Digest**, January 15, 2002, 23(1), p.5.

M. PERSONS ARRESTED AND CHARGED

In 2001, a total of 47,075 persons were arrested and charged for Criminal Code offences, which was a slight decrease from both 2000 (-1.5%) and 1997 (-1.0%). Figure 2.9 shows the number of persons charged by major offence groups over the past five years.

Persons Arrested/Charged by Offence Type
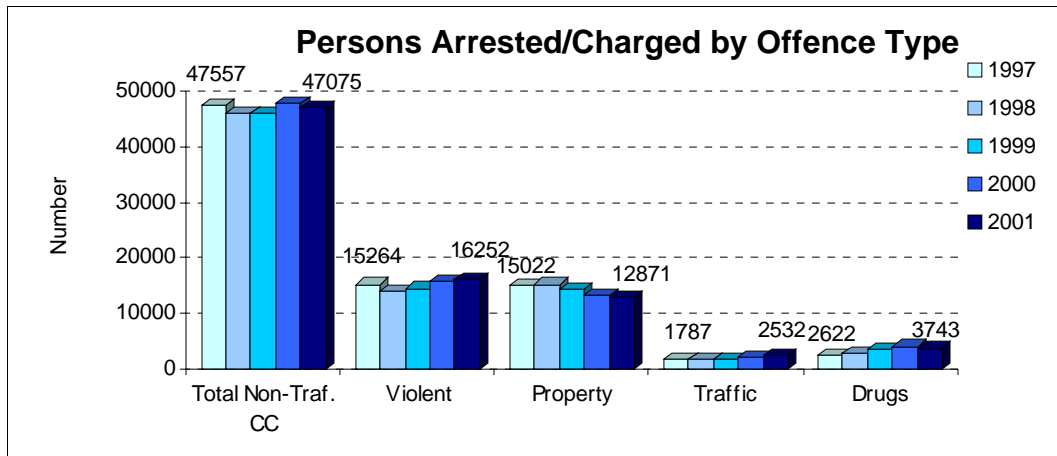
Figure 2.9   Source: TPS Database

Table 2.5(a) shows the arrest rates for Criminal Code and drug offences in 2001, broken down by gender, age group, and offence group. In 2001, an average of 21.9 persons were arrested/charged for every 1,000 population aged 12 and above, a decrease from the rate of 22.5 persons in 2000 and the rate of 23 persons in 1997. It can also be seen that the arrest rates for persons in the younger age groups, particularly males, were much higher than the rates for other age groups. Males in the 18-24 and 12-17 years age-groups have consistently had the highest arrest rates for violent crimes, property crimes, other non-traffic Criminal Code, and drug offences. Their overall arrest/charged rates are 3.7 and 2.9 times higher than the average rate, respectively.

Table 2.5(a)
Rate of Persons Arrested/Charged (per 1,000 population) by Age Groups - 2001

Age Group		Violent	Property	Other CC	Traffic	Total CC	Drug
		# Persons Charged/1000 pop					
12-17	Male	20.7	20.2	21.4	0.2	62.5	4.5
	Female	6.7	9.1	5.8	0.0	21.7	0.6
	Sub-total	**13.9**	**14.8**	**13.9**	**0.1**	**42.7**	**2.6**
18-24	Male	26.3	20.7	30.3	3.0	80.3	11.8
	Female	4.8	7.5	5.7	0.2	18.2	1.1
	Sub-total	**15.4**	**14.0**	**17.8**	**1.6**	**48.8**	**6.3**
25-34	Male	16.6	9.5	14.7	3.3	44.1	4.1
	Female	3.3	3.8	4.0	0.3	11.5	0.5
	Sub-total	**9.7**	**6.5**	**9.2**	**1.7**	**27.1**	**2.2**
35-44	Male	15.4	9.4	12.6	3.5	40.8	2.6
	Female	3.0	3.4	3.3	0.3	10.0	0.5
	Sub-total	**9.1**	**6.3**	**7.8**	**1.8**	**25.0**	**1.5**
45 & +	Male	4.8	2.6	3.5	1.4	12.4	0.5
	Female	0.8	1.1	0.5	0.1	2.5	0.1
	Sub-total	**2.6**	**1.8**	**1.9**	**0.7**	**6.9**	**0.3**
Total (12&+)	Male	13.1	9.0	12.2	2.3	36.6	3.3
	Female	2.6	3.3	2.7	0.2	8.7	0.4
	Total	**7.6**	**6.0**	**7.2**	**1.2**	**21.9**	**1.7**

Source: TPS Database

Table 2.5(b) shows the change in arrest/charge rates by age and gender between 1997 and 2001. As shown, the overall Criminal Code offence arrest rate decreased 5%, with a 17.8% decrease for the property crime rate and a 4.4% decrease for other Criminal Code rate, but a 2.4% increase for the violent crime rate and a 35.7% increase in the rate of Criminal Code traffic offences. There was also a 36.8% increase in the rate of drug offences.

Decreases in the arrest rates for total crimes and property crimes were observed for most of the age groups, but there were more increases than decreases in the rate for violent crime among the various age groups.

The arrest rate for youth had decreases for most offence categories, particularly property crime, which had a large 26.4% decrease over the past five years. This is in line with the national trend that youth crime has declined in recent years, even after taking into account the effect of alternative measures.[32] It is interesting to note that there were increases in the violent crime arrest rate for all age groups of the females above 17 years of age, particularly the older age groups. This trend appears to be indicative of increasing violence among females, however, the number of females charged still constituted a relatively small proportion (17.9%) of the total arrests for violent crime.

The involvement of females in crime remained low in general when compared with males. In 2001, 21% of the total arrests for Criminal Code offence violations were female, which is about the same as for 1997, but the proportion of females in violent crime arrests rose from 16.1% to 17.9%. In the past five years, the proportion of females also increased for arrests

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[32] *The Justice Factfinder 1998*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(4), June 2000, p. 4.

for property crimes and Criminal Code traffic offences, but decreased for other Criminal Code and drug offences. This is an indication that while the male and female ratio in total arrests did not change, the gap between the male and female arrest ratio narrowed for violent crime, property crime, and traffic offences, but widened for other Criminal Code and drug offences.

Table 2.5(b)
Change (%) in Population and Arrest/Charge Rates 1997-2001

Age Group		Projected Population	Violent	Property	Other CC	Traffic	Total CC	Drug
12-17	**Male**	9.2	-3.7	-31.7	-1.8	174.8	-14.3	42.1
	Female	9.2	-3.4	-10.2	-3.6	174.6	-6.3	44.7
	Sub-total	**9.2**	**-3.7**	**-26.4**	**-2.2**	**174.7**	**-12.5**	**42.3**
18-24	**Male**	4.8	10.0	-7.5	12.7	52.5	6.9	55.5
	Female	4.5	21.6	21.7	-27.8	416.9	1.1	39.1
	Sub-total	**4.6**	**11.8**	**-1.0**	**3.5**	**61.0**	**5.8**	**54.1**
25-34	**Male**	-6.7	-6.3	-33.9	-8.5	24.3	-13.2	28.7
	Female	-3.7	6.5	-26.1	-30.4	90.4	-19.4	-10.1
	Sub-total	**-5.2**	**-5.3**	**-32.3**	**-15.3**	**26.5**	**-15.4**	**21.4**
35-44	**Male**	8.4	0.7	-16.1	2.7	36.7	-1.0	31.0
	Female	7.9	19.2	-14.1	-12.3	28.3	-4.3	29.5
	Sub-total	**8.2**	**3.6**	**-15.4**	**-0.8**	**36.2**	**-1.6**	**30.9**
45 & +	**Male**	6.2	12.0	2.5	8.6	40.1	11.3	52.1
	Female	6.8	45.5	9.5	0.5	44.4	17.7	38.2
	Sub-total	**6.6**	**16.2**	**4.6**	**7.0**	**40.1**	**12.3**	**49.7**
Total (12&+)	**Male**	3.9	0.7	-21.0	1.2	34.0	-4.1	40.0
	Female	4.8	13.1	-8.1	-21.4	64.3	-6.8	18.8
	Total	**4.4**	**2.4**	**-17.8**	**-4.4**	**35.7**	**-5.0**	**36.8**

Source: TPS Database

N. TRENDS ACROSS POLICE DIVISIONS

Table 2.6 is a comparison of divisions in terms of the proportion of crimes, the crime rates, and the workload (number of calls and crimes) per officer.[33] Since 21 and 22 Divisions were amalgamated in September 2001, their totals were combined to form a total for the new division under the name of 22 Division. It has to be noted that the following analysis is meant to be a description of facts, patterns and changes. It is in no way meant to be a comparison of performance or efficiency. A meaningful efficiency analysis of units with multiple input and output items requires the use of more sophisticated analysis techniques and carefully designed models, such as Data Envelopment Analysis (DEA).

In 2001, compared with other divisions, 52, 42, 41, and 14 Divisions had the largest proportions of crimes and dispatched calls, and therefore can be regarded as the most busy stations in such respects. These 4 divisions together constituted about 32% of the Toronto population, 40% of the crimes, and 35% of the dispatched calls. They also had about 35% of the

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[33] The uniform strength of the division, which includes all officers assigned to the division, was used for the computation.

total number of divisional officers. This same pattern existed in 1997. A deployment methodology – the 60-40 model – was adopted in early 2001 to determine the number of field officers required for reactive police work in divisions, representing a more systematic method for determining staffing.

In terms of the overall crime rate, 52, 51, 14, and 55 Divisions had the highest overall crime rates in 2001; 52 Division also had the highest rates in both violent and property crimes, followed by 51 Division. This same pattern existed in 1997.

The average number of dispatched calls and crimes per officer are usually regarded as workload indicators for officers. In 2001, 42 Division had the largest number of calls per officer and the second largest number of crimes per officer. Other divisions ranking high in the calls-per-officer ratio included 22, 31, 23, and 13 Divisions. While Division 52 had the largest crimes-per-officer ratio, its ratio of calls-per-officer was relatively low among the divisions.

Table 2.6
CRIME AND CRIME RATES: COMPARISON OF DIVISIONS

2001							Rate of Occurrences (number per 1,000 pop.)			Workload per Officer	
	Division Number As % of Field Total										
DIV	Pop	Viol	Prop	Tot Non-Traf CC	Disp. Calls	Unif. Offr.	Viol	Prop	Tot Non-Traf CC	Calls	Crimes
11	3.9	3.7	2.8	3.4	4.2	4.5	13.7	26.8	66.0	192.1	41.9
12	3.7	5.3	3.2	4.1	5.0	5.3	20.5	32.9	86.8	190.6	43.4
13	5.5	3.9	3.7	3.7	5.4	5.2	10.2	25.3	52.3	212.8	40.3
14	5.9	8.5	7.6	7.5	8.7	9.4	20.7	49.3	98.8	187.5	44.5
22*	7.5	4.6	7.3	6.7	6.4	5.8	8.9	37.1	69.2	223.3	64.6
23	6.3	6.5	6.8	6.3	5.5	5.2	14.9	41.6	78.1	213.3	67.4
31	7.6	8.7	6.5	7.1	7.4	6.9	16.4	32.6	71.7	216.5	57.2
32	7.9	5.2	7.5	6.6	6.5	6.3	9.4	36.2	65.1	206.5	58.3
33	7.4	3.9	4.8	4.3	5.1	5.0	7.5	24.8	45.4	204.8	48.5
41	9.0	10.6	8.7	9.3	8.5	8.3	16.9	36.9	79.9	206.4	62.7
42	14.4	11.4	10.1	10.0	9.1	7.8	11.4	26.8	54.0	234.7	71.4
51	2.6	5.0	3.7	4.7	5.3	5.7	27.9	55.1	139.4	186.5	45.5
52	2.9	8.8	14.3	13.0	8.6	9.8	43.0	186.0	344.2	177.7	73.9
53	5.5	2.7	4.1	3.5	4.0	4.2	7.0	29.0	49.7	192.9	47.0
54	5.2	5.0	3.6	4.2	4.9	4.8	13.7	26.3	61.6	204.3	48.0
55	4.6	6.3	5.4	5.5	5.6	5.8	19.4	44.6	91.7	195.6	53.0
Field Total	100.0	100.0	100.0	100.0	100.0	100.0	14.4	38.2	77.4	202.4	55.8

*21 and 22 Divisions were amalgamated in September 2001.
Source: TPS Database; Toronto Urban Development Services.

Table 2.7 shows the percent change in number of crimes, crime rates, number of officers, and workload (number of calls and crimes per officer) of divisions over the past five years.

Between 1997 and 2001, an overall 13.1% decrease was noted for non-traffic Criminal Code offences. While property crimes decreased 25.9%, violent crime had a 7.6% increase. All divisions had decreases in the total number of non-traffic Criminal Code offences, except 12 Division, which had a 1.6% increase. All divisions had decreases in the number of property

crimes. Eleven out of the 16 divisions had increases in the number of violent crimes, with the largest (%) increases noted for 42, 32, 33, and 31 Divisions.

In terms of the change (%) in crime rates between 1997 and 2001, all divisions had decreases in the total crime rate. There were substantial decreases in the property crime rate, but 9 of the 16 divisions had increases in the violent crime rate, with the largest increases again in 42, 32, 33, and 31 Divisions.

In terms of workload based on calls and crimes, the decrease noted in most divisions for number of dispatched calls per officer should not be taken as an actual decrease in demand for service in the field units. Changes in the way that calls were managed/dispatched might have reduced the number of calls assigned directly to the divisions; for example, the alternate response function, was centralised in September 2001. Thus, while the number of calls serviced by the police divisions decreased, the total of number of calls managed by the whole Service, including those managed by the specialised units, actually increased in 2001. In terms of the average number of crimes per officer, all divisions had decreases, except 22 and 42 Divisions, which had increases. The largest decreases in the crimes-per-officer ratio were noted for 13, 11, 51, and 33 Divisions.

Table 2.7
CHANGE (%) IN CRIME AND CRIME RATES, CALLS AND WORKLOAD: 1997-2001

DIV	No. of Crimes, Calls & Officers					Rates of Occurrences (number per 1000 Pop)			Workload per Officer	
	Viol	Prop	Tot Non-Traf CC	Disp. Calls	Unif. Offr.	Viol	Prop	Tot Non-Traf CC	Calls	Crimes
11	-5.3	-39.2	-24.9	-21.0	-4.7	-9.3	-41.7	-28.0	-17.1	-21.2
12	0.8	-18.3	1.6	7.3	18.6	-3.3	-21.6	-2.6	-9.5	-14.4
13	-8.5	-37.6	-24.6	-14.8	7.5	-12.3	-40.2	-27.7	-20.8	-29.9
14	-10.4	-25.7	-18.6	-17.1	-6.6	-14.1	-28.8	-21.9	-11.3	-12.8
22*	-6.3	-13.9	-9.2	-9.0	-18.4	-10.2	-17.5	-12.9	11.6	11.4
23	11.6	-21.6	-6.7	-6.6	6.8	7.0	-24.8	-10.5	-12.5	-12.6
31	23.0	-27.3	-7.5	-2.6	2.9	17.9	-30.3	-11.3	-5.4	-10.1
32	25.0	-23.0	-11.6	-14.7	-.9	19.9	-26.2	-15.3	-13.9	-10.9
33	24.9	-23.2	-11.4	-7.4	9.8	19.7	-26.3	-15.0	-15.6	-19.3
41	19.5	-15.3	-3.4	-12.5	-.7	14.6	-18.8	-7.4	-11.9	-2.8
42	27.5	-22.8	-7.2	-13.1	-9.9	22.2	-26.0	-11.0	-3.5	3.0
51	-15.8	-34.8	-23.5	-9.6	-3.7	-19.3	-37.5	-26.6	-6.1	-20.5
52	12.7	-33.4	-19.4	-21.2	-5.6	8.0	-36.2	-22.7	-16.6	-14.6
53	7.6	-30.3	-18.3	-25.7	-12.3	3.2	-33.2	-21.7	-15.3	-6.9
54	4.7	-22.1	-7.5	-14.6	3.0	0.4	-25.3	-11.3	-17.1	-10.1
55	1.7	-25.9	-16.9	-15.6	-14.4	-2.5	-28.9	-20.3	-1.4	-2.9
Field Total	7.6	-25.9	-13.1	-13.0	-3.1	3.1	-28.9	-16.6	-10.2	-10.3

*21 and 22 Divisions were amalgamated in September 2001. The statistics for these two divisions are combined for 1997 to enable fair comparison. Source: TPS Database; Toronto Urban Development Services.

Statistics regarding number of crimes, crime rates, dispatched calls, population and officers by divisions for each of the past five years are in Appendix A at the end of this chapter.

O. COMPARISON WITH OTHER CANADIAN CITIES

This section compares the crime rates of Toronto to those of other large Canadian cities. Crime statistics from Statistics Canada are usually delayed by one year and so only 2000 crime statistics are available for this analysis. The crime statistics reviewed under this section are incident-based. These statistics are different from those compiled by the Toronto Police Service, which are based on offences or violations of the law. It should be noted that the counts based on offences are always larger than the counts based on incidents. For example, the incident-based number of crimes (non-traffic) for Toronto in 2000 was 160,349, compared with the offence-based count of 195,360 crimes; the offence-based count was 21.8% higher than the incident-based count. The two sets of crime statistics are useful for different purposes. The Toronto Police Service has incorporated both incident-based and offence-based reporting requirements into the plan for a new records management system.

In 2000, of the 18 police services reviewed, all with a population of more than 250,000, Toronto had the largest per capita cost for policing followed by Vancouver (Table 2.8). Toronto, following Montreal, also had the second smallest number of population per police officer. The factors associated with high policing cost in Toronto are many and varied. It has to be noted that per capita cost and the population-police ratio are based on residential population. For Toronto, which has a large daily transient population and a large number of seasonal visitors, the computation of these ratios without taking into account the large transient population also served by the Toronto Police results in an inflation of these ratios. For Toronto, it has been estimated (using cordon count and GO ridership data) that there are roughly 1 million commuters daily. This, together with other factors such as the City's ethnically and culturally diverse populations and its position as the centre of business, cultural, entertainment, and sporting activities in the GTA, all pose special demands on the Police Service, which certainly impact on the per capita cost but can not easily be quantified.

In terms of crime rates, Toronto ranked slightly below middle (eleventh) in overall crimes among the 18 cities under review, with Vancouver showing the highest overall crime rate. Toronto ranked sixth and fourteenth in violent crimes and property crimes, respectively. Surrey, BC, had the highest violent crime rate in 2000, while Vancouver had the highest property crime rate.

Table 2.8
Crime Rates* (per 10,000 population), Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over

2000 Police Agency	Population	(1) Violent Crimes		(2) Property Crimes		(3) Other Crimes		(4) Total Crimes		Police Strength	Pop/ Pol Ratio	Cost Per Capita ($)
		No.	Rate	No.	Rate	No.	Rate	No.	Rate			
Toronto	2,542,844	28,831	113.4	86,526	340.3	44,992	176.9	160,349	630.6	5,093	499.3	228
Montreal	1,825,527	23,492	128.7	98,488	539.5	44,268	242.5	166,248	910.7	4,039	452.0	**202
Calgary	876,536	8,085	92.2	41,537	473.9	14,820	169.1	64,442	735.2	1,291	679.0	177
Peel Reg.	961,817	5,416	56.3	22,975	238.9	10,433	108.5	38,824	403.7	1,275	754.4	162
Edmonton	654,058	7,209	110.2	36,943	564.8	20,978	320.7	65,130	995.8	1,176	556.2	201
Winnipeg	629,798	9,054	143.8	37,839	600.8	21,768	345.6	68,661	1,090.2	1,171	537.8	181
York Reg.	724,703	4,158	57.4	18,340	253.1	7,133	98.4	29,631	408.9	841	861.7	123
Vancouver	567,351	6,845	120.6	57,647	1,016.1	13,615	240.0	78,107	1,376.7	1,111	510.7	224
Hamilton-Wentworth	498,553	6,082	122.0	20,673	414.7	11,457	229.8	38,212	766.5	698	714.3	161
Niagara Reg.	423,600	2,632	62.1	15,653	369.5	9,321	220.0	27,606	651.7	613	691.0	148
Waterloo Reg.	446,833	3,076	68.8	16,625	372.1	7,408	165.8	27,109	606.7	563	793.7	137
Durham Reg.	512,271	3,450	67.3	12,916	252.1	9,009	175.9	25,375	495.3	636	805.5	140
Ottawa-Carleton Reg.	779,274	5,456	70.0	26,551	340.7	12,886	165.4	44,893	576.1	1,039	750.0	169
Laval	349,172	1,798	51.5	13,115	375.6	4,564	130.7	19,477	557.8	462	755.8	143
London	342,785	2,703	78.9	18,248	532.3	8,043	234.6	28,994	845.8	459	746.8	134
Halton Reg.	375,705	1,682	44.8	8,120	216.1	4,602	122.5	14,404	383.4	451	833.0	122
Quebec City	273,400	2,115	77.4	11,433	418.2	5,745	210.1	19,293	705.7	448	610.3	179
Surrey	340,094	5,184	152.4	26,409	776.5	11,437	336.3	43,030	1,265.2	367	926.7	117

Notes:
Only non-traffic Criminal Code offences are included in this analysis.
* Crime rate is by number of crimes per 10,000 population.
**Possibly deflated number (Police Resources in Canada, 2001, p.40)
(1) Violent crimes include homicide & attempts, assault, sexual offences, abduction & robbery.
(2) Property crimes include break & enter, thefts and fraud.
(3) Other crimes include prostitution, gaming & betting, offensive weapons and other criminal code offences.
(4) Sum of (1) through (3).

Source: Police Resources in Canada 2000, Canadian Centre for Justice Statistics, Statistics Canada

Between 1996 and 2000, 15 out of the 17 large Canadian cities under review had decreases in the overall crime rate (Table 2.9).[34] Toronto had the third largest decrease of 195.7 criminal incidents per 10,000 population. It also had the third largest drop in property crime rate. Vancouver showed the largest decrease in both total crime rate and property crime rate between 1996 and 2000.   For violent crimes, Toronto was among the eight cities having an increase in the violent crime rate – Toronto had the fourth largest increase of 10.3 incidents per 10,000 population; Calgary had the largest increase in violent crime rate with an increase of 14.9 per 10,000 population. Of the 16 cities that had an increase in the per capita cost, the increase for Toronto was the third smallest – $12 – compared to the largest increase of $46 for Quebec City.

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[34] There were changes in the Ottawa-Carleton policing jurisdiction in 1998 and 1999. To maintain fair comparison, it was excluded from the 5-year comparison.

In terms of the size of population per officer, 16 of the cities had decreases due to the gain in police strength for the period under review. Toronto had a decrease of 23.5 persons per officer, which is the fifth smallest decrease.

Table 2.9
Change in Number of Crimes, Crime Rates* (per 10,000 population), Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over: 1996-2000

Police Agency	Population	(1) Violent Crimes No.	Rate	(2) Property Crimes No.	Rate	(3) Other Crimes No.	Rate	(4) Total Crimes No.	Rate	Police Strength	Pop/ Pol Ratio	Cost Per Capita ($)
Toronto	96744	3613	10.3	-35523	-158.7	-9863	-47.3	-41773	-195.7	414	-23.5	12
Montreal	-6273	2391	13.5	-20557	-110.4	6923	38.6	-11243	-58.3	129	-16.5	-3
Calgary	77336	1902	14.9	-3002	-83.4	1852	6.8	752	-61.7	167	-32.1	31
Peel Reg.	101617	-144	-8.4	-8906	-131.8	-469	-18.3	-9519	-158.3	218	-59.5	20
Edmonton	6958	588	7.9	-1969	-36.5	5502	81.6	4121	53.0	62	-24.7	41
Winnipeg	-11402	1509	26.1	-3735	-47.6	5857	97.5	3631	76.0	14	-16.4	28
York Reg.	102103	1178	9.5	-1712	-69.0	494	-8.2	-40	-67.7	148	-36.7	26
Vancouver	30251	-1743	-39.3	-28971	-596.6	2827	39.1	-27887	-596.8	51	4.0	7
Hamilton-Wentworth	8653	-410	-10.5	-4546	-100.1	306	2.2	-4650	-108.5	27	-15.9	14
Niagara Reg.	1000	-138	-3.4	-5555	-132.3	-72	-2.2	-5765	-138.0	71	-88.7	21
Waterloo Reg.	18433	-2	-3.	-2587	-76.4	-64	-8.6	-2653	-88.0	55	-49.6	13
Durham Reg.	31971	385	3.5	-5229	-125.7	-244	-16.8	-5088	-138.9	56	-22.7	30
Ottawa-Carleton Reg.	(No fair comparison can be made due to changes in jurisdiction in 1998 and 1999.)											
Laval	1572	228	6.3	-1538	-45.9	365	9.9	-945	-29.7	27	-43.3	14
London	9485	-310	-11.5	-3126	-108.9	-1177	-42.0	-4613	-162.5	35	-39.3	9
Halton Reg.	19405	-32	-3.3	-3022	-96.6	-530	-21.5	-3584	-121.5	70	-102.1	15
Quebec City	-5100	-166	-4.5	-4170	-142.1	119	8.1	-4217	-138.5	15	-32.9	46
Surrey	39494	188	-13.8	-1739	-159.9	-484	-60.3	-2035	-233.9	52	-27.6	34

Notes:
Only non-traffic Criminal Code offences are included in this analysis.
* Crime rate is by number of crimes per 10,000 population.
(1) Violent crimes include homicide & attempts, assault, sexual offences, abduction & robbery.
(2) Property crimes include break & enter, thefts and fraud.
(3) Other crimes include prostitution, gaming & betting, offensive weapons and other non-traffic criminal code offences.
(4) Sum of (1) through (3).

Source: Crime and Police Resources in Canadian Municipalities 1996, Canadian Centre for Justice Statistics, Statistics Canada; Police Resources in Canada 2000, Canadian Centre for Justice Statistics, Statistics Canada.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- While the police must strike a balance in terms of delivering a service that addresses law and order issues in a comprehensive way, many of the presentations made by community members in recent public consultation meetings confirmed that quality of life issues, such as traffic violations, drugs, and disorderly occurrences, are primary concerns of the community. The way these problems are dealt with by the police appears to be the key factor in determining the community's satisfaction with the police service. Regular input from the community is required for the police to understand and target those occurrences/offences that are perceived to have a particularly adverse impact on the community's quality of life. Similarly, the Service must keep the community informed about crime in the area and the responses being taken by police to address all community concerns.

- To enhance Neighbourhood Policing, continual support must be given to maintaining the infrastructure for local problem solving, crime prevention, and community partnerships. The Community Police Liaison Committee, the divisional crime management team, and the field crime analysis capability are currently the essential components of the local problem solving process. The divisional Community Police Liaison Committees remain an ideal forum for input from the community and the determination of appropriate policing priorities and strategies to address the community's concerns. It should continue to be used for dealing with possible differences in policing priorities between the police and the community.

- Without exception, staff members attending internal Scan consultation meetings mentioned shortage of officers as among the key issues at divisions. While the 60-40 model, adopted for determining divisional staffing as a result of the Chief's 90-Day Review, was an attempt to add structure to and standardise staff deployment, the mechanics of this deployment method may not be apparent to many members. Providing information on the staffing determination process should make it more understandable and help minimise unnecessary doubts. Also, the staff deployment methodology should be subject to regular review for refinement so as to make it a practical management tool.

- The increase in crime and calls for service seen in 2001 means an increase in workload for police. There is also indication that enforcement and crime investigation have become more complicated and time-consuming because of the increasing complexity of the cases involved and the increasing requirements imposed by laws on police when processing such cases. Initiatives are, therefore, required to make more efficient use of existing human resources, such as making officers available during the times they are needed most. This involves the incorporation of an optimisation component to the staff deployment system so that the use of existing resources can be maximised.

- The drive towards intelligence-driven policing should be continued as a means of enhancing police effectiveness in the midst of increasing police workload and growing complexity of investigation and enforcement. The Enterprise Case and Occurrence Processing System (eCOPS) under development is a means towards this goal in enhancing police effectiveness. The system is designed to provide a single location for searching all primary police databases

to facilitate crime solving. The first component of the eCOPS – unified search – has already been put to test in the field at the beginning of 2002, prior to full implementation.

- Reliable crime and related statistics are required for various purposes of crime analysis, management decision-making, and police program evaluation. At present, the Toronto Police Service still does not have the capability to produce incident-based crime statistics in accordance with the standards of the Canadian Centre for Justice Statistics (CCJS) of Statistics Canada. This capability should be built as soon as possible into the new information system under development, and definitions regarding concepts, crime types, and data retrieval parameters must be standardised, in order to enhance the validity and consistency of crime statistics produced by units across the Service. Reference has to be made to the criteria already established by authorities.

- To effectively address crime and crime-related issues in the community, local crime management initiatives and strategies are required. The division-based crime management function must be maintained and reinforced to enable effective local problem solving. Continual support, training and development should be provided to divisional crime analysts and crime management teams in problem solving and crime prevention. Support should also be given through the research and development of tools and methodologies that will enhance the crime analysis, prediction, and management functions.

- The problem solving/target policing/crime prevention initiatives being developed and implemented by field units must be properly evaluated for effectiveness, so that the Service can determine which initiatives work and which do not, and the circumstances involved in their success or failure. Also, the effect of police programs on controlling/reducing crime, rather than the programs themselves (processes), should be the focus of evaluation. The findings would serve as guidelines for future decision-making regarding programs, resource allocation, and deployment, and would serve as a vehicle for public accountability.

- In order to be able to adequately provide Neighbourhood Policing, all front-line divisional officers must receive proper training on crime prevention and problem solving. Training for young and newly recruited officers also appears to be an issue that warrants some attention. Concerns were raised in the internal consultation meetings that the recent large group of newly recruited officers have become a strain to the more experienced officers because of the need to train the former. There were also some concerns raised in the public consultations that young officers need more sensitivity training in the discharge of their duty.

- Police arrest statistics have continued to pinpoint young age groups as having high arrest rates, despite declining arrest rates in the recent past years. Innovative policing strategies should be developed corporately to address the issue of high arrest rates among young persons. These strategies should cover the needs of youths at different stages of delinquency, including role modelling/mentoring, diversion, treatment/rehabilitation, supervision, and incarceration/deterrence. Often, these initiatives require the partnership of other government departments and social agencies. The effectiveness of these policing strategies must be evaluated.

- The relationship between drugs and crime has been well documented. Arrest statistics and findings from local studies reveal that persons in younger age groups remain the most vulnerable in drug use and drug offences. Police involvement in drug prevention education and campaigns has to be continued and enhanced. A close working relationship has to be maintained with schools and other social service agencies so that the anti-drug message can be delivered to young people early in their life. More active police participation in the Drug Treatment Court will help to identify addicts who will likely benefit from the treatment programs imposed by the Court and prevent the misuse of such programs by drug dealers, whose primary aim is to obtain a lenient and non-incarceration sentence.

Appendix A

Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

2001				Number of Crimes					Staffing*			Rates (Occurrences/1000 Pop)						
DIV	Pop@	Disp. Calls	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	102,071	30,921	1,398	2,734	2,608	215	6,955	6,740	161	10	13.7	26.8	25.6	2.1	68.1	66.0	302.9
12	95,460	36,410	1,960	3,136	3,190	286	8,572	8,286	191	10	20.5	32.9	33.4	3.0	89.8	86.8	381.4
13	143,341	39,588	1,458	3,628	2,414	150	7,650	7,500	186	8	10.2	25.3	16.8	1.0	53.4	52.3	276.2
14	152,396	63,361	3,162	7,517	4,374	426	15,479	15,053	338	19	20.7	49.3	28.7	2.8	101.6	98.8	415.8
22	194,372	46,448	1,726	7,214	4,501	520	13,961	13,441	208	12	8.9	37.1	23.2	2.7	71.8	69.2	239.0
23	163,117	40,317	2,424	6,787	3,524	290	13,025	12,735	189	12	14.9	41.6	21.6	1.8	79.9	78.1	247.2
31	198,073	53,695	3,242	6,456	4,499	345	14,542	14,197	248	13	16.4	32.6	22.7	1.7	73.4	71.7	271.1
32	204,294	47,088	1,923	7,399	3,979	281	13,582	13,301	228	13	9.4	36.2	19.5	1.4	66.5	65.1	230.5
33	192,366	36,862	1,451	4,780	2,494	174	8,899	8,725	180	10	7.5	24.8	13.0	0.9	46.3	45.4	191.6
41	234,771	61,707	3,963	8,654	6,144	598	19,359	18,761	299	15	16.9	36.9	26.2	2.5	82.5	79.9	262.8
42	373,112	66,187	4,255	9,987	5,889	441	20,572	20,131	282	20	11.4	26.8	15.8	1.2	55.1	54.0	177.4
51	67,203	38,415	1,878	3,700	3,793	209	9,580	9,371	206	11	27.9	55.1	56.4	3.1	142.6	139.4	571.6
52	75,969	62,899	3,263	14,130	8,759	265	26,417	26,152	354	24	43.0	186.0	115.3	3.5	347.7	344.2	828.0
53	141,839	28,936	989	4,108	1,950	119	7,166	7,047	150	10	7.0	29.0	13.7	0.8	50.5	49.7	204.0
54	135,563	35,541	1,860	3,562	2,933	248	8,603	8,355	174	13	13.7	26.3	21.6	1.8	63.5	61.6	262.2
55	120,259	40,679	2,334	5,364	3,332	288	11,318	11,030	208	18	19.4	44.6	27.7	2.4	94.1	91.7	338.3
CFC**	1,034,100	376,750	18,302	47,879	33,353	2,206	101,740	99,534	1,968	123	17.7	46.3	32.3	2.1	98.4	96.3	364.3
AFC**	1,560,105	352,304	18,984	51,277	31,030	2,649	103,940	101,291	1,634	95	12.2	32.9	19.9	1.7	66.6	64.9	225.8
Field Total	2,594,205	729,054	37,286	99,156	64,383	4,855	205,680	200,825	3,602	218	14.4	38.2	24.8	1.9	79.3	77.4	281.0

Notes:

Crime categories reflect the groupings of Statistics Canada.

Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.

Property crimes include break and enter, all types of thefts, possession of stolen goods, and fraud.

Other Criminal Code offences are the other non-traffic offences not covered by the first two items.

Criminal Code traffic offences are undercounted due to information system problems.

Total CC is the total number of Criminal Code offences, including violent crimes, property crimes, other Criminal Code offences and Criminal Code Traffic.

Total Non-Traf CC is the total number of Non-Traffic Criminal Code offences.

*Staffing total by Command does not include personnel assigned to Command Headquarters.

@ Population estimates have been revised, based on latest projections from Toronto Urban Development Services.

** The compositions of CFC and AFC have been revised in 2001. Also, Divisions 21 and 22 were amalgamated in September 2001.

Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

2000				Number of Crimes					Staffing*		Rates (Occurrences/1000 Pop)						
DIV	Pop@	Disp. Calls	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	100,943	31,819	1348	2940	2602	181	7,071	6,890	172	11	13.4	29.1	25.8	1.8	70.0	68.3	315.2
12	94,405	36,908	1775	2994	3053	206	8,028	7,822	174	11	18.8	31.7	32.3	2.2	85.0	82.9	391.0
13	141,758	38,111	1575	3588	2419	158	7,740	7,582	170	11	11.1	25.3	17.1	1.1	54.6	53.5	268.8
14	150,713	66,519	3137	7416	4807	404	15,764	15,360	363	20	20.8	49.2	31.9	2.7	104.6	101.9	441.4
21	59,671	18,320	846	1723	1810	167	4,546	4,379	108	6	14.2	28.9	30.3	2.8	76.2	73.4	307.0
22	132,555	30,312	932	4561	2652	233	8,378	8,145	146	11	7.0	34.4	20.0	1.8	63.2	61.4	228.7
23	161,315	40,281	2223	6595	3236	284	12,338	12,054	179	12	13.8	40.9	20.1	1.8	76.5	74.7	249.7
31	195,886	52,534	2929	6475	3974	264	13,642	13,378	244	13	15.0	33.1	20.3	1.3	69.6	68.3	268.2
32	202,038	48,900	1776	7162	3867	212	13,017	12,805	233	13	8.8	35.4	19.1	1.0	64.4	63.4	242.0
33	190,241	36,528	1372	4600	2268	136	8,376	8,240	162	11	7.2	24.2	11.9	0.7	44.0	43.3	192.0
41	232,178	63,290	3833	8577	5683	569	18,662	18,093	299	16	16.5	36.9	24.5	2.5	80.4	77.9	272.6
42	368,992	69,665	4121	9421	5576	341	19,459	19,118	306	21	11.2	25.5	15.1	0.9	52.7	51.8	188.8
51	66,460	38,385	1958	3832	3663	137	9,590	9,453	215	12	29.5	57.7	55.1	2.1	144.3	142.2	577.6
52	75,130	68,175	3143	14556	9253	178	27,130	26,952	377	26	41.8	193.7	123.2	2.4	361.1	358.7	907.4
53	140,273	32,183	957	4175	1722	130	6,984	6,854	167	11	6.8	29.8	12.3	0.9	49.8	48.9	229.4
54	134,066	35,512	1726	3140	2458	168	7,492	7,324	172	13	12.9	23.4	18.3	1.3	55.9	54.6	264.9
55	118,930	42,155	2186	5383	3342	234	11,145	10,911	243	20	18.4	45.3	28.1	2.0	93.7	91.7	354.5
CFC*	888,612	354,255	16,079	44,884	30,861	1,628	93,452	91,824	1,881	122	18.1	50.5	34.7	1.8	105.2	103.3	398.7
AFC*	1,676,942	395,342	19,758	52,254	31,524	2,374	105,910	103,536	1,849	116	11.8	31.2	18.8	1.4	63.2	61.7	235.8
Field Total	2,565,554	749,597	35,837	97,138	62,385	4,002	199,362	195,360	3,730	238	14.0	37.9	24.3	1.6	77.7	76.1	292.2

Notes:

Crime categories reflect the groupings of Statistics Canada.

Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.

Property crimes include break and enter, all types of thefts, possession of stolen goods, and fraud.

Other Criminal Code offences are the other non-traffic offences not covered by the first two items.

Criminal Code traffic offences are undercounted due to information system problems.

Total CC is the total number of Criminal Code offences, including violent crimes, property crimes, other Criminal Code offences and Criminal Code Traffic.

Total Non-Traf CC is the total number of Non-Traffic Criminal Code offences.

*Staffing total by Command does not include personnel assigned to Command Headquarters.

@ Population estimates have been revised, based on latest projections from Toronto Urban Development Services.

Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

1999			Number of Crimes						Staffing*		Rates (Occurrences/1000 Pop)						
DIV	Pop@	Disp. Calls	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	99,867	34,512	1297	3251	2500	256	7,304	7,048	176	11	13.0	32.6	25.0	2.6	73.1	70.6	345.6
12	93,399	36,897	1663	3057	2433	213	7,366	7,153	183	11	17.8	32.7	26.0	2.3	78.9	76.6	395.0
13	140,246	44,629	1484	4188	2325	147	8,144	7,997	174	11	10.6	29.9	16.6	1.0	58.1	57.0	318.2
14	149,105	70,192	3020	8193	4963	318	16,494	16,176	369	20	20.3	54.9	33.3	2.1	110.6	108.5	470.8
21	59,034	19,548	725	1917	1695	225	4,562	4,337	109	6	12.3	32.5	28.7	3.8	77.3	73.5	331.1
22	131,141	30,745	908	4978	2402	285	8,573	8,288	154	11	6.9	38.0	18.3	2.2	65.4	63.2	234.4
23	159,595	39,695	2156	6317	3035	259	11,767	11,508	188	12	13.5	39.6	19.0	1.6	73.7	72.1	248.7
31	193,796	53,159	2796	6827	3700	254	13,577	13,323	242	14	14.4	35.2	19.1	1.3	70.1	68.7	274.3
32	199,883	52,572	1605	7525	3389	238	12,757	12,519	233	13	8.0	37.6	17.0	1.2	63.8	62.6	263.0
33	188,212	37,408	1303	5330	2167	152	8,952	8,800	172	10	6.9	28.3	11.5	0.8	47.6	46.8	198.8
41	229,701	66,845	3444	9178	5483	383	18,488	18,105	301	16	15.0	40.0	23.9	1.7	80.5	78.8	291.0
42	365,056	73,173	3469	10267	5045	289	19,070	18,781	320	21	9.5	28.1	13.8	0.8	52.2	51.4	200.4
51	65,751	37,799	1894	3943	3986	165	9,988	9,823	220	12	28.8	60.0	60.6	2.5	151.9	149.4	574.9
52	74,329	73,887	2824	16082	8376	156	27,438	27,282	392	25	38.0	216.4	112.7	2.1	369.1	367.0	994.1
53	138,777	35,976	898	4666	1854	74	7,492	7,418	177	10	6.5	33.6	13.4	0.5	54.0	53.5	259.2
54	132,636	38,520	1500	3522	2320	185	7,527	7,342	174	13	11.3	26.6	17.5	1.4	56.7	55.4	290.4
55	117,662	44,683	2136	5788	3057	203	11,184	10,981	243	20	18.2	49.2	26.0	1.7	95.1	93.3	379.8
CFC*	879,136	378,575	15,216	49,168	29,494	1,532	95,410	93,878	1,934	120	17.3	55.9	33.5	1.7	108.5	106.8	430.6
AFC*	1,659,054	411,665	17,906	55,861	29,236	2,270	105,273	103,003	1,893	116	10.8	33.7	17.6	1.4	63.5	62.1	248.1
Field Total	2,538,190	790,240	33,122	105,029	58,730	3,802	200,683	196,881	3,827	236	13.0	41.4	23.1	1.5	79.1	77.6	311.3

Notes:

Crime categories reflect the groupings of Statistics Canada.

Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.

Property crimes include break and enter, all types of thefts, possession of stolen goods, and fraud.

Other Criminal Code offences are the other non-traffic offences not covered by the first two items.

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Total CC is the total number of Criminal Code offences, including violent crimes, property crimes, other Criminal Code offences and Criminal Code Traffic.

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*Staffing total by Command does not include personnel assigned to Command Headquarters.

@ Population estimates have been revised, based on latest projections from Toronto Urban Development Services.

Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

1998			Number of Crimes						Staffing*		Rates (Occurrences/1000 Pop)						
DIV	Pop@	Disp. Calls	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	98,839	33,626	1387	4026	2957	218	8,588	8,370	170	9	14.0	40.7	29.9	2.2	86.9	84.7	340.2
12	92,438	33,180	1696	3501	2460	177	7,834	7,657	164	8	18.3	37.9	26.6	1.9	84.7	82.8	358.9
13	138,803	42,278	1510	4667	2849	169	9,195	9,026	168	10	10.9	33.6	20.5	1.2	66.2	65.0	304.6
14	147,571	65,933	3252	9123	4987	367	17,729	17,362	351	20	22.0	61.8	33.8	2.5	120.1	117.7	446.8
21	58,427	18,988	845	2430	1669	180	5,124	4,944	105	4	14.5	41.6	28.6	3.1	87.7	84.6	325.0
22	129,792	29,920	955	5487	2627	295	9,364	9,069	146	9	7.4	42.3	20.2	2.3	72.1	69.9	230.5
23	157,953	38,874	2238	6663	2907	292	12,100	11,808	183	9	14.2	42.2	18.4	1.8	76.6	74.8	246.1
31	191,803	51,877	2935	7462	3667	268	14,332	14,064	234	12	15.3	38.9	19.1	1.4	74.7	73.3	270.5
32	197,826	49,685	1652	8482	3682	192	14,008	13,816	226	10	8.4	42.9	18.6	1.0	70.8	69.8	251.2
33	186,276	37,399	1205	5728	2177	145	9,255	9,110	162	9	6.5	30.8	11.7	0.8	49.7	48.9	200.8
41	227,338	62,503	3017	9079	5371	322	17,789	17,467	289	14	13.3	39.9	23.6	1.4	78.2	76.8	274.9
42	361,301	71,096	3389	11767	5323	279	20,758	20,479	307	20	9.4	32.6	14.7	0.8	57.5	56.7	196.8
51	65,075	38,717	1836	5132	4404	130	11,502	11,372	206	11	28.2	78.9	67.7	2.0	176.7	174.8	595.0
52	73,564	69,756	3076	17318	8232	198	28,824	28,626	371	24	41.8	235.4	111.9	2.7	391.8	389.1	948.2
53	137,349	31,452	921	5100	1857	82	7,960	7,878	170	10	6.7	37.1	13.5	0.6	58.0	57.4	229.0
54	131,272	36,191	1675	3712	2325	165	7,877	7,712	164	10	12.8	28.3	17.7	1.3	60.0	58.7	275.7
55	116,451	41,491	2334	6601	3606	161	12,702	12,541	239	18	20.0	56.7	31.0	1.4	109.1	107.7	356.3
CFC*	870,090	356,433	16,012	55,468	31,352	1,502	104,334	102,832	1,839	110	18.4	63.7	36.0	1.7	119.9	118.2	409.7
AFC*	1,641,988	396,533	17,911	60,810	29,748	2,138	110,607	108,469	1,816	97	10.9	37.0	18.1	1.3	67.4	66.1	241.5
Field Total	2,512,078	752,966	33,923	116,278	61,100	3,640	214,941	211,301	3,655	207	13.5	46.3	24.3	1.4	85.6	84.1	299.7

Notes:

Crime categories reflect the groupings of Statistics Canada.

Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.

Property crimes include break and enter, all types of thefts, possession of stolen goods, and fraud.

Other Criminal Code offences are the other non-traffic offences not covered by the first two items.

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1997 DIV	Pop@	Disp. Calls	Number of Crimes						Staffing*		Rates (Occurrences/1000 Pop)						
			Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	97,860	39,153	1,477	4,495	3,005	268	9,245	8,977	169	10	15.1	45.9	30.7	2.7	94.5	91.7	400.1
12	91,522	33,930	1,944	3,837	2,378	175	8,334	8,159	161	9	21.2	41.9	26.0	1.9	91.1	89.1	370.7
13	137,428	46,470	1,593	5,812	2,540	189	10,134	9,945	173	11	11.6	42.3	18.5	1.4	73.7	72.4	338.1
14	146,109	76,473	3,530	10,123	4,830	400	18,883	18,483	362	20	24.2	69.3	33.1	2.7	129.2	126.5	523.4
21	57,848	19,203	863	2,279	1,583	199	4,924	4,725	105	5	14.9	39.4	27.4	3.4	85.1	81.7	332.0
22	128,506	31,832	979	6,103	2,988	262	10,332	10,070	150	10	7.6	47.5	23.3	2.0	80.4	78.4	247.7
23	156,388	43,161	2,172	8,656	2,815	261	13,904	13,643	177	10	13.9	55.3	18.0	1.7	88.9	87.2	276.0
31	189,902	55,136	2,636	8,875	3,836	248	15,595	15,347	241	13	13.9	46.7	20.2	1.3	82.1	80.8	290.3
32	195,866	55,174	1,538	9,614	3,899	234	15,285	15,051	230	11	7.9	49.1	19.9	1.2	78.0	76.8	281.7
33	184,430	39,813	1,162	6,221	2,463	107	9,953	9,846	164	10	6.3	33.7	13.4	0.6	54.0	53.4	215.9
41	225,085	70,543	3,315	10,216	5,890	395	19,816	19,421	301	18	14.7	45.4	26.2	1.8	88.0	86.3	313.4
42	357,720	76,151	3,337	12,941	5,419	230	21,927	21,697	313	16	9.3	36.2	15.1	0.6	61.3	60.7	212.9
51	64,430	42,502	2,231	5,679	4,338	136	12,384	12,248	214	12	34.6	88.1	67.3	2.1	192.2	190.1	659.7
52	72,835	79,849	2,896	21,219	8,341	209	32,665	32,456	375	26	39.8	291.3	114.5	2.9	448.5	445.6	1096.3
53	135,988	38,962	919	5,894	1,817	84	8,714	8,630	171	9	6.8	43.3	13.4	0.6	64.1	63.5	286.5
54	129,971	41,624	1,776	4,574	2,678	195	9,223	9,028	169	11	13.7	35.2	20.6	1.5	71.0	69.5	320.3
55	115,297	48,222	2,295	7,237	3,735	226	13,493	13,267	243	18	19.9	62.8	32.4	2.0	117.0	115.1	418.2
CFC*	861,469	405,561	16,885	64,296	30,984	1,687	113,852	112,165	1,868	115	19.6	74.6	36.0	2.0	132.2	130.2	470.8
AFC*	1,625,716	432,637	17,778	69,479	31,571	2,131	120,959	118,828	1,850	104	10.9	42.7	19.4	1.3	74.4	73.1	266.1
Field Total	2,487,185	838,198	34,663	133,775	62,555	3,818	234,811	230,993	3,718	219	13.9	53.8	25.2	1.5	94.4	92.9	337.0

Notes:

Crime categories reflect the groupings of Statistics Canada.

Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.

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III. YOUTH CRIME

Concern about youth, crime and 'disrespectful' attitudes has been common throughout history. Nevertheless, this should not minimise the concern and effects of violence and crime by youth in our society nor should it be allowed to act as an easy response and explanation for not taking action. The search for solutions to this social problem demands a commitment to develop a comprehensive response strategy that will address both the individual and systemic factors contributing to this phenomenon. The Service's community policing philosophy provides the necessary approach for reaching creative and effective solutions to youth violence.

HIGHLIGHTS

- To put the problem of youth crime in perspective, three issues must be noted. First, a very small proportion of youths (aged 12 to 17 years) are involved in criminal activity, and even fewer are involved in violent crimes. Second, youth crime statistics reflect the number of youths arrested for criminal offences, not the actual level of crime involving young offenders. Third, it is believed that only a small portion of youth crime is actually reported to police.

- The *Youth Criminal Justice Act,* passed in February 2002, clearly states its primary purpose as the protection of society by preventing crime, imposing sentences that are appropriate and proportional, and by rehabilitating youth involved in criminal activities. The new *Act* will be proclaimed in April 2003 and will, at that time, replace the existing *Young Offenders Act, 1984.*

- National youth crime statistics showed that, in 2000, 100,861 Canadian youths, aged 12 to 17 years, were charged with a criminal incident, the national youth charge rate (the number of youths charged per 1,000 population) was 41.1, and almost one in five was charged with a violent offence. Youths accounted for 21.0% of all people charged with a Criminal Code Offence. Although nationally, both the number and rate of youth crime increased slightly from 1999, they remained significantly lower than that reported a decade ago.

- The increasing involvement of females in criminal activities, particularly violent crimes, is a concern. Although the involvement of young females in violent crime remains low compared to young males, the gender gap has narrowed considerably. The national charge rate for young females increased 61.0% between 1990 and 2000, more than twice as fast as the rate for young males which increased only 25.0% during the same period.

- In 2001, 7,496 young persons (aged 12 to 17 years) in Toronto were charged for all types of Criminal Code offences, down 5.6% from 2000, and 17.8% from the 9,124 charges in 1992. In comparison, adult crime decreased 0.6% and 32.9% from levels reported in 2000 and 1992, respectively. Youths accounted for 15.9% of all charges, more than twice their representation within the total population.

- Decreases in the number of youth charges from 1992 is due mainly to a 43.6% decrease in the number of youths arrested for a property related offence. On the other hand, the number of youths charged with a violent criminal code offence, about one in three youths charged, remained 19.9% higher than was reported ten years ago. Overall, more than half of all violent offences were minor assaults.

- As was seen nationally, even given the substantial overall decrease in youth charges since 1992, the participation of young females in violent crimes has increased dramatically. In 2001, a total of 569 female youths were charged for violent offences, an increase of 46.6% from ten years ago as compared to a 13.6% increase for young males over the same period.

- Between 1992 and 2001, every age showed substantial increases in charges of violent and other Criminal Code offences. However, a decrease in the total number of Criminal Code charges, largely as the result of dramatic decreases in property offences, is evident at all ages.

- The proportion of young persons (aged 12-17 years) among all persons charged with a Criminal Code offence decreased slightly from 16.6% in 2000 to 15.9% in 2001, but increased 18.7% from the 13.4% reported in 1992. In comparison, youths, as a percentage of total population, increased from 6.3% to 7.0% during the same period. Only the 18-24 year old category showed a more disproportionate participation in criminal activities in 2001.

- In 2001, 42.7 of every 1,000 young persons were charged for Criminal Code offences. While the 2001 youth charge rate was higher than the 2000 national level of 41.1 youths per 1,000, and more than double the 2001 adult rate of 20.0, it was 7.6% lower than the 46.2 youths per 1,000 reported for Toronto in 2000, 12.5% lower than the 2001 young adult (18-24 years) rate of 48.8, and 31.1% less than the youth charge rate reported in 1992.

- Changes in the charge rate differed greatly between males and females. The most notable difference in charge rate was evident in violent offences. Violent crime charge rates for young males decreased 5.3% from 2000 and 4.9% from 1992. On the other hand, violent crime rates for young females increased 0.8% from 2000 and 23.5% from 1992.

- In 2001, the total number of crimes occurring on school premises was only slightly higher than in 2000 and 1997. However, the types of crimes committed have changed significantly; the number of thefts and mischief decreased but uttering threats and weapons offences both showed substantial increases.

- In 2001, a total of 460 youths were charged with drug-related offences, although 16.4% lower than 550 arrests in 2000, it remained almost double the 247 drug-related charges in 1992.

A. A PERSPECTIVE ON YOUTH CRIME

Community perception of youth crime and, in particular, youth violence, is largely based on the media saturation of the violent actions of only a few young persons. However, response by police and others tasked with the development and well-being of young people can only be effective if they are able to define and focus their attention on the real problems. The actual extent of youth crime in Canada and Toronto, historically defined by the number of Criminal Code charges laid against young people aged 12 to 17 years, is discussed in detail later in this chapter. However, to put youth crime in perspective, two things must be clearly noted in advance. First, a very small proportion of youths are involved in criminal activity, and even fewer are involved in violent crimes. And, second, youth crime statistics reflect the number of youths arrested and charged for criminal activities, not the actual level of crime involving young offenders.

In 2001, Toronto police officers laid a total of 7,496 Criminal Code charges against youths, including 2,443 charges for violent offences. If it is assumed that every charge was laid against a different individual, which they were not, slightly more than four percent of youths in Toronto were charged with a Criminal Code offence and slightly more than one percent of youths were charged with a violent criminal offence.[35]

Most experts on the subject of youth crime strongly caution against viewing all youth as potential criminals. Dr. Fred Mathews of the Central Toronto Youth Services argues that 75% of all youth are rarely or seldom involved in serious crime or violent activity and may be consider as no- or low-risk.[36] Twenty percent of youth may be considered moderate-risk as their behaviour can go either way, depending on their perception of the expected consequences of their own violent actions. The final five percent of youth are to be considered high-risk because of high levels of vulnerability, marginalization from the community, and chronic risk factors including poverty, abuse, and neglect. Even within this group, the portion likely to become involved in serious violent crime is believed to be only one or two percent.

Perhaps the single greatest impediment to developing a clear picture of youth crime is the basis for the enumeration of youth crimes. Unlike general crime statistics that count the actual number of Criminal Code incidents (or offences in some instances), youth crime statistics reflect the number of youths arrested and charged with a Criminal Code offence. While this method of enumeration is historically consistent, it counts the number of Criminal Code offences which result in the arrest of a young person, rather than the number of Criminal Code offences committed by a young person or group of young persons. This method is used because it ensures

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[35] It is known that a portion of the total number of charges laid in any one year, reflects repeat offenders, however, the number of repeat offenders is not known. In *Youth Court Statistics, 1999/00*, Statistics Canada reported that 102,061 youth cases were processed through the courts, about two-thirds resulted in a conviction, and 41,563 young offenders were convicted of an offence. About 35% of cases with a conviction involved repeat offenders – offenders with at least one prior conviction. Persistent offenders -- offenders with at least three prior convictions – accounted for 10% of cases with a conviction. It must be noted, however, that the previous offences were not necessarily committed in the same period. Further, Statistics Canada reported that the number of charges per case increased with repeat offenders – 32% of cases involving persistent offenders included four or more charges, as compared to 18% of cases involving first-time offenders. These statistics may serve as a very general indicator of the proportion of repeat offenders. (Sudworth, M. and deSouza, P. *Youth Court Statistics, 1999/00*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada) 21(3), May 2001.)

[36] Mathews, F. *Drawing Lines and Circles – Responding to Youth Violence*. **Orbit**, 25(3), 1994.

that the categorisation of a crime as a youth crime is accurate; the use of a victim's estimate of the age of the suspect, if they have an estimate, is not reliable as an indicator for youth crime.

Although it is universally agreed that counting youths arrested is the most reliable method to count and report youth crimes, it fails to give a clear picture. First, increases and decreases in the number of charges may reflect the performance of the police, rather than the level of youth crime. Second, as is discussed later, the increasing use of alternative measures, specifically police discretion and pre-charge alternative measures, will cause youth crime to be understated, particularly for minor crimes committed by first-time offenders. Third, if more than one youth is charged for a single incident, the youth crime count would increase by the number of youths charged, compared to the single incident count associated with general crime statistics; youth crimes would, therefore, be overstated. However, in the absence of a more reflective system of information collection, the current enumeration method is a useful indicator for the volume of youth crime and trend analysis. Finally, although flawed, it may be more accurate and reliable than social perceptions based on media reports and anecdotal evidence.

As with general crime statistics, the issue of reported vs. non-reported crime is a concern in determining the level of youth crime. According to the 1999 General Social Survey, 44% of property crimes are reported to police, however, only an estimated 37% of personal crimes are reported.[37] Youths are much less likely to report personal crimes than adults – only 13% of youths reported personal crimes as compared to 30% of those aged 45 years and older.[38] If youth are most often victimised by other youths, as is reported by Statistics Canada, the actual level of crime and, in particular, violent crime involving youth, may be seriously undercounted.[39]

B. YOUTH CRIMINAL JUSTICE ACT

Canadians are increasingly concerned about youth crime in their communities and the effectiveness of the current criminal justice system in dealing with young offenders. They want youth crime prevented in the first place and meaningful consequences for offenders when it does occur. These issues are specifically addressed in the *Youth Criminal Justice Act.*[40] The *Act* was introduced in October 1999, intended to replace the existing *Young Offenders Act,1984*, and was crafted based upon *A Strategy for the Renewal of Youth Justice,* published by the federal government in May 1998. The *Act* clearly states its primary purpose as the protection of society, by preventing crime, imposing sentences that are appropriate and proportional, and by rehabilitating youth involved in criminal activities. The new legislation will:

- expand the offences for which a young person, if convicted of the offence, could receive an adult sentence to include a category of a pattern of serious violent offences,

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[37] Besserer, S. and Trainor, C. *Criminal Victimization in Canada, 1999*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(10), November 2000, p.23.

[38] Ibid, p. 11.

[39] Savoir, J. *Youth Violent Crime*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 19(13), December 1999, p.9.

[40] Although the *Act* received Royal Assent on February 19, 2002, it will not be proclaimed until April 2003. The lead-in period was purposely set to allow time for provincial ministries to make a number of policy decisions and police services to then review and develop appropriate policies and procedures.

- lower the age at which a young offender may receive an adult sentence to include youths 14 and 15 year olds,
- allow the publication of the name of any youth who receives an adult sentence,
- create a special sentence for serious violent offenders who suffer from mental illness or psychological/emotional disorders,
- require a period of controlled supervision in the community to facilitate re-integration, following all periods of custody, and
- provide for and encourage the use of a full range of extrajudicial sanctions, including community-based sentences, for non-violent offenders.

As is evident from these highlights, the *Act* provides a clear distinction between violent and non-violent crimes. For youth who commit violent crimes or are repeat offenders, the Act prescribes more severe consequences. However, for youths who commit non-violent crimes, the *Act* promotes rehabilitation through diversion programs. It accomplishes this by creating the presumption that extrajudicial sanctions, rather than court proceedings, will be used for non-violent first offenders; by requiring police officers to consider taking no further action, issuing a warning, administering a caution, or referring the youth to a community-based program before a charge is laid; by establishing the principal that extrajudicial measures are often the most appropriate approach to rehabilitate young offenders; and by clarifying that non-judicial measures are not restricted to first time offenders.

The mandate for extrajudicial sanction will greatly affect the delivery of policing services. Police services across the country will be required to establish a formal structure/process to ensure appropriate and proportional community-based sentences and effective referrals. In additional, all officers must be trained in the application and process of extrajudicial sanctions.

The Toronto Police Service has, over the past year, developed the partnerships, programs, and officer training requirements necessary to comply with the new legislation. The Youth Referral Program (YRP) was launched in 41 and 42 Divisions on April 9, 2002. The Program, funded for two years by the federal government, partners the Toronto Police Service, Operation Springboard, with their more than 200 referral agencies, and the University of Toronto. The Program is available to young first, and in some instances, second, time offenders, involved in non-violent minor offences.

Prior to being charged for an alleged offence, the youth may be given the opportunity to participate in the YRP. To participate, the youth must take responsibility and show remorse for his/her criminal action and formally consent to the Program by signing a waiver application; the youth's parents must also consent to participation in the Program. The YRP includes both a punitive and rehabilitation component. In all instances the young offender is required to write a letter of apology to the victim and may be required to provide restitution and/or serve a community sentence. Further, the young offender is required to participate in an assessment by Operation Springboard referral staff. The recommendations resulting from the assessment, for example, anger management courses, counselling which may or may not include other family members, etc., become a requirement for Program completion. The young offender must complete the set requirements within two months; if they have not been completed within the stipulated period, the original charge(s) may be laid. If during the two month period, the youth re-offends, the original charges will be laid along with any new charges. The project will be

piloted in 41 and 42 Divisions until year end, with an anticipated participation of about 500 youths.

The new legislation will likely have a significant impact on the level of youth crime in Toronto. First, the number of youths actually arrested/charged – the basis for youth crime levels – will be lowered by the number of youths referred to the program. While this will result in a false decrease in youth crime, it can be explained by reporting the level of YRP participation. Second, if, as it is suggested, extrajudicial sanction actually decreases the likelihood of re-offending, the number of youth arrests/charges will decrease, indicating a real decrease in youth crime. Certainly, the opposite, regular association with other delinquent youths and gang members, has been proven to significantly increase the likelihood of both offending and re-offending.

C. YOUTH CRIME IN CANADA

Statistics Canada's annual crime report *Crime Statistics in Canada, 2000* reported that, in 2000, 100,861 Canadian youths, aged 12 to 17 years, were charged with a criminal incident, the national youth charge rate (the number of youths charged per 1,000 population) was 41.1, and almost one in five youths arrested was charged with a violent offence.[41] Youths accounted for 21.0% of all people charged with a Criminal Code Offence. Over the past year, after eight consecutive years of decreases, the total number of youths charged with a criminal incident increased 1.6% from 99,322 charges in 1999 (Figure 3.1).
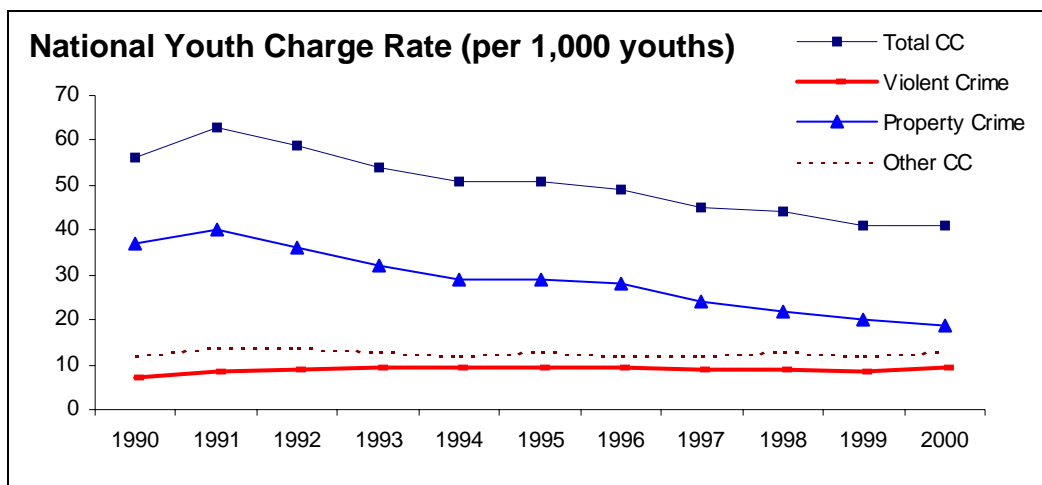
Figure 3.1   Source: Statistics Canada

The national overall youth charge rate increased 1.4%, reflecting a 7.2% increase in the youth charge rate for violent crimes and a 5.7% increase in the youth charge rate for other criminal offences; these increases were only partially offset by a 3.8% drop in the youth charge rate for property related offences. Nonetheless, both the total number of youths charged and the national youth charge rate remained significantly lower than were reported a decade ago – the

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[41] Logan R. *Crime Statistics in Canada, 2000*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 21(8), July 2001, p.19-20.

total number of youths charged decreased 20.3% (from 126,549 in 1990) and the national youth charge rate decreased 26.7% (from 56.1 in 1990).

The overall decrease in the number of youths charged and the national youth charge rate in 2000, as compared to 1990, is mainly due to decreases in the number and rate of youths charged with property related crimes. Statistics Canada reports a 44.8% decrease in the number of youths charged (from 83,741 in 1990 to 46,248 in 2000) and a 49.1% decrease in the youth charge rate (from 37.1 per 1,000 youths in 1990 to 18.9 in 2000) for property offences. It is important to note that this decrease may better reflect the increased use of alternative measures for first time offenders than an actual decrease in property crimes.

On the other hand, nationally, the number and rate of youths charged with violent and other Criminal Code offences increased. Over the past decade, the youth violent crime charge rate increased 31.4% from 7 youths per 1,000 youths in 1990 to 9.2 in 2000. The increase in the youth charge rate for violent crime during this period is largely attributed to an increase in the number of youths charged with common assault. These increases may possibly reflect zero tolerance strategies implemented by schools and others. Although the youth charge rate for violent crimes remains substantially higher than in 1990, it remains slightly less than the 9.4 per 1,000 youths reported in 1995.

The increasing involvement of females in criminal activities, particularly violent crimes, is a concern of many Canadians. Although the involvement of young females in crime remains low compared to young males, the proportion of females charged was higher among youth than adults, particularly for violent crimes. In 2000, females accounted for 25.0% of youths charged for violent crimes, compared to 15.0% for their adult counterparts. The level of involvement of young females in violent crimes, in 2000, was about one-third of that of young males, however, the gender gap has narrowed considerably. The charge rate for young females increased 61.0% between 1990 and 2000, more than twice as fast as the rate for young males which increased only 25.0% during the same period. Between 1999 and 2000, however, the increase in the charge rate for both young males and females was about the same.[42]

Statistics Canada attributes at least some of the decrease in youth crime over the past decade, particularly the 44.8% decrease in property related offences, to the rate of youths 'not charged' – the number of youth involved in crime but not charged. As was noted earlier, youths involved in crime may be dealt with by other means such as alternate measures and cautions. In a 1999 report, Statistics Canada suggested that "In total, the rate of youths 'not charged' was more than 2,400 per 100,000 youths, corresponding to a ratio of 2 youths 'not charged' for every 3 youths charged".[43]

Both the current *Young Offenders Act, 1984* and the new *Youth Criminal Justice Act* provide for diversion from formal court proceedings. The diversion may take one of two forms – police discretion prior to a charge or extrajudicial sanctions before or after a charge has been laid. A police officer may decide not to lay a criminal charge, generally for a first offence of a minor nature, but instead effect some type of informal resolution – discuss the matter with the parents, require the offender to apologise to the victim, etc. Extrajudicial measures programs provide youths with the opportunity to avoid the consequences of a criminal record, yet remain formally accountable to the community. Typical alternative measure programs include personal service or restitution to the victim, educational sessions such as anger management, an apology,

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[42] Ibid, p.12.

[43] Tremblay, S. *Crime Statistics in Canada, 1999*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(5), July 2000, p.14.

counselling, community service, etc. In 1998-99, 33,173 youth cases, across Canada, participated in alternative measures programs.[44] Males had a larger proportion of participation (almost two-thirds of all cases), six in ten youths in these programs were 15 years of age or older, and alternative measures were most often used in property related offences. Community service and apologies constituted 39.0% of all alternative measures imposed. More than nine in ten youths successfully completed all agreed measures.

Youth court statistics provide some information as to the youth crime problem, however, they cannot be construed as all inclusive because, as noted above, not all youth charges result in formal court proceedings. A report on the youth court caseload by Statistics Canada revealed that in 1999-00, a total of 102,061 cases were processed in youth courts.[45] This overall case load reflects a decrease of 4.3% from the previous year, and an 11.4% decrease from 1992-93; the violent crime caseload decreased only 2.7% since 1998-99. In 1999-00, property crime cases accounted for about four in ten youth courts cases, and slightly more than two in ten cases involved violent crimes, a majority of which were minor assaults. Eight in ten court cases involved males and more than half of court cases involved 16 and 17 year olds. Two-thirds of all cases processed through youth courts resulted in a conviction, leading to probation (48.0%), open custody (17.0%), secure custody (17.0%), community service (7.0%) or other dispositions (10.0%).

D. YOUTH CRIME IN TORONTO

Number of Youths Charged – Total:

In 2001, a total of 47,075 persons were arrested/charged for Criminal Code offences in Toronto: 7,496 young persons aged 12 to 17 years, and 39,513 adults.[46] Compared with the 47,771 arrests in 2000, total arrests in 2001 decreased 1.5%, including a 0.6% decrease for adults, and a greater 5.6% decrease for youths. Although decreases in the current period are greater for youths than adults, this has not been the norm over the past decade. Compared to the 68,103 arrests in 1992, current levels reflect an overall decrease of 30.9%, including a 32.9% drop in the number of adults arrested (from 58,857 arrests in 1992) as compared to a smaller decrease of only 17.8% for youths (from 9,124 arrests in 1992).[47] Figure 3.2 shows the changes in the number of young persons and adults charged over the past ten years.[48]

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[44] Engler, C. and Crowe, S. *Alternate Measures in Canada.* **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(6), July 2000, p.6.

[45] Sudworth, M. and deSouza, P., May 2001, p.2.

[46] There were 66 charges against persons of unknown age.

[47] More detailed statistics on young persons and adults charged, broken down by gender and major offence category, are shown in Appendix A at the end of this chapter.

[48] To focus on the trends in relation to each other, the number of youths and adults charged have been plotted on different scales. Over the past decade, the number of adults charged with a Criminal Code offence has been 5 to 7 times the number of youths charged.
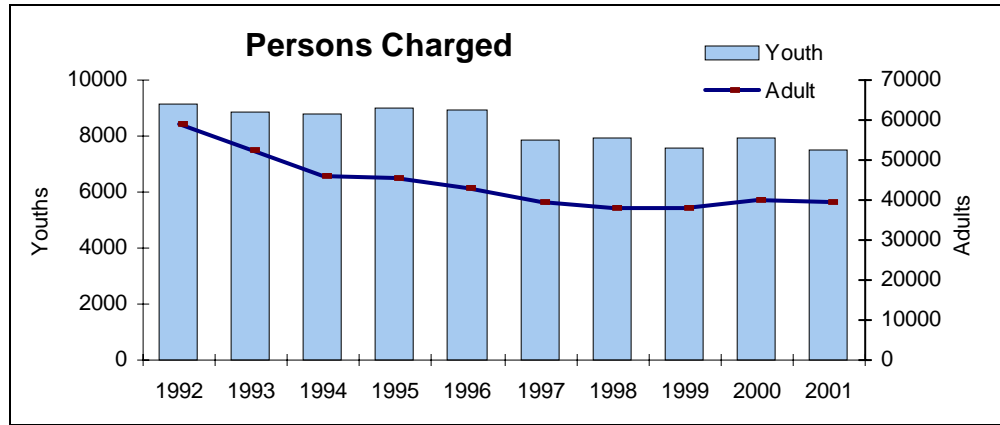
Persons Charged

Figure 3.2   Source: TPS Database

The decrease in youth charges over the past decade is mainly due to the decrease in the number of youths charged for property crimes. In 2001, 2,603 youths were charged for property crimes, down 5.9% and 43.6% from 2000 and 1992, respectively. On the other hand, the number of youths charged for violent crimes decreased only 1.8% between 2000 and 2001 (from 2,488 to 2,443 charges), and was 19.9% above the 2,037 charges reported in 1992. In 2001, one in three youths charged for a criminal offence was charged for a crime of a violent nature as compared to just more than one in five in 1992.

Number of Youths Charged – By Gender:

The involvement of females in crime, particularly violent crime, has been, since the early- to mid-1990s, a growing concern. Overall, the total number of youths charged with a criminal offence decreased 5.6% from 2000 and 17.8% from 1992. The decrease in youths charged between 2000 and 2001 is almost wholly due to a 6.5% decrease in the number of young males charged with a criminal offence, compared to only a 2.6% decrease for young females. Also, the decrease noted over the past ten years was, for the most part, the result of a 19.5% decrease in the number of young males charged with a criminal offence. The number of young females charged in 2001, as compared to 1992, decreased only 12.4% – well below the decrease in the number of young males charged and less than a third of the 40.2% drop in the number of adult females charged during the same period.

Even given the overall decrease in youth charges, the participation of young females in violent crimes has increased dramatically. In 2001, a total of 569 female youths were charged for violent offences, a 3.1% increase from the 552 arrests in 2000 and an increase of 46.6% from the 388 arrests ten years ago. On the other hand, the number of young males charged with violent crimes decreased 3.2% from 2000 and increased only 13.6% from 1992. Although many more young males were charged for violent offences than young females, the gap narrowed. In 2001, for every young female, 3.3 young males were charged with a violent offence, down from 1992 when 4.3 young males charged with a violent offence for every young female.

In 2001, minor assaults accounted for half (49.3%) of all youth charges for violent offences, robbery accounted for one-quarter (24.8%), and major non-sexual assaults accounted for 20.8%. Although these proportions remained reasonably consistent over the past decade,

there were notable differences when the type of violent crimes are examined by gender. Figure 3.3 shows the breakdown of arrests by violent crime type for young males and young females.
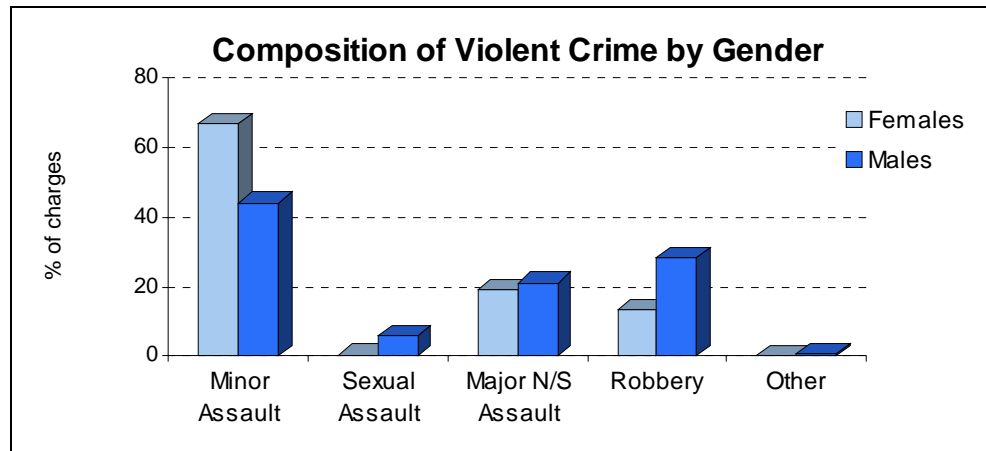
Figure 3.3   Source: TPS Database

With respect to young females charged for violent offences, minor assaults accounted for two-thirds (66.6%) of all charges; on the other hand, robberies accounted for only 13.4% of all young females charged for violent offences, compared to 28.2% of young males. Almost all youths charged for sexual assault were males. Generally, males were more likely to be involved in more serious violent crimes than females, however, there are indicators that this is changing; the Toronto Police Youth Crime Co-ordinator reported that girls are now into gangs, fighting with knives and stealing.[49]

Number of Youths Charged – By Age:

During the mid-1990s, there were strong indications of increasing participation of 12 and 13 year olds in criminal activities, particularly violent crimes. Between 1992 and 2000, all age levels showed increases in charges for violent offences, particularly 12 and 15 year olds. Although the number of 12 year olds charged with a violent crime was down from its highest level reported in 1998 and down from 2000, it remained 20.5% higher in 2001 than ten years ago.

Notwithstanding this increase in charges for violent crimes, a decrease in the total number of Criminal Code charges over the past decade was evident at all age levels. Table 3.1 shows the change in number of young offenders by individual age and major offence group. The overall decreases in total Criminal Code charges reflect a large drop in the number of youths charged for property offences at all age levels. It is unclear whether these decreases, particularly for 12 and 13 year olds charged with property offences, reflect actual decreases in participation or an increase in the use of alternative measures.

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[49] Cited in **Toronto Star**, Saturday March 23, 2002.

Table 3.1
No. of Young Persons Charged by Age and Major Offence Group

	Age	1992	1997	1998	1999	2000	2001	% 1 Year 2000-2001	% Change 10 Year 1992-2001
Violent	12	78	75	106	93	116	94	-19.0	20.5
	13	184	227	231	250	237	198	-16.5	7.6
	14	30	404	348	381	361	356	-1.4	18.7
	15	433	543	474	569	546	566	3.7	30.7
	16	509	556	541	577	606	606	0.0	19.1
	17	533	517	580	582	622	623	0.2	16.9
Property	12	172	128	123	115	80	67	-16.3	-61.0
	13	422	308	262	256	209	171	-18.2	-59.5
	14	770	537	589	440	466	419	-10.1	-45.6
	15	1016	740	756	630	606	609	0.5	-40.1
	16	1177	789	816	682	711	674	-5.2	-42.7
	17	1057	738	739	668	695	663	-4.6	-37.3
Other CC	12	55	59	66	57	66	63	-4.5	14.5
	13	148	170	162	190	191	177	-7.3	19.6
	14	345	349	374	327	389	377	-3.1	9.3
	15	474	526	491	536	575	545	-5.2	15.
	16	652	574	592	585	702	598	-14.8	-8.3
	17	762	598	662	662	753	672	-10.8	-11.8
Total CC	12	305	262	295	265	262	224	-14.5	-26.6
	13	754	705	655	696	637	546	-14.3	-27.6
	14	1415	1,291	1,312	1,148	1,216	1,153	-5.3	-18.6
	15	1923	1,809	1,724	1,735	1,727	1,721	-0.4	-10.6
	16	2338	1,920	1,957	1845	2,020	1,884	-7.0	-19.7
	17	2352	1,857	1,990	1918	2,076	1,968	-5.7	-16.8

Source: TPS Arrest Database

As has been discussed, youth crime is measured by the number of youths, 12 to 17 years old, arrested for criminal offences; however, it fails to capture the criminal offences of children less than 12 years of age. The importance of addressing the criminal activities and violent behaviour of these children was underscored in a recent study published by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the United States. The "Study Group on Very Young Offenders", established in 1998, reported that "Research findings uniformly show that the risk of subsequent violence, serious offences, and chronic offending is two to three times higher for child delinquents than for later-onset offenders….in addition, [child delinquents] are more likely than later-onset juvenile offenders to become gang members and/or engage in substance abuse".[50] The Study Group further found that most early-onset delinquents showed signs of aggressive, inattentive, or sensation-seeking behaviour as early as pre-school. While they found that incarceration was not the answer in most cases, programs based on developing

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[50] Office of Juvenile Justice and Delinquency Prevention, *OJJDP Research 2000 – Research on Very Young Offenders* (www.ojjdp.ncjrs.org).

children's skills in conflict resolution, anger management, problem solving and violence prevention have met with some success.

In February 1999, the Toronto Police Service, Earlscourt Child and Family Centre, and thirteen other stakeholder organisations signed a protocol for dealing with children under 12 in conflict with the law. The Protocol created a co-ordinated process, including all service providers, to quickly and effectively direct these children, and their families, to appropriate services within their communities. One program in particular, the Under 12 Outreach Program, offered by Earlscourt Child and Family Centre in partnership with the Toronto Police Service, was described in Child Delinquents: Development, Intervention and Service Needs (2001) as "the most fully developed intervention for child delinquents to date".[51] About 350 children have been referred to the Under 12 Outreach Program since the introduction of the protocol; Toronto police officers and school board staff refer the majority of participants.

Young Persons as a Proportion of the Total Number of Persons Charged:

Figure 3.4 shows the proportion of young persons as a percentage of total persons charged for Criminal Code offences. Although the proportion of young persons 12-17 years old charged with a Criminal Code offence decreased slightly from 16.6% in 2000 to 15.9% in 2001, it increased 18.7% from the 13.4% reported in 1992. In comparison, youths, as a percentage of total population, increased from 6.3% to 7.0% during the same period. Only the 18-24 year old category showed a more disproportionate participation in criminal activities – 9.2% of the population accounted for 23.9% of all arrests.

Compared to 2000, the proportion of young persons charged in 2001 showed slight decreases in all major offence categories. However, compared to 1992, the proportion of young persons charged showed increases in violent crimes (from 12.2% to 15.0%), property crimes (from 19.3% to 20.3%) and other Criminal Code offences (from 10.8% to 15.8%).
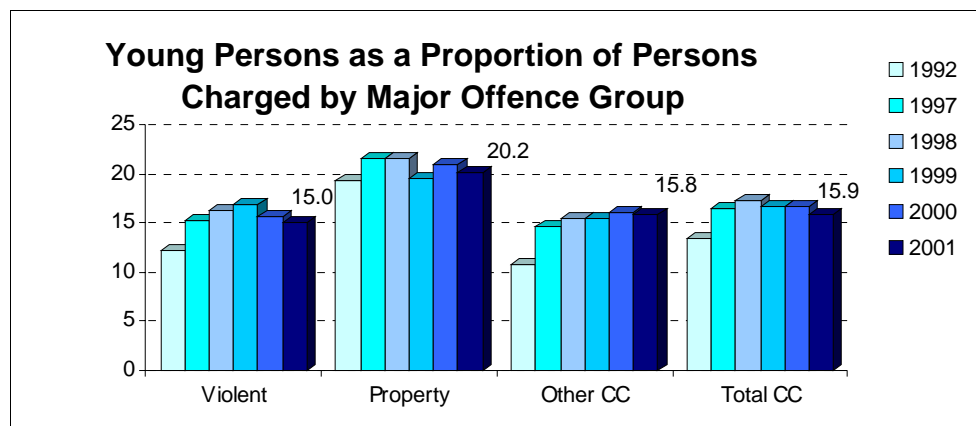

Figure 3.4   Source: TPS CIS Information Centre

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[51] Toronto Police Service, *Youth in Focus*. Volume 1, Issue 1, July 2001. p. 4.

Arrest/Charge Rates:

Changes in number of persons charged can, at times, be due to increases or decreases in the population. In order to control for this effect, rates are calculated for comparison per 1,000 population. The charge rates for young persons and adults are presented in Table 3.2.[52]

Table 3.2
Number of Persons Arrested/Charged Per 1,000 Population

CRIMES	1992		2000		2001	
	12-17	18&+	12-17	18&+	12-17	18&+
Violence	13.8	8.0	14.5	6.9	13.9	7.0
Property	31.3	10.6	16.1	5.3	14.8	5.2
Other CC	16.5	11.0	15.6	7.1	13.9	6.6
CC Traffic	0.3	2.6	0.0	1.0	0.1	1.3
Total CC	62.0	32.2	46.2	20.4	42.7	20.0

Source: TPS Database

In 2001, 42.7 of every 1,000 young persons were charged for Criminal Code offences. While the 2001 youth charge rate was greater than the 2000 national level of 41.1 youths per 1,000, and more than double the 2001 adult rate of 20.0 per 1,000, it was 7.6% lower than the 46.2 youths per 1,000 reported for Toronto in 2000, 12.5% lower than the 2001 young adult (18 to 24 years) rate of 48.8 per 1,000 and 31.1% less than the youth charge rate reported in 1992. The decrease in overall charge rate between 1992 and 2001 reflects an 17.8% decrease in the number of youths charged and a 19.2% increase in the total youth population. While the rate of youths charged with property offences dropped dramatically over the past decade (from 31.3 per 1,000 youths in 1992 to 14.8 in 2001), the charge rate for violent offences increased very slightly (from 13.8 per 1,000 youths in 1992 to 13.9 in 2001).

Changes in the charge rate differed greatly between males and females. Figure 3.5 shows the overall charge rates per 1,000 population for males and females for the past ten years.
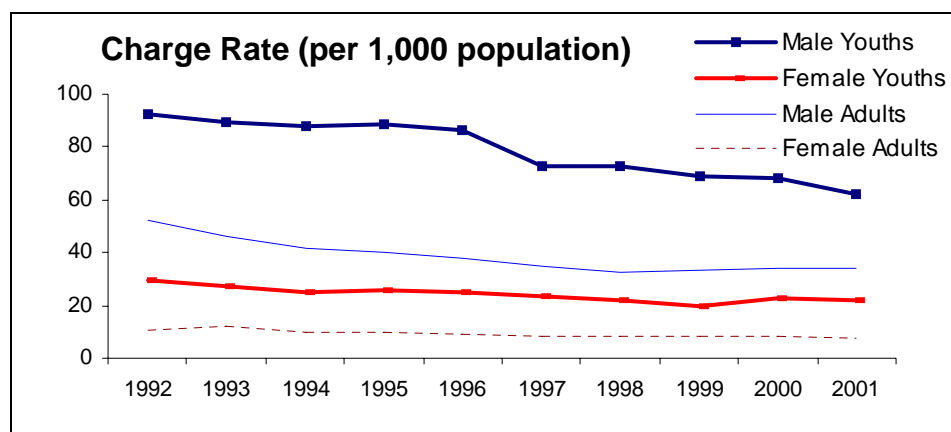

Figure 3.5   Source: TPS Database

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[52] The rates shown may be different from those shown in previous Environmental Scan documents due to revised population/census estimates from the City of Toronto's Urban Development Services.

During this period, the total Criminal Code charge rate per 1,000 young males decreased 32.6% (from 92.8 per 1,000 young males in 1992 to 62.5 in 2001) as compared to a 26.2% decrease (from 29.4 per 1,000 young females in 1992 to 21.7 in 2001) for young females. The most notable changes in the charge rate were evident in violent offences. Violent crime charge rates for young males decreased 5.3% from 2000 and 4.9% from 1992. On the other hand, violent crime rates for young females increased 0.8% from 2000 and 23.5% from 1992. Over the past decade, the charge rate for young males and young females has been, on average, two and two and a half times the charge rate for their adult counterparts, respectively.

Charge rates by individual age indicate that participation in criminal activities increases with age. In 2001, overall charge rates per 1,000 for 16 and 17 year olds were 64 and 66 respectively, more than eight times the charge rate for 12 year olds (8 per 1,000 12 year olds). With respect to violent crimes in particular, the charge rate per 1,000 climbed from 3.2 per 1,000 12 year olds to 21 per 1,000 17 year olds.

Youth/Street Gangs:

It is known that youth gangs exist in Toronto, pose serious problems for law enforcement, and threaten the quality of life within the community. What is less clear, however, is the actual number of gangs, their membership, and their activities. The Toronto Police Service's Detective Services unit estimates that about 62 street gangs – including approximately 2,000 members associates, typically between the ages of 13 and 30 – exist in Toronto. Generally, newly formed gangs are more likely to participate in visible and violent criminal activities, while older, more established gangs are more likely to participate in highly organised crimes such as drug dealing, and are more likely to associate with adult organised crime groups. To varying degrees, quantifying youth gang membership and activity relies on anecdotal evidence, self reported involvement, and officer perception. The keys to addressing the problems of youth gangs, according to law enforcement agencies and researchers, are to curtail membership in the first instance and increase reporting of youth gang criminal activities.

E. CRIMES OCCURRING ON SCHOOL PREMISES

There is little doubt that crimes, and violent crimes in particular, occurring on school premises, create an unsafe environment, and may have a serious negative impact on learning and other school activities. Table 3.3 shows a breakdown of the various crimes occurring on school premises in each of the past five years.[53]

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[53] Due to revised parameters in defining/extracting data on crimes occurring on school property, data reported in previous Environmental Scans, has been revised, where necessary, to facilitate comparison and trending.

Table 3.3
Crimes Occurring on School Premises

Types of Offences	1997	1998	1999	2000	2001	% Change	
						1 Year 00-01	5 Year 97-01
Sexual Assault	132	108	133	208	130	-37.5	-1.5
Other Assault	1,257	1,164	1,198	1,321	1,286	-2.6	2.3
Robbery	194	200	202	191	239	25.1	23.2
Weapons Offences	145	188	237	244	223	-8.6	53.8
Theft	1,246	1,113	965	826	743	-10.0	-40.4
Break & Enter	313	326	290	277	353	27.4	12.8
Mischief	475	403	331	324	419	29.3	-11.8
Utter Threat	296	344	483	578	586	1.4	98.0
Drug Related Offences	159	115	151	221	167	-24.4	5.0
Other	870	833	943	874	980	12.1	12.6
Total	5,087	4,794	4,933	5,064	5,126	1.2	0.8

Source: TPS Database

In 2001, the total number of crimes occurring on school premises increased 1.2% from 2000, and compared to five years earlier, increased 0.8%. Over the past five years, thefts and mischief showed the largest decreases (40.4% and 11.8%, respectively). On the other hand, during this same period, uttering threats and weapons offences both showed significant increases (98.0% and 53.8%, respectively). Although not necessarily violent in themselves, weapons-related offences are of concern on the basis that they may imply or threaten violence.

Caution must be used in interpreting any increase in crimes, particularly violent crimes, occurring on school premises. The zero tolerance policy against violence established five years ago and the legislated Code of Conduct recently adopted by the school boards may have resulted in more incidents being reported to police, thus giving a false picture that the problem is actually escalating. This same caution must be applied to the increase in weapons-related offences and uttering threats. The tolerance threshold for these offences has also dropped to zero. In the case of weapons-related offences, for example, in the past, a small pocket knife may not have been noticed or, if taken away from a student, not reported; this would unlikely be the case today. The doubling in incidents of uttering threats is also likely a reporting phenomenon. Given recent experience and Board policies, school administrators must take threats, particularly threats of violence, very seriously. In fact, The Toronto District School Board policy requires a mandatory suspension for any student 'uttering a threat to inflict serious bodily harm on another person'. Further, based on studies detailing the potentially serious consequences of school-yard bullying, even the mildest threats must be seriously considered. Efforts on the part of the schools and the police to encourage students to report crimes, particularly violent crimes, may also be a factor in any increases in crimes on school premises. Data for the next few years may show a clearer trend of development; reducing the number of violent incidents in schools continues to be a priority concern for the schools and the police.

F. DRUG USE BY YOUTHS

A general indicator of drug use by youths is the number of drug charges laid.[54] As can be seen in Figure 3.6, the number of youths charged with drug-related offences increased substantially between 1996 and 2000, yet dropped in 2001. In 2001, a total of 460 youths were charged with drug-related offences, although 16.4% lower than the 550 arrests in 2000, it was almost double the 247 drug-related charges in 1992. Also, there was a notable difference between the number of arrests of young males and young females. In 2001, more than eight young males were arrested on drug-related charges for every young female charged; over the past decade, for every young female arrested on drug-related charges, anywhere from four to thirteen young males have been arrested.
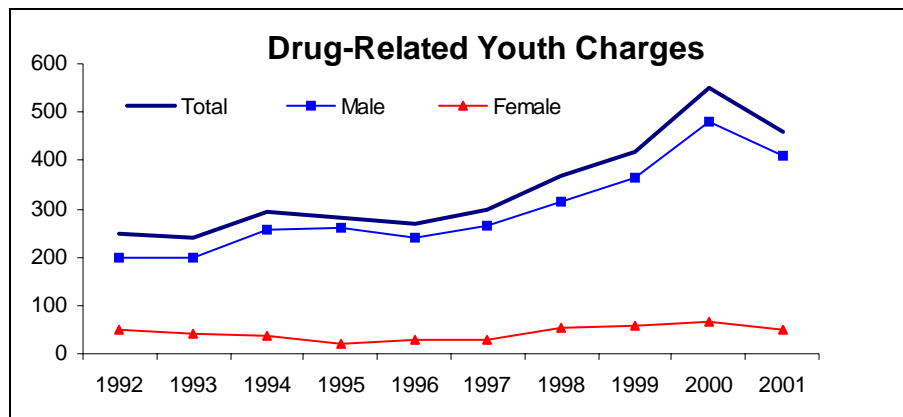
Figure 3.6   Source: TPS Database

The Ontario Student Drug Use Survey – a study conducted by the Centre for Addiction and Mental Health (CAMH) every other year for the past 25 years – is a better indicator of actual drug use by youths. Early in 2001, 4,211 Ontario students in Grades 7 through OAC were surveyed regarding their drug use in the past year. Overall, slightly more than one in three students (33.5%) reported using illicit drugs in the previous year and 53.9% were drug-free.[55] In the past year, students most frequently reported using alcohol (65.6%), cannabis (29.8%), cigarettes (23.6%), hallucinogens (11.4%), stimulants (6.4%), and Ecstasy (6.0%); however, the study also found that students from Toronto reported below average use of alcohol, cannabis, cigarettes, and hallucinogens. It is interesting to note that, contrary to gender differences in arrest numbers, young females were only slightly less likely to report drug use in the past year than young males. Different ages, however, shows differing rates of drug use: with the exception of solvents, the use of drugs is lowest in Grade 7 students and highest in Grade 11 students. With the exception of alcohol, reported use of all drugs was notably lower in OAC students compared to Grades 11 and 12 students.

The CAMH reported that adolescent drug use, after a decade of decline in the 1980s, showed significant year over year increases in the 1990s; the current study of teenage drug use,

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[54] As an indicator of drug use, however, drug-related charges should be considered only a rough indicator. The number of charges laid may be greatly influenced by police enforcement policies and practices; also charges represent the detection of drug use rather than actual drug use.
[55] Does not include use of alcohol or tobacco.

between 1999 and 2001, marks the first survey in a decade not to show an overall increase. While drug use among teenagers remained significantly higher than in 1993 (33.5% of students reported illicit drug use in 2001 as compared to 18.5% in 1993), current rates are generally lower than in 1979.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- A clear understanding of the nature and extent of youth crime, violent youth crime, and youth gang-related crime in Toronto must be developed; further analysis of police arrest data is required to gain a greater understanding of the nature of youth crime, as well as the effectiveness of specific programs, such as diversion, on recidivism. Beyond the limitations placed on determining the actual level of youth crime by the need to use arrest/charge information, there is a need to study offence data related to arrests in order to consistently and reliably answer basic questions about youth crime – who the young offenders are, who they victimised, the circumstances under which the crime occurred, and common factors among young offenders in connection with their delinquency.

- Detailed analysis on youth gang-related crime in Toronto is required. Given the extensive spread and membership increase in youth gangs in the United States and their far greater likelihood of being involved in violent crime, it is essential that the problem be addressed immediately. Particular attention must be paid to recruiting targets, recruiting techniques, and the level of incident reporting.

- There is an identified need to encourage the reporting of youth violence and, in particular, gang-related violence. The Toronto Police Service must continue to encourage and expand anonymous, low-risk reporting mechanisms across the city.

- Police must continue to address the behaviour of repeat and persistent offenders through programs such as the Serious Teen Offender Program (STOP), which carefully monitors the activities of youth at high risk of re-offending.

- The commitment to all youth in this community must continue to be a priority for the Toronto Police Service. This priority must be clearly reflected in resource allocation, and the development and application of effective youth initiatives and programs. The Service must put in place an infrastructure for the delivery of youth programs to the community. Personnel dedicated to youth issues must be tasked with the development, implementation and evaluation of effective and consistent youth programs for all age levels.

- Proper training of police officers assigned to work with youth, in problem-solving and issues related to youth crime and violence, is necessary in the first instance and on an on-going basis. Effective communication of youth programs and initiatives throughout the Service is critical.

- The Service must continue to take a leadership role in bringing together all stakeholders to discuss and address the concerns of youth crime. It is important to emphasize that the role of

the police in providing programs and services to youth cannot be looked at in isolation from the roles of other agencies in the community – in isolation, the police can only hope to provide enforcement. Research has pointed out that prevention is the most cost-effective approach in dealing with delinquency; this requires the identification of the risk factors that contribute to the development of the problem. Addressing the well-known factors associated with delinquency – family disintegration, poverty, inadequate education, poor parenting skills, child abuse, unemployment, crime, increased exposure to the violence culture, drug abuse, teen pregnancy, dependency, and substandard housing – requires a concerted effort from various government and community agencies.

- The police must undertake, in conjunction with other stakeholders, a comprehensive communication program aimed at educating the community about youth issues – the positive contribution of youth to our community, the challenges youth face, the community's responsibility to youth and, in particular, the relatively few youths that are involved in crime and even fewer youths that are involved in violent crime. The community's perception of youth must be changed to more closely reflect the majority of youths rather than the minority of youths who are responsible for youth crime.

Appendix A

Number and Rate (per 1,000 population) of Persons Charged -- by Age and Offence

Age Grp	Gender	Proj. Pop.	Tot CC	Number of Crimes Viol	Prop	OCC	Traf	Persons Charged/1000 pop Tot CC	Viol	Prop	OCC	Traf
2001												
12-17	Male	90,370	5,650	1,874	1,825	1,936	15	62.5	20.7	20.2	21.4	0.2
	Female	85,105	1,846	569	778	496	3	21.7	6.7	9.1	5.8	0.0
	Total	175,475	7,496	2,443	2,603	2,432	18	42.7	13.9	14.8	13.9	0.1
18&+	Male	925,490	31,481	11,450	7,288	10,451	2,292	34.0	12.4	7.9	11.3	2.5
	Female	1,047,110	8,032	2,327	2,970	2,516	219	7.7	2.2	2.8	2.4	0.2
	Total	1,972,600	39,513	13,777	10,258	12,967	2,511	20.0	7.0	5.2	6.6	1.3
Unkn.	Total		66	32	10	21	3					
2000												
12-17	Male	88,408	6,042	1,936	1,944	2,156	6	68.3	21.9	22.0	24.4	0.1
	Female	83,242	1,896	552	823	520	1	22.8	6.6	9.9	6.2	0.0
	Total	171,650	7,938	2,488	2,767	2,676	7	46.2	14.5	16.1	15.6	0.0
18&+	Male	917,127	31,495	11,249	7,513	10,911	1,822	34.3	12.3	8.2	11.9	2.0
	Female	1,035,327	8,265	2,157	2,913	3,026	169	8.0	2.1	2.8	2.9	0.2
	Total	1,952,454	39,760	13,406	10,426	13,937	1,991	20.4	6.9	5.3	7.1	1.0
Unkn.	Total		73	33	17	19	4					
1992												
12-17	Male	75,601	7,017	1,649	3,443	1,894	31	92.8	21.8	45.5	25.1	0.4
	Female	71,653	2,107	388	1,171	542	6	29.4	5.4	16.3	7.6	0.1
	Total	147,254	9,124	2,037	4,614	2,436	37	62.0	13.8	31.3	16.5	0.3
18&+	Male	869,211	45,424	12,683	13,092	15,237	4,412	52.3	14.6	15.1	17.5	5.1
	Female	957,870	13,433	1,956	6,194	4,937	346	14.0	2.0	6.5	5.2	0.4
	Total	1,827,081	58,857	14,639	19,286	20,174	4,758	32.2	8.0	10.6	11.0	2.6
Unkn.	Total		121	62	17	40	2					

Source: TPS Arrest database

Persons Arrested/Charged by Age and Offence
% Change in Number and Rate (per 1,000 population)

**Ten Year
1992-2001 Change (%)**

Age Grp	Gender	Proj. Pop.	Tot CC	Number of Crimes				Persons Charged/1000 pop				
				Viol	Prop	OCC	Traf	Tot CC	Viol	Prop	OCC	Traf
12-17	Male	19.5	-19.5	13.6	-47.0	2.2	-51.6	-32.6	-4.9	-55.7	-14.5	-59.5
	Female	18.8	-12.4	46.6	-33.6	-8.5	-50.0	-26.2	23.5	-44.1	-23.0	-57.9
	Total	19.2	-17.8	19.9	-43.6	-0.2	-51.4	-31.1	0.6	-52.7	-16.2	-59.2
18&+	Male	6.5	-30.7	-9.7	-44.3	-31.4	-48.1	-34.9	-15.2	-47.7	-35.6	-51.2
	Female	9.3	-40.2	19.0	-52.1	-49.0	-36.7	-45.3	8.8	-56.1	-53.4	-42.1
	Total	8.0	-32.9	-5.9	-46.8	-35.7	-47.2	-37.8	-12.8	-50.7	-40.5	-51.1

**One Year
1998-99 Change (%)**

Age Grp	Gender	Proj. Pop.	Tot CC	Number of Crimes				Persons Charged/1000 pop				
				Viol	Prop	OCC	Traf	Tot CC	Viol	Prop	OCC	Traf
12-17	Male	2.2	-6.5	-3.2	-6.1	-10.2	150.0	-8.5	-5.3	-8.2	-12.2	144.6
	Female	2.2	-2.6	3.1	-5.5	-4.6	200.0	-4.8	0.8	-7.5	-6.7	193.4
	Total	2.2	-5.6	-1.8	-5.9	-9.1	157.1	-7.6	-3.9	-8.0	-11.1	151.5
18&+	Male	0.9	0.0	1.8	-3.0	-4.2	25.8	-0.9	0.9	-3.9	-5.1	24.7
	Female	1.1	-2.8	7.9	2.0	-16.9	29.6	-3.9	6.7	0.8	-17.8	28.1
	Total	1.0	-0.6	2.8	-1.6	-7.0	26.1	-1.6	1.7	-2.6	-7.9	24.8

n.c. = not calculable
Source: TPS Arrest database

IV. VICTIMISATION & GROUPS AT SPECIAL RISK

A continuing priority for the Toronto Police Service is not only to prevent victimisation to those individuals and groups most vulnerable to it, but also to address the concerns and fears of those most at risk and the public in general. Changing patterns of victimisation will have implications both for the deployment of police resources and for the types of services the police must provide.

HIGHLIGHTS

- According to the national General Social Survey (GSS) conducted in 1999, 25% of Canadians 15 years of age or older said they were the victims of at least one crime in the previous year, up slightly from 23% in 1993. It was also found that only 37% of the 8 crime types covered were reported to the police, down from 42% in 1993.

- According to Toronto Police Service data, the number of victims of selected violent crimes increased 7.8% between 1997 and 2001.[56] The number of reported victimisations between 2000 and 2001 also increased 3.9%, continuing the increase seen between 1999 and 2000.

- Controlling for changes in population, it was found that overall victimisation by these violent crimes, while remaining relatively low, increased slightly between 1997 and 2001: from 13.5 victims per 1,000 population in 1997 to 13.9 per 1,000 in 2001. The rate of victimisation by these selected crimes of violence for men increased over the five year period (15.1 in 1997 to 16.2 in 2001), while the rate for women decreased slightly (12.9 in 1997 to 12.7 in 2001).

- Men were more likely to be victims of assault and robbery than women; women were more likely than men to be victims of sexual assault. The victims of assault made up the greatest proportion of total victims of the selected crimes of violence.

- Total stalking incidents reported to the Toronto Police Service increased 7.8% in 2001 over 2000, and increased 38.0% from 1997. Criminal harassment remains a crime that mainly affects women.

- In cases where the age of the victim was known, the greatest number of victims of the selected crimes of violence were aged 25-34 years, however, when population was taken into account, those 12-17 years of age were most likely to be victimised in each year. Those under 12 years of age and those 65 years of age and older consistently had the lowest victimisation rates.

- There was a 13.3% increase in 2001 over 2000 in violent crimes involving swarming, and a 25.0% increase from 1997. Youth 12-17 years old were more likely than those in any other age group to be victims of swarming, with a 24.7% increase between 2000 and 2001.

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[56] This chapter focuses on victimisation related to selected crimes of violence only – homicide, sexual assault, assault, and robbery.

- In Toronto, the number of suspected child abuse offences reported to the police decreased only slightly between 2000 and 2001, and between 1997 and 2001 (0.4% and 0.8%, respectively).

- The number of family violence occurrences in 2001 increased 8.5% over 2000, and 17.8% over 1997. The proportion of occurrences in 2001 where charges were laid by police decreased from 2000, but was still greater than in 1997. A slightly smaller proportion of family violence occurrences involved weapons in 2001.

- Spousal violence typically accounts for about two-thirds of all reported family violence occurrences in Toronto. The spousal violence occurrences involving Criminal Code offences in Toronto increased 7.0% in 2001 over 2000, and 14.2% over 1997. The proportion of occurrences in 2001 where charges were laid by police decreased slightly from 2000, but was still greater than in 1997. Similarly, the proportion of spousal violence occurrences where weapons were used decreased slightly in 2001 from 2000, was slightly greater than in 1997.

- Of the seniors reporting an assault in 2001, about four in ten were victimised by spouses or ex-spouses or by another family member.

- According to the Hate Crime unit, there were a total of 338 hate crimes reported in 2001, a 65.7% increase from 2000 and a 80.8% increase from 1997. The relatively large increase in occurrences between 2000 and 2001 was attributed mainly to the September 11th, 2001, terrorist attacks in the United States.

- Police officers were at higher risk of encountering workplace violence than people in any other occupation.

- Requests to the Victim Services Program for support, information, and intervention decreased by 17.0% in 2001 over 2000, but was still 17.8% higher than in 1997.

A. VICTIMISATION IN CANADA

According to the national General Social Survey (GSS) conducted in 1999, 25% of Canadians 15 years of age and older living in the 10 provinces said they were the victims of at least one crime in the previous year.[57] This was up slightly from 23% in the 1993 GSS.

Although the GSS found little overall difference in risk of personal victimisation for men and women, it did find that women were more likely to be victims of sexual assault, while men were more likely to be victims of assault and robbery. The GSS also found that the risk of personal victimisation decreased as people got older, and that those with low household income were at greater risk for violent victimisation.

Of the violent crimes examined by the GSS, the rates for sexual assault, robbery, and assault did not change significantly between 1999 and 1993. This contrasted with police reported data from the Uniform Crime Reporting Survey – according to police reported

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[57] Besserer, S. & Trainor, C. *Criminal Victimization in Canada, 1999.* **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(10), November 2000.

victimisation data, the rates for sexual assault and assault declined between 1999 and 1993. (It was not possible to compare robbery rates from both sources due to data collection differences.)

It was also found, however, that for the 8 crime types covered by the GSS, only 37% were reported to the police, down from 42% in 1993. In 1999, sexual assault had the highest proportion of incidents not reported to police (78%), while break & enters had the lowest (35%). Overall, break & enter, motor vehicle theft, and robbery were most likely to be reported to the police, possibly due to the need to report for insurance purposes. It was suggested that increases in insurance deductible amounts may account for some of the decline in reporting.

Overall, reporting rates were similar for men and women, but younger victims were less likely to report crimes to police than older victims. The most common reasons given for not reporting were that the incident wasn't important enough and belief that the police couldn't do anything.

B. VICTIMISATION IN TORONTO – TOTAL AND BY GENDER

Toronto Police Service data indicate that the number of victims of selected violent crimes increased 7.8% between 1997 and 2001, from 33,524 to 36,144 victims.[58] The number of reported victimisations between 2000 and 2001 also increased 3.9%, from 34,783 in 2000, continuing the increase seen between 1999 and 2000.

Between 1997 and 2001, the number of men who were victims of the selected crimes of violence increased by 11.3%, while the number of women who were victims increased by 4.0%. Between 2000 and 2001, the number of reported victimisations for these crimes increased by 5.6% for men and 1.9% for women.

In each of the five years examined, men were victims of the selected crimes of violence more often than women, and the proportion of men in the total number of victims increased while the proportion of women decreased. In 2001, 53.7% of victims were men, up from 52.8% in 2000 and 52.0% in 1997. In contrast, in 2001, 46.3% of victims were women, down from 47.2% in 2000 and 48.0% in 1997.

When changes in population were controlled by examining the rate of victimisation, it was found that overall victimisation by these violent crimes, while remaining relatively low, increased slightly between 1997 and 2001: from 13.5 victims of violent crime per 1,000 population in 1997 to 13.9 per 1,000 in 2001.[59]

The rate of victimisation by these selected crimes of violence for men increased over the five year period (15.1 in 1997 to 16.2 in 2001), while the rate for women decreased slightly (12.9 in 1997 to 12.7 in 2001) (Figure 4.1). As shown, the victimisation rate for both men and women increased slightly between 2000 and 2001.

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[58] This chapter focuses on victimisation related to selected crimes of violence only – homicide, sexual assault, assault, and robbery.

[59] The rates shown may be different from those shown in previous Environmental Scan documents due to revised population/census estimates from the City of Toronto's Urban Development Services.
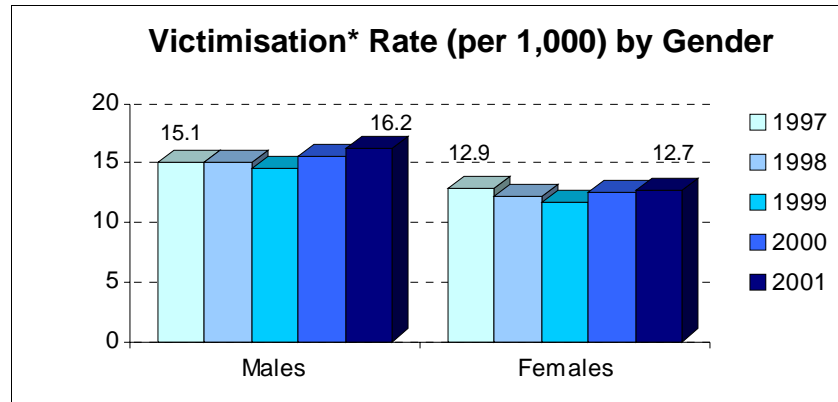
Victimisation* Rate (per 1,000) by Gender

15.1
16.2
12.9
12.7

Males   Females

1997
1998
1999
2000
2001

Figure 4.1   Source: TPS Database
* Victims of Assault, Sexual Assault, Robbery, and Homicide

As shown in Figure 4.2, men were more likely in each year to be victims of assault and robbery than women. Women were more likely than men to be victims of sexual assault. Although not shown in the Figure due to the small numbers involved, men were also 2 to 3 times more likely than women each year to be victims of homicide. Also evident in Figure 4.2, the victims of assault accounted for the greatest proportion of victims of the selected crimes of violence, followed by victims of robbery, sexual assault, and homicide.

As noted previously, the proportion of male victims in the total number of victims increased, while the proportion of female victims decreased. This is likely due to the increase in assault victimisations shown in Figure 4.2, given that men were more likely to be assaulted than women and that assault victims make up a large proportion in the total number of victims.

Victimisation Rates (per 1,000) by Gender

11.6
12.9
9.7
10.2
0.3
0.2
1.6
1.5
3.1
3
1.6
1

M-Assault   F-Assault   M-Sexual Assault   F-Sexual Assault   M-Robbery   F-Robbery

1997
1998
1999
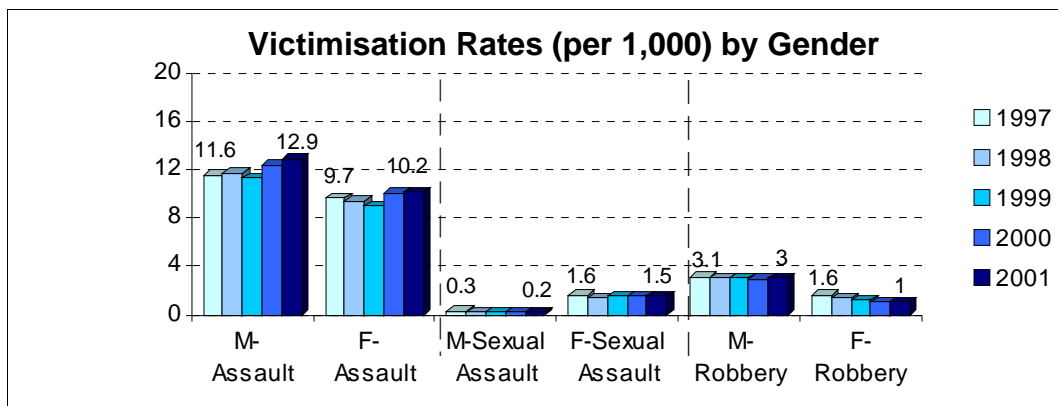2000
2001

Figure 4.2   Source: TPS Database

Women - Stalking:

In August 1993, the Criminal Code was amended, enacting Canada's first criminal harassment legislation. Criminal harassment, or stalking, is generally defined as "repeatedly following or communicating with another person, repeatedly watching someone's house or

workplace, or directly threatening another person or any member of their family, causing a person to fear for their safety or the safety of someone known to them."[60]

According to Statistics Canada, based on UCR2 reporting by police services, the number of criminal harassment incidents increased 32% between 1996 and 1999, with victims being mainly female and most commonly stalked by ex-husbands (marriage or common-law). As noted in the Statistics Canada report: "This does not necessarily indicate an increase in stalking incidents as the reporting practices of victims and police may influence the number of reported crimes. It may, however, indicate a greater awareness of criminal harassment and the potential seriousness of the crime."[61]

Total stalking incidents reported to the Toronto Police Service increased 7.8% in 2001 over 2000, from 1,482 to 1,598 incidents, and increased 38.0% from 1997 when there were 1,158 incidents reported (Figure 4.3). Also shown in Figure 4.3, criminal harassment remains a crime that mainly affects women: most victims in each of the past five years were female, although this proportion decreased slightly from 84.0% in 1997 to 79.7% in 2001.
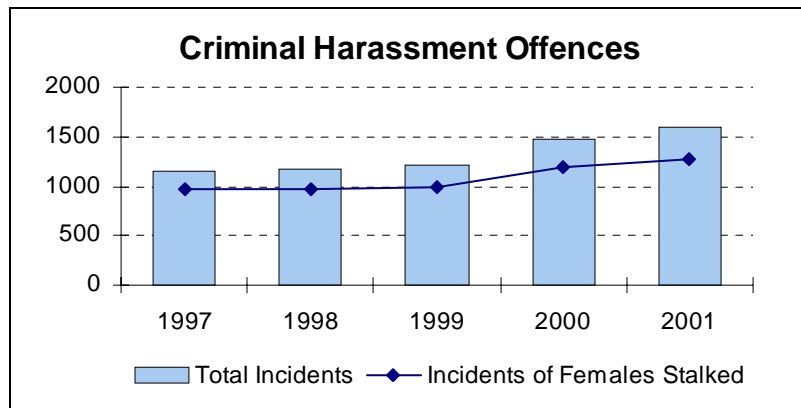

Criminal Harassment Offences

Figure 4.3   Source: TPS Database

As can be seen from Figure 4.4, women were most commonly stalked by ex-boyfriends or by someone known by name in each of the past five years. While the proportion of those stalked by husbands or ex-husbands decreased slightly over the five year period (as did the proportion stalked by strangers), the proportion of those stalked by ex-common-law husbands increased slightly.

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[60] Kong, R. *Stalking: Criminal Harassment in Canada*. **Canadian Social Trends**, No. 46, Autumn 1997, p.29.
[61] Hackett, K. *Criminal Harassment*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(11), November 2000, p.3.

% of Criminal Harassments of Women by Offender Type

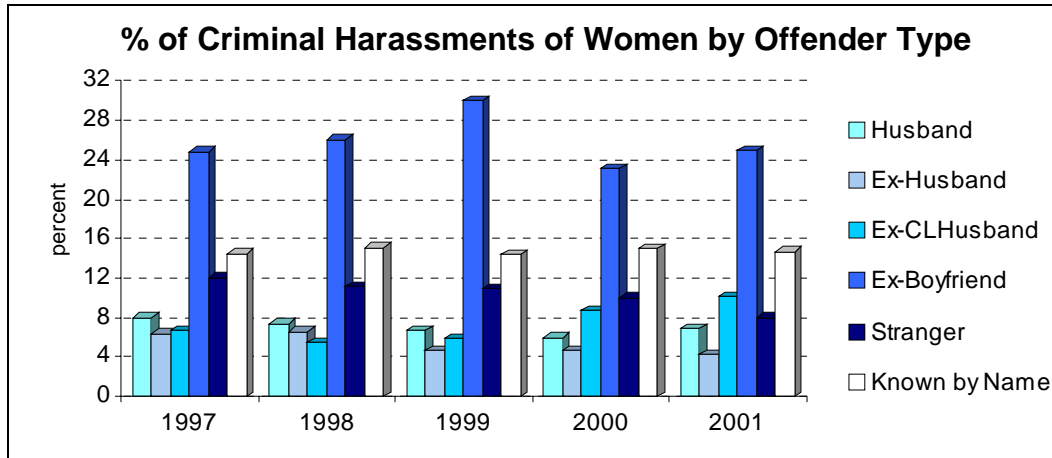**Figure 4.4**   Source: TPS Database

With the increased use of the Internet and computers in homes, people are becoming more vulnerable to new forms of crime – cyber crimes (discussed in greater detail in the chapter on Technology & Policing). One of these new crimes is cyber-stalking or on-line harassment, and victims can be vulnerable though e-mail, chatrooms, and message boards. For example, victims can be sent abusive, aggressive, threatening, or obscene e-mails; abusive messages can be posted in chatrooms and read by all chatroom participants when the victim is on-line; e-mails can be sent to the victim's friends or work, either negative towards the victim or abusive toward the recipient with the cyber-stalker pretending to be the victim; or, messages could be posted on the Internet encouraging other people to harm the victim.[62] While stalking on-line may remain on-line, there is also the potential for the stalking to extend to real life. Little is currently known about the extent of cyber-stalking and it is difficult to track or investigate – on-line stalkers may assume different identities or cover their tracks, and they may be in different cities or countries.

C. VICTIMISATION – BY AGE

In cases where the age of the victim was known, while the greatest number of victims of the selected crimes of violence were aged 25-34 years, when population was taken into account, those 12-17 years of age were most likely to be victimised in each year. The victimisation rates per 1,000 population in each age group are shown in Figure 4.5 below. Those under 12 years of age and those 65 years of age and older consistently had the lowest victimisation rates. Young adults, 18-24 years of age, showed the largest increase in victimisation rate in 2001, both over 2000 and over 1997, followed by youth 12-17 years of age.

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[62] *Cyber-stalking: the latest virtual reality*. **International Police Review**, March/April 2000.

Victimisation* Rate (per 1,000) by Age

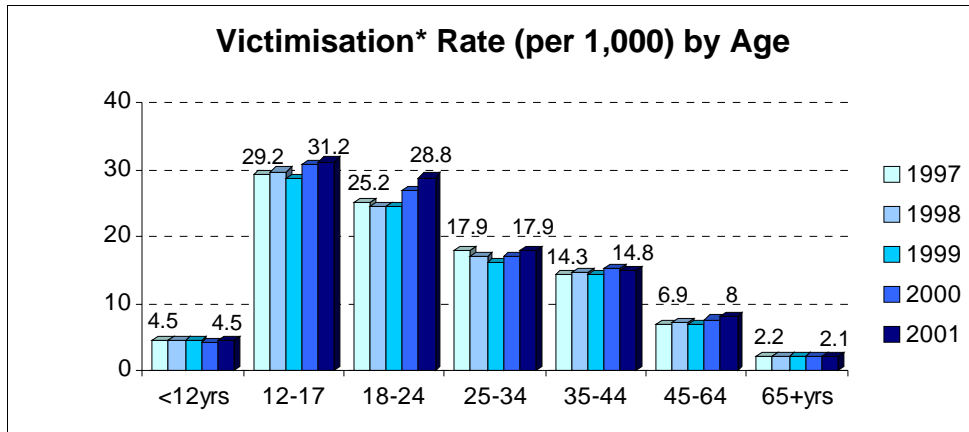
Figure 4.5   Source: TPS Database
Victims of Assault, Sexual Assault, Robbery, and Homicide

As shown in Figure 4.6, 18-24 year olds typically had the highest victimisation rates for assault, followed by 12-17 year olds. The rate of victimisation typically decreased with increasing age in each year; those under 12 years of age had just slightly higher rates of victimisation by assault than those 65 years of age and older. Those 35-44 years and those 65 years or more were the only age groups not to show an increase in victimisation rate between 2000 and 2001.

Victimisation Rate (per 1,000) by Age: Assault

Figure 4.6   Source: TPS Database
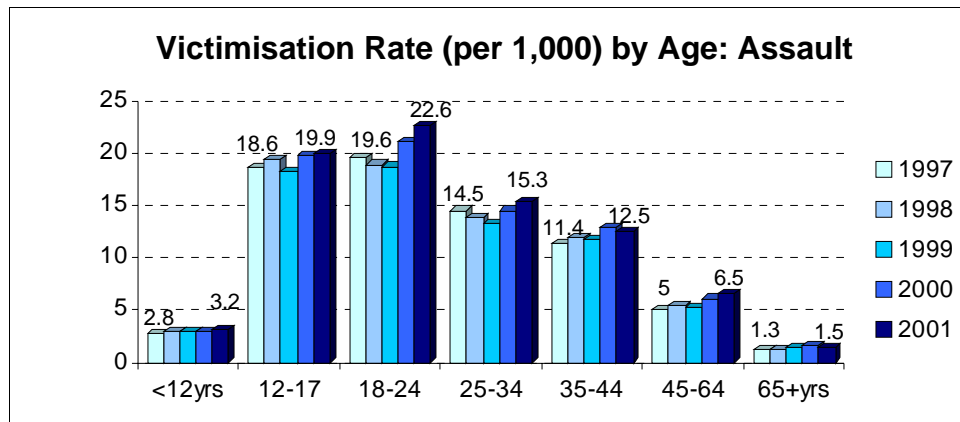
As seen in Figure 4.7, 12-17 year olds were by far the most likely to be victims of sexual assault. The victimisation rate for those under 12 was just slightly lower than the rate for 18-24 year olds in each year. Those 18-24 years of age were the only age group to show an increase, though small, in the rate of victimisation by sexual assault between 2000 and 2001.
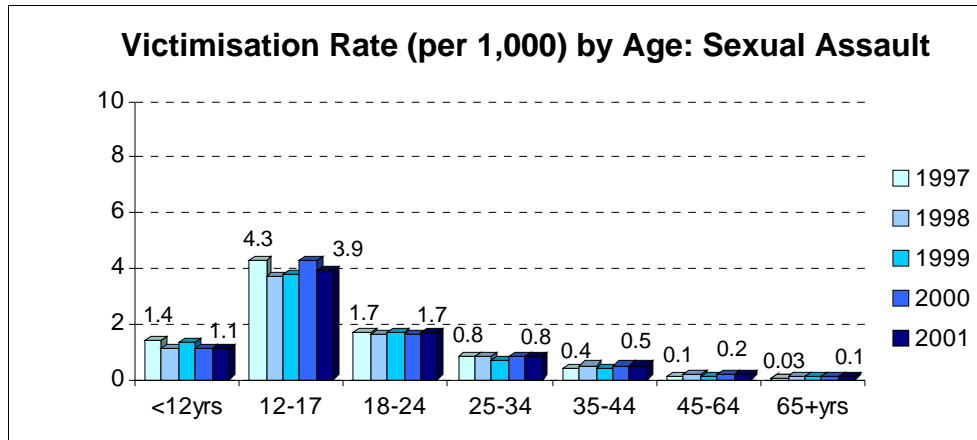
Victimisation Rate (per 1,000) by Age: Sexual Assault

Figure 4.7   Source: TPS Database

As with sexual assault, 12-17 year olds were most likely to be victimised by robbery in each of the five years examined, with the rate of victimisation then decreasing with increasing age (Figure 4.8). Those under 12 years of age were consistently the least likely victims of robbery. The rate of victimisation for the 12-17 and 18-24 year age groups tended to increase over the five years, while the rate for the other age groups decreased.
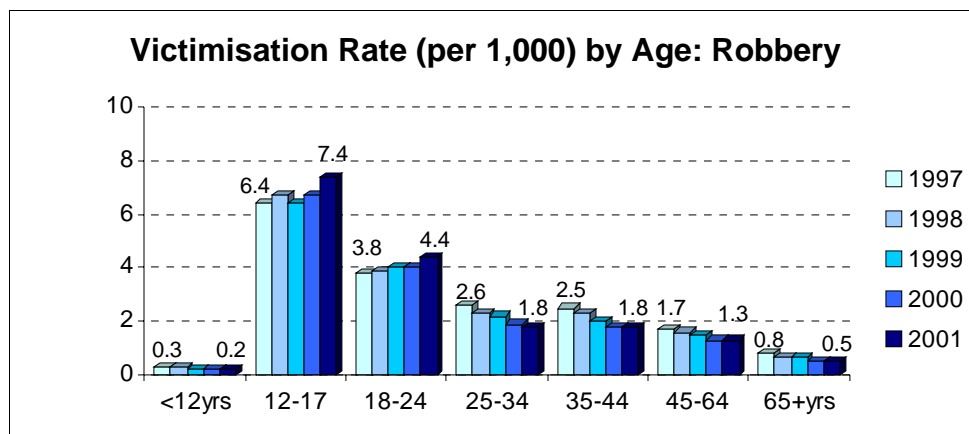
Victimisation Rate (per 1,000) by Age: Robbery

Figure 4.8   Source: TPS Database

Children and Youth - Violent Crime:

As was seen in Figure 4.5, in cases where the age of the victim was known, when population is taken into account, those in 12-17 years of age group were most likely to be victimised in each of the past five years.

In Toronto in 2001, 12-17 year olds were more likely to be victims of the selected violent crimes than their representation in the population would suggest: they represented only 7.0% of the population but 16.7% of all victims of the selected crimes of violence for whom age was known. These young people constituted 13.5% of physical assault victims, 31.6% of sexual assault victims, and 27.0% of all robbery victims. This latter proportion increased markedly from the 19.6% seen in 1997; the other proportions remained relatively unchanged.

In contrast, those under 12 years old were less likely to be victimised than their representation in the population would suggest: they represented 14.5% of the population but only 5.0% of all victims of the selected crimes of violence. These children constituted 4.5% of physical assault victims, 18.2% of sexual assault victims, and 1.7% of all robbery victims. The proportion of victims of sexual assault who were children decreased from the 23.4% seen in 1997. It should also be noted, however, that these figures may be influenced by under-reporting, given the vulnerability of young children and the possibility that those committing the offences may be family members.

With regard to *how* the violent crimes were carried out, 'swarming', defined as involving three or more persons, has been of much concern and has received much attention by the media in recent years. The 3,056 incidents of violent crimes involving swarming in 2001 were a 13.3% increase from the 2,697 incidents in 2000, and a 25.0% increase from the 2,444 incidents in 1997.

As can be seen in Figure 4.9, 12-17 year olds were more likely than those in any other age group to be victims of swarming in each of the five years shown, with a 24.7% increase between 2000 and 2001. Robberies and assaults were the most likely violent crimes involved in all years for all age groups.[63] The proportion of robberies involving swarming increased over the five year period, from 44.9% in 1997 to 48.8% in 2001, while the proportion of assaults involving swarming decreased, from 53.4% in 1997 to 50.1% in 2001. Males were far more likely to be victims of swarming than females, except when sexual assault was the crime involved.

For 12-17 year olds in particular, in 2001, 13.5% of all assaults and 48.5% of all robberies involved swarming, compared to 1997, when 13.7% of all assaults and only 31.4% of all robberies involved swarming.

Of the 1,125 crimes involving swarming for 12-17 year olds in 2001, 42.0% were assaults and 55.9% were robberies. This contrasts to 1997 when swarming was more likely to involve assaults (54.3%) than robberies (42.9%).

Selected Violent Crimes* Involving Swarming by Age
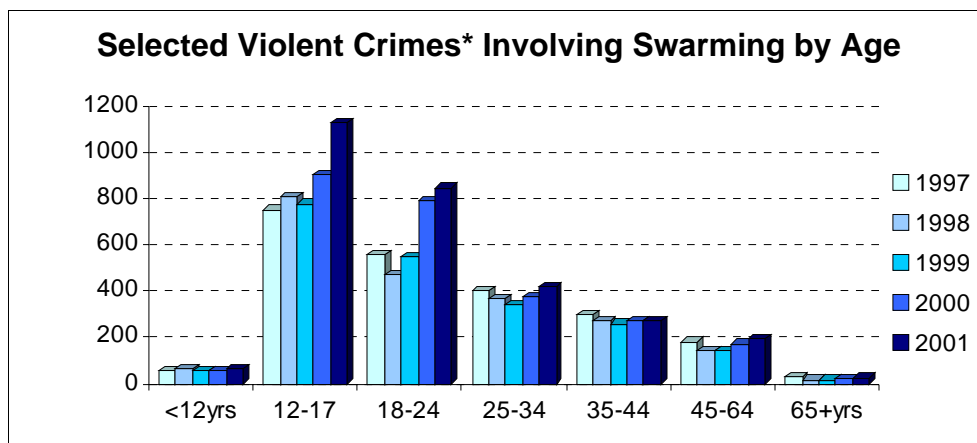
Figure 4.9   Source: TPS Database
Selected Violent Crimes include: Assaults, Sexual Assault, Robbery, Homicide.

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[63] No homicides involved swarming in 2001 or 2000; 1 homicide involved swarming in 1999, with the victim in the 10 to 19 years age group; 1 homicide involved swarming in 1998, with the victim in the 35-44 years age group; and 3 homicides involved swarming in 1997, with all victims in the 18-24 years age group.

Elderly – Violent Crime:

As was seen in Figure 4.5, in cases where the age of the victim was known, when population is taken into account, those 65 years of age and older were least likely to be victimised in each of the past five years. With regard to specific violent crimes, as seen in Figures 4.6 through 4.8, those 65 years and older were least likely to be victims of assault and sexual assault, and were only slightly more likely to be victims of robbery than those under 12 years of age.

Contrary to what was seen with youth 12-17 years, in Toronto in 2001, those 65 years and older were less likely to be victims of the selected violent crimes than their representation in the population would suggest: they represented 13.4% of the population but only 2.2% of all victims of the selected crimes of violence for whom age was known. These older people constituted 2.0% of physical assault victims, 1.5% of sexual assault victims, and 3.5% of all robbery victims. This latter proportion was a decrease from the 5.0% seen in 1997.

In 2001, about 13% of the population in Toronto was 65 years of age or older; by 2011, as was noted in the Demographics chapter, it is projected that about 18% will be 65 years of age or older. As the population ages, it is expected that crimes targeting seniors will also increase. Accordingly, an increasing number of crime prevention programs are being carried out across North America, targeting the elderly and those crimes to which the elderly most often fall victim.

D. VICTIMISATION WITHIN THE FAMILY

Children and Youth - Abuse:

The abuse and neglect of children is a serious concern. As with many other types of crimes, especially those that occur within the family, efforts to understand the nature and the scope of the problem must take into account that the available data reflect only a portion of the total incidents.

The Canadian Incidence Study of Reported Child Abuse and Neglect (CIS) was the first national study done on the incidence of child abuse and neglect reported to and investigated by child welfare services between October and December 1998.[64] This sample was used to derive estimates of the national annual incidence of investigated child maltreatment in Canada.

It was estimated that 135,573 child maltreatment investigations were carried out in 1998 by child welfare services, with 45% of these reports being substantiated. Child neglect was the most common reason for investigation (40%), followed by physical abuse (31%), emotional maltreatment (19%), and sexual abuse (10%). According to the CIS, neglect mainly involved failing to supervise a child properly, leading to physical harm, while most substantiated investigations of physical abuse involved inappropriate punishment. Exposure to family violence was the most common type of emotional maltreatment.

The alleged perpetrators were mainly family members or relations (93%), with biological mothers identified most often (60% of substantiated cases) followed by biological fathers

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[64] Trocmé, N. & Wolfe, D, edited by Phaneuf, G. *The Canadian Incidence Study of Reported Child Abuse and Neglect.* In **Family Violence in Canada: A Statistical Profile 2001**, Canadian Centre for Justice Statistics, Statistics Canada, June 2001.

(41%).[65] Physical abuse and emotional neglect were generally equally likely to be committed by biological mothers and fathers, while neglect was mostly committed by biological mothers. Sexual abuse, in contrast, was more likely allegedly committed by other relatives or non-relatives, rather than by the primary caregiver. While boys were more likely than girls to be victims of child physical abuse and neglect, girls were more likely to be victims of child sexual abuse and emotional maltreatment.

Almost half (44%) of substantiated cases involved children living in lone-parent families, suggesting that children living with a single parent were at greater risk of abuse and neglect. This was most likely related to added stress, fewer resources and opportunities to share child-rearing, and lower socio-economic status compared to two-parent families.

In over half (56%) of the substantiated cases of physical abuse, the child was described as having difficulties functioning, including behaviour problems, negative peer involvement, depression/anxiety, violence to others, or development delay.

In Toronto, the number of suspected child abuse offences reported to the police decreased only slightly between 2000 and 2001, and over the five year period between 1997 and 2001 (0.4% and 0.8%, respectively) (Figure 4.10).
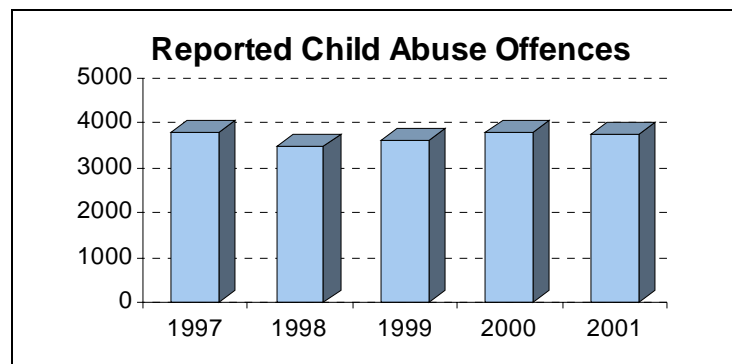

Reported Child Abuse Offences

Figure 4.10   Source: TPS CPSU/TPS Database

Of the 3,753 child abuse offences reported to police in 2001, 27.2% involved assault (including assault with a weapon and aggravated assault) and 15.6% involved sexual assault (including sexual assault with a weapon and aggravated sexual assault). And, while for all children under 16 years of age, the offender was most likely to be a parent, parents were far more likely to be offenders against children under 10 years (56.0%) than against children 11-15 years (27.6%). Of parents, mothers were more likely than fathers to be the suspected offender against children under 10 years, while the reverse was true for children 11-15 years.

During recent consultations, Susan Hunter, Executive Director of the Toronto Child Abuse Centre, noted that whether child abuse is picked up or not is directly proportional to two things: the likelihood of a young child interacting with someone outside the home and the level of training of the staff at the agency or service (including the Police Service) they have contact with. Given that there are now fewer social programs available for children, there are now potentially fewer instances for noticing abuse. The Toronto Child Abuse Centre and the Toronto Police Service have worked, and will continue to work, closely together – Ms. Hunter stated that,

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[65] This and the findings noted following may have been biased by the large proportion of female-headed lone-parent families included in the study.

ideally, the Centre would like to be able to provide training in identifying child abuse to all front-line officers; since officers make the most frequent visits to homes which have the potential for abuse, they need to be able to identify signs of abuse in young children in these situations, especially those children who are too young to be involved in other activities such as school.

While police must continue to investigate and intervene in cases of child abuse as part of their mandate to enforce the law, it is also important that they be involved in programs to prevent child maltreatment. During consultations for the Environmental Scan, Dr. Fraser Mustard of The Founder's Network, stressed the importance of both mental and physical health for children in the early years of their life, citing recent research which found that child abuse is associated with depression, anxiety, suicide, aggression, impulsiveness, delinquency, and substance abuse. Dr. Mustard further stressed the need for government funding of Early Childhood Development and Parenting Centres, which can offer much support to parents and have a significant effect on children's literacy, numeracy, and readiness/receptivity for learning. They can also be a source of referral for police officers – important given cuts to other social services. Intervening to assist children early in life can make a substantial difference to their long term outcomes.

Similarly, according to a report by the U.S. National Council on Crime and Delinquency, children who are abused or neglected are more likely to become involved in criminal or delinquent behaviour than those not abused or neglected; therefore, intervening more effectively in cases of child abuse is one of the best ways to prevent delinquency.[66] Programs that serve to reduce child abuse and neglect are therefore also programs that serve to reduce juvenile delinquency.

Similarly, a longitudinal study over 25 years by the U.S. National Institute of Justice found that children who had been maltreated were more prone to get into trouble with police and to commit violent offences as both juveniles and adults.[67] Abused and neglected children were at higher risk for arrest at an earlier age, were arrested more frequently, and committed almost twice as many offences. The victims of early childhood abuse and neglect were also characterised by poor educational performance, mental health problems, and generally low levels of achievement. Gender differences were found: for females there was increased risk of participation in offences, while for males there was increased risk in frequency of participation in offences. Key among the findings was that neglect had the potential to be more damaging to a child's development than physical abuse, unless the abuse caused neurological impairment; early malnutrition has been found to result in poor emotional stability, reduced social skills, and attention deficits.

In June 2001, in the United States, the International Association of Chiefs of Police, the Child Welfare League of America, and the National Children's Alliance convened a summit with the ultimate goal of improving community capacity to prevent and respond to child abuse and neglect.[68] The summit brought together law enforcement, child protection, and child advocacy experts to identify partnerships that could strengthen their respective capacities to protect children and to develop information on strengthening partnerships to investigate, intervene in, and prevent child abuse. Twenty-five recommendations were made in six policy areas:

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[66] *Reducing Child Abuse Seen As Strong Anti-Delinquency Program*. **Criminal Justice Newsletter**, 31(17), September 2001.

[67] *"Cycle of violence" thesis supported by new data*. **Law Enforcement News**, 27(554), April 30, 2001.

[68] **Child Protection Summit: Building Partnerships that Protect our Children**. An Executive Brief prepared by the International Association of Chiefs of Police, the Child Welfare League of America, and the National Children's Alliance, October 2001.

strengthening community awareness/public education; building community collaboration; supporting collaboration through legislation; strengthening funding; building a competent workforce; and, strengthening knowledge through program evaluation and research. All recommendations reflect a family-centred, child-focused, community-based, and integrated approach to dealing with child abuse and neglect.

Family Violence:

The Police Service receives a large number of calls each year for incidents that are initially reported to be domestics or domestic assaults. According to the Service's I/CAD database, over the past five years, the number of calls for domestics attended by officers decreased 4.9%, from 18,729 in 1997 to 17,811 in 2001. However, over the same period, the average time spent by officers at these types of calls increased 47.0%, from 142.5 minutes (2.4 hours) in 1997 to 209.5 minutes (3.5 hours) in 2001. Similarly, while the number of calls for domestic assaults attended by officers decreased 19.1% between 1997 and 2001, from 8,620 to 6,971, the average amount of time spent by officers at these calls increased 50.2%, from 209.9 minutes (3.5 hours) in 1997 to 315.2 minutes (5.3 hours) in 2001.

Generally, between 20% and 30% of the calls for domestics or domestic assaults attended by police result in Criminal Code charges. With regard to violence between family members, Figure 4.11 shows the number of family violence occurrences involving Criminal Code offences in Toronto.[69] The 7,448 family violence occurrences in 2001 were a 8.5% increase over 2000, and a 17.8% increase over 1997. The proportion of occurrences in 2001 where charges were laid by police decreased slightly to 82.3%, from 84.0% in 2000, but was still greater than the 75.4% in 1997. A slightly smaller proportion of family violence occurrences involved weapons: 51.7% in 2001, compared to 55.2% in 2000 and 52.3% in 1997. Data are provided in Appendix A at the end of this update.

Family Violence Occurrences Involving Criminal Code Offences

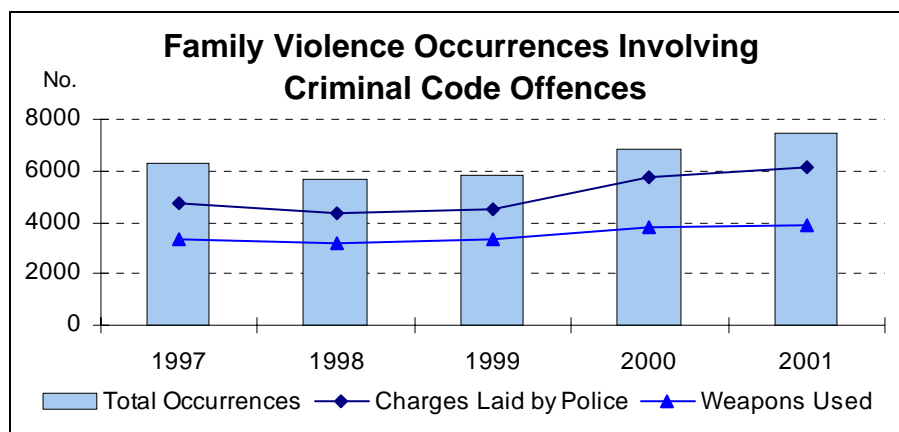**Figure 4.11**   Source: TPS Database

In addition to family violence occurrences involving Criminal Code offences, police are called each year to a significant number of domestic incidents which do not involve criminal

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[69] The relationship criteria are given in Appendix A.

offences. The number of these domestic incidents increased 112.6% between 1997 and 2001, from 7,577 to 16,107.

As was noted earlier, exposure to family violence is included in the definition of emotional maltreatment of children. While over the past decade, domestic violence has gained widespread attention, this attention has generally focused on the impacts of the violence on victims and less on the effects on children who witness the violence.[70]

According to the 1999 GSS, children saw or heard one parent assaulting the other in roughly 461,000 households (37% of all households who said they'd experienced spousal violence over the previous five years). In cases where children witnessed violence, they were most likely to witness assaults against their mothers. In 14% of the spousal assaults, a child under 15 years of age was also harmed or threatened.

The consequences for children who witness violence were also examined in the 1998-99 National Longitudinal Survey of Children and Youth. This study compared children who were reported to have witnessed violence to those who had never witnessed violence (seeing either adults or teenagers in the home physically fighting, hitting, or otherwise trying to hurt others). An estimated 8% of children in Canada aged 4 to 11 years were reported by a parent to have witnessed violence in the home. It was found that children who had witnessed violence in the home had more difficulties than children who never witnessed violence. Even when the effects of other factors (e.g. age, gender, family structure, household income, etc.) were controlled, children who had witnessed violence were more likely to show behaviours associated with hyperactivity, emotional disorders, physical aggression, and indirect aggression, and more likely to commit delinquent acts against property.

In addition to possibly causing problems during childhood, research also suggests that children who witness family violence may become involved in family violence themselves as adults. The 1993 Violence Against Women survey (VAWS) in Canada found that men who had seen their mothers being abused by their fathers were more likely than men who had not witnessed such violence to be violent toward their own wives, while women who had seen their mothers being abused experienced higher rates of violent abuse by their own husbands.

Spousal Violence:

In an attempt to measure the prevalence of spousal violence in Canada, researchers at Statistics Canada compared information from the 1999 GSS with information from the 1993 VAWS.[71] Both surveys estimated the one-year rate of wife assault at 3% (i.e. 3% of women in Canada reported spousal violence during the past year), however, the five-year rate decreased from 12% in 1993 to 8% in 1999.[72] While data were not available for men in 1993, in 1999, the one-year rate for men was 2% and the five-year rate was 7%.

It was suggested that the decrease in incidence of wife assault was due to a number of factors, including increased availability of services and shelters, increased use of services, mandatory arrest policies for police services, increased availability of treatment programs for

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[70] Dauvergne, M. & Johnson, H. *Children Witnessing Family Violence*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 21(6), June 2001.

[71] Johnson, H. & Hotton, T. *Spousal Violence.* In **Family Violence in Canada: A Statistical Profile 2001**, Canadian Centre for Justice Statistics, Statistics Canada, June 2001.

[72] The format of the questions was similar to the following: *During the past year/five years, has your partner...*

violent men, changes in women's social and economic status, and increased societal recognition of wife assault as a crime.

Comparison of information from the two surveys also found a significant increase in the percentage of female victims who reported the violence to the police: from 38% to 47%. The increase was believed possibly due to reduced social stigma associated with being a victim and seeking help, increased public awareness, improved training for police and other criminal justice personnel, increased police- and court-related victim support services, and increased public confidence in the ability of the criminal justice system to deal with spousal violence. While the increase in reporting was seen as a positive occurrence, it was noted that over half of women abused by spouses still did not report. Efforts to increase reporting further must continue and should focus on reaching those particularly not likely to report (e.g. those experiencing violence in current relationships, as compared to those experiencing violence after marital separation).

Spousal violence (including common-law and ex-spouses) typically accounts for about two-thirds of all reported family violence occurrences in Toronto (64.6% in 2001).[73] As shown in Figure 4.12 below, the 4,808 spousal violence occurrences involving Criminal Code offences in Toronto in 2001 was a 7.0% increase over 2000, and a 14.2% increase over 1997. As with the family violence occurrences, the proportion of occurrences in 2001 where charges were laid by police decreased slightly to 86.7%, from 87.2% in 2000, but was still greater than the 79.2% in 1997. Similarly, the proportion of spousal violence occurrences where weapons were used decreased slightly from 52.2% in 2000 to 48.5% in 2001; however, the 2001 proportion was slightly greater than the 47.8% of occurrences involving weapons in 1997. Data are provided in Appendix B at the end of this update.
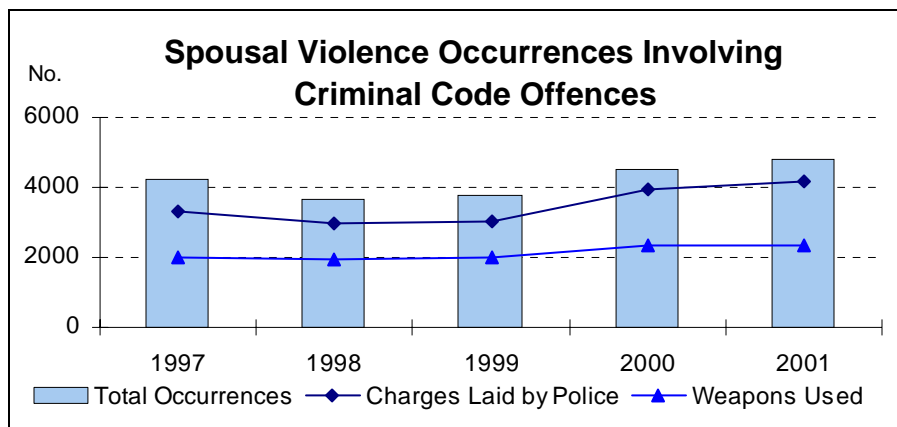
Figure 4.12   Source: TPS Database

While there has been some debate and conflicting reports in recent years about the effectiveness of arrest as a response to domestic violence, a recent in-depth re-analysis of past research found that: "Arresting batterers was consistently related to reduced subsequent aggression against female intimate partners… This research found no association between

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[73] The relationship criteria are given in Appendix B.

arresting the offender and an increased risk of subsequent aggression against women."[74]   The researchers also found:

- that although the effect of arrest may have been modest, arrest was associated with fewer subsequent domestic incidents with the same victim and suspect;
- that a few of the suspects continued to commit violence against their partners regardless of the intervention they received; and,
- that many suspects stopped their aggressive behaviour even without an arrest.

The researchers concluded that the findings provided "systematic evidence supporting the argument that arresting male batterers may, independent of other criminal justice sanctions and individual processes, reduce subsequent intimate partner violence."[75]   They cautioned, however, that since many suspects discontinued their aggression even without arrest, policies requiring the arrests of all offenders might unnecessarily take "resources away from identifying and responding to the worst offenders and victims most at risk."[76]   There is a need for further assessment of the costs and benefits of mandatory arrest policies and for further research to predict/identify chronically aggressive abusers and methods to help their victims.

Elderly – Abuse:

The 1999 GSS asked older Canadians living in private households (i.e. not in institutions) about emotional abuse, financial abuse, physical assaults, and sexual assaults by children, caregivers, and spouses.[77]   The GSS found that only 1% of this senior population said they had been physically or sexually assaulted by a spouse, adult child, or caregiver during the previous five years.

Emotional or financial abuse was somewhat more common, with 7% of seniors reporting this type of abuse, mainly by spouses. Emotional abuse was reported more frequently than financial abuse (7% compared to 1%, respectively), with the most common emotional abuse being put down or called names. Older adults reporting emotional or financial abuse came from all income brackets, education levels, and age groups, however, men were more likely to report being victims than were women (9% compared to 6%, respectively).

If these proportions were overlaid on the population of seniors in Toronto, there would be roughly 23,000 older adults who had experienced emotional or financial abuse during the past five years, and roughly 3,000 older adults who had experienced physical or sexual assault. Toronto Police Service victimisation data show that 2,476 people 65 years or older were victims of assault or sexual assault between 1997 and 2001.[78]   Of the seniors reporting an assault in

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[74] Maxwell, C.D., Garner, J.H., & Fagan, J.A. *The Effects of Arrest on Intimate Partner Violence: New Evidence from the Spouse Assault Replication Program.* **National Institute of Justice Research in Brief**, U.S. Department of Justice, Office of Justice Programs, July 2001, p.2.

[75] Ibid, p.13.

[76] Ibid, p.13.

[77] Pottie Bunge, V. *Abuse of Older Adults by Family Members*. In **Family Violence in Canada: A Statistical Profile 2000**, Canadian Centre for Justice Statistics, Statistics Canada, July 2000.

[78] This number may, in fact, be smaller, since some people may have been victimised and reported it more than once.

2001, 12.8% were victimised by spouses or ex-spouses, while 26.3% were victimised by another family member. (No seniors reported a sexual assault by either of these groups in 2001.)

As with other types of abuse within the family, it is believed that elder abuse is under-reported. Many older adults have to contend with various health problems that can limit their physical or mental functioning.   Such limitations can leave many of these older people vulnerable to various types of abuse, which they may not report to police due to a number of factors, including embarrassment, fear, guilt, love of and/or dependency on the perpetrator, family pressures, cultural background, distrust of police and the court system, denial of the abuse, or lack of awareness that an offence has taken place.[79]

Given the probable under-reporting of elder abuse, and the projected increase in the senior population in coming years, the Service must do all it can to encourage older adults to report abuse. Barriers to reporting, such as failure to identify the abuse as a crime (in many circumstances the abuse may not be clear to the victim or the abuser), language barriers, and so on, must be identified; once identified, the Service must continue to work with the community and other agencies to put systems and strategies in place to address the problems. As strategies are planned, it must be remembered that elder abuse does not only happen within family settings, but is present in institutional settings, as well.

Recent research has raised troubling questions about the effectiveness of strategies for intervening in elder abuse.[80] A number of randomly selected housing projects in New York City received educational material about elder abuse, while an equal number of matched housing projects did not. Some households who had previously reported elder abuse to the police were randomly chosen from both groups to receive home visits from an officer and a domestic violence counsellor. Researchers conducted follow-up interviews 6 and 12 months later.

The researchers found that "when households *both* received home visits and were in housing projects that received public education, victims of elder abuse **reported significantly higher levels of physical abuse** to research interviewers (compared with households that received neither intervention or only one of them)." *[bold added]*[81]

Three possible explanations for this result were given. Those who received both interventions: did not face more abuse but had become more sensitised to abuse; were more willing to report abuse; or, had actually suffered more abuse. If the first were true, reports of psychological abuse should have increased more than physical abuse, since psychological abuse is often less obvious – people receiving information about it would then be more aware of it; in fact, reporting of physical abuse increased more than psychological abuse. With regard to the second possible explanation, the researchers found no indication that victims who had received both interventions had any more confidence in police or expressed any more willingness to report future abuse, than those not receiving the interventions. Researchers concluded the third explanation was most plausible given the nature of relationships in elder abuse cases:

> In domestic violence cases that come to the attention of authorities, many victims ultimately leave the abuser. In elder abuse cases, however, victims may be more dependent, both physically and financially, on the abuser.   In addition, ties to one's children and grandchildren may be harder to sever entirely than ties to one's spouse. (Two-thirds of the abusers in the sample were children or grandchildren.) Thus, elder abuse victims are, in

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[79] From presentation by Toronto Police Service's Elder Abuse Co-ordinator, Community Policing Support Unit.
[80] Davis, R.C. & Medina-Ariza, J. *Results from an Elder Abuse Prevention Experiment in New York City*. **National Institute of Justice Research in Brief**, U.S. Department of Justice, Office of Justice Programs, September 2001.
[81] Ibid, p.3.

some respects, more "stuck" than victims of spousal abuse. If abusers of elderly relatives become angered by attempts to intervene, victims may have no options for escape.[82]

While there were some methodological concerns in this study (e.g. difficulty in implementing educational programs, difficulty in reaching residents for home visits), the results have raised some serious questions for further research and offer a cautionary note for police services implementing or planning elder abuse intervention strategies.

E. HATE/BIAS CRIME

Crime motivated by hate or bias can have an impact far greater than the physical and/or emotional trauma to the victim; it can heighten fears and feelings of isolation for other members of the targeted group, and can result in stress and social tension for all members of the community.

According to the Hate Crime unit of Detective Services, in 2001, there were a total of 338 hate crimes reported, representing a 65.7% increase from the 204 such crimes reported in 2000 and a 80.8% increase over the 187 occurrences in 1997 (Figure 4.13).[83] The relatively large increase in occurrences between 2000 and 2001 was attributed mainly to the September 11th, 2001, terrorist attacks in the United States. The Service received 121 hate crime occurrences that were directly related to the terrorist attacks, and the months with by far the highest levels of hate crime activity in Toronto were September and October.

Hate Crime Occurrences
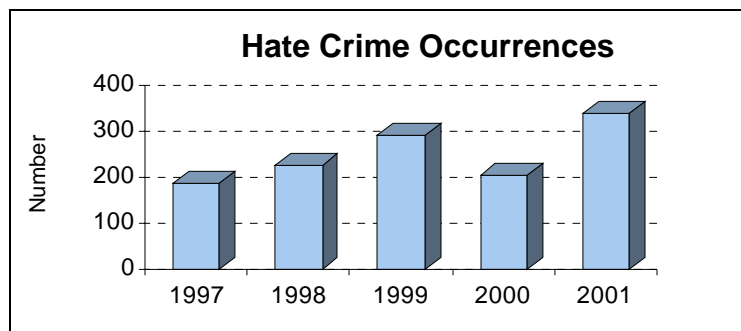
Figure 4.13   Source: TPS Detective Services Hate Crime Unit

Over most of the years examined, assaults, mischief, and threats were the three most common types of hate-motivated offences. However, as can be seen from Figure 4.14 below, the proportion of the total hate offences represented by each of these specific offences has changed somewhat in recent years: in particular, the proportion of assaults has decreased since 1997, while the proportion of threats has increased. As also shown, the proportion of offences related to the wilful promotion of hatred/hate propaganda, after decreasing in 2000, increased again in 2001. The Hate Crime unit reported that threats and assaults were usually unprovoked and tended to occur in the victim's environment (i.e. neighbourhood, school, transit route, or place of

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[82] Ibid, p.5.
[83] Toronto Police Service. **2001 Hate Bias Crime Statistical Report**. Hate Crime Unit, Detective Services – Intelligence Support.

employment). Of the occurrences directly related to September 11th, the largest proportion involved threats (43.0%), followed by mischief (27.3%) and assaults (13.2%).
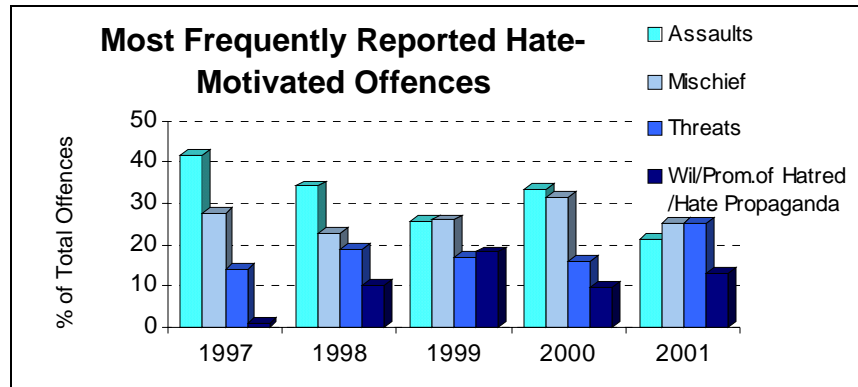

Figure 4.14   Source: TPS Detective Services Hate Crime Unit

While in previous years, by far, the most commonly reported motivation for hate crimes was race, this changed in 2001 to religion, probably due to the September 11th terrorist attacks. The most affected victim groups were the Jewish community (58 occurrences) and the Muslim community (57 occurrences), with occurrences against the Muslim community showing the greatest increase from 2000 when only one occurrence was reported.

F. OCCUPATIONAL VIOLENCE

Preventing on-the-job accidents is typically the main concern in discussions of occupational health and safety, however, violence is something that has probably touched almost every type of workplace. Some occupations involve more risk to personal safety than do others. In 1996 and 1997, the US National Institute for Occupational Health and Safety released information from a study on violence, including physical assaults and threats of physical assaults, directed toward people at work or on duty.[84]

The study found that a number of factors place people at risk for workplace violence. These risk factors included: interacting with the public; exchange of money; delivery of passengers, goods, or services; having a mobile workplace; dealing with volatile people or situations; working alone; working late at night or during early morning hours; and, guarding valuable goods or property. Given these risk factors, it is not surprising that the study also found that workplace violence was not randomly distributed across all workplaces, but was clustered in certain occupational settings, in particular, within the retail trade and service industries.

Nationally, in 2000, 17 persons were victims of homicide on the job.[85] While a high-risk occupation for violence, in Canada, the killing of police officers in the line of duty is relatively rare – in 2000, 1 officer was a victim of homicide. In comparison, in the US in 1999 (the last year for which figures were available), with a population 10 times that of Canada, 42 police officers were murdered on the job. In addition to the police officer murdered in Canada in 2000,

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[84] **Violence in the Workplace**. US National Institute for Occupational Health & Safety, 1998 (www.cdc.gov/niosh).
[85] Fedorowycz, O. *Homicide in Canada-2000*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 21(9), October 2001.

of the 16 other victims of homicide on the job, the most common occupations at risk were retail business managers/owners, 'bouncers', and taxi drivers.

Looking at particular service occupations in Toronto, assaults and robberies were found to be the most common violent crimes. In 2001, 4.4% of assault victims were Toronto Police Service officers, 2.9% were security guards, 0.7% were taxi drivers, and 0.7% were Toronto Transit Commission employees. The proportion of taxi drivers who were assaulted was the only proportion to show a decrease between 1997 and 2001. The number of assault victims in each of these occupations in each of the past five years is shown in Figure 4.15.

Assaults by Occupation
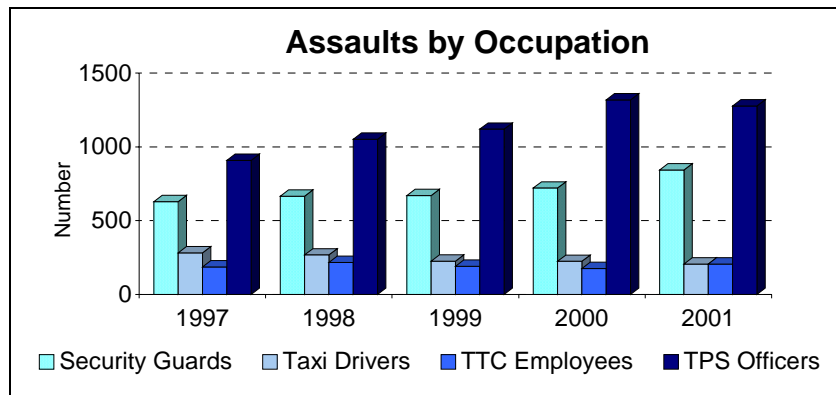
Figure 4.15   Source: TPS Database

With regard to robbery in 2001, 1.5% of victims were delivery persons and 1.0% were taxi drivers. While the proportion of victims of robbery who were delivery persons remained about the same as five years ago (1.2% in 1997), once again, the proportion of robbery victims in 2001 who were taxi drivers represented a decrease from 1997 when 3.5% of robbery victims were taxi drivers. The number of robbery victims in these occupations in each of the past five years is shown in Figure 4.16.

Robberies by Occupation
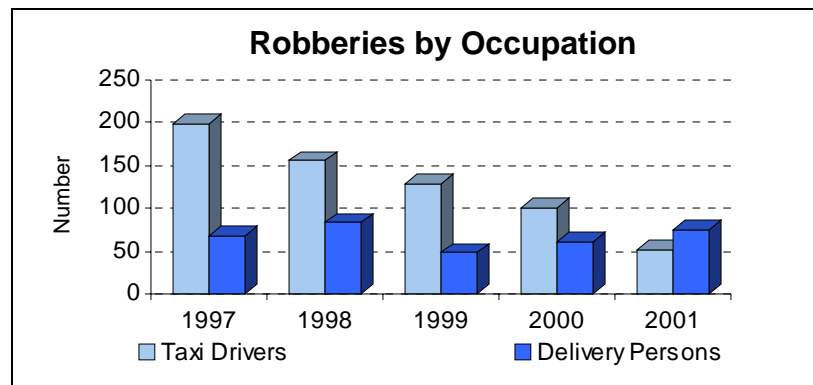
Figure 4.16   Source: TPS Database

These decreases in assaults and robberies of taxi drivers may be in part related to a number of ongoing targeted safety programs. In response to violent crime against taxi drivers, the City's Taxi Industry Unit created a safety program involving satellites and on-board digital

cameras.[86] Under City of Toronto taxi industry by-law #392 for 2000, all Toronto taxicabs must be equipped with a Global Positioning System (GPS) transponder, through which the cab's position can be determined, or the cab must be equipped with a digital camera that is designed to operate whenever a passenger is in the cab. In addition, all Toronto cabs must be equipped with amber-coloured emergency lights at the front and rear of the vehicle, that, when activated by the driver, alert police and the public that he or she needs help.

The Toronto Police Service is involved in the program through on-going consultation with the taxi industry and the assistance of our Forensic Identification unit. Forensic Identification Services agreed to a pilot project to download images from any cab in which a specific serious violent crime occurred. Images from an on-board recording device may also be downloaded when requests are made by investigators in connection with other offences.

As outlined in previous *Scans*, the Canadian economy is shifting toward the service sectors. Given that these are the occupations within which the potential for workplace violence is greatest, this type of violence will become an increasingly important occupational health and safety issue, both in terms of risk to Toronto Police Service members and in demand for response to such incidents. As with many other types of victimisation, violence in the workplace may be under-reported – people may not report it to the police or employer, believing that the event was minor, concerned about making the situation worse, or simply accepting it as part of the job.[87] Targeted programs, such as the ones addressing violence against taxi drivers, may be needed for other service professions experiencing violent crime and to encourage the reporting of incidents to police.

G. VICTIM SERVICES

Victim Services was established in 1990 to assist Toronto Police Service officers with victims of crime. In 1996, the Victim Services Program became fully incorporated and obtained charitable status. The program continues to be affiliated with the Service's Community Policing Support Unit and is the only mobile victim assistance unit that operates 24 hours a day, every day of the year within the City. Direction is provided for the program by a community-based Board of Directors. Victim Services has 13 full-time paid staff, plus the DVERS Co-ordinator, supported by 4 student placements and roughly 100 volunteers. New volunteers continue to be trained each year. The student placements and volunteers are essential support to the professional staff in delivering service to victims.

When referred by a police officer, crime victims are provided, either by telephone or attendance at the scene, with immediate crisis counselling, support, mediation, referrals to community agencies, and, if requested, court support. The program assists in a wide variety of occurrences, such as assault (including domestic), elder abuse, traffic injury and fatality, sudden death, homicide, suicide, robbery, theft, break and enter, and so on.

As shown in Figure 4.17, requests to the Victim Services Program for support, information, and intervention decreased by 17.0% in 2001 over 2000. However, the number of requests in 2001 was still 17.8% higher than five years ago in 1997. Over 90% of the requests each year were handled by telephone.

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[86] Information from TPSnet story posted June 20, 2001.
[87] Davenport, G. & Taylor, C. *Facing the Challenge of Workplace Violence*. **RCMP Gazette**, 61(4), April 1999.

Responses by Victim Services Program
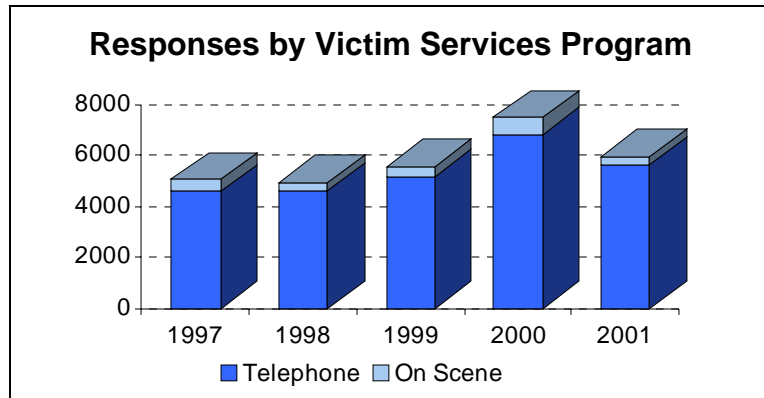

Figure 4.17   Source: Victim Services Program of Toronto, Inc.

Between 1997 and 2001 the proportion of calls that were domestic-related increased from 55.3% to 66.0%. In addition, the Domestic Violence Emergency Response System (DVERS) project, a personal safety alarm worn by domestic violence victims to protect them in the home, was added to Victim Services in 1998. This project is the result of a partnership between community agencies, the Toronto Police Service, ADT Security Systems, and the City of Toronto government.

Currently, there are 45 DVERS alarms installed and functioning, and there is a waiting list for the alarms. The Victim Services Board initially took the position that only 25 alarms would be installed at one time – that was the number of alarms/clients the Board felt could comfortably be handled by the one person managing DVERS cases. Given the demand, however, more alarms have been installed. To complement and improve the support to high-risk victims, 25 cell phones donated by the Toronto Police Service have been added to this project.

Victim Services has also started 'SupportLink', in partnership with Rogers AT&T and the Toronto Police Service. This project supplies 75 cell phones, pre-programmed to 9-1-1, to victims of stalking, sexual assault, and domestic violence. As with DVERS, this project will require case management by Victim Services staff.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- The Service must ensure that data available through Service databases receives thorough and in-depth analysis and review to identify the demographic characteristics, risk factors, etc. associated with victimisation of various types (e.g. child abuse, elder abuse, spousal abuse, family violence, etc.). This type of information will allow the Service to appropriately target prevention, enforcement, and education projects or programs.

- The Service, alone and in partnership with other community agencies, must ensure that prevention and education programs to address the particular needs of those vulnerable to victimisation.

- Given the probable under-reporting of violence against groups at special risk, the Service, must do all it can to encourage reporting of incidents. Barriers to reporting, such as failure to identify the abuse as a crime, language barriers, and so on, must be identified, and once

identified, the Service must work with the community and other agencies to put systems and strategies in place to address the problems.

- The Service must continue efforts to ensure that officers receive the training and information necessary to understand and address the issues related to the victimisation of vulnerable groups.

- Training must also ensure that officers are aware of the importance of noting type of violence (e.g. child abuse, elder abuse, etc.) on occurrence reports, as well as the criteria for making such notation. Service analysts working in areas dealing with victimisation of vulnerable groups should periodically review occurrences to ensure reports are being completed and coded properly.

- As the Service continues its commitment to community policing, it should be remembered that child, elder, family, and spousal abuse may not be particularly amenable to community mobilisation activities or other community policing initiatives. Prevention and intervention programs specific to these types of crimes need to be continued.

- The Service, alone and in partnership with other community agencies, must maintain and enhance prevention, education, and intervention efforts, where possible, to address the victimisation of children, both within and outside the home.

- Children who witness violence in the home are more likely to experience physical, behavioural, and/or emotional difficulties. Given that these difficulties could lead to contact with police later in life, it should be a priority for the Service to be involved with other community agencies in the development of intervention, education, and referral programs for these children-at-risk.

- Given the positive, if modest, effect of arresting perpetrators on reducing subsequent violence against their intimate partners, the Service should continue with its current mandatory arrest policy.

- Given the recent results of research into the effectiveness of elder abuse intervention strategies, care should be taken in implementing or planning such strategies. Follow-up with the participants and careful evaluation of any intervention projects or programs are vital.

- The Canadian economy is shifting toward the service sectors. Given that these are the occupations within which the potential for workplace violence is greatest, this type of violence will become an increasingly important occupational health and safety issue, both in terms of risk to Service members and in demand for response to such incidents. Targeted programs, such as those addressing violence toward taxi drivers, should be developed for other occupations as needs are identified.

- Officers should be further encouraged to refer victims to the Victim Services program for counselling, support, or referrals to other community agencies, whenever possible.

Family Violence Involving
Criminal Code Offences †

	1997 #	1997 %	1998 #	1998 %	1999 #	1999 %	2000 #	2000 %	2001 #	2001 %
Total # of occurrences	6325		5644		5825		6864		7448	
♦ **Charges laid by police**	4769	75.4	4364	77.3	4508	77.4	5768	84.0	6126	82.3
♦ **Charges laid by victim**	272	4.3	157	2.8	213	3.7	178	2.6	146	1.9
♦ **No charges laid**	1284	20.3	1123	19.9	1107	19.0	918	13.4	1176	15.8
Where No Charges Laid:										
♦ **No reasonable grounds §**	185	14.4	146	13.0	144	13.0	140	15.3	289	24.6
♦ **Victim advised may attend Justice of Peace**	63	4.9	31	2.8	26	2.3	22	2.4	30	2.6
♦ **Victim's request (some RG)**	1036	80.7	946	84.2	937	84.6	756	82.4	857	72.9
Total # of charges laid	5041		4521		4721		5946		6272	
♦ **Against males**	4257	84.4	3815	84.4	3887	82.3	4899	82.4	5018	80.0
♦ **Against females**	784	15.6	706	15.6	834	17.7	1047	17.6	1254	20.0
Number of cases where weapons were used	3307		3214		3352		3791		3848	
♦ **proportion of total occurrences**		52.3		56.9		57.5		55.2		51.7
Repeat Offenders (if known to police for related offences)	507		517		684		945		1361	

†   In all years, the New Relationship Criteria are used in the counting of family violence occurrences (i.e. Father, Mother, Daughter, Son, Stepson, Stepdaughter,   Grandfather, Grandmother, Grandson, Granddaughter, Stepgrandson, Stepgranddaughter, Uncle, Aunt, Nephew, Niece, Brother, Sister, Half-brother, Half-sister, Step-brother, Step-sister, Cousin, Husband, Wife, Ex-husband, Ex-wife, Common-Law Husband, Common-Law Wife, Ex-Common-Law Husband, Ex-Common-Law Wife, Stepfather, Stepmother, Father-in-Law, Mother-in-Law, Son-in-Law, Daughter-in-Law, Other Family Members not Listed)

§   Currently, in training for recruits and police officers, 'reasonable grounds' is defined as 'a set of facts or circumstances which would satisfy an ordinary cautious and prudent person that there is reason to believe and which goes beyond mere suspicion'.

Source: TPS Database

Spousal Violence Involving
Criminal Code Offences †

	1997 #	1997 %	1998 #	1998 %	1999 #	1999 %	2000 #	2000 %	2001 #	2001 %
Total # of occurrences	4211		3685		3754		4492		4808	
♦ **Charges laid by police**	3339	79.2	2994	81.2	3027	80.6	3919	87.2	4169	86.7
♦ **Charges laid by victim**	163	3.9	98	2.7	142	3.8	112	2.5	85	1.8
♦ **No charges laid**	709	16.8	593	16.1	585	15.6	461	10.3	554	11.5
Where No Charges Laid:										
♦ **No reasonable grounds §**	66	9.3	57	9.6	56	9.6	61	13.2	144	26.0
♦ **Victim advised may attend Justice of Peace**	39	5.5	17	2.9	13	2.2	13	2.8	13	2.3
♦ **Victim's request (some RG)**	604	85.2	519	87.5	516	88.2	387	83.9	397	71.7
Total # of charges laid	3502		3092		3169		4031		4254	
♦ **Against males**	3066	87.5	2721	88.0	2739	86.4	3457	85.8	3585	84.3
♦ **Against females**	436	12.5	371	12.0	430	13.6	574	14.2	669	15.7
Number of cases where weapons were used	2012		1934		1973		2347		2333	
♦ **proportion of total occurrences**		47.8		52.5		52.6		52.2		48.5
Repeat Offenders (if known to police for related offences)	432		416		527		775		1061	

† In all years, the Relationship Criteria used in the counting of spousal violence occurrences are: Husband, Wife, Ex-husband, Ex-wife, Common-Law Husband, Common-Law Wife, Ex-Common-Law Husband, Ex-Common-Law Wife. These relationships are also included within the family violence definition noted previously.

§ Currently, in training for recruits and police officers, 'reasonable grounds' is defined as 'a set of facts or circumstances which would satisfy an ordinary cautious and prudent person that there is reason to believe and which goes beyond mere suspicion'.

Source: TPS Database

V. TRAFFIC

Motor vehicles of all types have been a major factor associated with public safety and police activity. Traffic patterns and trends affect both the demand for and deployment of police resources. Traffic collisions, in addition to being a problem requiring police resources, also have an impact on the public's perception of safety. Concerns over traffic congestion and pedestrian safety in specific neighbourhoods are issues that the Police Service has to address with the community.

HIGHLIGHTS

- In 2001, there were 64,113 reportable collisions, an 11.6% decrease from the 72,540 reportable collisions in 2000.

- The number of property damage collision events attended was steady between 1997 and 1999, but rose by 18.7% in 2000. The number again increased by 8.4% in 2001, to a total of 25,726 events attended. This was a 31.8% increase over the five year period.

- The average time officers spent on property damage collisions was steady from 1997 to 1999, but increased by 21.1% in 2000. It increased again in 2001 by 42.3% over the 2000 average of 80.2 minutes, to a total of 114.1 minutes per event. This was an increase of 73.1% in 2001 from the average of 65.9 minutes spent on this type of event in 1997.

- The number of personal injury collision events attended increased 23.9% from 1999 to 2000, then decreased by 2.6% in 2001, to a total of 222 events attended. There was a 49.0% increase over the five year period of 1997 to 2001.

- The average time spent on personal injury collisions was relatively steady from 1997 to 1999, but increased by 36.0% in 2000. It increased again in 2001 by 60.6% over the 2000 average of 110.4 minutes, to a total of 177.3 minutes per event. This was an increase of 121.1% in 2001 from the average of 80.2 minutes spent on this type of event in 1997.

- In 2001, 57 people were killed in traffic collisions, a decrease of 14.9% over the 67 killed in 2000.

- In 2001, 281,732 Highway Traffic Act (HTA) charges were laid, the lowest number since 1997. Although the total number of HTA charges decreased, the number of charges for Follow Too Close, Unsafe Lane Change, Fail to Signal Lane Change and Careless Driving all increased in the same time period.

- In the first year of operation, approximately 21,800 violation notices were issued Province-wide for red-light running at red-light camera sites. Approximately 9,300 of the violation notices issued were at red-light camera sites in the City of Toronto. If the Government of Ontario does not agree to extend the pilot project for an additional two years, red light camera operations will be discontinued until further Provincial action is taken.

- One-quarter of Canada's population is now over 50 years of age, and half of Canadians 65years and older, living in a private household, drive a motor vehicle. The number of senior citizens injured and killed in traffic-related collisions may continue to increase as the general population of the Toronto area ages.

- A Transport Canada study indicated that even when in-vehicle devices are 'hands-free', significant changes in driver behaviour may result due to the cognitive distraction associated with their use. Although the Canada Safety Council agrees that driver distraction is a serious safety concern, with so many cell phone users, a ban would undoubtedly be flouted.

- According to a community survey conducted for the Police Service in November 2001, with regard to traffic within Toronto, respondents generally felt safer in 2001 than they had in 2000. According to the Canada Safety Council, over the past 20 years, Canada's traffic safety record has been second to none.

A. TRAFFIC COLLISIONS

The number of traffic collisions can be an indicator of traffic conditions and traffic safety in an area. Analysis of the number of collisions and patterns of these occurrences may indicate the need for traffic enforcement, police resources, and investigation.

Both reportable and non-reportable collisions should be included in any comprehensive analysis of traffic collisions in order to present a total picture.[88] It should be noted, however, that a less detailed analysis is possible when covering both types of collisions since fewer data are captured for non-reportable collisions. Data from the City of Toronto Transportation Services show only the number of reportable collisions.

As shown in Figure 5.1, there were 64,113 reportable collisions in 2001, an 11.6% decrease from the 72,540 reportable collisions in 2000. There were 58,450 collisions in 1999, which was an 11.2% decrease from the 65,838 collisions in 1998. Since 1996, there have been about 60,000 reportable collisions or more each year. There are no indications that this number will be significantly reduced in 2002 or subsequent years as the number of drivers and vehicles continue to increase and roads become more congested.

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[88] 'Reportables' are accidents resulting in either property damage of $1,000 or more, or personal injury, or both. The reporting of such accidents to the police is mandatory under the *Highway Traffic Act*. 'Non-reportables' are accidents resulting in property damage only, where the damage is less than $1,000. The reporting of such accidents to the police is not mandatory under the *Highway Traffic Act*. Many of these are reported to the police for insurance purposes.
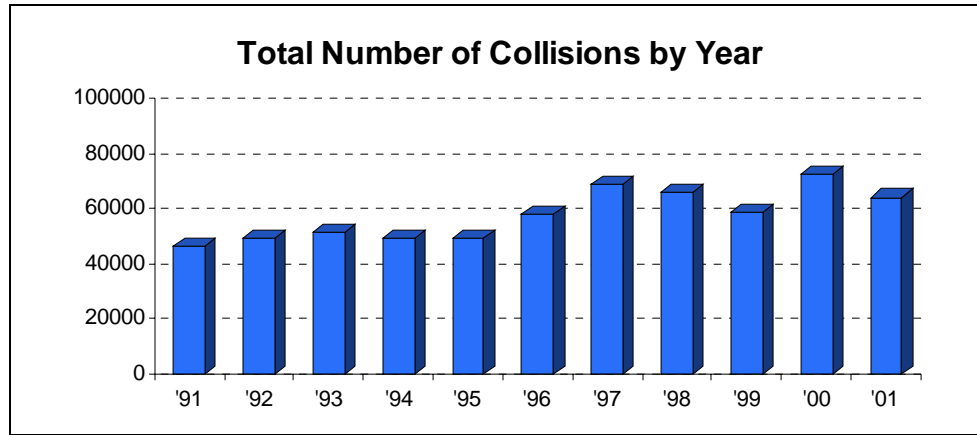
Total Number of Collisions by Year

Figure 5.1   Source: City of Toronto Transportation Services

A more realistic approach to understanding the impact of traffic collisions on police resources may be to analyse the number of collisions that are attended by police and the time spent on these calls. In the following figures, the data are broken down into property damage collisions and personal injury collisions and the time spent on these dispatched events. This data was retrieved from the Toronto Police Intergraph/Computer Aided Dispatch (I/CAD) system.

As shown in Figure 5.2, the number of property damage collision events attended was steady between 1997 and 1999, but rose by 18.7% in 2000. The number again increased by 8.4% in 2001 to a total of 25,726 events attended. Property damage collisions increased 31.8% between 1997 and 2001.
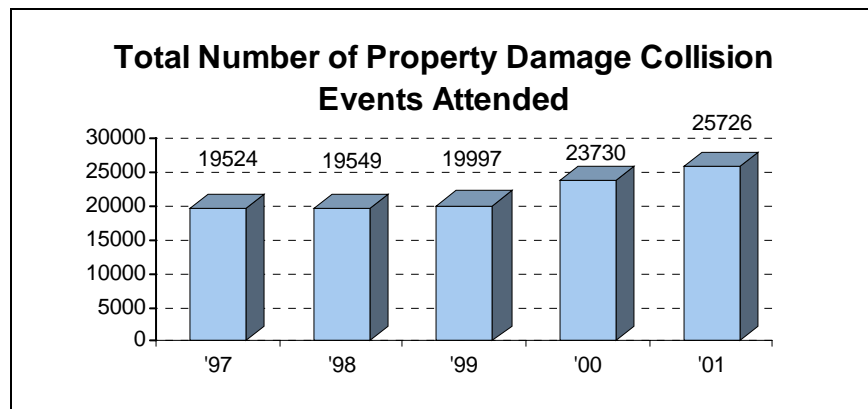
Total Number of Property Damage Collision Events Attended

Figure 5.2   Source: TPS I/CAD

It is more interesting to note that the average time spent per property damage collision event increased significantly in 2000 and 2001. As shown in Figure 5.3, the average time spent on property damage collisions was steady from 1997 to 1999, but increased by 21.1% in 2000. It increased again in 2001 by 42.3% over the 2000 average of 80.2 minutes, to a total of 114.1 minutes per event. This represented an increase of 73.1% in 2001 from the average of 65.9 minutes spent in 1997. This increase may be the result of a Toronto Police Service directive issued in October 2000 regarding traffic collision investigations. The directive stated that a police officer attending at or arriving at any collision scene, regardless of whether or not it

involved personal injury or property damage, would conduct an at-scene investigation, file the necessary reports, and lay charges where appropriate. Prior to this, most minor property damage accidents were referred to the Collision Reporting Centres. Although this strategy may have increased positive public perception of police enforcement of traffic offences and customer service, it may also have had a significant impact on police resources and time. The time spent by police officers attending property damage events in 2001 totalled close to 3 million minutes, equivalent to about 50,000 hours.
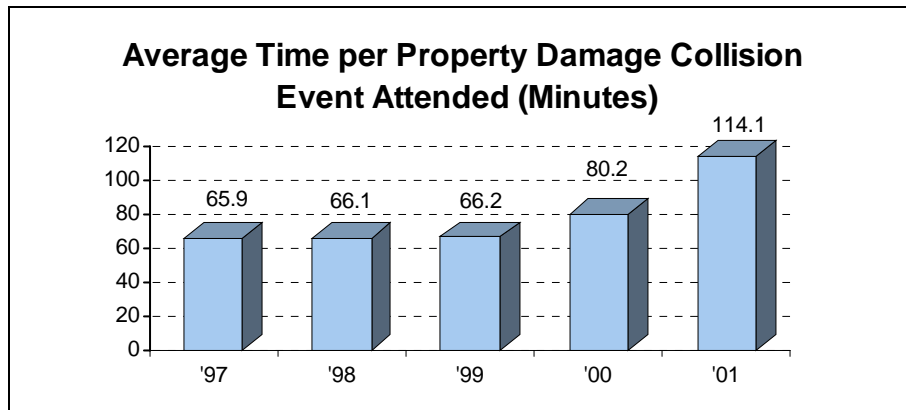
Average Time per Property Damage Collision Event Attended (Minutes)

	'97	'98	'99	'00	'01
	65.9	66.1	66.2	80.2	114.1

Figure 5.3   Source: TPS I/CAD

Each year there are far fewer collisions that result in personal injury than result in property damage. The number of and average time spent on personal injury collision events are shown in Figure 5.4. There were 222 personal injury collisions attended in 2001, down 2.6% from the 228 personal injury collisions in 2000, but up 20.7% from the 184 in 1999. Personal injury collisions increased 49.0% over the five year period from 1997 to 2001. The average time spent on personal injury collision events increased notably in 2000 and 2001. The average time spent on personal injury collisions, as with property damage collision events, was relatively steady from 1997 to 1999, but increased by 36.0% in 2000. It increased again in 2001 by 60.6% over the 2000 average of 110.4 minutes, to a total of 177.3 minutes per event. This represented an increase of 121.1% in 2001 from the average of 80.2 minutes spent per event in 1997.

Number & Average Time (Minutes) per Personal Injury Collision Event Attended

Year	# of Events Attended	Average Time per Event (Minutes)
'97	149	80.2
'98	199	76.2
'99	184	81.2
'00	228	110.4
'01	222	177.3

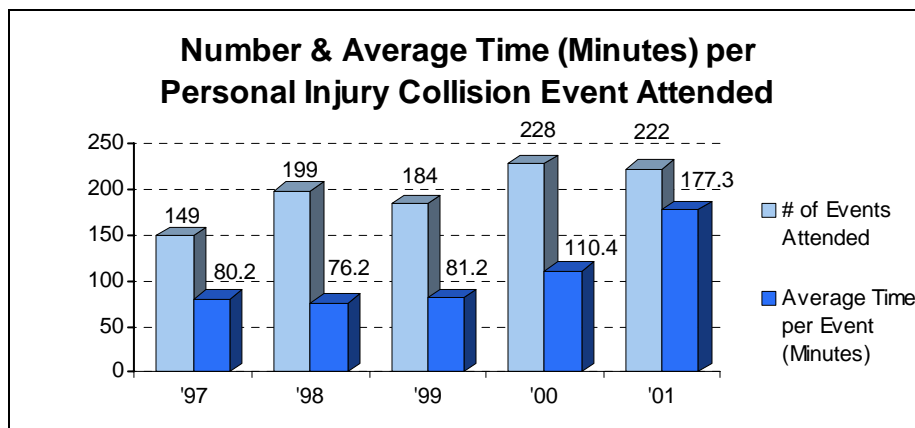**Figure 5.4**   Source: TPS I/CAD

If the Service continues the current 'generalist' approach, ways of reducing the time spent at traffic collisions, both property damage and personal injury, should be explored.

In 2001, 57 people were killed in traffic collisions, a decrease of 14.9% over the 67 killed in 2000 and a 37.4% decrease from the 91 killed in 1999 (Figure 5.5). In 2001, the number of persons killed in collisions represented the lowest number recorded. To give this data a historical perspective, the greatest number of persons killed in traffic collisions was the 137 recorded in 1969. This number is even more significant as there were only 38,942 reportable collisions in that year compared to the 64,113 in 2001. Hopefully, this long-term trend of declining traffic fatalities will continue in the future.
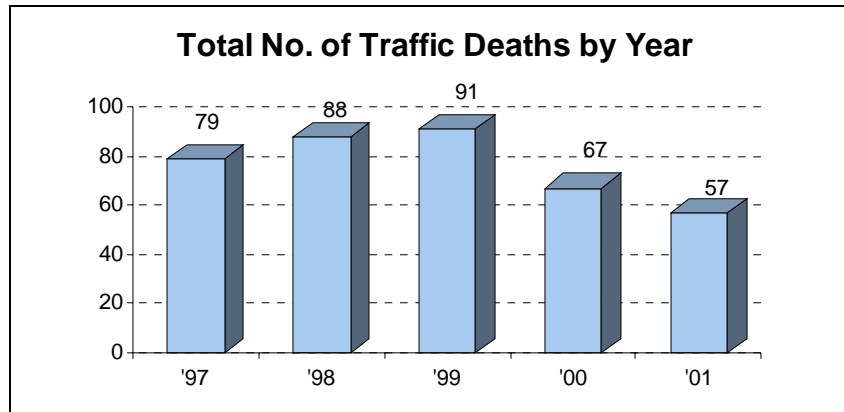
Total No. of Traffic Deaths by Year

Figure 5.5   Source: TPS Traffic Services

As shown in Figure 5.6, 12 drivers were killed in traffic collisions in 2001, a 45.5% decrease from 2000, when 22 drivers were killed. The number of passengers killed in traffic collisions has not changed as much as other groups during the past five years, but still decreased slightly in 2001. There were 32 pedestrians killed in traffic collisions in 2001, up from the 26 killed in 2000, but fewer than the 45 pedestrians killed in 1999. The highest recorded number of pedestrians killed was 83 in 1972. The number of cyclists killed in 2001 increased to 3 from the 2 cyclists killed in 2000.
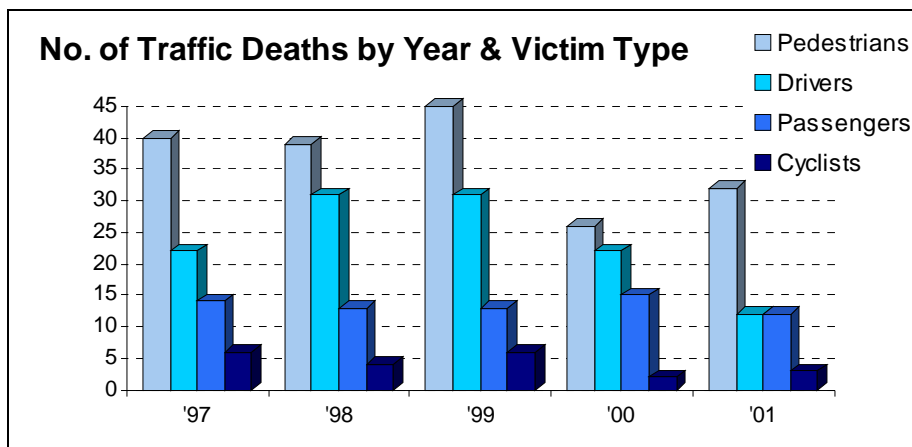
No. of Traffic Deaths by Year & Victim Type

Figure 5.6   Source: TPS Traffic Services

Pedestrians over 65 years of age make up a large portion of the total number of pedestrians killed in traffic collisions (Figure 5.7). The Toronto Police Service must continue to be proactive in dealing with senior drivers and pedestrians. This is discussed further later in this Chapter.
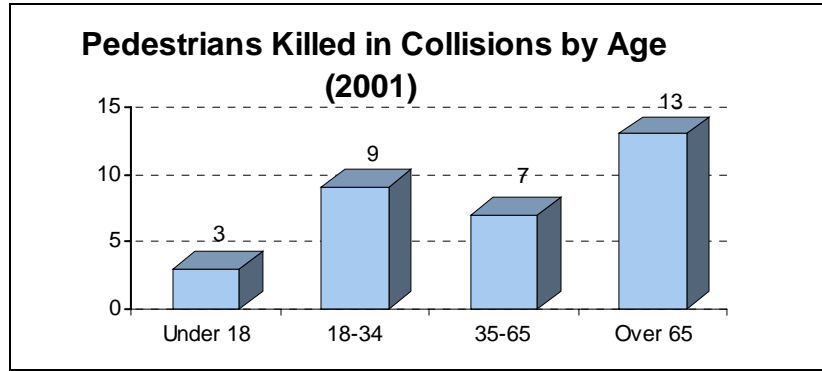
Pedestrians Killed in Collisions by Age (2001)

Age	Number
Under 18	3
18-34	9
35-65	7
Over 65	13

Figure   5.7   Source: TPS Traffic Services

Figure 5.8, 'The Toronto Collision Clock for 2000', was developed by the City of Toronto Transportation Services.[89] This 'clock' breaks down collision data into minutes and hours for 2000. It provides a different perspective on traffic collisions.

The Toronto Collision Clock, 2000

- One Collision Every 7.3 Minutes
- One Person Injured Every 21.2 Minutes
- One Cyclist Injured Every 8.1 Hours
- One Truck Collision Every 4.4 Hours
- One Pedestrian Injured Every 3.7 Hours
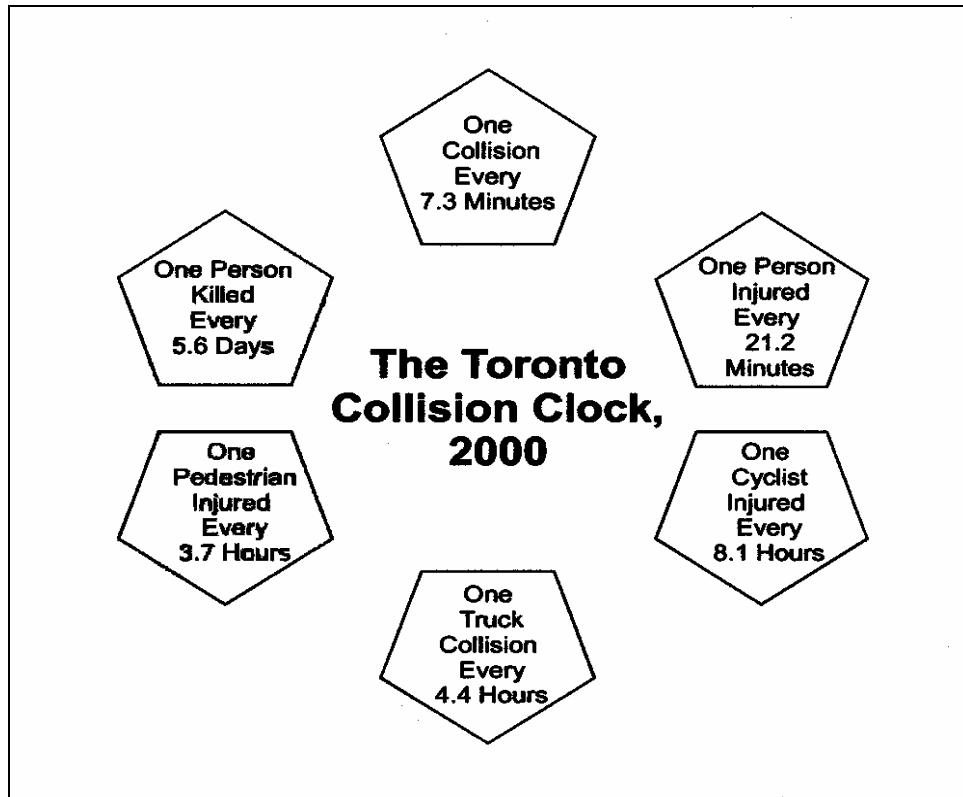- One Person Killed Every 5.6 Days

Figure 5.8   Source: City of Toronto Transportation Services

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[89] *General Collision Statistics 2001* (pamphlet), City of Toronto, Transportation Services.

B. COLLISION REPORTING CENTRES

Since 1993, people who have been involved in minor traffic collisions have been asked to report to a Collision Reporting Centre (CRC) instead of having police attend the scene.

As reported in previous Environmental Scans, the Collision Reporting Centres are a valuable resource to the Toronto Police Service. With the large number of collisions that are reported to the CRCs, it is reasonable to predict that if this program was reduced or eliminated it would return a huge workload back to the divisional traffic units and Traffic Services, and have a direct impact on the primary response units within the divisions. Collision Reporting Centres continue to be a valuable alternate response strategy that frees police resources and allows traffic officers to respond quickly, spend more time on more serious traffic investigations, and ultimately deal with issues and solve problems at the community level.

As noted earlier, if the current 'generalist' approach to traffic investigations is continued, the Service may need to look for ways of reducing the time spent by officers at traffic collisions. Expanding the role of the Collision Reporting Centres may be one way to do this.

C. HIGHWAY TRAFFIC ACT CHARGES

In addition to collisions, the number of *Highway Traffic Act* (HTA) charges laid provides some indication of road and traffic safety in Toronto. Charges laid under the HTA include careless driving, disobey traffic light and stop sign, speeding, inappropriate turns, defective equipment, improper use of lights, pedestrian cross-over violations, fail to remain, and other HTA offences.

The number of HTA charges showed a trend of increase in the late 1980s and peaked in 1989, when a total of 547,019 charges were recorded, after which the numbers showed a trend of decline. These numbers started to increase again in 1997 and continued to increase in subsequent years, with the exception of 1999. In 2001, 281,732 HTA charges were laid, the lowest number in the past five years. In 2000, a total of 322,795 HTA charges were recorded. Between 1997 and 2000, the number of charges laid under the HTA increased 5.5% but decreased by 12.7% from 2000 to 2001. Figure 5.9 shows the number of HTA charges in each of the past five years.
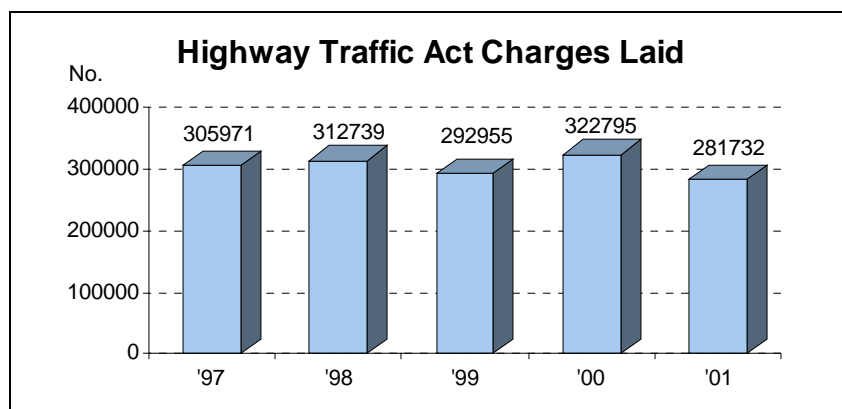

	Highway Traffic Act Charges Laid	

No.
400000
305971 312739 292955 322795 281732
300000
200000
100000
0
'97   '98   '99   '00   '01

Figure 5.9   Source: TPS Crime Information Unit

A closer examination of four of the most common HTA charges laid when investigating traffic collisions is shown in Figure 5.10. Even though the total number of HTA charges decreased in 2001 from 2000, the number of charges for Follow Too Close, Unsafe Lane Change, Fail to Signal Lane Change, and Careless Driving all increased in the same time period. There may be some link between these numbers and the number of collisions/time spent per collision attended discussed previously in this chapter.
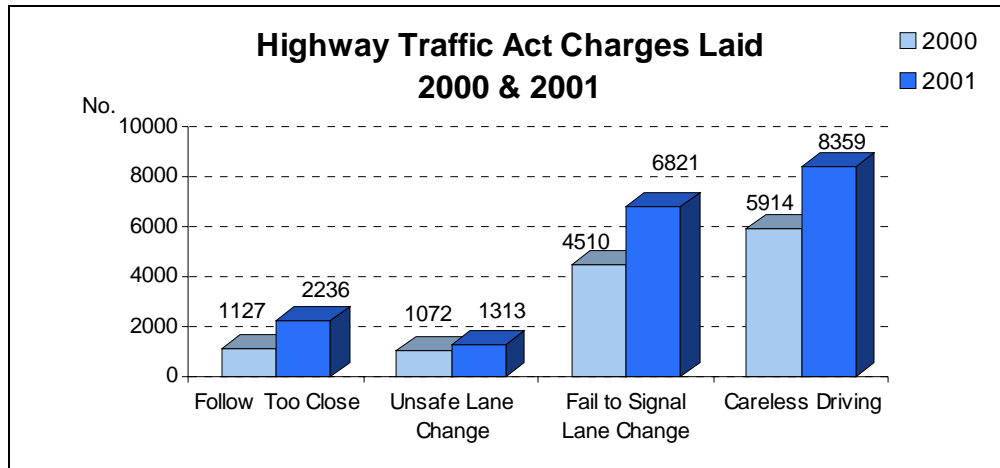

Figure 5.10   Source: TPS Crime Information Unit

D. AGGRESSIVE DRIVERS

There are questions about whether road rage is a real and growing phenomenon or if it simply appears to be growing due to increased awareness and media attention. Given the increase in the specific HTA charges outlined above, aggressive driving may actually be increasing. In either case, even a low level of aggressive driving can cause serious problems on City streets. The Service must continue to implement programs that target aggressive drivers and educate the public in this area. Aggressive driving is not a new phenomenon and for several years the Toronto Police Service has been involved in programs such as the Aggressive Drivers Campaign twice a year, the Red Light Campaign, speeding enforcement, the Seat Belt Campaign, high collision intersection enforcement, and RIDE programs year round.

At its April 11th, 2000, meeting, Toronto City Council approved funding for a two-year pilot project called the Intersection Safety Program to Reduce Red Light Running. In November 2000, red-light cameras first came into use at the following intersections: Finch Avenue and Weston Road, Finch Avenue and Don Mills Road, Weston Road and Lawrence Avenue, Dixon Road and Martin Grove Road, Eglinton Avenue and Martin Grove Road, Finch Avenue and Kipling Avenue, Eglinton Avenue and Don Mills Road, Eglinton Avenue and Pharmacy Avenue, Lawrence Avenue and Victoria Park Avenue, and St. Clair Avenue and Victoria Park Avenue. The cameras are rotated between the intersections identified in the project. Several other Ontario municipalities are also using or planning to use cameras in the same way, as part of a safety program under the *Highway Traffic Act*. Red light cameras are discussed further in the next section of this Chapter.

Below are findings from an aggressive driving survey conducted in 2001 among Canadian residents 18 years of age and older.[90] The survey indicated that a majority of Canadians believe that aggressive driving is a major concern. The Toronto Police must continue to address this concern. Survey findings included:

- 77% of Canadians believed the incidence of aggressive driving was increasing – a 4% jump from those who believed the incidence of aggressive driving was increasing in 2000

- although Canadians believed aggressive driving was a safety concern and recognised what constituted this behaviour, 85% of those surveyed admitted committing at least one act of aggressive driving in the past year

- more young Canadians reported committing at least one act of aggressive driving in the past year than older Canadians, surpassing the national average (96% vs. 85%)

- most likely to have believed aggressive driving was on the rise: Ontario (80%); least likely to have believed aggressive driving was on the rise: British Columbia (75%)

- more than half of Canadians admitted to running yellow lights turning red or speeding

- 72% of respondents felt that stress, including frustration, was the primary cause of aggressive driving – up 5% from 1999

- 18% believed aggressive driving was the primary cause of most driving-related accidents

- 91% of drivers said they had seen other drivers multi-tasking on the road – mostly using cell phones (82%)

- 76% of drivers said they became frustrated when they saw other drivers multi-tasking on the road; they were most frustrated when other drivers: read (57%), used high tech devices like laptops or hand-held devices (57%), used a cell phone (53%), or put on make-up, shaved, or combed their hair (53%)

- most frustrated by multi-tasking: Alberta (85%); least frustrated by multi-tasking: Ontario and Quebec (both 73%)

E. RED-LIGHT CAMERAS

On November 20th, 2000, Bill 102, *The Red-Light Cameras Pilot Projects Act, 1998*, was proclaimed by the Lieutenant Governor and on the same day, the participating municipalities (Toronto, Hamilton, Ottawa, Halton, Peel, and Waterloo) began operation of red-light cameras. The authority to operate red-light cameras will automatically expire on November 20th, 2002. The

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[90] *2001 Aggressive Driving Study*, by Thompson Lightstone & Co., cited on the Canada Safety Council website (www.safety-council.org).

red-light camera pilot project includes 18 red-light cameras, which are routinely rotated among 68 sites within the six participating municipalities (38 of which are in Toronto).

In the first year of operation, approximately 21,800 violation notices were issued Province-wide for red-light running at red-light camera sites.[91] Approximately 9,300 of the violation notices issued were at red-light camera sites in the City of Toronto. The number of monthly charges laid for red-light running in the City of Toronto and in all six participating municipalities are listed in Table 5.1.

Table 5.1
Red-Light Camera Charges Laid

Month	Charges Laid - Toronto Sites	CHARGES LAID - All Sites (Toronto included)
November 2000	130	328
December 2000	272	723
January 2001	149	468
February 2001	174	587
March 2001	304	869
April 2001	447	1,046
May 2001	534	1,746
June 2001	777	2,552
July 2001	1,248	3,017
August 2001	1,744	3,174
September 2001	1,234	2,408
October 2001	1,309	2,472
November 2001	943	2,361
Total – to date	**9,265**	**21,751**

Source: City of Toronto, Works and Emergency Services

At the time of writing, collision data from the first full year of operation were not available. The collision analysis for the two-year project will be available in May 2003.

Public opinion studies conducted in Canada show that the public is strongly in favour of the use of red-light cameras. An Environics poll conducted in early 2001 revealed that Canadians expressed high levels of support for the use of electronic traffic enforcement techniques, such as red-light cameras: 79% of Canadians supported the use of cameras to identify vehicles that go through intersections after the traffic signal has turned red.[92] The residents of Ontario, particularly in Toronto, were more likely than the Canadian average to strongly support the use of all forms of electronic traffic enforcement.

As well as being supported by the public, extension of the red-light camera pilot project would be consistent with the initiatives of the Government of Ontario. A statement issued in August 2001 indicates that addressing the issue of aggressive and unsafe driving and promotion of safe driving practices is a top priority of the Ministry of Transportation.

The Ministry of Transportation has hired a consultant to conduct the 'before and after' evaluation study and the Province has indicated that the future of the red-light camera legislation will depend upon the results presented in the final evaluation report. The final evaluation report,

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[91] Works Committee Staff Report, City of Toronto, Works and Emergency Services, December 31, 2001.
[92] Ibid.

summarising the two years of the pilot project (November 2000 to November 2002) will be completed in the summer of 2003 following receipt and analysis of all 2002 collision information.

The City of Toronto is asking for a two-year extension of the red-light camera legislation, until November 2004, which would allow the pilot project to continue without interruption. The two-year extension would provide the Province sufficient time to assess the 'before and after' study results and to enact the appropriate legislation in the event that the Province determines, during the fall of 2003, that the project should continue. If the Government of Ontario does not agree to extend the pilot project for an additional two years, red-light camera operations will be discontinued until further Provincial action, if any, is taken.

F. SENIORS

Senior drivers have been highlighted in the media recently with the release of the Coroner's inquest recommendations in March regarding the death of Beth Kidnie, who was hit by a car driven by an 84 year old senior. The senior driver had passed a driving test just weeks before the fatality. The Coroner's jury made sixteen recommendations, including better screening of elderly drivers, the Ministry of Transportation to develop a licensing test to identify medically impaired drivers, a gradual delicensing program be introduced, and that the Ministry of Transportation hire geriatricians to help deal with the issue of older drivers.[93] The inquest also revealed that physicians have found they are unable to properly comply with current reporting obligations and that a new law should be introduced where physicians may be more likely to comply.

Unfortunately, this type of incident may become more common in the future as one-quarter of Canada's population is now over 50 years of age, and half of Canadians 65 years and older, living in a private household, drive a motor vehicle.[94] Drivers over 80 years of age are the fastest growing segment of the driving population, although most drivers over the age of 65 use their car only a few times a week, mostly short trips for shopping, appointments, or social get-togethers. With the onset of winter, some seniors drive long distances to warmer climates.

Over the years, road fatalities have dropped significantly in all age groups except 65 years of age and over. Based on kilometres driven, older drivers have more collisions than any other age group.[95] Maintaining a driver's license is an important issue of independence for older Canadians, especially to those who have driven for most of their lives. On a per-person basis, mature drivers have less than the average number of collisions, but since seniors drive fewer kilometres, the over-70 years age group is involved in a disproportionately high number of collisions.[96]

The ageing process brings changes that can affect an older person's ability to drive and walk safely. These changes include reduced vision, particularly at night, a decrease in depth perception, and movement-limiting disabilities such as arthritis and rheumatism, which slow response. The rate of ageing varies for each individual, but it is important to recognise age-related changes and learn how to compensate for them.

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[93] Coroner's Inquest Verdict Explanation, Elizabeth Kidnie Inquest, 2002.
[94] *Safety and the Aging Driver*, found on the Canada Safety Council website (www.safety-council.org).
[95] Ibid.
[96] Ibid.

The number of senior citizens injured and killed in traffic-related collisions may continue to increase as the general population of the Toronto area ages. The ageing of the population is discussed in greater detail in the chapter on Demographic Trends.

The Toronto Police Service continues a partnership with Toronto Transportation, Sunnybrook Hospital, and the Ambulance Service to deliver the *Daredevil* program aimed at educating seniors over 60 years of age in traffic safety. This program continues to produce educational material to promote pedestrian safety. This type of program is a positive step in educating both drivers and pedestrians and making the streets of Toronto a safer place to drive and walk. In 2001, Sunnybrook and Women's College Health Sciences Centre in conjunction with Toronto Police Service conducted 40 presentations as a part of the *Daredevil* program.

G. DISTRACTED DRIVERS

In February 2002, Transport Canada, along with EL-MAR Inc. (a world leader in developing eye-tracking technology), released a report discussing driver distraction and inattention as the use of in-vehicle technologies become more popular.[97]

In the study, the impact of cognitive distraction on drivers' behaviour was explored in an on-road experiment. Twenty-one drivers drove an 8 km city route while carrying out tasks varying in cognitive complexity. Each driver drove the route under three task conditions: while performing difficult addition problems, while performing easy addition problems, and with no additional task. The addition questions and the participants' responses were communicated via a fully hands-free cell phone so that the participants did not have to look away from the road to manually operate the phone. Visual scanning patterns were recorded using eye tracking equipment, measures of vehicle control (braking/longitudinal deceleration) were obtained using the MicroDAS system, and drivers' subjective evaluations of workload, safety, and distraction were obtained through questionnaires.

An examination of drivers' visual behaviour revealed that they made fewer rapid eye movements, spent more time looking centrally, and spent less time looking to the right periphery as cognitive load increased. Less time was spent checking instruments and the rear view mirror, and many drivers changed their inspection patterns of the forward view when performing demanding tasks. Performing the easy addition and difficult addition problems while driving resulted in more incidents of hard braking while driving. The increase in cognitive load, by the addition questions, was reflected in drivers' increased ratings of workload and distraction, as well as in reduced ratings of driving safety.

The results of this study indicated that even when in-vehicle devices are hands-free, significant changes in driver behaviour may result due to the cognitive distraction associated with their use. A better understanding of the ways in which drivers interact with these devices should result in improved designs that minimize the amount of distraction. The study recommended public education, as well as continuing research to determine the need for regulating equipment in motor vehicles.

The Canada Safety Council agrees that driver distraction is a serious safety concern and that our society has, to a great extent, condoned multi-tasking while driving.[98] Most vehicles

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[97] *The Impact of Cognitive Distraction on Driver Visual Behaviour and Vehicle Control*, Ergonomics Division, Road Safety & Motor Vehicle Regulation, Transport Canada, February 2002, cited on the Canada Safety Council website (www.safety-council.org).

have cup holders and many have complex radios and sound systems. Drive-throughs encourage drivers to pick up food and beverages. Drivers eat, discipline their kids, use cell phones, and even shave or apply make-up on the road. The Canada Safety Council, however, states that a cell phone ban would be counterproductive, irresponsible, and unenforceable, and that there are far more effective measures to save lives and enhance traffic safety. Regulation could negate the safety benefits of having a phone in the car. When someone is stuck in traffic, calling to say that they will be late can reduce stress and make them less inclined to drive aggressively to make up lost time. There are over three million 9-1-1 calls per year from mobile phones to report emergencies and dangerous situations, and many people want a cell phone in their vehicle specifically for safety reasons. The Council goes on to state that with so many cell phone users, a ban would undoubtedly be flouted. The Canada Safety Council sees a need for more public awareness and education, and strict enforcement of the existing laws. Tips for drivers with cell phones appear on the Council's Web site and in its defensive driving courses.

H. TRAFFIC SAFETY PROGRAMS

As stated in the Toronto Police Service 2002-2004 Business Plan, the traffic on Toronto's roadways affects almost everyone. The people of Toronto see traffic safety and congestion as priority issues. Highlighted below are just some of the safety programs in 2001 that the Toronto Police Service was involved in.[99]

Reduce Impaired Driving Everywhere (R.I.D.E.):

Since 1977, the Toronto Police Service has provided year-round R.I.D.E. spot-checks in an effort to deter incidents of impaired driving. In addition to the on-duty component, the Toronto Police Service receives grants from both the Ministry of the Solicitor General and M.A.D.D. (Mothers Against Drunk Driving) Canada to fund periodic weekend and long weekend R.I.D.E. spot-checks on an overtime basis. The Service received $103,000 from the Solicitor General and $6,000 from M.A.D.D. Canada in 2001. Officers stopped 154,536 vehicles and tested 4,674 drivers, 184 of whom were charged with drinking driving offences. A total of 719 12-hour suspensions were issued. In addition to the year-round R.I.D.E program, each year the Service conducts a Festive Season R.I.D.E program during December. Each night of December 2001, officers conducted spot-checks throughout the City. During the Festive R.I.D.E. campaign, officers stopped 84,098 vehicles and tested 1,695 drivers, 226 of whom had their drivers licence suspended for 12 hours. A total of 56 drivers were charged with Driving with Over 80 Mgs of alcohol and 17 drivers were charged with Impaired Driving. A further 38 drivers were also charged with Driving Under Suspension.

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[98] Canada Safety Council website (www.safety-council.org).
[99] Information from the Traffic Services Unit 2001 Annual Report, Toronto Police Service.

Operation Target Street: Richmond & Adelaide Streets:

The inaugural phase of Operation Target Street occurred in November 2000, for Bloor Street and Danforth Avenue. Traffic Safety Programs initiated the second phase of Operation Target Street during 2001 on both Richmond Street and Adelaide Street. Gridlock, illegal on-street parking, and unsafe vehicle movements were targeted for enforcement. The program ran from January 22nd to January 28th and resulted in 1,390 parking tags being issued and 1,108 charges being laid.

Operation Pedsafe:

During the previous 12 years, over 26,000 pedestrians have been injured as the result of motor vehicle collisions in the City of Toronto. Officers were directed to pay attention to pedestrian-related traffic offences including those committed by pedestrians, cyclists who endangered pedestrians by riding on sidewalks, and motorists who endanger pedestrians by failing to yield at crosswalks, driveways, and streetcar stops. Between March 26th and April 8th, 2001, 1,414 charges were laid, including 264 pedestrians, 27 cyclists, and 1,123 motorists.

Seatbelt Campaign:

Annually, the Ontario Association of Chiefs of Police (OACP), Traffic Committee, dedicate a two-week period in April to seatbelt awareness, education, and enforcement. During the April 14th to 29th, 2001, campaign, the Toronto Police Service charged 2,930 persons for either failing to wear a complete seatbelt assembly or who failed to properly secure children within the vehicle. In addition to the April campaign, the OACP designate a two-week period in the fall for a seatbelt awareness and enforcement campaign. During the campaign period of September 29th to October 13th, officers issued a total of 1,594 seatbelt offence notices, including 148 adult motorists who failed to ensure that a child was properly secured.

Operation Gridlock:

This new campaign targeted motorists who entered signalised intersections without being able to proceed completely through upon the change of the signal. During the one-week period from May 7th to May 11th, Toronto Police Service officers charged 2,521 motorists for gridlock offences and issued 5,988 parking tags on vehicles that congested intersections interrupting the free movement of traffic. Toronto Transportation agreed to paint grid pattern yellow boxes in four downtown intersections with high incidents of gridlock. The campaign operated again from August 13th to August 17th with the newly painted intersections now in place. Officers charged 2,751 persons with gridlock-related offences during the one-week period.

Aggressive Driving Campaign:

Every year the Ontario Association of Chiefs of Police, Traffic Committee, dedicate a two-week period in May for a zero tolerance enforcement campaign to target aggressive drivers. The campaign encourages officers to concentrate on selfish and inconsiderate drivers who follow too close, make unsafe lane changes, run red lights, and drive without consideration for other

users of the roads. During the period of May 18th to June 1st, Toronto Police Service officers laid a total of 10,398 charges for incidents of aggressive driving.

Streetcar Watch:

Annually, an average of 15 TTC passengers are struck by vehicles while disembarking from streetcars. As a precursor to this campaign, TTC streetcar drivers were asked to record the licence plates of vehicles passing the open streetcar doors. Since June of 1999, more than 7,700 infractions were recorded. This campaign asked all police officers patrolling in divisions where streetcars travel to pay special attention to drivers who fail to stop two metres back of the rear most open streetcar door. From September 17th to 21st, police officers charged 148 drivers for failing to stop their vehicles in accordance with the law relevant to open streetcar doors. During the campaign, there were no reported incidents involving TTC passengers.

I. TORONTO/CANADIAN TRAFFIC SAFETY

According to a community survey conducted for the Toronto Police Service in November 2001 with regard to traffic within Toronto, respondents generally felt safer in 2001 than they had in 2000. It should be noted that in both years, there were relatively large proportions of 'don't know/not applicable' responses for the 'driver' (13% in 2001, 23% in 2000) and 'cyclist' (29% in 2001, 53% in 2000) categories. The following summarizes the percentage responding 'very' or 'somewhat' safe:

With regard to traffic in the City, would you say you feel very safe, somewhat safe, not very safe, or not at all safe:	% responding 'VERY' or 'SOMEWHAT' Safe	
	2000	**2001**
As a driver in the City	54%	72%
As a passenger in a motor vehicle in the City	67%	80%
As a pedestrian in the City	56%	75%
As a cyclist in the City	15%	35%

With regard to traffic within Toronto, about four in ten respondents (42%) in 2001 said there was too little traffic enforcement, compared to half (50%) of the respondents in 2000. Further, in 2001, 42% felt there was just enough traffic enforcement in Toronto and only 11% felt there was too much traffic enforcement. This compared with 31% who said there was just enough enforcement and 9% said there was too much in 2000.

While 63% and 67% of respondents were concerned about speeding and aggressive/bad driving, respectively, in their neighbourhood in 2000, this proportion increased to 70% and 75%, respectively in 2001. And, while 36% of respondents were concerned about parking in their neighbourhood in 2000, this proportion increased to 45% in 2001.

According to the Canada Safety Council, over the past 20 years, Canada's traffic safety record has been second to none. In December 2001, the Organization for Economic Co-operation and Development (OECD) released its report on road fatalities that showed Canadian traffic

fatalities dropped 47% between 1980 and 2000.[100] At the same time, the number of vehicles went up 48% and the number of licenced drivers rose 37%.

Only three OECD member countries realized more progress: Austria and Switzerland both cut the number of traffic deaths by 51% and Germany by 50%. The average improvement for all OECD countries combined was 20%. Britain, the Netherlands, Norway, and Sweden have the lowest motor vehicle fatality rates – less than 7 per 100,000 of population. Canada, with significantly higher vehicle ownership, has a road fatality rate of 10 per 100,000. The average was 12.5.

The OECD data did not correlate motor vehicle deaths with kilometres driven. According to a recent Transport Canada survey, Canadians log 475 billion kilometres a year and the average licensed driver travels over 23,000 km annually. If kilometres driven were factored in, Canada would likely be number one in traffic safety. Other major factors in Canada's success story include our high rate of seatbelt use, safer vehicles, driver behaviour, and public awareness campaigns. "As Canadians we are too humble," says Canada Safety Council president Emile Therien. "Our country is a world leader in road safety. We're doing a lot of things right."

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- Given that the current budget constraints and the reduced availability of police officers will continue for the near future, efforts to provide more cost-effective responses to traffic collisions will have to continue.

- If the Service continues the current 'generalist' approach to traffic investigations, ways of reducing the time spent at traffic collisions, both property damage and personal injury, should be explored. Possible ways of addressing this issue include enhanced training in traffic investigation for all front-line officers, expansion of the role of Collision Reporting Centres, etc.

- Given that pedestrians, especially senior pedestrians, are the most likely group to be killed in traffic collisions, safety programs to educate both drivers and pedestrians must continue.

- Support of ongoing programs that deal with aggressive drivers will have to continue, and possibly be expanded, to ensure public safety.

- The ageing process brings changes that can affect the older driver's ability to drive safely. The Service will have to maintain the partnerships that have been established and continue to explore new ways of educating the public in traffic safety. The Police Service should proactively explore ways to ensure government agencies focus on concerns regarding senior drivers.

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[100] *We're Number One in More than Hockey*, on the Canada Safety Council website (www.safety-council.org).

- As the use of in-vehicle technologies become more popular, there will be a need for more public awareness and education, and strict enforcement of existing laws to ensure City roads remain safe.

VI. CALLS FOR SERVICE

Knowing what types of calls for service are received and how the Service responds to those call provides a foundation for decisions relating to the allocation of resources, including personnel, and to service delivery options and priorities to meet the needs of the communities served.

HIGHLIGHTS

- There was a trend of increase in the number of calls for service over the past four years.

- Over the past five years, the number of calls received through the non-emergency line decreased slightly (-0.9%), while calls received through the emergency line increased significantly (17.2%).

- In 2001, less than half of the calls received were dispatched for police response (46.2%) and the number of dispatched calls increased 3.2% over 2000.

- Response times for both emergency and non-emergency calls have increased slightly in recent years.

A. CALLS RECEIVED AND METHOD OF RESPONSE

Responding to the public's calls for service in a timely manner is a core function of traditional policing. Most of the emergency and non-emergency calls from the public to the Toronto Police are received via the Communications Centre, but some are made directly to local police stations. Starting in 1998, calls made directly to local police units without going through the Communications Centre have been added to the central records system. In other words, data in the current information system is a more comprehensive coverage of calls than in the past.

Not all calls for service require a police response. The call-taker, after confirming the nature of the incident, will determine the appropriate mode of response, which could range from providing the information or advice required, referring callers to other emergency services such as ambulance and fire, dispatching a police unit to attend the incident, or a combination of these responses.

The total number of calls for police service received by the Communications Centre increased in the late-1980s and early-1990s. It reached the peak number of 2.5 million calls in 1993, after which it decreased for four years until 1998, when calls started to increase again. In 2001, a total of 1.87 million calls were received by the Communications Centre, a 2.6 % increase over 2000, and a 7.8% increase over 1997. Increases were noted for the number of calls received through both the emergency and non-emergency lines in 2001.

The record high number of calls received through the non-emergency line was recorded in 1993 and then decreased until 2001, when it increased 4.3%. This number, however, still represented a 1.0% decrease over the past five years.

The number of calls received through the emergency line showed a different pattern of change. After the peak number of 1.35 million calls recorded in 1989, the number of calls received through the emergency line fluctuated between 1.1 to 1.2 million per year for five years. In 1995, this number dropped significantly (27.7%). The decrease continued in 1996, but then started to increase again in 1997, and increases were noted for all subsequent years, with a 17.2% increase over the past five years.

It is the perception of the call-takers at the Communications Centre that more people have been calling the police through the emergency lines for non-emergency issues. The Service has undertaken to study the feasibility of setting up a formal non-emergency line for the public so as to reduce the pressure on the emergency line and to prevent possible misuse.

The number of calls received via the emergency and non-emergency lines in the past five years are shown in Figure 6.1.
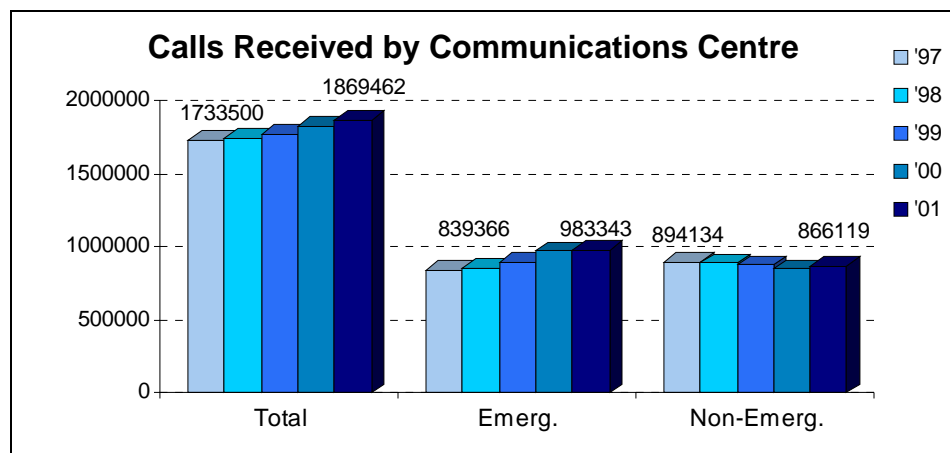

Figure 6.1   Source: TPS Communications Services

Over the past five years, the proportion of emergency calls has increased from 48.4% in 1997 to 52.6% in 2001, while that for non-emergency calls decreased from 51.6% to 47.4%.

Calls requiring police intervention are dispatched to a police unit for response. In 2001, there was a total of 864,095 calls resulting in one or more police units being dispatched, a 3.2% increase over 2000 and a 1.5% increase over 1997.

The proportion of dispatched calls (as a percentage of the total calls) decreased in the early- to mid-1990s, but increased significantly in 1997, from 39.7% in 1996 to 49.1% in 1997. This increase was partly due to the incorporation of the division-created ARU cases into the number of dispatched calls. This proportion was 46.2% in 2001, compared to 45.9% in 2000 and 36.3% in 1992. Figure 6.2 shows the changes in the proportion of dispatched calls over the past five years.
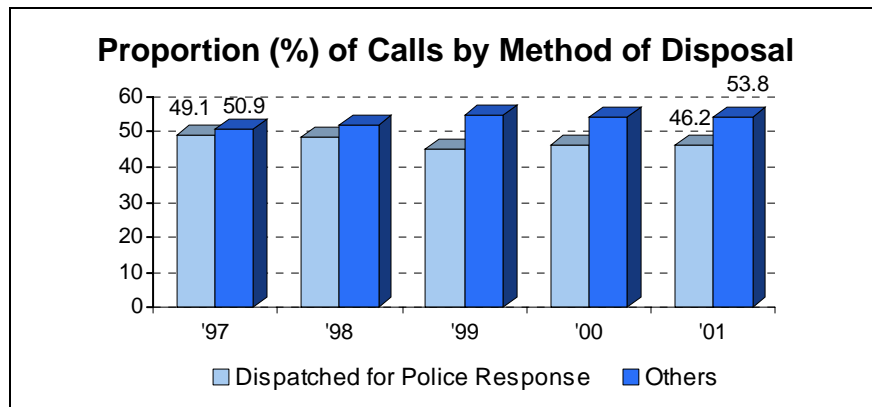
Proportion (%) of Calls by Method of Disposal

Figure 6.2   Source: TPS Communications Services

B. RESPONSE TIMES

Police performance in terms of responding to the public's calls for service is usually assessed in terms of (though not necessarily confined to) the timeliness of response, i.e. rapidness of response. Police response time in this respect is defined as the lapse of time between the time the call is sent to the dispatcher (received) and the time police officers arrive at the scene of the incident. With the enhancement of the Computer Aided Dispatch (CAD) system, police arrival time can be captured by the central system when officers acknowledge their arrival time via their mobile data terminal (MDT).

Information regarding officer arrival time has been recorded in the CAD data since 1996. Work directives have been issued, requiring the field officers to press the 'at scene' button of their MDT when arriving at an incident scene to acknowledge their time of arrival. The overall compliance rate has continued to improve, though slowly. Starting at just 14.9% in 1996, it increased to 25.7% in 1998, and to 33.4% in 2001. In 2001, the compliance rate for Priority 1 calls was highest at 50.1%, and was 46.1% for other emergency calls (Priority 2 and 3).[101,102] The compliance rate for non-emergency calls (Priority 4 through 6) was lower at 24.3% in 2001, compared to 17.2% in 1998 and 10% in 1996.

There are cases that the officer arrival time was entered by the dispatcher for police response units not equipped with MDTs and for situations when no arrival acknowledgement was received from the officer and the arrival time was confirmed by the call dispatcher's enquiry. These calls, because of doubtful accuracy of the data on officer arrival time, are excluded from the following response time analysis.

Based on the group of Priority 1 (emergency) calls with valid officer arrival time (50.1% of all Priority 1 calls), it was found that the median response time for these emergency calls was 8 minutes, covering 52.5% of the calls.[103,104] The average response time for these calls was 10.5

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[101] Based on statistics from TPS I/CAD Query And Reporting System, Report No. 24.
[102] Priority 1 calls are the highest priority emergency calls, typically involving situations requiring immediate response, including a person at risk or a crime in progress.
[103] The Median is the middle value of a group of values arranged in ascending or descending order.
[104] Based on statistics from TPS I/CAD Query And Reporting System, Report No. 24.

minutes in 2001, compared to 10 minutes in 2000 and 9.7 minutes in 1996.[105] The I/CAD statistics also indicated that in 2001, Toronto police officers were only able to respond to 37% of the Priority 1 calls within 6 minutes, compared to 38.8% in 2000 and 45.1% in 1996. There has been a gradual decline in the proportion of calls meeting this standard over the past years. The performance is well below the recommended service standard, which requires police to respond within 6 minutes for at least 85% of the emergency calls.[106]

For the remaining emergency calls (Priority 2 and 3), the median response time increased from 13 minutes in 1996 and 1997 to 14 minutes in 2001, and the proportion of calls covered by the median response time dropped from 53.9% in 1996 to 50.4% in 2001.

For the non-emergency or low priority calls (priority 4 through 6), the median response time of those calls having valid MDT-entered arrival time was 26 minutes in 2001, compared to 23 minutes in 2000 and 22 minutes in 1997. It was also found that only 78% of such calls received a police response within 60 minutes. This is the first time since 1996 that this proportion fell below the standard recommended for this group of calls.[107]

The above findings showed that there has been a deterioration in response time and a diminishing proportion of calls covered for both emergency and non-emergency calls with reference to the recommended Service standards. A word of caution is that these findings were derived from I/CAD records with valid MDT-entered data, which represented only 33.4% of all the calls. It is not certain as to the validity of the findings when generalised to cover all calls. However, the gradually improved compliance rate in recording officer arrival time for both emergency and non-emergency calls certainly lends more credibility to the conclusion that there has actually been a decrease in performance related to police response time.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- The increasing number of calls received through the emergency line and the likely misuse of the emergency line for non-emergency issues may have exerted pressures on the primary response function. Initiatives to divert non-emergency calls from the emergency line should continue so as to ease pressures on the emergency line and the primary response units.

- There are indications that police response time for both emergency and non-emergency calls, based on limited data with valid officer arrival time, deteriorated over the past five years, in terms of a longer response time and a smaller proportion of calls meeting the Service standard recommended by the Beyond 2000 Restructuring Task Force. Either effort has to be directed toward improving the response time to meet the recommended standard, or the standard has to be revised so that it can realistically be met.

- Despite improvement over the past five years, the overall compliance rate of 33.4% regarding officer acknowledgement of time of arrival at the scene of an incident is still considered low for accurate assessment of police performance in responding to calls. Further

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[105] Computation based on statistics from I/CAD Report # 24, covering only cases with response time from 0 to 60 minutes, i.e. 98.5% of total cases.

[106] Beyond 2000 Final Report, MTP Restructuring Task Force, p. 85.

[107] The recommended standard for non-emergency 'police required' calls is no more than 60 minutes for at least 80% of the calls, Beyond 2000 Final Report, MTP Restructuring Task Force, p.85.

improvement in the compliance rate is deemed necessary in order to enable the accurate evaluation of response time.

- Initiatives by the police to address the factors leading to calls should continue as part of the proactive programs of Neighbourhood Policing.

VII. URBAN TRENDS

The jurisdiction of the Toronto Police Service encompasses the largest urban area in Canada. Trends involving urban development, public and private service, transportation, recreation, the environment, and so on, affect the nature and frequency of the police services that are required. The solutions to urban problems will involve alliances among the public, private, and voluntary sectors. Protection of public safety will require co-ordinated efforts in planning and service delivery. These efforts may range in focus from environmental design to growth patterns in the municipality and service delivery methods.

HIGHLIGHTS

- The Toronto Real Estate Board reports that the Greater Toronto Area (GTA) resale home market closed out 2001 as the busiest year on record.

- Within Toronto, a strong demand for rental units will continue, with little prospect of new rental construction since construction costs require the developer to charge rents that people cannot afford to pay.

- Shrinking public budgets highlight the dilemma of defining when public police should be used as opposed to private police/security, thereby making it all the more vital that public and private sectors work together to explore the possibility of future partnerships.

- Ridership on Toronto Transit Commission (TTC) vehicles (surface and subway) went up 2.3% between 2000 and 2001, from 410,558,000 to 419,993,000 riders.

- In 2001, there were 0.59 TTC-related crimes reported to the police per 100,000 riders, which equalled the number reported in 2000. This can be compared to the peak of 0.81 crimes per 100,000 riders in 1993. The TTC-related crime rates in 2000 and 2001 represented a drop of 23.4% from the rate in 1998 and an 11.9% decrease from the rate in 1999.

- Even though the number of visitors to Toronto has declined slightly, visitor spending has increased steadily since 1997.

- There was a 0.3% decrease in events involving hazardous materials from 2000 to 2001. These events included natural gas leaks, explosions, and chemical hazards. Even though the number of events attended has remained about the same from 1998 to 2001, over half (57.2%) of the calls in 2001 related to anthrax.

- Police, government, and community leaders will have to make difficult decisions on how Toronto will react to the terrorist attacks of September 11th, 2001, and how much of the City's already constrained financial and human resources will be dedicated to this response.

A. URBAN DEVELOPMENT

The Housing Market:

Any type of analysis of urban trends would be incomplete without an examination of the housing market and who is living in Toronto. Who lives in Toronto is important to both the provision of and demand for police services. The housing market is also a good indication of the economy. The economic health of a city is important as it can effect the demands on the police service.

According to the City of Toronto's Economic Development Division, Toronto saw a slowdown in economic activity in 2001, much like everywhere else in North America. Current indications are that this slowdown will be much milder in Toronto than the recession in the early 1990s. Toronto's economy is forecast to outpace the provincial and the national economies over the next five years.

As reported in the *2000 Environmental Scan*, the housing situation in Toronto is dependent on many factors.   It is not just a question of developing land, but also of affordability. It is estimated that Toronto has enough sites to meet all its housing and population targets, but home prices and costs are factors that will help determine the social mix and housing form.

The Toronto Real Estate Board (TREB) reports that the Greater Toronto Area (GTA) resale home market closed out 2001 as the busiest year on record.[108]   According to TREB figures, 67,612 homes were sold in 2001, beating the previous record of 58,957 set in 1999 (Figure 7.1).

**Number of Single-Family Home Sales
(Toronto Real Estate Board Service Area)**
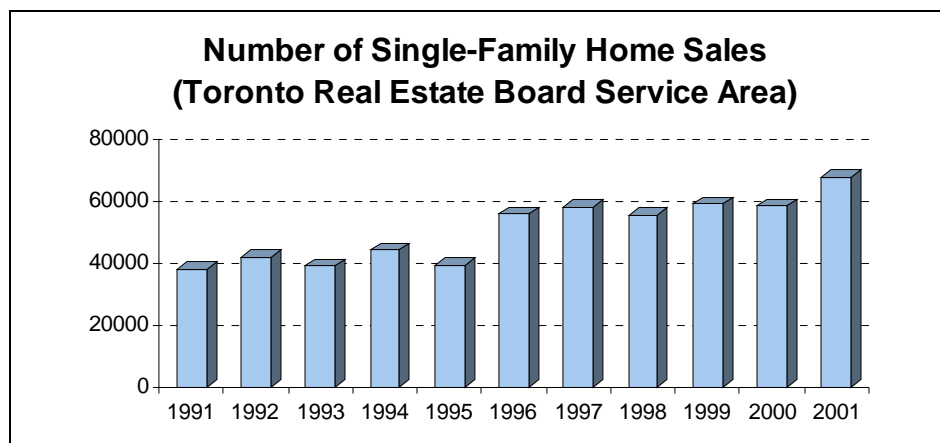
Figure 7.1   Source: Toronto Real Estate Board

Prices rose in 2001 to an average of $251,508, which is the first time in over ten years that the average price was greater than $250,000 (Figure 7.2). The Toronto Real Estate Board reports that the 7,602 sales for March 2002 were the highest ever recorded in the 82 year history of the Board. The average price rose in March by 11% over the price in March 2001, but only rose 1% from February 2002, leading the Board to predict that there will be relative price stability over 2002, not 1980s style increases.

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[108] *Market Watch*, Toronto Real Estate Board website (www.mls.ca/boards/treb).

Average Price of Single-Family Homes (Toronto Real Estate Board Service Area)
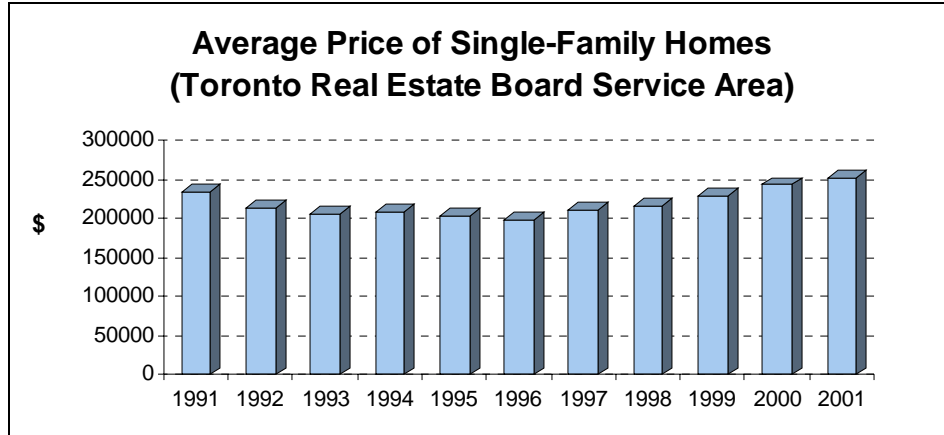

Figure 7.2   Source: Toronto Real Estate Board

As seen in Figure 7.3, Toronto Census Metropolitan Area Housing starts have increased every year since 1997.[109] According to Canada Mortgage and Housing Corporation, the increase in multiple housing starts stem partly from strong condominium sales.[110] In 1999, these sales reached the highest level since the condominium boom of the 1980s. The housing starts continue to rise. The current condominium surge is stronger than it was in the 1980s, when it was fuelled by speculative buyers hoping for a quick 'flip' of their units.

Toronto CMA Housing Starts 1997 - 2001
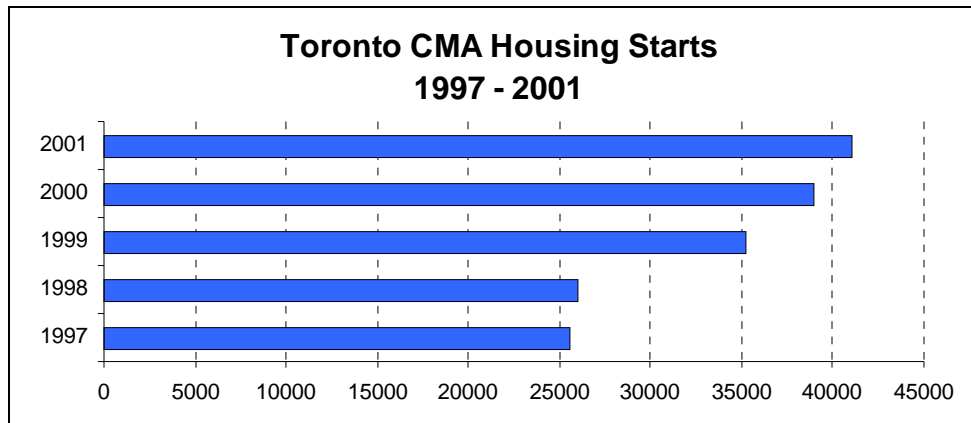

Figure 7.3   Source: Toronto Economic Development Division

Within Toronto, a strong demand for rental units will continue with little prospect of new rental construction, since construction costs require the developer to charge rents that people cannot afford to pay. According to the City of Toronto, the existing stock of rental housing in Toronto is being eroded through applications to demolish or convert to condominium.[111] Since 2000, the Ontario Municipal Board has approved the net loss of 431 rental units through demolition. An additional 156 rental units are at risk of demolition through current

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[109] See footnote 6 for a definition of the Toronto Census Metropolitan Area.
[110] Canadian Mortgage & Housing Corporation website (www.cmhc-schl.gc.ca).
[111] 2001 Economic Overview, City of Toronto, Economic Development Division.

redevelopment applications, and a further 1,700 rental units could be lost through current applications to convert to condominium.

In 2001, only 39 rental units were completed by the private sector in the City of Toronto. Despite the high demand for rental accommodation, Toronto has very tight rental market conditions. The rental apartment vacancy rate is 0.9%, meaning that only nine out of every 1,000 units are vacant and available for rent. A 'healthy', balanced vacancy rate, as reported by Canadian Mortgage and Housing Corporation, is between 2% and 3%.

Between 1996 and 2001, the number of condominium apartments in Toronto grew by 21,462 but owner-occupied condos grew by 25,557, a loss of 4,095 rented condos. In 2001, about 23% of all condo apartment units were rented, down from 33% in 1996.

Almost half (47%) of renter households are either single people or people who share housing. Couples without children form the second largest group of renter households at 21%. One-third of renter households are headed by a person under 35 years of age and 15% of renter households are headed by a senior citizen.

With this strong demand and very little supply, the main types of rental units in Toronto, since the late 1980s, have become conversion of owned homes to rental, renting of condominium apartments, and the creation of secondary units such as in-law suites or basement apartments.

With the introduction of the City of Toronto's Official Plan and it emphasis on greater flexibility in urban development and higher residential population densities, it is anticipated that significant changes in some existing neighbourhoods and the development of new ones will impact on calls received and demands for policing service.

Toronto has a greater proportion of non-family households than does the rest of the GTA, and there has been an increase in polarisation of household incomes both between Toronto and other parts of the GTA, and within Toronto itself.[112] The increase in the polarisation is a result of the middle income families moving out of Toronto to buy homes in the outer GTA and leaving the lower income households to rent homes in Toronto. On the other hand, Toronto also grew in the upper-income households: it was estimated that 40% of Toronto's net household growth between 1981 and 1991 was in the $84,000 income group.

The Police Service should be aware of these trends as they directly affect the type of community that is policed, as well as the demand for and delivery of service.

Crime Prevention Through Environmental Design:

During 1993, the Toronto Police Service adopted a formal, proactive process to review public and private developments within Toronto. The Crime Prevention Through Environmental Design (CPTED) process is based upon the belief that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime, and an improvement in the quality of life.

The City of Toronto's draft Official Plan was presented to the Planning and Transportation Committee in May 2002.[113] The Plan estimates that the City of Toronto will grow by 537,000 residents in the next 30 years while adding 544,000 jobs. The City will have to ensure that the increased growth forecast by the Official Plan is built incorporating crime

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[112] Metropolitan Toronto Planning Department. **Housing Patterns & Prospects in Metro**. The Municipality of Metropolitan Toronto, 1996.

[113] The Plan can be found on the City's website (www.city.toronto.on.ca/torontoplan).

prevention initiatives within the design. CPTED principles adopted early in the site plan process will ensure that the new growth and re-development sites will be built with public safely in mind.

Crime Prevention Through Environmental Design is supported by police services and government agencies throughout Canada and the United States. The International CPTED Association and CPTED Ontario hold annual conferences and workshops and promote CPTED principles across Ontario and around the world.

B. TRANSPORTATION

Toronto Transit Commission:

Ridership on Toronto Transit Commission (TTC) vehicles (surface and subway) went up 2.3% between 2000 and 2001, from 410,558,000 to 419,993,000 riders.[114] The 2001 level was 12.8% greater than the low seen in 1996 (Figure 7.4). The Commission continues to be more proactively involved in crime prevention programs with the success of the special constables program. By increasing safety, and the perception of safety on the TTC system, the rise in the number of riders should continue.
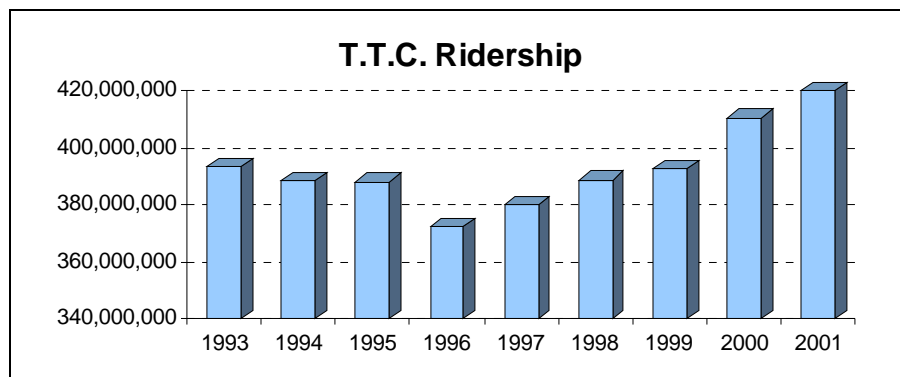
T.T.C. Ridership

Year	Ridership
1993	~393,000,000
1994	~388,000,000
1995	~388,000,000
1996	~372,000,000
1997	~379,000,000
1998	~388,000,000
1999	~392,000,000
2000	~410,000,000
2001	~420,000,000

Figure 7.4   Source: Toronto Transit Commission

In 1996, the Police Services Board approved a program to appoint TTC security officers as special constables. The TTC special constables are responsible for responding to acts relating to security and/or criminal incidents in the subway, transit stations, and on surface routes. In 2001, according to the TTC Corporate Security Department, TTC personnel attended 9,725 emergency response calls, conducted 1,012 criminal investigations, made 854 arrests, issued 40 appearance notices, and laid 7,524 trespass and by-law charges.[115] Since the special constables have the power of arrest and release, there is no response required by the police, leaving police resources free to deal with other calls for service.

According to the TTC, there were 2,481 Criminal Code occurrences on TTC property in 2001. This was 6.0% less than the five-year average of 2,629 occurrences. In 2001, there were 0.59 TTC-related crimes reported to the police per 100,000 riders, which equalled the number reported in 2000. This was less than the peak of 0.81 crimes per 100,000 riders seen in 1995.

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[114] *Operating Statistics 2001* (pamphlet), Toronto Transit Commission.
[115] **2001 Annual Report**, Toronto Transit Commission, Corporate Security Department.

The TTC-related crime rates in 2000 and 2001 represented a drop of 23.4% from the rate in 1998 and an 11.9% decrease from the rate in 1999 (Figure 7.5). With the increase in ridership, and a decrease in the crime rate, the TTC continues to be an extremely safe transit system.
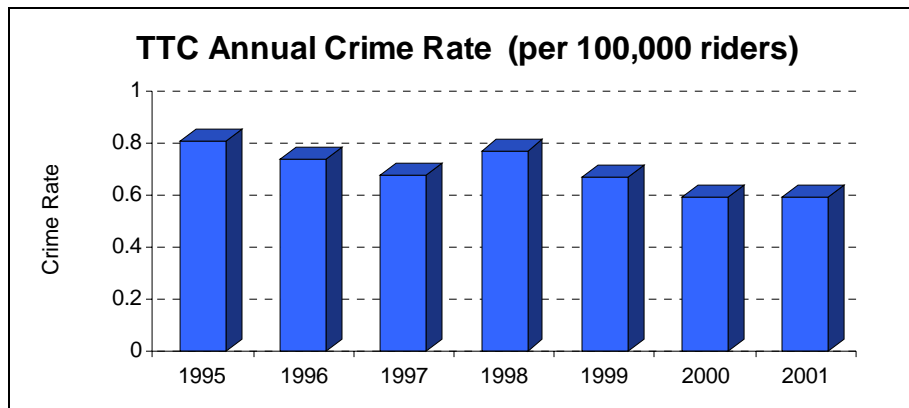
TTC Annual Crime Rate (per 100,000 riders)

Figure 7.5   Source: Corporate Security, Toronto Transit Commission

The continued success of the TTC special constable program, allowing transit officers to deal with minor criminal offences without police intervention, permits the Police Service to allocate its limited resources to other areas.

GO Transit:

GO trains and buses serve a population of five million in an 8,000-square-kilometre area radiating from downtown Toronto to Hamilton and Guelph in the west; Orangeville, Barrie, and Beaverton to the north; and Port Perry, Oshawa, and Newcastle in the east.[116] The buses extend service as far as 100 kilometres from downtown Toronto. GO Transit connects with every municipal transit system in the Greater Toronto and Hamilton areas, including the Toronto Transit Commission (TTC).

GO Transit runs 163 train trips and 1,303 bus trips daily, carrying about 165,000 passengers on a typical weekday. The original GO train service carried 2.5 million passengers in the first year of operation (1967); today, the combined rail and bus system handles more than 43 million riders annually. At least 96% of the train ridership is to and from Union Station, while about 70% of all bus passengers travel to and from the City of Toronto.

As Canada's first inter-regional transit system created and funded by a provincial government, GO Transit was financed entirely by the Province of Ontario until the end of 1997. The Province subsidized any operating costs that were not recovered through revenue, as well as all capital costs. In January 1997, the Province announced it would hand over funding responsibility for GO Transit to the Greater Toronto Area municipalities. In exchange, the Province would assume certain other funding responsibilities from municipal governments. A year later, on January 1st, 1998, the GTA municipalities and Hamilton-Wentworth (now the city of Hamilton) began to fund GO Transit, cost-sharing all capital expenses and any operating costs not recovered through passenger fares and other revenue. On January 1st, 1999, a new municipal

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[116] *What is GO?* GO Transit website (www.gotransit.com).

agency created by the Province came into being: the Greater Toronto Services Board (GTSB). The GTSB was composed of regional chairs, municipal mayors, and local councillors from the GTSB's service area. GO Transit transferred over to the municipal sector as an arm of the GTSB on August 7th, 1999, thus completing the process that had begun with the funding change of 1998.

On September 27th, 2001, then-Ontario Premier Mike Harris announced that the Provincial government would take back responsibility for GO Transit and put $3 billion into public transit in Ontario. The *GO Transit Act, 2001* was passed by the Ontario Legislature on December 5th, 2001. As of January 1st, 2002, GO Transit was no longer the responsibility of the municipalities of the Greater Toronto Area and Hamilton. GO returned to Provincial control as a Crown Agency and the Greater Toronto Services Board no longer exists.

GO Transit has planned some important developments. They are building a new bus terminal at Union Station and waiting for 20 new passenger railcars to be delivered by next July. Over the next 10 years, GO plans to improve Union Station, build new track, add new trains and buses, and look for new parking solutions for commuters.

The increase in population in the regions around Toronto, noted in the Demographics chapter, together with improvements to the GO Transit system will likely result in an increase in the daytime population of Toronto. Correspondingly, this could result in an increased demand for police services during the day, especially in the downtown divisions.

Lester B. Pearson International Airport:

It is interesting to note the decrease in monthly ridership at the Pearson Airport since the events of September 11th, 2001 (Figure 7.6). The ridership will need to be examined over the next several years to determine if this is a long term effect and, if so, what this effect will have on business and economics in Toronto.
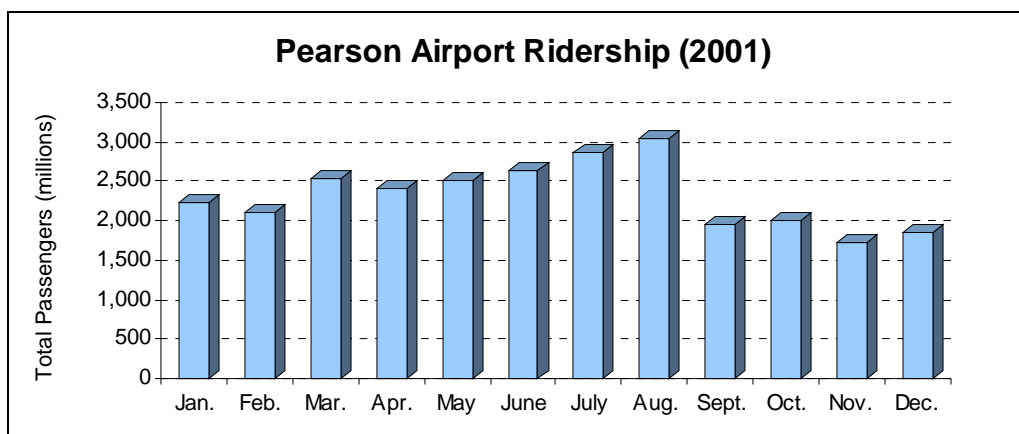

Figure 7.6   Source: Toronto Economic Development Division

C. PUBLIC AND PRIVATE POLICING SERVICES

As reported in the *2000 Environmental Scan*, many private security companies offer a wide range of services to the public and to government agencies. The services offered have included operations/maintenance services, fire suppression-prevention, emergency medical services, airport rescue, security and police support, and court security services, including patrol of public facilities, traffic and parking control, process-serving, evidence control, prisoner transport, and jail security. Although many of these services would require major changes to provincial legislation in Ontario, it is interesting to note that private security companies are offering many services that have traditionally fallen to police and other emergency services agencies, or which they are presently mandated to perform.

In 2002, the Law Commission of Canada released a discussion paper entitled 'In Search of Security: The Roles of Public Police and Private Agencies', which raised many interesting and relevant issues relating to public and private policing.[117] The following quote is from the preface of the discussion paper.

> Even before September 11, 2001, people were concerned about security. Security is a fundamental need of Canadians. The way in which we should respond to that need is the subject of this Discussion Paper.
>
> Canada, like many other countries, has witnessed an exponential growth of private security firms, which now complement, support or even replace functions of public police forces.
>
> The coexistence and competition at times between publicly funded forces and private firms is not unique to the security field. However, the public-private divide in the world of security presents particular challenges: will the private sector provide security in a way that is compatible with our values of equality and human dignity in a democratic society? How can we be sure? Is the current division of labour between public police and private security the best way to provide policing? These questions must be asked, at a time when we are increasingly concerned about security.
>
> We should not lose sight of the big questions that underlie this debate: What is security? Why do Canadians want so much of it? What values do they want to see respected in the delivery of policing?
>
> The mandate of the Law Commission of Canada is to provide independent advice to government on improvements, modernization and reform of the law of Canada. It seeks to engage Canadians in the renewal of the law to ensure that it is relevant, responsive, equally accessible to all, and just. The Commission is interested in exploring how law has responded to Canadians' changing expectations for security. The way in which our values may have been transformed by the intermingling of public and private actors in the field of security is an ideal focus for a study of changing social relationships.

The discussion paper concluded with the following statement:

> Our review of networks of public and private policing in Canada suggests that the public/private distinction central to the current organization of governance may need to be re-thought. This raises a number of key challenges for reforming the law concerning public police and private security.

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[117] A complete copy of the paper can be found on the Law Commission of Canada's website (www.lcc.gc.ca).

1. Is it realistic to think of policing only in terms of public police forces given that networks of actors, both public and private, provide policing in Canada?
2. To what extent does the private security industry require professional standards of conduct? Are there sufficient channels of communication between public police forces and private security agencies?
3. Courts may need to re-evaluate whether the public/private distinctions that have animated current applications of the *Charter* continue to make sense.
4. Governments may need to assess whether the current regulatory framework for the governance of policing in Canada adequately reflects the reality of how policing services are delivered and the challenges that it raises.
5. What are the best governance mechanisms to ensure that policing is delivered in accordance with the democratic values of justice, equality, accountability and efficiency?
6. Should police service boards and governments look at creative ways of regulating the relationship between public police and private security agencies?

Canadians must continue to reflect on the exponential growth in the demand and need for security. What are our expectations of security? What factors shape these expectations? What are the best ways of providing security and safety? These are questions that concern all Canadians: they are matters at the very heart of our democracy.

On February 19th-22nd, 2003, in Montréal, the 'In Search of Security: An international conference on policing and security' will be held. As stated in the description of the conference on the Law Commission's web site, this international conference will bring together the world's leading experts on policing and security to examine the complex relationship between public and private police. The program examines the provision of security from a variety of disciplines through both theoretical and empirical lenses. Policing is in the process of transformation and this conference will address issues such as: the blurring of the boundary between public and private policing; the division of labour between public and private agencies; and, innovative frameworks for managing the relation-ship between policing agencies.

As the private security companies continue to expand their roles and offer more services, the number of security guard licences issued by Private Investigator and Security Guard Section, Policing Services Division, Ministry of the Solicitor General continue to rise. Although there was a drop in the number of security guard licences in 1998, the general upward trend continued in 2001. The number of licenses issued in each of the past nine years is shown in Figure 7.7.
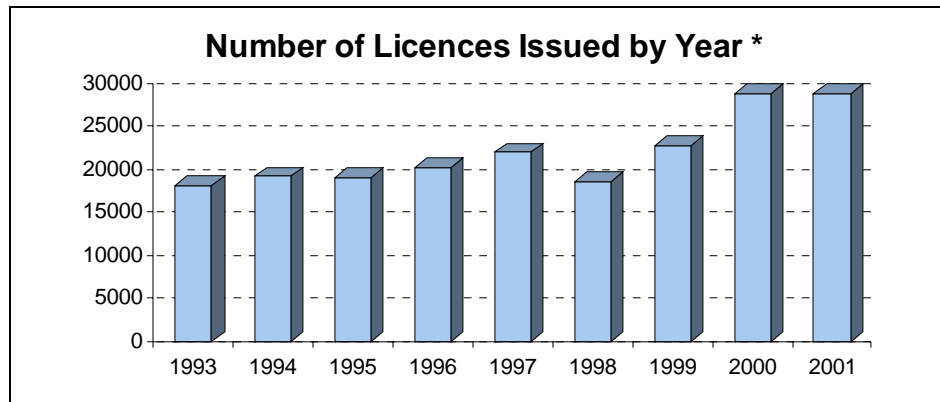
Number of Licences Issued by Year *

Figure 7.7		Source: Private Investigator and Security Guard Section, Policing Services Division, Ministry of the Solicitor General

* The figures above represent the number of security guards who are employed by security firms and must be licensed under the <u>Private Investigators and Security Guards Act</u>. Their services are available for hire to a number of different groups. These figures do not reflect the number of persons who are employed by private companies (e.g. large department stores) to perform an 'in-house' security/policing function in relation to company property. In-house security functions are not addressed by the <u>Police Services Act</u>.

If the operational budget for the public Police Service is reduced or the Police Service is asked to cut specific services due to budgetary restraints, difficult decisions will have to be made regarding the ability to deliver services to the public, the kinds of services that should be offered, and the kinds of services that can be supported. If public police are unable to deliver certain services, it is reasonable to suggest that private police agencies will fill the void. Shrinking public budgets highlight the need to define when public police should be used as opposed to private police/security. It is imperative that the public and private sectors work together to explore the possibility of future partnerships. Through such partnerships, safeguards must be put in place to ensure that public safety is not sacrificed to budget savings.

D. CONVENTIONS AND TOURISM

According to the World Tourism Council, the tourism industry is the largest in the world, valued at $450 billion.[118] Tourism Toronto has recognised, as have many in the private and public sectors, the need to develop new partnerships in order to achieve their goals and to create new opportunities. One of Tourism Toronto's goals is to have Toronto become the regional trade show centre for Canada and the North-Eastern United States. The largest convention and exhibit facilities in Toronto are shown in the Figure 7.8.

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[118] World Travel and Tourism Council website (<u>www.wttc.org</u>).

Exhibit Space (thousands sq. ft.)
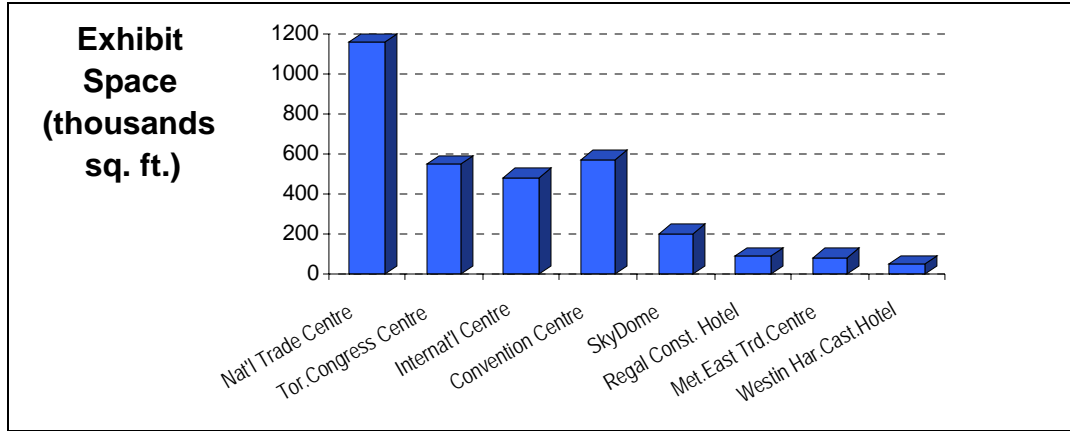
Figure 7.8   Source: Tourism Toronto

Tourism Toronto estimated that 16 million visited Toronto in 2000, the last year for which data were currently available. Although Figure 7.9 shows a trend of decrease from 1998 to 2000, the number of visitors has remained between 15.5 million to 16.5 million over the last few years.

Visitors to Toronto CMA (millions)
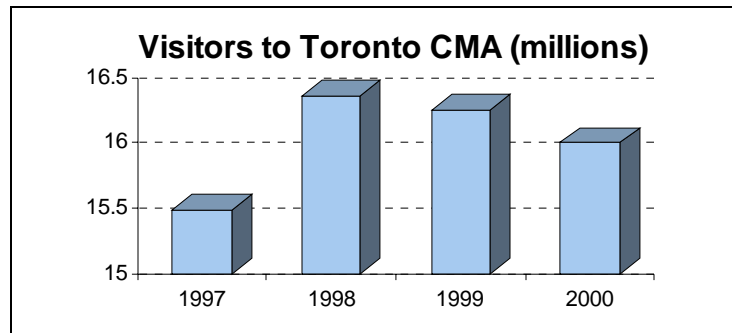
Figure 7.9   Source: Tourism Toronto

Even though the number of visitors seems to be declining, visitor spending has increased steadily since 1997 (Figure 7.10).

Visitor Spending (C$) (billions)

Figure 7.10   Source: Tourism Toronto

Further, as reported in the *2000 Environmental Scan*, these expenditures generated total tax revenues (federal/provincial/municipal) in the amounts of $1.92 billion during 1998, $1.77 billion during 1997 and $1.74 billion during 1996, a steady increase from amounts reported in previous years. It is interesting to note that, in particular, tourism resulted in municipal taxes in the amount of $0.37 billion in 1998, $0.34 billion in 1997 and 1996, an increase from $0.32 billion during 1995.[119]
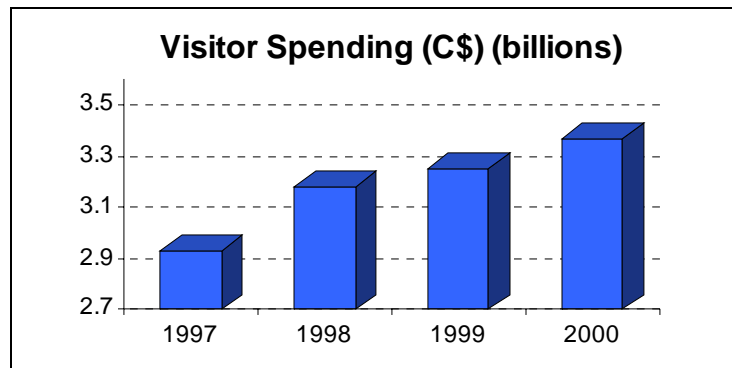
If Tourism Toronto is more successful in attracting visitors to Toronto, the challenge to the Service will be to continue to provide service to the public and to special events that effectively maintains the image of Toronto as a safe and enjoyable city to visit. Continued involvement in partnerships within the tourist industry will be a very positive step towards achieving this.

E. URBAN PHENOMENA

Hazardous Events:

During 1995, it was estimated that 208,710 of the 15.1 million motor vehicles that crossed the city boundaries were trucks.[120] It was also estimated that 1 in 10 of these trucks were transporting hazardous materials. There is always some concern that one of these trucks could become involved in a traffic collision; such a collision would be made all the more dangerous by the involvement of hazardous materials. The Toronto Police Service must be aware of this potential threat crossing the boundaries of Toronto daily. Members possibly responding to this type of occurrence must be aware of the dangers to prevent any unnecessary injuries or deaths to themselves or members of the public.

There was a 0.3% decrease in events involving hazardous materials from 2000 to 2001. These events included natural gas leaks, explosions, and chemical hazards. In 2001, there were 1,139 such events while in 2000 there were 1,142 events. In 1995, there were 789 events. Overall, since 1995, there has been a 44.4% increase in events involving hazardous materials (Figure 7.11). The frequency of these types of occurrences has risen from 2.1 incidents per day in 1995 to approximately 3.1 such incidents a day in 2001. It is interesting to note that over half (652 or 57.2%) of the events in 2001 were received in the last quarter of the year and involved possible anthrax contamination.[121] These events are an indication of heightened fear and concern following the terrorist attacks and the anthrax letters in the United States last fall.

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[119] Current tax revenue numbers were not available at time of writing.
[120] Cordon counts were suspended after 1995 due to lack of funds.
[121] No data is available on the number of calls in previous years relating to anthrax.

Hazardous Events Attended (1995 - 2001)
(Anthrax Calls Oct - Dec 2001)

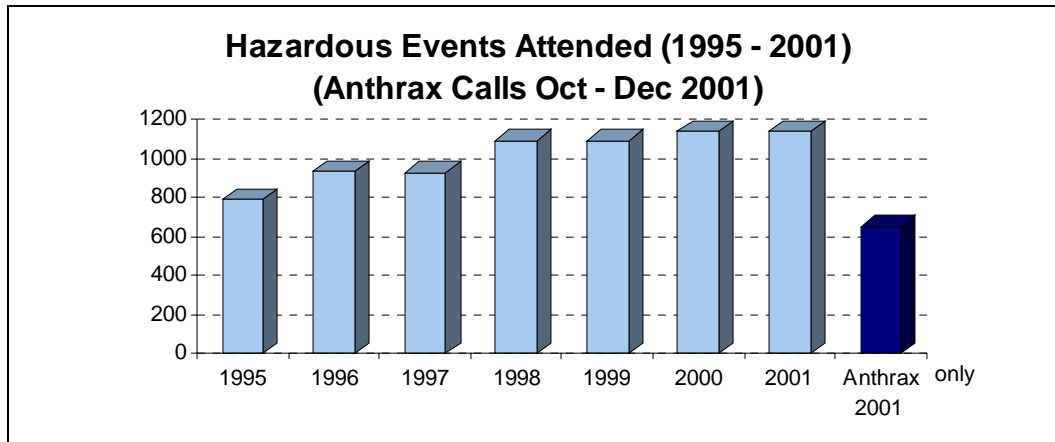
Figure 7.11   Source: TPS ICAD System/TPS PSU

In relation to total number of calls for police service, the number of such events appears quite small, however this data is retrieved from the ICAD system through an analysis of event types. This type of report captures only the events that were coded as a chemical hazard. It does not capture reports that may have involved a hazardous material, but which were coded differently. An example would be an accident where an employee was injured while involved with a chemical spill and the event is coded as an Industrial Accident instead of a Chemical Hazard. The actual numbers of such occurrences are therefore not known.

Natural Disasters and Terrorism:

Large scale disruptions, either through natural or man-made causes, have serious implications for the Police Service as well as for other emergency, government, and community services.

As previous *Environmental Scans* have noted, the bombings of the World Trade Centre in New York in 1993 and the Alfred P. Murrah Federal Building in Oklahoma City in 1995 heightened awareness of domestic terrorism, para-military and extremist groups, and the ease of obtaining materials capable of causing damage and devastation. The World Trade Centre disaster on September 11th, 2001, moved the awareness to an even greater level.

Brian Forst, Professor of Justice, Law and Society at the American University School of Pubic Affairs in Washington D.C., has stated:[122]

Policing is suddenly different, markedly so, and we can be sure that it will remain substantially changed for the rest of our lives. The issues that occupied center stage prior to the terrorist attacks – community policing, drug policy and the decline in crime – have largely receded into the background. Police throughout the country, in cities, suburbs and even rural areas, have become preoccupied with the twin burdens of finding terrorists in our midst and protecting a limitless array of vulnerable targets against subsequent attacks. Much of the time previously devoted to building metaphorical bridges to the community is now being spent protecting real ones from destruction.

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[122] *Policing in the era of terrorism*, **Law Enforcement News**, vol. xxviii, no.573, 574, March 2002, p.13.

Toronto has not been a target of the type of terrorism that the United States has experienced, but the potential does exist and we must prepare for it. Preparation, while necessary, is also costly in both resources and dollars, as is reactive response following events. At a recent Toronto Police Services Board meeting, a submission on the 2001 final operating budget variance stated, "The events of September 11th have had an impact on TPS operations. Call outs during the events and the subsequent increase in security measures have created an additional strain on human resources, some of which have had to be met by an increased use of overtime. In addition, the Service has made purchases of equipment and supplies and may have to make additional purchases, to address future potential threats. Long term measures to effectively deal with this threat have been included as part of the 2002 operating budget process."[123]

Police, government, and community leaders will have to make difficult decisions on how Toronto will react to the terrorist attacks of September 11th, and how much of the City's already constrained financial and human resources will be dedicated to this response.

However, such preparation would not only be available to deal with terrorist attacks, but for other types of emergencies as well. Terrorist attacks are not the only type of disaster that could hit the Toronto area, as was seen with the ice storm of 1998. It is very difficult for an emergency service to be fully trained and prepared for all types of disasters that could happen in a large urban centre. There are, however, steps that can be taken to help prepare for this type of disaster, to increase the safety of residents, and to reduce property damage. The Toronto Police Service has instituted the Incident Management System (IMS) to deal with these emergencies.

As reported in the *2000 Environmental Scan*, the Incident Management System deals with emergencies that that would produce unusual demands on police resources and equipment at the unit or service level. These types of emergencies include a declared state of local emergency which would cause the Toronto Emergency Plan to be activated. Currently, members of the Public Safety unit (PSU) are trained in IMS and update training on an ongoing basis. There are approximately 200 public safety-trained officers on call throughout the Service. Each member of the PSU is assigned a pager to ensure a quick response to major emergencies as well as to disorderly crowds or other situations that produce personnel demands that cannot be handled at the unit or field command level.

Demonstrations and Special Events:

In 2001, the Public Safety Unit attended 21 call-outs, including 18 public order events.[124] Nine of these call-outs involved joint tactical operations with public order units from other police agencies. Toronto responded to requests from Ottawa, Durham Region, and Hamilton to provide public order officers for crowd events in those jurisdictions. Toronto Public Safety Unit has also been asked to assist with the June 2002 G8 Summit in Kananaskis, Alberta.

Although demonstrations can not always be anticipated, it is reasonable to assume that Toronto will continue to be a target for this in the future. The Police Service must be aware of this potential and continue to communicate with all levels of government to manage related costs.

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[123] Information from Police Services Board Minute P64/02 (Meeting of February 28th, 2002).
[124] Toronto Police Service Public Safety Unit, 2001 Year End Report.

Special events are another strain on the Police Service and its resources. It is anticipated that the Pope will visit Toronto during the World Youth Days, July 18th-28th, 2002. This type of special event will have a significant impact on the 'everyday' policing within the City, as officers will undoubtedly be deployed from regular duties to deal with the increased number of people in the City, and on the Service infrastructure during the planning for these events.

These planned and unplanned events will continue to have a significant impact on the operation, administration, and financial management of the Police Service.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- As new neighbourhoods emerge and existing ones change, it is essential that front-line officers, especially community response and alternate response officers, receive the training necessary to assist them in identifying recurring trends and problems within neighbourhoods and to aid them in creating linkages with the community.

- With greater flexibility in urban development and higher residential population densities in the downtown areas, it is anticipated that significant changes in some existing neighbourhoods and the development of new ones will impact upon patterns of calls for service. It is essential that the Service obtain and maintain supporting systems and technologies that will assist in the identification of these changes, thereby providing for an effective and efficient response.

- As public police service budgets shrink, greater collaboration and co-operation with the private sector will be needed and new initiatives explored. The Police Service should continue to be part of initiatives, such as national conferences on Policing and Private Security, that explore and attempt to address the challenges arising. This will become increasingly important, since the private security industry has the capability of challenging the traditional mandate of public policing and provide similar services.

- Many service organisations face the challenge of doing more with less. The Police Service needs to continue collaboration with public transit agencies to keep their services safe for passengers.

- As GO Transit improves its infrastructure and the populations of the areas surrounding Toronto increase, it is likely that the daytime population of Toronto will also increase. This increase in daytime population in the City may, in turn, result in more demands for police services. The Service, and especially the divisions in the downtown areas, will have to ensure that deployment and service strategies make effective and efficient use of limited resources.

- If Tourism Toronto is more successful in attracting visitors to Toronto, the challenge to the Police Service will be to continue to provide service to the public and to special events that effectively maintains the image of Toronto as a safe and enjoyable city to visit. Continued involvement in partnerships within the tourism industry will be a very positive step towards achieving this.

- Toronto must be prepared to deal with large-scale emergencies, either man-made or natural. It is vital that the Service work closely with City departments and other emergency services to ensure that Toronto has an efficient and effective disaster management response.

- As there is an increase in events or situations that require the attendance of public order-trained officers, the use of a mix of both on-and off-duty officers will probably be required. The implications for the Service would be both staffing and financial: the resources of the divisions and other units will be drained if public order officers are required more frequently, and call-backs for officers who are off-duty may add additional costs. The Service should identify the optimal number of public-order trained officers required to adequately respond to an immediate situation without seriously depleting front-line officers.

VIII. TECHNOLOGY & POLICING

The significant number of computers in our society has brought the legal system and policing community challenges of new crimes and new ways to commit old ones. Computer crime has become one of the most publicized aspects of computer use and although computer crime is experiencing exponential growth, the various crimes associated with computers are difficult to evaluate or measure in terms of magnitude or frequency. What is known is that the number and variety of computer crimes are increasing and the stakes are growing. Policing has experienced a paradigm shift from tangible crime, to intangible crime; in essence, the rules have changed. The ability to critically examine paradigms, how policing is viewed in the information era, is very much a part of the ability to accept change – both at the individual level and at the organizational level. The way in which police respond to communities' dynamic technological demands now and how we evolve to continue meeting these challenges will demonstrate the extent to which Toronto Police Service is able to recognize, respond and embrace the global paradigm shift.

HIGHLIGHTS

- Terror groups are using Web encryption as the latest means of communication. On June 19th, 2001, USA Today reported, "Hidden in the X-rated pictures on several pornographic websites and the posted comments on sports chat rooms may lie the encrypted blueprints of the next terrorist attack against the United States or its allies."

- Biometrics is an area that is gaining increasing attention within policing, security, and private industry, especially in light of September 11th, 2001, and it continues to be of interest as potential terrorist threats continue to be of concern world-wide.

- It is estimated that, by 2002, there will be more than 319 million users on the Internet, and that 24% of those users will be shopping.

- It is estimated that 87% of Internet crime is fraud-related. Internet fraud is limitless in its application. It is easier than ever to acquire new identification, apply on-line for credit, manipulate stocks, or indulge in e-mail solicitation or e-fraud on sites such as Yahoo auctions and eBay.

- Child pornography has proliferated exponentially over the past decade, globally and locally. The Internet has become a major distribution channel for child pornography. Canada is now thought to be the third largest producer and distributor of child pornography in the world, with Toronto being the largest metropolitan centre with an extensive network.

- Between January and May 2002, the Child Exploitation section of the Toronto Police Service's Sex Crimes unit opened 150 new files.

- It has been estimated that 35-40% of pedophiles who make, collect, or distribute child pornography are also involved in abusing children.

- According to data from the 2000 General Social Survey (GSS), the most connected young Canadians are teenagers, between 15 and 17 years of age: 92% of them used the Internet at least once during the past 12 months. The 2000 GSS also found that Canadians aged 60 and over were the fastest growing group to get 'wired' on the Internet between 1999 and 2000.

- According to the 2000 GSS, "About 60% of Canadians aged 15 to 24 who use the Net have found Web sites that contain pornography, 24% have come across content that promotes hatred or violence and another 10% have received an e-mail that they considered threatening or harassing."[125]

A. COMPUTER CRIME AND POLICING – INTRODUCTION [126]

Change is all about adopting new paradigms. A paradigm in a sense tells you that there is a game, what the game is and how to play the game according to the rules. Policing is experiencing a paradigm shift from tangible crime to intangible crime: in essence, the rules are changing. How policing is viewed in the information era is very much a factor of the ability to accept change – both at the individual level and at the organizational level.

Computer data is the equivalent of deoxyribonucleic acid (DNA), fingerprinting, footprints, or other once novel evidence instrumental in solving police investigations. Data stored on computers and on other electronic devices provide a wealth of evidence – records of events, date stamps, databases, deleted files, and temporary files – all of which may contain crucial evidence in an investigation.

Victimised companies, including banks, are often reluctant to publicise crimes for fear of endangering their reputation for security. There is hardly a day that passes without reading or hearing about yet another computer system that has been broken into and money that has been taken, or that a new virus will soon begin destroying files in PC's. Now with so many computers in homes and businesses, a new virus can have enormous economic and social impact. Given that crimes are being perpetrated, measures must be taken to prevent them and security must be improved; both professionals and the public must be educated about the dangers of these crimes.

Using computers to commit crimes is just one means of unlawful activity. Sabotage can be directed towards the computer installation to uncover security codes, passwords, and information. The computer can be the target of people with political agendas who object and react for political, social and economic reasons. An attack may be directed towards the communication network in which the computer is embedded (for example, phone lines might be tapped and Internet communications monitored). Besides safeguarding the physical systems, the data itself may need to be protected.

Although the collection and analysis of computer crime statistics is still in its infancy, some statistics have been documented to support the belief that computer crime is putting children, businesses, communities, and the Service at increasing risk.

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[125] Rotermann, M. *Wired Young Canadians*. **Canadian Social Trends**, No. 63, Winter 2001, p. 8.

[126] A number of key terms and definitions related to computers and computer use are provided in Appendix A at the end of this chapter.

B. GLOBAL TRENDS

Electronic crime is having a profound effect on law enforcement. No agency is insulated from it. Fraud, theft, forgery, child pornography, child exploitation, stalking, traditional white collar crimes, privacy violations, illegal drug transactions, espionage, and computer intrusions – these crimes and more are being perpetrated by computer or through other high-tech media. The increasing use of the Internet by businesses and consumers has created a fertile ground for those seeking to use it for criminal purposes.

Financial losses due to Internet intrusions, theft of trade secrets, and other electronic crimes are on the rise. According to a report released in March 2001 by the Computer Security Institute and the FBI:

> Eighty-five percent of survey respondents detected computer security breaches within the last 12 months. The FBI estimates that electronic crimes are running at least $10 billion a year. With such a staggering figure, it is even more alarming to learn that only 36 percent of the companies victimized report these intrusions to law enforcement agencies.[127]

Terror groups are using Web encryption as the latest means of communication. On June 19th, 2001, USA Today reported, "Hidden in the X-rated pictures on several pornographic websites and the posted comments on sports chat rooms may lie the encrypted blueprints of the next terrorist attack against the United States or its allies."[128] On the heels of this eerie foreshadowing, the World Trade Towers in New York City were demolished in a vicious, organised terror attack on September 11th, 2001. It is not a new speculation that terror-organisations are using cryptographic and steganographic tools.[129]

In the United States, cyberspace crimes in early 2000 ran into the billions of dollars and it was purported that the reported crimes represented only a small percentage of the total.[130] The FBI and the National White Collar Crime Center have jointly created the Internet Fraud Complaint Center that operates as a nationwide database to help Internet fraud victims report crimes. This Center fields about 1,200 complaints a week. The FBI expects the new Center's website to be more widely used than the FBI website, which currently gets about 25 million hits a month.

C. BIOMETRICS

Biometrics is an area that is gaining increasing attention within policing, security, and private industry, especially in light of September 11th, 2001, and it continues to be of interest as potential terrorist threats remain a world-wide concern.

> Biometrics measure individuals' unique physical or behavioural characteristics to recognize or authenticate their identity. Common physical biometrics includes fingerprints; hand or palm geometry; and retina, iris, or facial characteristics. Behavioural characters include

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[127] Cited in USA Today, June 19, 2001.
[128] Ibid.
[129] Ibid.
[130] *Internet Center Tracks Cybercrime*, **Crime Control Digest**, 34 (23), 2000.

signature, voice (which also has a physical component), keystroke pattern, and gait. Of this class of biometrics, technologies for signature and voice are the most developed.[131]

Biometrics, in its basic approach, is primarily used to restrict the entry of persons to buildings or computer systems. As organizations search for more secure methods to safeguard user access, e-commerce, information systems, and other security applications, the use of biometrics will become commonplace.

However, as the technology continues to grow and evolve, so does the number of 'impostors' who develop methods of attacking or evading sophisticated biometrics systems. Identity theft will continue to increase as a result. The Federal Trade Commission (FTC) in the United States reported that it receives 850 claims each week about identify theft.[132] Identity theft occurs when someone appropriates someone's personal information, without their knowledge, to commit fraud or theft. Some of the ways identity theft can occur are:

- Opening a new credit card account, using the victim's name, date of birth and Social Insurance Number. When the thief uses the credit card and does not pay the bills, the delinquent account is reported on the victim's credit report.

- The thief calls the victim's credit card issuer and, pretending to be the victim, changes the mailing address on the victim's credit card account. The impostor then runs up charges on the victim's account. Because the bills are being sent to the new address, the victim may not immediately realise there's a problem.

- A cellular phone service may be established in the victim's name.

- A bank account may be opened in the victim's name and bad checks written on that account.

It is important for police services to explore identification technology as it continues to evolve and emerge in the areas of fingerprint ID, voice, hand geometry, facial recognition, iris scan, and other methods. As Toronto Police Service moves toward conducting e-business, remote computing, Internet access from desktops, and Internet e-mail, the greater the need for more sophisticated user authentication, such as that available through biometric technology.

D. COMPUTER FRAUD

Due to a number of converging forces including economical, political, competitive, technological, societal, and global forces, Canada's economy is becoming integrated into a greater world economy. Consumer preferences are converging around the world and organisations are marketing their goods and services world-wide; the Internet is facilitating the process. However, the Internet is a double-edged sword, bringing both benefits and threats for organisations and consumers alike. Benefits from technology have included ease in supplying

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[131] Liu, S. & Silverman, M. A Practical Guide To Biometric Security Technology, IEEE Computer Society, IT Pro-Security, January-February 2000 (www.computer.org/itpro/homepage/jan_feb/security3.htm).
[132] *Identity Theft Soars*, **Crime Control Digest**, 34(28), July 14, 2000.

and purchasing a limitless and diverse array of products and services globally. It is estimated that, by 2002, there will be more than 319 million users on the Internet, and that 24% of those users will be shopping on-line.[133] As consumers become more comfortable with and adept at virtual shopping, on-line frauds can be expected to increase both in domestic and foreign markets. According to the National Fraud Information Center, the top ten subjects of Internet fraud are:

- auction sites,
- internet services,
- general merchandise,
- computer equipment and software,
- pyramid schemes,
- business opportunities and franchises,
- work-at-home plans,
- credit card issuing,
- prizes and sweepstakes, and
- book sales.

Since March 2000 to present, one officer within the Toronto Police Fraud Unit has been dedicated to the task of assisting with technological-related investigations. This has primarily involved recovering data from computers and other electronic equipment, such as computers, printers, scanners, modems, digital cameras, fax machines, answering machines, telephones, pagers, and handheld devices such as 'personal digital assistants' (PDA's, Blackberry's).

It has been estimated that 87% of Internet crime is fraud-related.[134] Internet fraud is limitless in its application. It is easier than ever to acquire new identification, apply on-line for credit; manipulate stocks, or indulge in e-mail solicitation or e-fraud on sites such as Yahoo auctions, and eBay.

Figure 8.1 below shows the number of technological-related investigations that were reported to the Toronto Police Service from January 1999 to February 2002. It should be noted that the Service currently has no formal process in place to document technological-related investigation statistics. The statistics shown in Figure 8.1, therefore, represent some, but not all, of the technological-related investigations conducted. A standardised process for reporting these statistics should be adopted Service-wide in order to analyse technological-related crime trends.

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[133] *Hitting Back At The Online Bandits*, **International Police Review**, No. 17, January/February 2000.
[134] OPP eCrime Presentation to Corporate Planning, Toronto Police Service, by Detective Staff Sergeant A. Stinnissen, February 2002.

Types of Technological-Related Crimes, Jan 1999 - Feb 2002
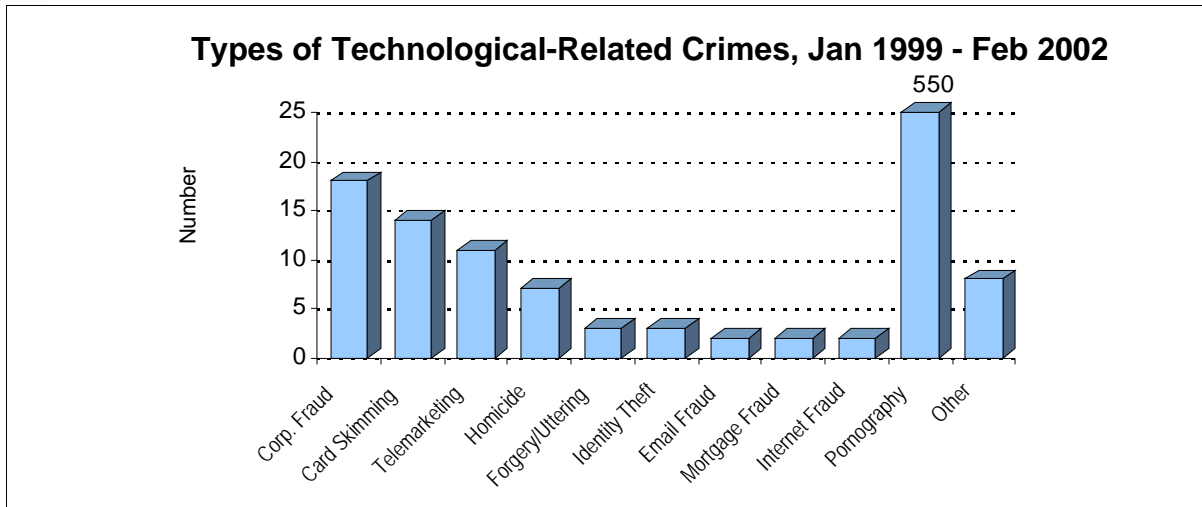

Figure 8.1   Sources: Fraud Unit and Sex Crimes Unit, Toronto Police Service

E. SEXUAL EXPLOITATION - CHILD PORNOGRAPHY

Child pornography has proliferated exponentially over the past decade, globally and locally. The Internet has become a major distribution channel for child pornography. Canada, now thought to be the third largest producer and distributor of child pornography in the world, with Toronto being the largest metropolitan centre with an extensive network. In an interview in early 2002, Inspector Bob Matthews, the officer in charge of 'Project P', the long-standing child pornography section of the Ontario Provincial Police (OPP), advised that less than a decade ago, the OPP investigated a small number of child pornography cases each year, but that was before the Internet made possession and trading of such material very easy.[135] As Matthews pointed out, "The difference the technology has made, is one of scale. People who once might have longed for material, but never got their hands on it, now have merely to click a few places on their computer screens and dip into a bottomless well." Last year, 'Project P' was involved in 410 investigations – double the number from the previous year.

Using the Internet as a tool and remaining anonymous, pedophiles are able to trade, download, and store images by the tens of thousands. Most of these images are rarely posted openly, but instead are traded by pedophiles who meet in on-line chat groups and use the latest software to exchange material. Images that are posted on the Web are often hidden in new, ingenious ways. They can be on 'roaming sites' which are programmed to change Internet addresses, or they may be tucked onto 'orphan sites' where the main Web page contained nothing, but a more detailed address within it has pictures. Images are hidden through invisible links on web pages and therefore only accessible to people who know exactly where to click.

The types of pedophiles currently being dealt with often have a high level of sophistication and are very computer literate. There is software technology available to scramble their tracks, and with the Internet, geographic and policing boundaries do not exist.

The Child Exploitation section of the Toronto Police Services' Sex Crimes unit was formed in the second half of 2000. In 2001, during the first year in operation, 400 cases on suspects were opened. 'Suspects' are defined as people living in the city of Toronto who are

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[135] Cited in Toronto Star, February 2, 2002.

believed to be in possession of, or distributing child pornography. These cases were received via tips or are ongoing investigations, which either originated in Toronto, or in other jurisdictions and countries. The Child Exploitation section reported that in 2001, its first year of operation, as a result of 400 investigations conducted, there were 10 arrests made, 25 search warrants executed, 16 hard drives seized, and 50 charges laid. The workload of the section shows no sign of diminishing: within the first six weeks of 2002 with 5 arrests made, 7 search warrants executed, 12 hard drives seized, and 17 charges laid. The biggest challenge in executing an arrest in these cases has been the lack of resources: namely, the lack of technological support to conduct forensic examinations on the hard drives seized. As a result, there is a tremendous backlog of cases.

Matthews of the OPP advised that "one in every five arrests uncovers evidence of child abuse".[136] It has been estimated that 35-40% of pedophiles that make, collect, or distribute child pornography are also involved in abusing children.[137]

F. INTERNET USE BY CANADIANS

The young people today in our communities have grown up surrounded by digital media. Computers are commonplace in many homes and at school. Teachers instruct students to use the Internet for assignments and friends encourage them to e-mail, chat on-line, and check out websites. Young adults use the Internet to stay in touch, form new relationships, search for information, entertain, and play on-line games. Many young people have not known life without computers, and are growing up in a society much different than that of their parents. This paradigm shift is similar to those experienced in the past with the advantages of telephone, radio, and television. However, the fundamental difference between the Internet and the television is that the former medium is interactive with the world, and the consequences of that have far greater effects on the safety of youth, the elderly, and communities in general. In order to gain a clearer understanding of the impact of the Internet and technology, it is necessary to examine who the 'users' are, their ages, what their habits are, where Internet access occurs, and what, if any, supervision or training youth in particular are receiving.

According to data from the 2000 General Social Survey (GSS), conducted by Statistics Canada, the most connected young Canadians are teenagers, between 15 and 17 years of age:[138]

> …92% of them used the Internet at least once during the year 1999-2000. Internet use declines for each successive age group, to 86% of 18 to 19 year olds and 79% of 20- to 24-year-olds. In general, men and women aged 15 to 19 are equally likely to use the Internet; among 20- 24-year olds, men (82%) are slightly more likely to do so than women (77%).

In addition, the GSS found that:

> In 2000, 56% of 15 to 24 year-olds (2.3 million) were connected to the Internet at home, making this the most popular point of access, as opposed to school, work and other

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[136] Ibid.
[137] Detective Sergeant P. Gillespie, Child Exploitation section, Sex Crimes Unit, Toronto Police Service.
[138] Rotermann, p. 5.

locations such as friends' and relatives' homes, libraries, Internet cafes and other public access points. Almost half (45%) who used the Net from home did so every day, whereas daily use was less common from work (22%), school (14%) and other locations (2%).

Connections outside the home gave Internet access to nearly 1.3 million young people who did not have home access. However, those who already had home access were most likely to use the Net in other places as well. For example, 52% of those with a home connection also used the Internet from school, compared with 29% of 15 to 24 year-olds without home access.

The most popular activities on the Internet by the 15 to 24 years age group were use of e-mail, searching for information on goods or services, accessing on-line chat services, and playing games. Table 8.1 illustrates in more detail the types of activities that specific age groups were found to engage in.[139]

Table 8.1
Percentage of Young People who used the Net in the last month

Activity	15-17	18-19	20-24	Males	Females
Use e-mail	72	70	70	70	71
Search for info on goods or services	60	65	74	71	64
Access on-line chat services	71	63	48	61	56
Play games	65	59	50	66	47
Access on-line news site	36	49	52	50	42
Access info on gov't programs/ services	23	36	42	36	34
Search for medical or health-related info	28	35	36	28	38
Put up a Web page	26	26	20	29	16
Purchase goods or services	11	13	24	22	13
Subscribe to a newsgroup or listserv	19	18	15	21	14
Do electronic banking	4	9	18	13	9
Correspond with gov't departments	3	5	5	5	4

Source: Statistics Canada, General Social Survey, 2000

From Table 8.1, we can see that many young people look for information on goods and services, akin to window shopping. Nearly three-quarters of 20 to 24 year olds have searched for products and services, but only 24% have purchased something on-line. Teens are probably less likely to buy than other age groups because on-line shopping requires a credit card and, at some websites, parental permission. As the number of on-line consumers continues to increase, police services can expect the number of computer-related frauds to increase.

Participation in chat rooms is equally represented in by 15 to 17 year olds of both sexes, and more men than women aged 18 to 24. Chat rooms are places to share elements of youth culture, as well as places to meet people. They are enormously popular, but are not without risk. Children and young adults often encounter profanity, must deal with inquiries made of them regarding personal information, and must sometimes handle inappropriate advances made by adults, often masquerading themselves as children. Cyberstalking, discussed in more detail in

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[139] Similar data for older age groups were not available.

the chapter on Victimisation, can also be a threat to many users of on-line chat rooms, including children.

Many parents are also concerned that the content their children may be viewing on-line includes sexually explicit material or sites that promote hate, drug use, fraud, or computer hacking.[140] With one innocent keystroke, the misspelling of a website name can lead to sites that may contain objectionable content. Unsolicited e-mail messages can encourage young users to buy something, or entice them to visit sites that are inappropriate. According to the 2000 GSS, "About 60% of Canadians aged 15 to 24 who use the Net have found Web sites that contain pornography, 24% have come across content that promotes hatred or violence and another 10% have received an e-mail that they considered threatening or harassing."[141]

The 2000 GSS also found that Canadians aged 60 years and over were the fastest growing group to get 'wired' on the Net between 1999 to 2000. Growth was more prevalent among older women: 43% as compared to 25% of older men. The growing interest in the Net by Canadians aged 60 and over may be as a result of retirement, social isolation, or age-related health conditions. Many seniors have more time for leisure activities and half of older surfers have looked on-line for travel information, information on the arts and entertainment, or information on sports. Although seniors are benefiting from access to networked communities through the Internet, they are also at increased risk of being the targets of fraud, harassment, and other cyber crimes previously noted.[142]

G. GENERAL TRENDS OF COMPUTER CRIME - GREATER TORONTO AREA

The information crime era has been upon us for a number of years now, and is growing at an exponential rate. Many police services have risen to meet this new policing challenge by creating their own Technological Crime Support Sections. Police services in areas surrounding Toronto have been using innovative ways to meet their communities' needs in detecting and combating computer crimes. Police services are addressing needs in the following areas:

- identifying anonymous e-mails;
- recovering deleted documents and pictures;
- cracking passwords;
- identifying computer owner information;
- tracking all internet activity;
- forming partnerships with schools and community groups to teach children, youths, and adults how to protect their privacy and manage their time safely on-line; and,
- recovering all ICQ ('I Seek You') chat conversations (Appendix B at the end of this chapter is an example of a chat history by a user called may@vol).

Technological Crimes units of police services can provide support to their investigative units in the following ways:

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[140] *Digital Chaperones For Kids*. Consumer Reports Online, March 2001. As cited in Clark, W. *Kids and teens on the Net*. **Canadian Social Trends**, No. 62, Autumn 2001.

[141] Rotermann, p. 8.

[142] Silver, C. *Older surfers*. **Canadian Social Trends,** No. 63, Winter 2001.

- providing technical support;
- conducting computer forensic examinations of evidence and data recovery, such as ascertaining the location of a computer, identifying alien software, and intercepting Internet/e-mail traffic;
- assisting in the writing of search warrants dealing with seizure of technological equipment;
- participating in suspect interviews; and,
- employing data intercepts.

A Technological Crimes unit can also provide support to the justice system by:

- providing evidence in a viewable and comprehensive format;
- assisting prosecutors to understand the evidence;
- providing disclosure material and courtroom presentations; and,
- providing expert evidence.

Figure 8.2 illustrates the distribution of units to which the Peel Regional Police Service's Technological Crimes unit provided to their members in 2001.

Distribution of Units Supported - 2001
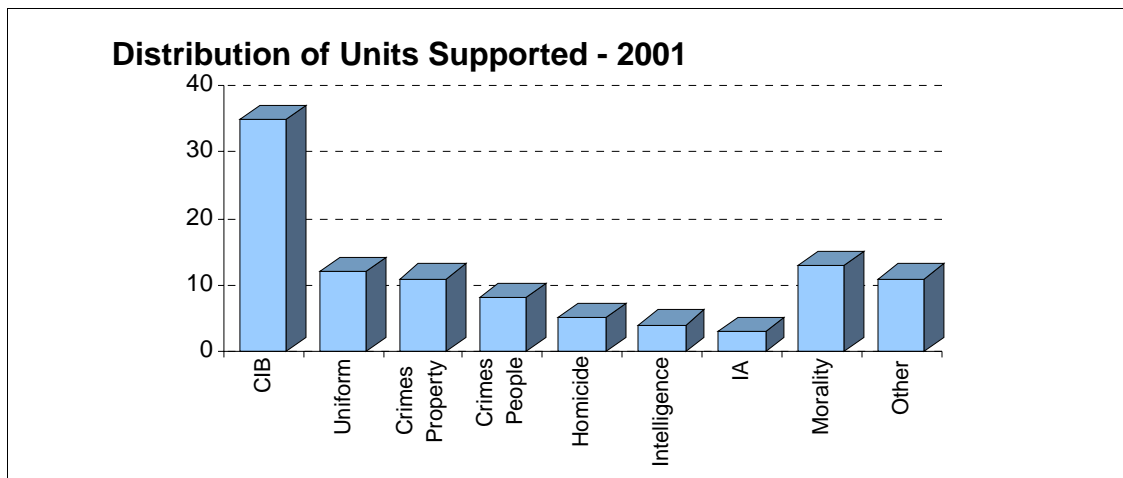
Figure 8.2   Source: Computer Technological Crime Unit, Peel Regional Police

Members from the Peel Regional Technological Crimes Unit have noted an emerging trend: an increase in the number of gigabytes per hard drive seized during the course of their investigations. (Appendix C at the end of this chapter explains a number of hardware related terms and concepts.) This increase in memory translates to more 'investigation time' required to thoroughly sort through seized data and information.

Figure 8.3 illustrates the types of investigations to which the Peel Regional Police Service's Technological Crimes unit provided assistance in 2001.
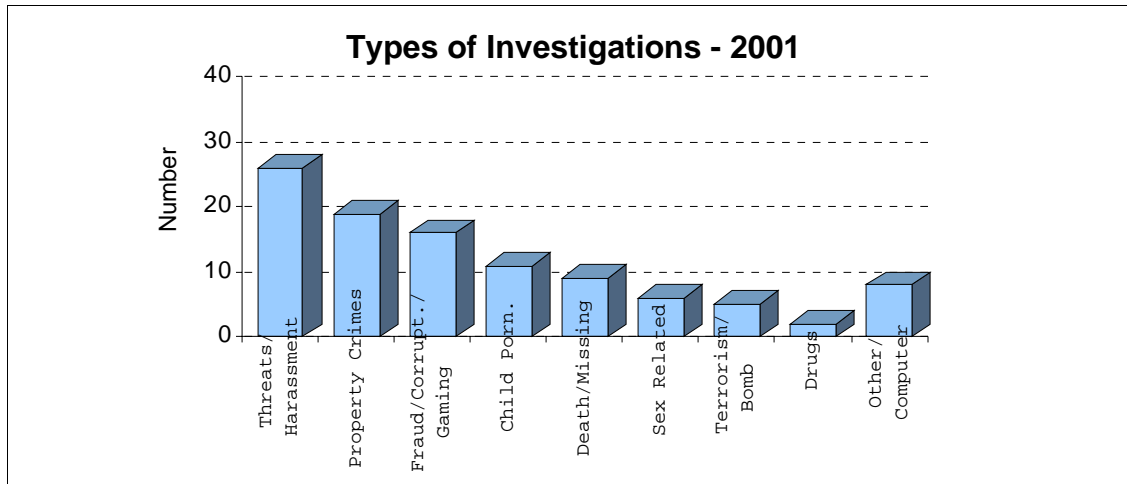
Types of Investigations - 2001

| Figure 8.3 | Source: Computer Technological Crime Unit, Peel Regional Police |

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- The Toronto Police Service should establish and support a Technological Crime unit that can properly lend support to all investigative units.[143]

- Education is necessary to raise awareness among the general public, elected and appointed officials, the private sector, and schools about the incidence and impact of electronic crimes. Most individuals are unaware of the extent to which their lives, financial status, businesses, families, or privacy are affected by electronic crime. In particular, public safety education efforts, either by the police alone or in partnership with other organisations, should be targeted toward children, youths, young adults, and the elderly.

- In order to understand the extent and impact of electronic crime globally and locally, it is crucial to gather, monitor, and analyse statistics to identify emerging trends. In this way, Toronto Police Service will be able to effectively meet the community's growing needs. Without more complete data on incidents, offenders, and case outcomes, it will be difficult to track trends and make forecasts regarding current and future needs to combat electronic crime.

- Given the lack of global restrictions on the commission of or victimisation by on-line crime, it is vital that the Service continue co-operation and liaison with other policing agencies, locally, nationally, and internationally.

- Specific levels of training and certification are necessary to members in the following areas: investigative electronic crimes, collection and examination of digital evidence, and courtroom testimony in order to prevent 'bad' case law.

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[143] A number of the following recommendations/implications are based on suggestions made in: Johnston, R.L. *The National Cybercrime Training Partnership: Helping Your Agency Keep Pace with Electronic Crime*. **The Police Chief**, 64(1), January 2002.

- The Technological Crime Unit should have an Analyst assigned to:
  - develop business processes;
  - develop unit-specific procedures for seizing and preserving computer-based evidence from crime scenes;
  - design systems and databases to track statistics, and analyse trends, and project future demands;
  - design and maintain a website providing support and information to the frontline officers and investigators;
  - liaise with external agencies and other law enforcement agencies on a local and national level, including initiating dialogue with the criminal justice system to ensure that the new methods and used by criminals are being addressed; and,
  - develop long-term strategic initiatives.

- The Service should establish co-operative links with the high-tech industry. Private businesses can assist law enforcement by reporting incidents of electronic crime, sponsoring training, joining community task forces, and sharing equipment for examining electronic evidence. Police services can and need to ally with businesses in this battle: they are one of the best and most reliable sources of information for identifying criminal activity in this area. In addition, the High Technology Crime Investigation Association (HTCIA) is an excellent resource for all police services. The HTCIA is mandated to encourage, promote, aid, and effect the voluntary interchange of data, information, experience, ideas and knowledge about methods, processes, and techniques relating to investigations and security in advanced technologies among members.

- Front-line officers must have access to a comprehensive directory of training and expert resources to help them understand and combat electronic crime.

- The Service must provide officers working in this area with up-to-date technology and the tools necessary to conduct electronic crime investigations.

- The Service must work towards developing partnerships with financial institutions, including banks and credit card companies in order to foster trust and encourage fraud reporting.

- The Service must provide front-line officers with instructional training on how to properly seize computers and other important technology at crime scenes. Training can be delivered as Internet instruction, classroom instruction, or informal platoon training.

KEY TERMINOLOGY AND DEFINITIONS[144]

Broadcast mail
One to many messaging, typically used by a group of individuals to inform one another, but no others.

Content Streaming
Enables you to transfer multimedia files over the Internet so that the data stream of voice and pictures plays more or less continuously.

Data Recovery
Data recovery is a system of processes used to recover lost or hidden data from a variety of media sources including hard disk drives, floppy diskettes, or tape backups.

Decryption
The reverse of encryption; it is the transformation of encrypted data back into some intelligible form.

Denial Of Service (DoS)
A form of attack in which the goal is to make a computing resource unavailable to legitimate users.

Discussion Groups/Newsgroups/Bulletin Boards (BBS)
All of these can be applied to the term Usenet. A newsgroup can be considered as an electronic forum to which Usenet readers can send messages, or postings, on an existing topic, the current thread, or initiate a new topic.

E-mail
Technology that enables a sender to connect his or her computer to a network, type in a message, and send it to another person on the network. Packets of information with a destination address and a return address. Enables you to send text, binary files, sound, and images to others.

Encryption
The transformation of data into some unreadable form. Its purpose is to ensure privacy by keeping the information hidden from anyone for whom it is not intended, even those who can see the encrypted data, but are unable to decipher it.

File Transfer Protocol (FTP)
A protocol that describes a file transfer process between a host and a remote computer. FTP allows users to copy a file from one computer to another.

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[144] Definitions from: Stair, R.M. & Reynolds, G.W. **Principles of Information Systems**. Cambridge: Course Technology, 1999.

Firewall
A device that sits between your internal network and the outside Internet and limits access into and out of your network based on your organisation's access policy.

Internet
A global collection of networks that are interconnected using a common low-level networking standard -TCP/IP (Transmission Control Protocol/Internet Protocol).

Internet Service Provider (ISP)
Internet Service Provider is any company that provides individuals or organisations with access to the Internet.

Internet Videoconferencing
Supports simultaneous voice and visual communications.

Personal Digital Assistant (PDA)
A palm-sized, mini computer (Blackberry, V-box).

Phone Phreaking
Tampering with telephone data

Primary Storage
The part of the computer that holds program instructions and data, also called main memory or just memory.

Remote Computing
The ability to access over the Internet a computer on which you have an account.

Removable Storage Devices
Internal or external devices that provide additional storage capacity in the form of removable disks or cartridges.

Secondary Storage
The part of the computer that stores large amounts of data, instructions, and information more permanently than main memory, also called permanent storage.

Steganography
Means 'covered writing' as derived from Greek. This is a method of secret communications that conceals the existence of a message or photograph.

Telnet
A terminal emulation protocol that enables users to log on to other computers on the Internet to gain access to public files.

Users
Individuals who interact with a system.

Usenet

A system closely allied with the Internet that uses e-mail to provide a centralised news service. It is actually a protocol that describes how groups of messages can be stored on and sent between computers.

World Wide Web (WWW)

A collection of resources such as files and programs that can be accessed over the Internet using standard protocols.

Appendix B

Example of ICQ Chat History
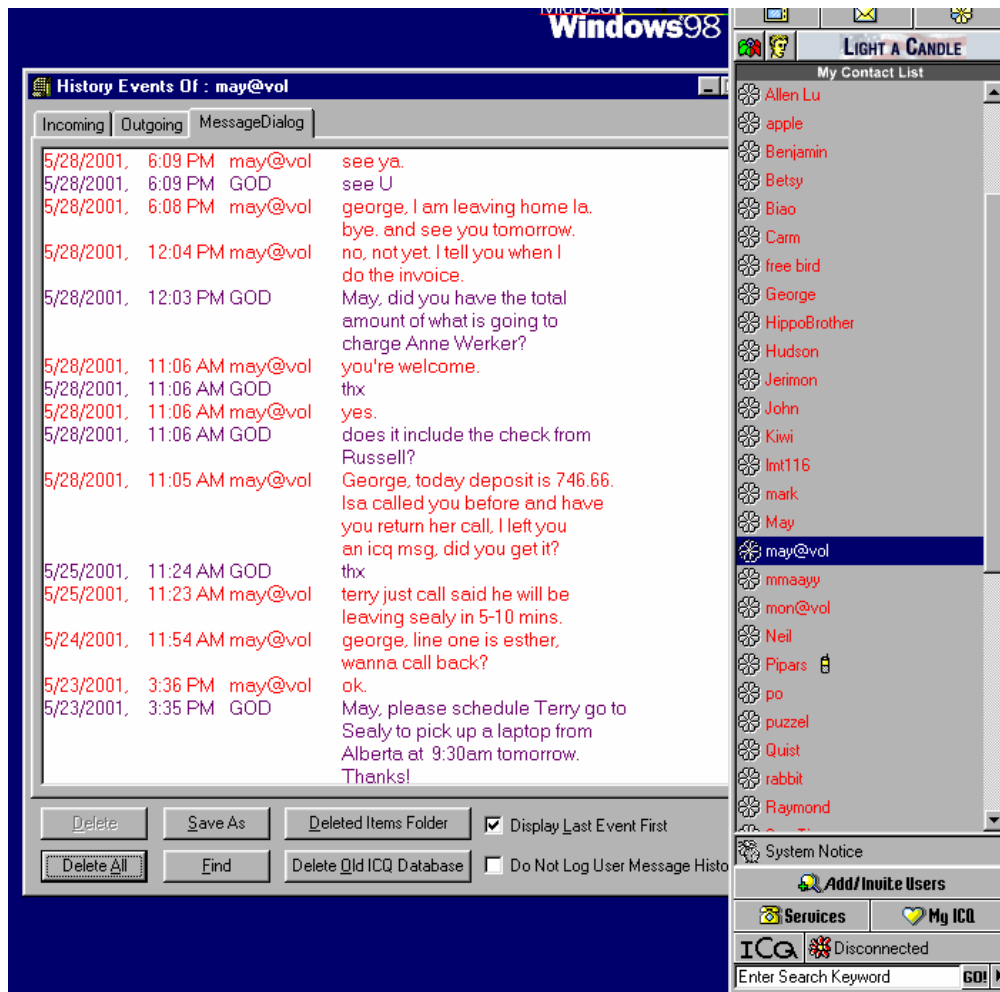
Source: Peel Regional Police Service, Technological Crime Unit

HARDWARE SECTION: *"640K ought to be enough for anybody"[145]...*

The amount of primary storage provided in a typical computer has increased rapidly as computer technology has improved. Whereas 640K bytes of memory were considered a large amount of memory in 1980, today, large computers may provide hundreds of megabytes, gigabytes and even terabytes, of primary storage. Increased amounts of memory have allowed for the design of very sophisticated programs that would not have been possible just a few years ago.

The same is true for secondary storage. Even small personal computers provide hard disks with storage measured in gigabytes. The storage of images and video, in particular, requires tremendous amounts of storage capacity. It is not uncommon to see arrays of hard disks on large computers, providing trillions of bytes of long-term storage. These secondary storage devices have the advantage that they may be used to store massive amounts of data, at a very low cost.[146]

Name	Abbreviation	Number of Bytes	Approximate Number of Bytes
Byte	B	8 bits	One
Kilobyte	KB	1,024 bytes	One thousand
Megabyte	MB	1,024 x 1,024 bytes	One million
Gigabyte	GB	1,024 x 1,024 x 1,024 bytes	One billion
Terabyte	TB	1,024 x 1,024 x 1,024 x 1,024 bytes	One trillion

Source: The Architecture of Computer Hardware and Systems Software, by Irv Englander

Access methods, storage capacities, and portability required of secondary storage media:

Device	DAT tape	Hard drive	External SCSI Jaz Drive	3.5" diskette	ZIP Plus Drive	RAM
Storage	10,000MB	6,400MB	2,000MB	1.4MB	100MB	64MB
Cost per Megabyte	$.005	$.05	$.30	$.35	$2.00	$4.21

Source: The Architecture of Computer Hardware and Systems Software, by Irv Englander

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[145] *Bill Gates, 1981*
[146] Englander, I. **The Architecture of Computer Hardware and Systems Software**. New York: John Wiley & Sons, Inc, 2000.

2002 Environmental Scan

IX. POLICE RESOURCES

Changes in the nature and scope of police services needed and police services demanded require constant adjustment by this Service. These adjustments affect the composition and organisation of the personnel who deliver police service, how they are managed, and what their priorities will be. Further, because over 90% of the total Police Service budget is dedicated to human resources, changes in available financing have a direct and critical impact on this area. Human resources are central to the organisation and all external and internal trends impact, to some degree, on the recruitment, maintenance, and development of these resources.

HIGHLIGHTS

- As of December 31st, 2001, the total strength of the Toronto Police Service was 6,938 members, a decrease of 2.5% from 2000, 6.0% lower than a decade ago, and approximately equal to the level reported almost two decades ago.[147] Since 1992, total uniform strength, including cadets-in-training, and total civilian strength decreased about 7.4% and 1.1%, respectively. Uneven decreases in strength shifted the civilian:officer ratio from 1:3.4 in 1992 to the current ratio of 1:3.1.

- At year end 2001, the total uniform strength of 5,264 officers, including 236 cadets-in-training, reflected 22 officers more than the Uniform Establishment of 5,242 officers.[148]

- Over the past decade, the number of police officers per 100,000 population in Toronto has steadily decreased from 239 officers in 1992 to 203 officers in 2001, but remains comparable to other large urban centres in Canada and well above the national average of 184 officers.

- In 2001, the number of non-traffic Criminal Code offences reported per constable was 53.2 offences, an increase of 7.3% from the 49.6 offences reported in 2000, but a 21.0% decrease from the 67.3 offences reported in 1992.

- An analysis of age characteristics over the past decade, illustrates the ageing of the uniform workforce. Ten years ago, four in ten police officers (40.0%) were over 40 years of age and almost one in four (23.0%) were less than 30 years old; currently, more than half of all

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[147] Total Service strength reflects total uniform and civilian members as is defined and reported by the Service's Human Resources Directorate. Uniform strength includes police officers and cadets-in-training. Civilian strength includes all permanent, full-time civilian members with the exception of cadets-in-training and parking enforcement personnel. (As of December 31st, 2001, the Human Resources Directorate reported 352 parking enforcement personnel, and 391 part-time or temporary personnel; neither are included in the total civilian strength.) Since, in previous Scans, all civilian members and cadets-in-training were included in the civilian strength, changes to previously reported figures have been made where necessary.

[148] The Uniform Establishment refers to the number of uniform personnel believed necessary to most effectively fulfil operational responsibilities. At year end 2001, the Uniform Establishment was 5,242 officers. This figure, revised from 2000, reflects the decrease of 19 officers as a result of the amalgamation of 21 and 22 Divisions. However, it does not reflect the full divisional staffing complement as outlined in *The Chief's Organisational Review, Final Report*, or additional staffing requirements for the new 43 Division. Further, it does not include an additional 70 uniform positions required to fulfil new initiatives as were included in the 2002 Operation Budget, pending approval, such as anti-terrorist enforcement, anti-gang enforcement, Woodbine Casino, etc.

officers (52.0%) are over 40 years old and only one in seven officers (14.2%) is less than 30 years of age. However, the rapid rate of workforce ageing experienced in the 1990s has slowed over the past five years.

- The average joining age of recruits in 2001 was 29 years, as compared to 23 years for officers hired prior to 1995.

- In 2001, as in 2000, almost half of uniform members (44.4%) had 20 or more years of service, and between 25 and 30 years service was the most frequent service level; the next most frequent service level was between 10 and 15 years.

- In 2001, a total of 463 officers separated from the Service, including 315 retirements and 148 resignations. This marked the highest level of separations in over two decades.

- Based on age and length of service data for uniform personnel, almost one in four officers, with an accumulated total of almost 33,000 years of experience, were eligible to retire on December 31st, 2001. It is not expected that all eligible officers will retire, however, the Service could continue to experience unprecedented levels of retirements over the next few years. The *Human Resource Strategy – 2002 to 2006* estimates uniform separation rates, including resignations, at about 900 over the next three years.

- The number of resignations in 2001 was the highest level reported in more than two decades. Of the 148 officers who resigned in 2001, 72.3% resigned to join other police services.

- During 2001, about 81% of the uniform strength was assigned to positions in front-line divisional and operational support units, somewhat less than the 84% average uniform deployment to these units over the past decade. Front-line staffing will increase as a proportion of total strength when the current recruit class is assigned to divisions units early in 2002.

- In 2001, there were 7.7 constables for every sergeant within Policing Operations Command, a decrease from the 8.5 constables per sergeant reported in 2000. However, when the current class of cadets are assigned to field units early in 2002, there will again be 8.4 constables per sergeant.

- The Toronto Police Service does not currently reflect the community it serves, however, the representation is closer than it has been in the past. Gains in community representation are largely due to the composition of the civilian component of the Service, recent uniform hiring, and a high number of uniform retirements.

- The composition of cadet-in-training and constable ranks reflects the achievements of the equal opportunity and employment equity entry-level recruiting strategies of the past decade. Given the current Service structure and processes, representation in the higher ranks can only be accomplished over time, as constables gain the required competencies for promotion.

- The presence of women in policing, at all ranks, has been widely reviewed in the past two years. The general finding is that men continue to dominate police services, however, the gender gap has narrowed slightly. In 2001, women accounted for 13.9% of the Toronto Police Service, up notably from a decade ago, but slightly less than the national average of 14.5%. Women are better represented at senior and supervisory ranks in the Toronto Police Service compared to the national average.

A. WORK FORCE DEMOGRAPHICS

As of December 31st, 2001, the total strength of the Toronto Police Service was 6,938 members.[149] Throughout the 1980s, and the very early 1990s the total strength of the Service increased each year and peaked at 7,551 members in 1991. Between 1992 and 1997, however, total strength decreased, on average, about 2% each year. Total strength increased each year from 1998 to 2000, but in 2001 decreased 2.5% from last year and remained 6.0% lower than the strength reported a decade ago. The current strength is about equal to the strength level reported two decades ago.

As seen in Figure 9.1, uniform strength decreased 7.4% over the past ten years, from 5,686 officers in 1992 to 5,264 in 2001; the number of permanent, full-time civilian members decreased only 1.1%, from 1,693 in 1992 to 1,674 members in 2001.[150] Between 2000 and 2001, uniform strength decreased 2.0%, from 5,372 to 5,264, while civilian strength decreased 3.9%, from 1,742 to 1,674. The composition of Service strength has shifted somewhat over the past decade: in 2001, the civilian:officer ratio was 1:3.1, down from 1992 when the ratio was 1:3.4, but still slightly higher than the 2001 national average of 1:2.9.[151]

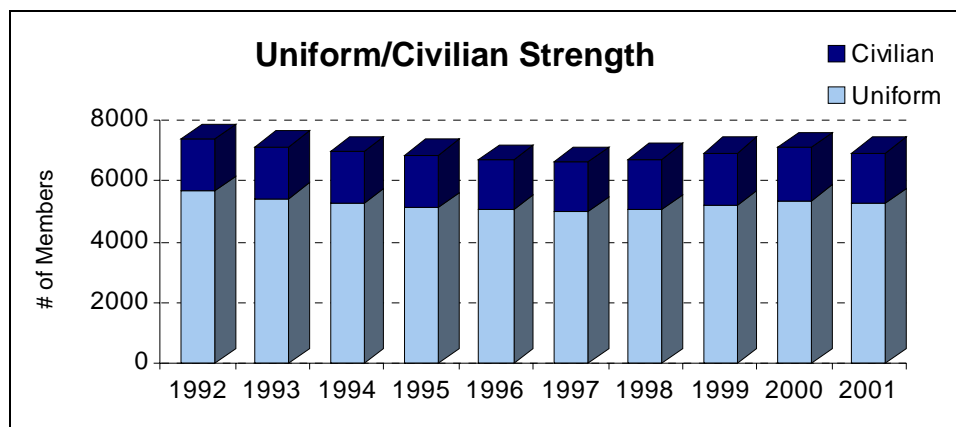**Figure 9.1**   Source: TPS Human Resources

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[149] See Footnote 147.

[150] Uniform strength includes cadets-in-training.

[151] The national average civilian:officer ratio was cited in: Filyer, R. **Police Resources in Canada, 2001**. Canadian Centre for Justice Statistics, Statistics Canada, February 2002.

Prior to 1992, uniform strength typically increased each year. However, given the uniform hiring moratorium imposed in January 1992 through December 1995, and uniform retirement incentives, total uniform strength decreased each year between 1992 and 1997, with the most dramatic decrease in 1996 – 7.2% of the then current uniform strength retired between January 1st and March 31st. The impact of the unexpected uptake in retirement incentives offered in 1996 and continued high levels of retirements and resignations has been largely offset by the resumption of uniform hiring; more than 1,700 recruits have been hired since the end of the hiring moratorium.

At year end 2001, the total uniform strength of 5,264 officers, including 236 cadets-in-training, reflected 22 officers more than the 2001 year end Uniform Establishment of 5,242 officers.[152] The Service's *Human Resource Strategy – 2002 to 2006*, approved by the Toronto Police Services Board in December 2001, outlines the hiring of almost 1,450 recruits over the next five years.[153] Hiring targets in 2002 through 2006 are expected to generally maintain the Uniform Establishment, given anticipated levels of separation.

Civilian strength, including only permanent full-time members, is only slightly less than it was in 1992. As was noted in previous *Scans*, however, the current civilian strength actually reflects significant movement over the past decade – additional mandated and legislated responsibilities, civilianisation of many duties that were traditionally performed by uniform members, planned process efficiencies, separations, and civilian reclassification to uniform positions.

Officer to Population Ratio:

The number of police officers per 100,000 population may be used as a very general indicator of potential workload and performance efficiency.[154] Over the past ten years, the number of police officers per 100,000 population in Toronto decreased 15.0% from 239 officers in 1992 to 203 officers in 2001. The national average number of officers per 100,000 population decreased only 8.5% during the same period, from 201 in 1992 to 184 in 2001. Between 2000 and 2001, the number of officers per 100,000 population in Toronto decreased 3.1%, reflecting both a decrease in the number of uniform officers and an increase in population. In comparison, the national average number of officers per 100,000 population increased 1.1% from last year (Figure 9.2).

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[152] See Footnote 148.

[153] At the time of writing, the Toronto Police Service Human Resources Directorate was in the process of evaluating the current year separation projections and hiring strategy based on first quarter experience. It is expected that the 2002 separation estimate may increase as much as 30%; corresponding increases in hiring targets will depend, largely, on the availability of training positions at the Ontario Police College in Alymer.

[154] The officer to population ratio considers only the resident population of Toronto and uniform strength of the Service. As it does not include other factors such as transient populations (i.e. tourists, business commuters, visitors, etc.) or levels of crime, its usefulness is limited to trending and comparison to other police services.
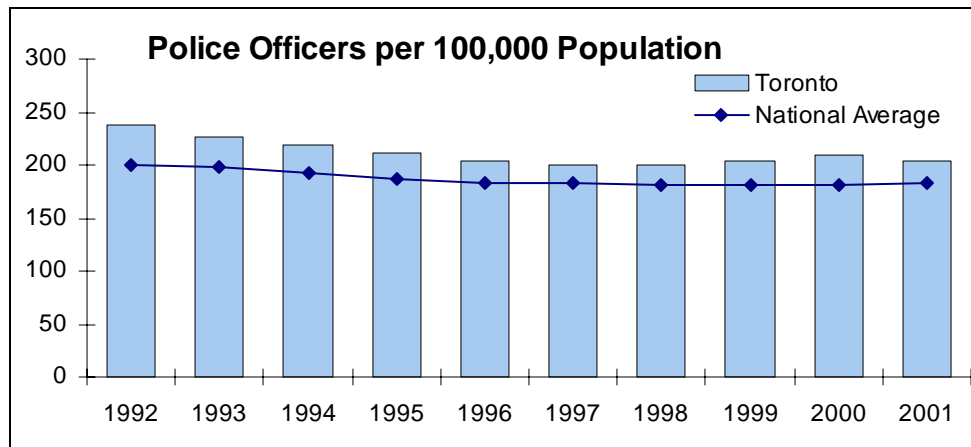
Figure 9.2   Source: TPS CIU Information Centre; Statistics Canada

Toronto compares relatively equal to other large urban centres such as Montreal (224 officers per 100,000 population), Vancouver (193 officers) and Winnipeg (179 officers), but is significantly higher than surrounding GTA regional police services, such as Durham (126 officers), York (122 officers), and Peel (144 officers).[155] It is interesting that when using a conservative estimate of daytime population which includes transient population, about four million, the police per capita ratio in Toronto drops to about 130 officers.

Crime to Strength Ratios:

The number of non-traffic Criminal Code offences reported per constable is an indicator of the demand on police resources.[156]   During 2001, this ratio was 53.2 offences per constable, a 7.3% increase from the 49.6 reported in 2000 – the result of a 2.8% increase in the number of reported non-traffic Criminal Code offences, and a 4.1% decrease in the number of constables.[157] The 2001 ratio reflects a 21.0% decrease from the 67.3 reported a decade ago, the result of a 29.6% decrease in the number of reported non-traffic Criminal Code offences, and a 10.9% decrease in the number of constables (Figure 9.3).

[155] Filyer, p. 48.
[156] The Criminal Code Offence/Constable Strength ratio is generally accepted as a valid workload indicator; historically, the CCJS estimates indicate that officers spend approximately 20%-25% of their time investigating Criminal Code incidences.
[157] Includes constable and detective constables, but does not include cadets-in-training.
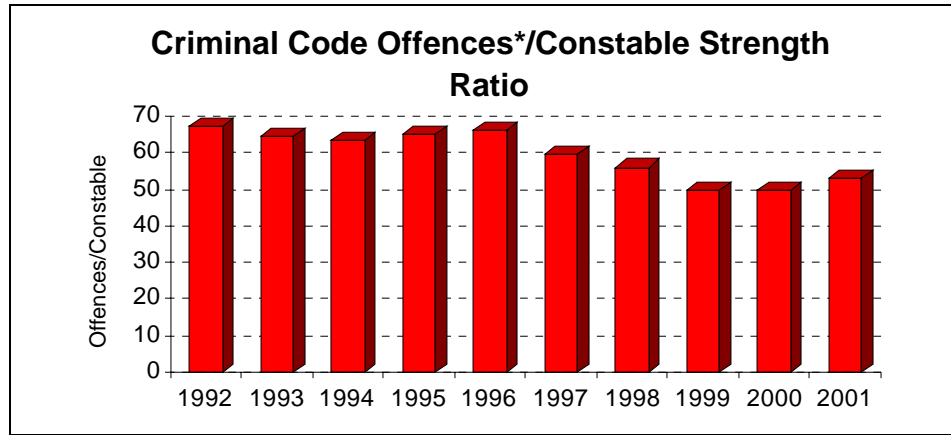
Figure 9.3   Source: TPS CIU Information Centre
* Based on non-Traffic Criminal Code offences

The 2001 ratio marks an increase in this ratio after four consecutive years of decreases. A regular decrease in reported non-traffic Criminal Code offences, and an increase in constable strength, during this period, accounts for this trend.

It should be noted that in addition to investigating Criminal Code offences, police officers spend considerable time training, attending court, and working with the community. Community policing requires police officers to be more involved with the communities they police – problem solving and crime prevention are both time and labour intensive.

Age and Length of Service of Uniform Members:[158]

Clear trends of an ageing workforce were evident throughout the past decade. As noted in the Demographics chapter, the trend of an ageing population is not unique to the Police Service, but is characteristic of the population in general. An analysis of age characteristics over the past decade, illustrates a significant increase in the proportion of officers 40 years of age and older and a comparable decrease in officers less than 30 years of age (Figure 9.4).

Twenty years ago, in 1981, only 21.0% of officers were 40 years of age or older. This increased to 40.0% ten years ago, and to over half of all officers (52.0%) in 2001. Conversely, while twenty years ago 41.0% of officers were under 30 years of age, this decreased to 23.0% in 1992 and decreased even further to 14.2% in 2001. Of particular note, while the proportion of officers 50 years of age and older remained at 8.0% in 1981 and 1992, it doubled to 15.9% in 2001. The median age of uniform officers in December 2001 was 40 years, up from the median age of 34 years in December 1981.

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[158] Cadets-in-training were not included in age and length of service analysis.

Age of Uniform Police Officers
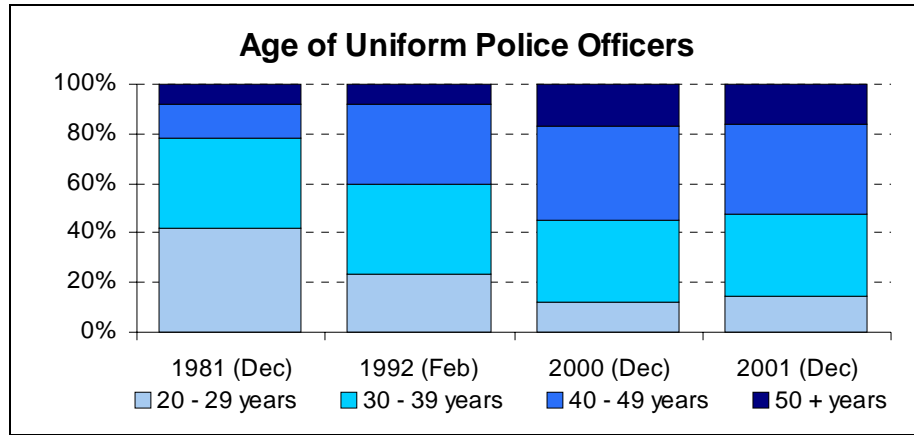

Figure 9.4   Source: TPS CIU Information Centre

The ageing trend has been evident in each of the last ten years, however, the rate of workforce ageing appears to have slowed somewhat since 1996. This decrease in the rate of workforce ageing is attributable to the retirement of almost 1,000 officers over the age of 45 years since 1996 and the resumption of recruit hiring – since then, almost 1,700 cadets-in-training have been hired. It is interesting to note that the average age of recruits, although significantly lower than the average age of all police officers, is higher than in the past: historically, recruits have been in their very early 20s; in the past few years, the average age has been mid- to late-20s.[159] Based on all officers on strength as of December 31st, 2001, the average joining age of those officers hired prior to 1995 was 23 years, as compared to 29 years for those hired in 2001.

The age distribution of this workforce over time reflects the ageing of existing uniform members, and the impact of the separation of generally older officers and the recruitment of generally younger officers. In an ideal world, the optimal balance of age and service demographics could be maintained by planning the exact timing of separations and recruitment. In reality, however, an ageing society, a one-time inflated demand for officers to fulfil two-officer vehicle requirements in the mid 1970s, economic growth in the 1980s, a moratorium on hiring accompanied by retirement incentives and a poor economic climate for job migration in the early- and mid-1990s, and resumption of hiring in the mid-1990s, have, along with other factors, affected the overall ageing trend of the uniform workforce.

As expected, given the distinct ageing trend, a comparison of years of service characteristics clearly indicated an increasingly experienced overall workforce (Figure 9.5).

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[159] Dr. Richard A. Loreto, in his presentation to the TPS in 1998, 'A Window on the Future!', noted that between 1996 and 2006 the labour force participation rates will decline; males and females over the age of 45 will be almost the only contributors to labour force growth. Given this prediction, the average age of recruits could continue to increase over the next few years.

Service of Uniform Police Officers
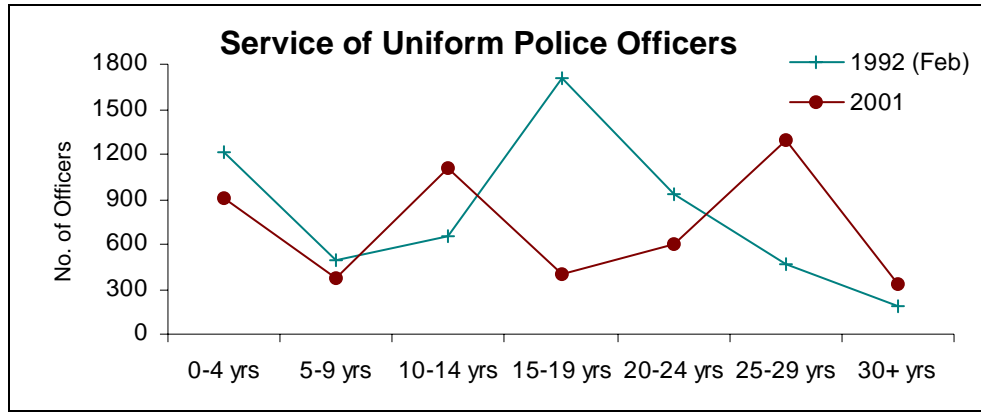
Figure 9.5   Source: TPS CIU Information Centre

In 2001, as in 2000, almost half of uniform members (44.0%) had 20 or more years of service, and between 25 and 30 years service was the most frequent service level; the next most frequent service level was between 10 and 15 years. Compared to the service distribution of a decade ago, the most notable difference is the high frequency of officers with between 15 and 20 years service – very experienced officers in their mid- to late-thirties. Over the past decade, the average length of service of uniform officers increased from about 15.0 years to 16.3 years. The absence of a larger increase in the average length of service is, for the most part, due to the inclusion of recently hired officers with little or no service time and a high number of retirements over the past five years. Projecting service levels five years into the future, the Service will likely experience a service distribution somewhat similar to that of a decade ago.

Figure 9.6 presents a profile of uniform officers both by age and length of service. It illustrates a somewhat bi-modal distribution – a proportion of younger inexperienced officers and a larger proportion of older more experienced officers.

Police Officers: Years of Service and Age
December 2001

Figure 9.6   Source: TPS CIU Information Centre

The shape of the distribution of the length of service of police officers offers insight into potential concerns for the future. Officers with service of 25 years or more are poised to retire; the Service is faced with the challenge of recruiting and retaining sufficient staff to fill this void.

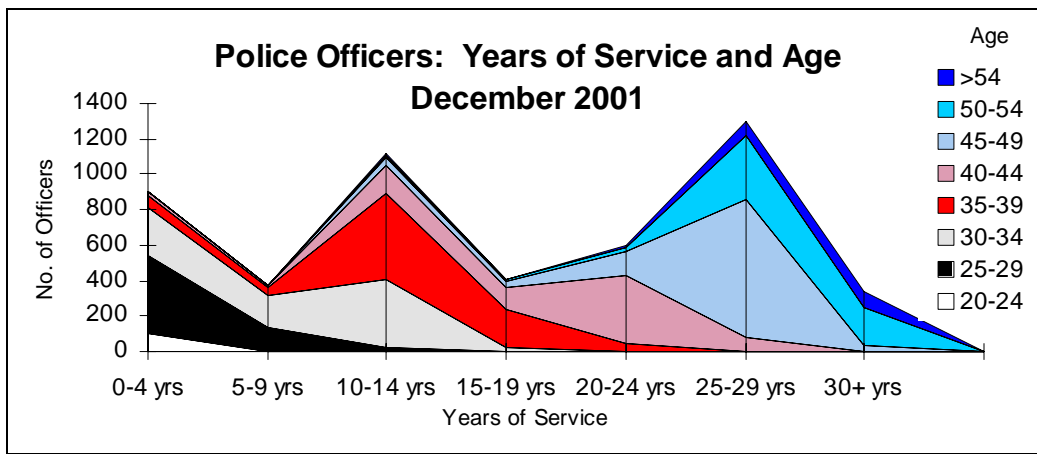While not of the same magnitude, the other high frequency service level – between 10 and 15 years service – may, in time, result in these same challenges.

The Service is also faced with complex challenges in terms of work satisfaction, promotional opportunities, physical capabilities and the requirements of work, and occupational health and safety. Job content, training and development, lateral and vertical mobility, attrition, and organisational structure are all issues affected by the demographic profile of officers. While these are difficult challenges in themselves, the challenges are further complicated by the fact that each of these issues applies to two very distinct groups of employees – young, inexperienced officers and older, more experienced officers – who often require very different, and sometimes conflicting, solutions.

The operational impact of the age and service demographics was frequently identified as a concern in recent *Scan* consultations. Particularly with respect to patrol duties, members perceived diminished physical capabilities of older, experienced officers, and training and performance deficiencies of younger, inexperienced officers as issues to be addressed.

An examination of the age characteristics of constables found anticipated variations between primary response constables and all constables Service-wide.[160] The average age of primary response constables was 36 years as compared to 39.9 years for all constables. As would be expected, a higher proportion of constables under 30 years old and a lower proportion of constables over 40 years old were assigned to primary response. Specifically, while almost half (48.4%) of all police constables were assigned to primary response, 98.5% of constables under 30 years of age were assigned to primary response, compared to 36.8% of all constables over the age of 40. Figure 9.7 shows the age distribution for primary response constables as compared to all constables.
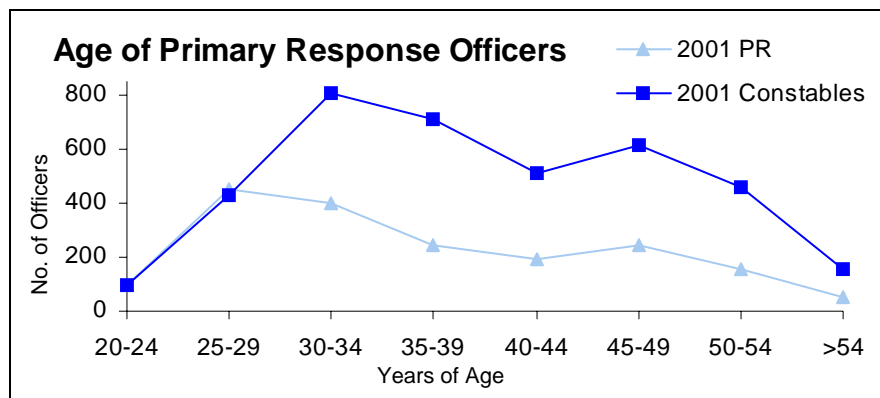
Figure 9.7   Source: TPS CIU Information Centre

As would be expected given the age distribution of patrol constables, their service levels were also found to be lower than the Service average. The average years of service for primary response constables was 11.2 years as compared to 15.5 years for all constables. Figure 9.8 shows the service distribution for primary response constables in 2001, compared to the distribution of constables Service-wide.

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[160] Primary Response includes only constables assigned to primary response platoons in the divisions.

Service of Primary Response Officers

	— 2001 PR	
	— 2001 Constables	
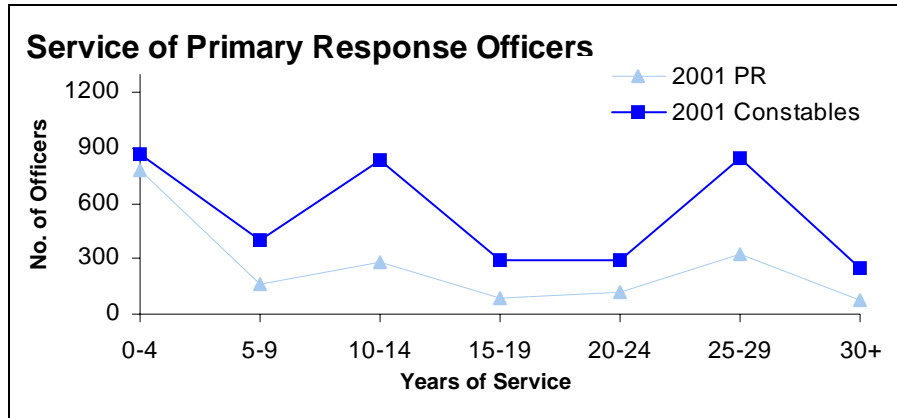
Figure 9.8   Source: TPS CIU Information Centre

Compared to the Service distribution, a higher proportion of constables with less than 10 years service and a lower proportion of constables with more than 10 years service were assigned to primary response – three in four constables (74.6%) with less than 10 years service and about one in three constables (32.5%) with more than 10 years service were assigned to primary response. A review of the length of service of primary response officers, by division, found that, on average, 50% of patrol officers had more than 10 years service, however, the proportion ranged from 30% in 12 Division to 75% in 52 Division.

Retirements and Resignations:

The numbers of uniform retirements and resignations from the Toronto Police Service during the past decade have varied greatly. Factors such as the provision of retirement incentives, a reduced retirement factor, the disproportionate number of officers eligible to retire during this period, limited external employment opportunities in the early- and mid- 1990s, and aggressive recruiting of Service members by other police services in the late 1990s, have contributed to the widely fluctuating levels of separation over the past decade. Since January 1, 1996, a total of 1,535 officers have separated from the Service – 976 retirements and 559 resignations. The total number of separations in 2001 – 315 retirements and 148 resignations – was the highest level reported in over two decades (Figure 9.9).

Figure 9.9   Source: TPS Human Resources Directorate

After a record high level of retirements in 1996, followed by a record low level in 1997, retirements have consistently increased in each of the following years. The 315 retirements in 2001 was second only to the 370 retirements in 1996. As of February 8th, 2002, a total of 129 officers had formally indicated their intention to retire during 2002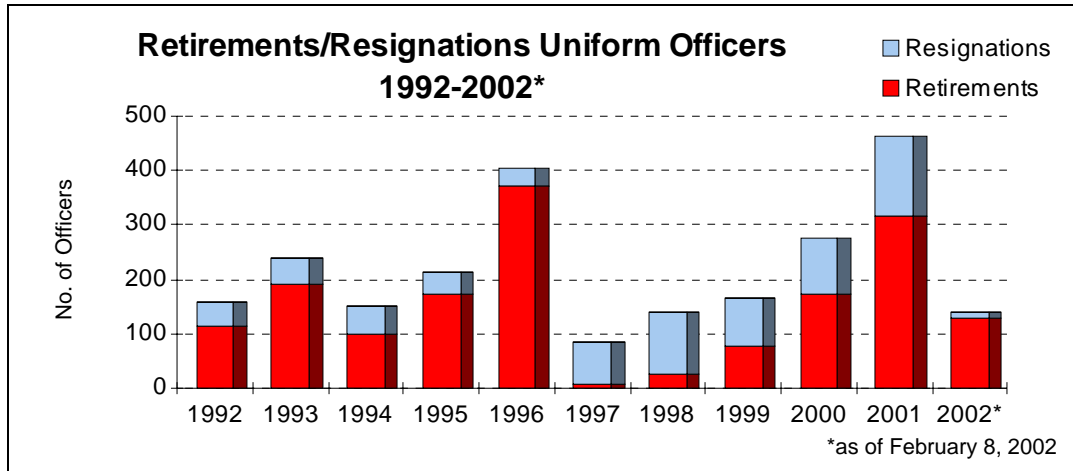. As was noted in previous *Scans*, elevated levels of retirements were expected in 2001 through 2004, due to service demographics and the reduced retirement factor.[161]

Based on age and length of service data for uniform personnel, a total of 1,133 officers – almost one in four officers (22.5%), with an accumulated total of almost 33,000 years of experience – were eligible, using the reduced eligibility factor, to retire without penalty on December 31, 2001. Only these same officers will be eligible to retire without penalty through 2005, as the current retirement benefit is phased out. It is interesting to note that at year-end 2001, more than three-quarters (76.7%) of all uniform senior officers (inspector rank and above) were eligible to retire under the 75-factor.

While it is not expected that all eligible officers will retire, the Service could experience continued high levels of retirements over the next few years. Forecasting the actual rate and timing of the separation of eligible members is a difficult task. A member's age, rank, financial commitments, dependants, and the availability of career opportunities both within and outside the Service affect the decision to retire. The timing of separation, although usually dependant on attaining the minimum factor, tends to be weighted near the end of special entitlement periods. The *Human Resource Strategy – 2002 to 2006* estimates uniform separation rates, including resignations, at 322, 255, and 322 officers for 2002, 2003, and 2004, respectively.[162] As noted previously, as of February 8th, 2002, 129 officers had already retired or formally notified the Service of their intention to retire during 2002. Annual retirements are expected to decrease to about 150 in 2005 and 2006 with the resumption of the normal 85-factor.

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[161] To determine eligibility for retirement without penalty, the member's age and length of service, added together, must equal or exceed the eligibility factor. Historically, the factor for uniform personnel has been set at 85 and will increase, from 75, back to that level over the next few years.
[162] See Footnote 153.

After record low levels of resignations between 1992 and 1996, resignations in 1997 through 2000 were similar to the average levels experienced prior to 1992; the number of resignations in 2001, however, was the highest level reported in over two decades. Although attributable, in part, to a recovering economy in which employment opportunities are more readily available, the increase in resignations largely reflects the number of uniform members of this Service who have resigned to take employment with other police services. Of the 148 officers who resigned in 2001, 107 officers joined other police services; over the past three years, about 330 officers have separated from this Service to join other services. These officers are, on average, in their early 30s with 8 to 10 years of experience. This trend is expected to continue; in the first five weeks of 2002, seven officers resigned to take a position on another police service. Although some officers from other services have been hired by the Toronto Police Service, this number is only a fraction of the number of TPS officers who have resigned.

Traditionally, Ontario police services have not actively recruited members of other services. A departure from this practice, however, was first identified in the 1995 *Scan* and the trend has intensified. Ontario police services, with staffing shortages as a result of retirement incentives, natural attrition, and lengthy hiring moratoriums, face the challenge of quickly recruiting and training sufficient uniform personnel. Certainly, recruiting trained and experienced personnel from other Ontario police services is the most effective, economical, and efficient way of meeting this challenge.

This trend has been particularly costly to the Toronto Police Service in terms of recruiting, hiring, training, and experience. With uniform retirement eligibility lowered across the province, it is expected that this trend will continue as other police services attempt to cover their own decreases in strength. One of the greatest challenges for this Service in the next few years, will be to attract, recruit, and retain its uniform members or, at least, minimise both direct and indirect costs associated with separation.

Resource Deployment:

Current deployment strategies, specifically the Chief's recent organisational review, are committed to the deployment of officers to front-line divisional and operational support units. For most of the past ten years, an average of about 84% of all uniform members, including supervisory staff, were assigned to Policing Operations Command units and specific Operational Support units, such as Traffic Services, Marine Unit, etc. and, on average, about 67% of all police officers were assigned a front-line, visible uniform function in these units (Figure 9.10).

In 2001, 81.2% of officers were assigned to divisions or operational support units, down from 84.4% assigned in 2000 and the lowest level reported in the past ten years. The actual number of uniform officers assigned to front-line uniform duties in these units, including supervisors, decreased about 4.3% from 3,528 in 2000 to 3,377 in 2001.[163]

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[163] Uniform strength does not include Cadets-in-Training.
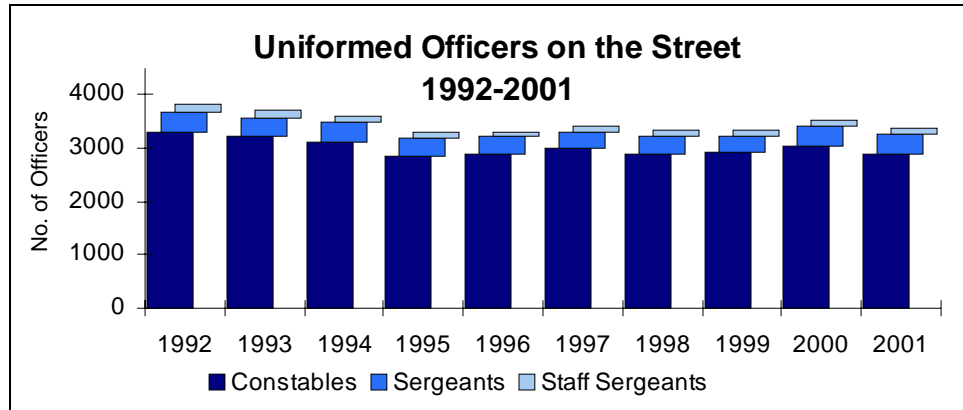
Figure 9.10   Source: TPS Human Resources

This decrease in front-line officers is, to a large extent, a timing issue – 236 recruits are scheduled to graduate and be assigned to uniform patrol early in 2002. On-going hiring strategies are in place to hire between 150 and 450 officers in each of the next five years to maintain established staffing levels in response to separations. It should be noted officers assigned to uniform functions in divisions and operational support units have been supported by initiatives for improved efficiency, expanded use of technology, alternate response mechanisms, civilianisation, community partnerships, and so on.

In 2001, there were 7.7 constables for every sergeant within Policing Operations, a decrease from the 8.5 constables per sergeant reported in 2000.[164] The reported supervisory ratio at year-end 2001 actually exceeded the recommended supervisory ratio, however, as noted above, this is a timing issue. When the 236 cadets-in-training are assigned to divisions early in 2002, the ratio will again be 8.4 constables per sergeant. Within Policing Operations, the plainclothes to uniform ratio changed little: from 1:4.5 in 2000 to 1:4.8 in 2001.

B. EQUAL OPPORTUNITY EMPLOYMENT

The Equal Opportunity Guideline for Ontario Police Services guideline, published by the Solicitor General in 1995, built on then current police service initiatives to promote fair and equitable access, and opportunity for all, but no longer contained a prescribed standard for community representation. The transition from legislated standard to the current guideline has been virtually invisible to our Service. These equal opportunity initiatives closely parallel the policies, practices, and procedures which were required under the 1993 equity legislation, and which have existed within the Service since 1986. Even in the absence of a prescribed standard for community representation, it is the stated intention of the Toronto Police Services Board and the Toronto Police Service that the organisation will continue to strive to reflect the community it serves through the use of equal opportunity employment practices.

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[164] The Constable:Sergeant ratio target range, as recommended in the Beyond 2000 Restructuring Task Force Final Report, based on research and information provided by a cross-section of Canadian and American police agencies, was between 8:1 to 10:1.

While the Service does not currently reflect the community it serves, the representation is closer than it has been in the past (Figure 9.11).[165]

Composition Profile of Police Service - Dec 2001
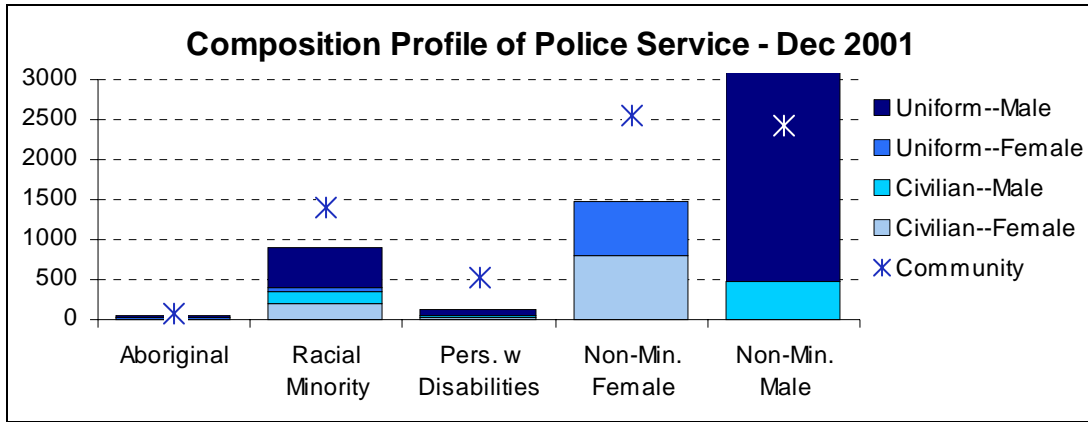
Figure 9.11   Source: TPS Human Resources

Overall, gains in community representation are largely due to the composition of the civilian component of the Service, recent uniform hiring, and the retirement of a large number of white male officers.

As shown in Figure 9.12, when the composition profile is examined separately by uniform rank, it can be seen that the cadet-in-training and constable ranks are more representative of the community than the supervisory or senior officer ranks.

Composition Profile by Uniform Position
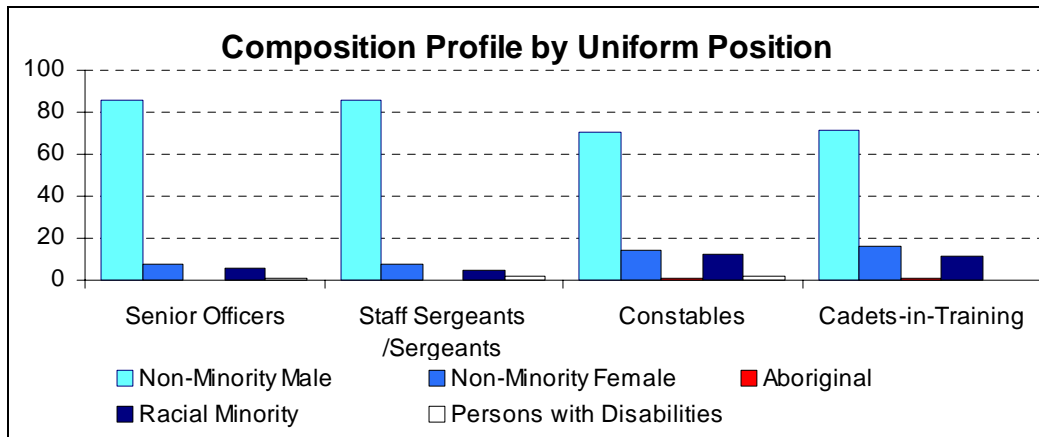
Figure 9.12   Source: TPS Human Resources

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[165] Civilian Position Category-Parking/Bylaw, including 342 Parking Enforcement officers, is not included in the Service profile because it has not been included in the determination of total Service strength. The composition profile for this position category exceeds the overall Service profile in every category – 1.5% Aboriginal, 32.5% racial minority, 2.3% persons with disabilities, and 23.4% female.

The composition of entry level ranks reflect the achievements of the equal opportunity and employment equity entry-level recruiting strategies of the past decade. Since December 1995, almost 1,700 cadets-in-training have been hired based on standard selection criteria specifically developed by the Solicitor General to ensure essential job qualifications and barrier-free access. Recruiting strategies to hire cadets-in-training in 2002, and beyond, will closely follow this standardised process – barrier-free access, selection based on essential job qualifications, and an outreach program to provide a more representative applicant pool. Given current Service structure and processes, representation in the higher ranks can be accomplished in time, as constables gain the required competencies for promotion.

The presence of women in policing, at all ranks, has been widely studied in recent years. The obvious finding is that men continue to dominate police services, however, the gender gap has narrowed slightly. The Centre for Justice Statistics reports that, in 2001, women accounted for 14.5% of police officers in Canada, more than double the proportion reported a decade ago. While the number of male police officers, nationally, increased only 1.1% from 2000, the number of female police officers increased by 8.4%.

In 2001, women accounted for 13.9% of the Toronto Police Service, up from 12.5% in 2000. Although the representation of women in this Service is below the national average, they are better represented at senior and supervisory ranks. Nationally, in 2001, women accounted for 3.5% of senior officers, 6.3% of supervisory officers and 17.8% of police constables. In Toronto, women represent 7.8% of senior officers, 8.5% of supervisory officers and 15.5% of police constables. Regardless, the representation of women in top level policing positions is far short of the overall national representation – a level which has been deemed disproportionately small. In a study of the Canadian workforce, it was found that women make up 45% of the labour force, but hold only 12% of the 'top jobs' (executive vice-president or higher positions).[166]

Moving towards and achieving employee composition objectives by recruit hiring, will have an impact on policing resource levels, deployment, and management. Of particular interest may be the impact on the number of available officers, as the number of young female members increases. During 2001, the equivalent of approximately 54 full-time positions (27 uniform and 27 civilian) remained, for the most part, unfilled as members were on maternity and parental leaves.

Further, changes to the federal Employment Insurance legislation, effective December 31, 2000, have had an impact on member participation in such leaves and will likely continue to do so in the future. Maternity leave entitlements remained unchanged at 17 paid weeks, however, parental leaves almost doubled from 18 to 35 paid weeks. Further, the two-week waiting period was waived. In the past, many members chose leaves only for the paid period and/or refrained from parental leaves because of the two-week waiting period in which there is no income. It is, therefore, likely that parental leaves, by both male and female members, will increase in number and in duration. As noted in the Demographics chapter, extended leaves to care for ageing parents (family care leaves) can also be expected to steadily increase in the future.

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[166] Cited in Toronto Star, February 9, 2000.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- Budget constraints will continue to have a significant impact on the number of officers and on the tools and skills which members require to perform their duties. The increased demand for service requires continued careful analysis of service objectives and training as well as the need to continue to develop effective deployment strategies.

- The current age and service distribution illustrates the need for a more constant annual recruit hiring rate. Because of irregular hiring rates the current distribution is heavily weighted between older, long-serving officers and younger, inexperienced officers. The Service must ensure a more consistent intake of recruits over time.

- The co-existence of two very diverse employee groups – older, long-serving officers and younger, inexperienced officers – creates diverse and often conflicting employee needs. The Service will be required to address job content, training and development, lateral and vertical mobility, attrition, physical, emotional and personal (family accommodation, child care, retirement counselling, etc.) challenges for two very different types of employees.

- The retention of uniform personnel will continue to be a serious challenge to this Service over the next few years. Many Ontario police services will need to quickly recruit and train officers to fill existing and anticipated vacancies. The most economical and efficient way for services to address staffing shortages is to hire away from other services. The Toronto Police Service must either minimise the frequency of separation for this reason or, at least, minimise the costs associated with loss of trained personnel.

- With regard to recruiting and retaining personnel, the Service has to compete for workers in a market where many other employers are offering widely flexible plans to accommodate employees' efforts to balance home and work life. The provision of accommodation offered by outside organisations, unless matched, could have a notable impact on the Service's ability both to attract new recruits and to retain existing personnel.

- Given the forecast workforce availability, particularly of younger and skilled applicants, the Service may face considerable competition for recruits and skilled civilian personnel (i.e. information technology and technical personnel). Current compensation packages and work accommodation may be inadequate to attract qualified applicants.

- Staff development will be a serious issue in the next few years. As a large number of senior and supervisory officers become eligible to retire and hundreds of new officers are hired each year, there will be a critical need to quickly develop and promote qualified personnel to fill supervisory and management positions, to ensure that all officers, particularly new officers, are given proper direction and supervision.

- Specialised training and succession planning will be critical in the next few years. In highly technical or knowledge-based positions, there must be a process whereby members are trained and prepared to fulfil these duties when the officers currently assigned are transferred or separate from the Service.

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2002 ENVIRONMENTAL SCAN
EXTERNAL CONSULTATIONS - SUMMARY

The Environmental Scan outlines an assessment of the factors expected to influence the Toronto Police Service or the delivery of policing services. Prior to beginning to prepare a complete Scan document, Corporate Planning holds a number of consultations. These consultations are held both internally with Service members, and externally with representatives from a variety of public and private sector agencies, government departments, and community services. The consultations are an essential part of the scanning process and have consistently provided valuable information and insights for the Scan document.

The primary objective of each of the meetings is for participants to share their analysis of the changing issues and long range concerns in their particular areas that may affect the nature and extent of future needs for delivery of police services. The intent is to focus on changing environmental and social conditions and anticipate issues that must be addressed in the future delivery of policing services.

Consultations were held as part of the 2002 environmental scanning process. In January through March 2002, eight consultations were held with members of the public, including City Councillors, and representatives from a number of public and private sector organisations. The main issues and concerns raised during these consultations are presented below. The issues below are not listed in any particular order and many of the issues are inter-related. The presentation of each participant in each consultation has been summarised and these more detailed summaries follow.

CITY COUNCILLORS

- (crime) prevention very important, especially working with children (in schools)
- need for foot patrols – people want higher visibility, to see police in their neighbourhoods
- need community policing in neighbourhoods – organising/supporting neighbourhoods for crime prevention, problem solving
- youth gangs, drugs, traffic/parking, break-ins are issues
- need to improve communication between police and community
- concerns regarding Community Police Liaison Committees – membership, mandate, etc.

PUBLIC AND PRIVATE SECTOR ORGANISATIONS

- need for strong business case before implementation of video surveillance cameras
- video-taped victim statements done proximate to event are very useful in court
- beneficial to keep Service personnel up-to-date on current issues related to court
- prevention and deterrence very important
- youth issues a concern
- police seen less frequently at/around schools
- expect population growth over next 30 years – increased density will have implications for policing, services, public safety
- increase in disclosure and 'further' disclosure requests will continue – initial and additional demands are onerous for police – and must meet timelines
- in particular, police have problems meeting timelines in requests for 9-1-1 and communications tapes
- use of more up-to-date technology would help police, ease provision of data requests

- debit and credit card fraud, identity theft increasing – police need improved techniques, technology to deal with computer crime
- need for more timely and accurate traffic/collision data

PUBLIC 'TOWN HALL' MEETING (EAST END)

- youth crime, street robberies with weapons, guns, (street) gang activity, drug dealing, aggressive driving, prostitution – police need to focus on local not international 'terrorism'
- level of fear in community increasing, feeling less safe
- need more officers in Scarborough – on foot and in cars – need strong police presence – deters crime/ criminals
- need more officers involved in communities – people more comfortable speaking to officers they can relate to
- crime prevention and addressing local problems are important – Service must not cut back on Community Response or Crime Prevention officers – need more not fewer
- need new 43 Division
- should do something to stop officers leaving
- training for officers is important – re: how to deal with other cultures, how to deal with mentally ill people
- police need to make better use of technology – e-mail alerts to residents, ability to fill out reports or provide information on-line, to address increasing computer crime, etc.
- police need to work more with public, other agencies to improve response/service delivery and crime prevention

CHIEF'S ADVISORY COUNCIL

- need for officer awareness/training relating to understanding cultural differences – especially important with new immigrants
- important to continue community policing – police involved in/part of community – Service seems to have lost this focus – seems community not being asked to be involved/to help anymore
- need for more communication, especially positive communication, between police and communities
- hate crimes, traffic, break-ins, robberies, language/cultural barriers raised as issues
- need to focus hiring on people with different language skills or encourage officers to take language courses
- Service needs to be more representative of community, needs to recruit more visible minorities – should also try to recruit more visible minorities for Auxiliary Police (good introduction to police)
- Service needs to make more/better use of technology
- need to address apparently huge gap in officer seniority now – have officers with long service and officers with little service, no in between
- disappointed with accessibility of Senior Command

PUBLIC 'TOWN HALL' MEETING (CENTRAL)

- problems identified include aggressive panhandlers, drugs and open drug dealing, guns, public drunkenness, increased violence
- lack of personal safety an issue – people tired of not feeling safe

- need for more officers, especially Community Response/foot patrol officers – highly visible, involved in problem-solving
- visible police presence important contributor to feeling safe
- need to get to know police in neighbourhood – increase comfort level in talking to and reporting things to them
- cultural sensitivity training important for officers
- need increased communication between police and community organisations
- police and community need to work together to address problems, police shouldn't work in isolation

PUBLIC 'TOWN HALL' MEETING (WEST END)

- need better communication with community
- concerns raised about way in which CPLC members are selected
- Service needs to address problems with officers' attitudes
- traffic, especially speeding, a major concern – danger to pedestrians, kids at crosswalks
- concern raised about police investigating public complaints against police
- need for more, and more positive, interaction between officers and kids – police need to show kids more respect, kids will then show officers more respect
- safety a big concern – violence, guns, drugs are issues
- need more police commitment to programs to address problems
- need more officers

COMMUNITY POLICE LIAISON COMMITTEES

- need for more officers – especially foot patrol/Community Response officers – want them back, want numbers increased
- problems identified include increasing violent crime rates, youth, gangs, guns, drugs, traffic/parking violations, theft of/from vehicles, break and enters
- personal safety a major concern for people
- will see increased demands on police as result of increased population/new development
- concern over loss of experienced officers to retirement
- police hiring needs to reflect diversity of community
- need to continually provide information to officers about CPLCs – also need to provide information to CPLC members and public on the wide variety of things police do, how many different areas there are in the Service
- generally good working relationships with divisions – community and police have to work together to tackle problems

PUBLIC AND PRIVATE SECTOR ORGANISATIONS (SECOND GROUP)

- child abuse leads to depression, anxiety, suicide, aggression, impulsiveness, delinquency, substance abuse
- government doesn't understand importance of pre-school development – doesn't do enough to support early childhood development and parenting centres – can help break cycle of abuse
- early intervention makes huge difference in long-term outcomes
- huge demand for policing, especially foot patrol and high visibility policing

- areas where increasing population density in new developments will increase demands on police, but number of officers not increasing – City needs to consider need for more police when approving new developments
- youth gangs, drugs are problems
- community youth centres are important for prevention – kids hanging out at youth centres are involved in programs and are not hanging out/involved in trouble on streets
- lack of government funding threatening services
- seeing increase of street-involved youth using centre – homeless youth getting younger
- children becoming more involved in adult behaviours – gets them into trouble in other areas of their lives
- increasing division between have and have-not people, have and have-not schools
- insisting on parental responsibility for problem children not the answer – many parents don't have skills, abilities, or support to parent well
- need to continue/improve flow of information, collaborative work between police, child welfare agencies, community organisations
- police have an influence with current government that social agencies don't – Service should take leadership role in advocating for early development programs, school programs, social programs – if services not in place, police will deal with the fall-out later when children grow up

EXTERNAL CONSULTATION
CITY OF TORONTO COUNCILLORS
January 8th, 2002

Suzan Hall, Councillor, Etobicoke North

- need for preventative measures is a prime concern
- North Etobicoke has high proportion of youth, over 50% of population are immigrants, and has higher than Ontario average number of low income families
- area had 9 homicides last year – 4 still unsolved – started community task force – meet quarterly – working on crime prevention, etc. – have received federal grants – very positive endeavour – people becoming committed to community
- gangs are recruiting at schools – young children involved
- need preventative measures regarding children – need officers to reach kids in schools before gangs do – can we use retired officers to help in this? – if we don't do prevention, crime will continue and escalate – OPP paying retired officers $25/hr
- need to get into schools – kids can learn respect for officers, get to know them rather than fear or resent them – police interaction with children is key
- Youth Gang Work Group – looking for police co-operation and support in developing protocol
- need kids to be occupied in positive ways
- need to be proactive

Pam McConnell, Councillor, Toronto Centre – Rosedale

- very diverse community
- continuing deepening of poverty, people feeling increasingly desperate and feeling isolated
- polarisation in community and growing friction between those who have and those who don't – need to bring all sides together
- seems people have less and less time to devote to community and children due to economic situation – people have little spare time
- government infrastructure, budget investments in community are reflected in declining services, little prevention, more user fees – little is free any more – looking for grants, extra funding – even food costs more this year – hard decisions must be made
- all this has impact on safety of community and policing
- youth unable to get jobs – support systems and networks not available – stuck in milieu where no-one works – may turn to drugs/dealing to get money – youth turning to drugs, etc. is economically driven
- seeing increasing crime – the "fertile ground" for crime is increasing even more
- hard balance to face – budget, policing, and challenges faced in community – crucial time
- need to be more effective at prevention – use partners/co-operation – use health and community centres – bring together in joint strategies – must be flexible across City, different strategies in each division – no one size fits all
- need to stabilise staff – keep officers in the positions they are in (e.g. CR officers establish themselves with community and it's disruptive when they transfer, move)
- foot patrol very important in my community – positive presence – need officers to know the issues in their community in personal way, respect the people being policed
- want police in our division to reflect our community – since won't happen right away, should try to train officers on particular issues (e.g. other cultures, living in poverty, etc.)
- CPLC spends very little time looking at community problems, addressing concerns – need wider representation on CPLC, need people who actually represent the community – must also work with

other service providers in the community – may want to look at new ways to partner with community (to get around current CPLC problems)

Bas Balkissoon, Councillor, Scarborough – Rouge River

- would like clarification of role and how CPLC members are appointed
- can Councillors get minutes of CPLCs in their areas to learn about issues concerning community?
- CPLCs currently seem run by people with agendas
- ethnic CPLCs – call the ethnic press – these press call Councillors for a reaction and Councillors know nothing about what they're talking about
- police service supports Neighbourhood Watch – but community has complained the information goes only one way – e.g. make a call regarding stranger in neighbourhood but don't get any information back – would ease people's fears if they heard back
- Neighbourhood Watch needs police to be more involved rather than just saying it's a community initiative that police support
- community wonders in some neighbourhoods what community policing means – don't see police walking or driving (except on main roads), don't see them in the neighbourhoods – need to get information out on how patrol work is done on residential streets (that aren't downtown)
- ethnic kids – complain about officers' attitudes when approached (differs between white and ethnic kids) – need to tell people if this happens they can complain – rudeness has to stop – should be mandatory training if an officer gets attitude complaints
- officer attitude is a major complaint in youth meetings – "respect us and we will respect you" – feel they are not getting respect – means no co-operation from youth – need to improve this communication, relationship

Maria Augimeri, Councillor, York Centre

- likes the idea of police now chairing CPLCs – CPLC used to spend much time simply sanctioning all levels of politicians
- would like to see more police assistance in organising community in Neighbourhood Watch
- 31 Division auto-dialler works very well – information also now accessible through e-mail (system called "Community Alert")
- was part of Building Hope Coalition – visible minority coalition that travelled across the City to build community participation – not organised well, came together as ad hoc body – held community meetings – elderly, youth came out to various meetings – very successful – public spoke about their concerns – recommendations were made for all levels of government – group finalising its report
- after an incident (e.g. shooting) happens, people react – want police on each corner – have to make people understand this won't solve gang problems
- when trying to do something in community – really helps to have police on board/involved – gives credibility, respect to projects
- safety audits are a good program – need to follow up with the changes recommended though

Sandra Bussin, Councillor, Beaches – East York

- Neighbourhood Watch works in her areas due to the activity of the person in charge (retired person) – much depends on the individual in charge
- had received notice regarding CPLC meeting – she publicised the meeting date and invited public to participate – got letter back admonishing – CPLCs are public and must be reminded of this
- community issues in the area are mainly related to property crimes
- looking for better partnership with the division – relationship good, but right now is one-way, with Councillor giving police information (has two-way relationship with Fire Department – they call her to let know when anything major happens in the ward) – not getting information needed, even when she calls police – as Councillor feels she needs/has a right to the information involved
- doesn't learn about staff changes – not being kept appraised before changes being made; isn't kept informed for divisional priorities – would like to work closer with police
- PC COPS is a good program – it works and is important part of keeping people aware of what is going on in their community
- many dogs in community – develops into issues – e.g. large unleashed dogs in groups in parks, on beach – also, police not always there when animal control needs them (even if arrange a time and date)
- traffic and parking issues are major concerns as well (especially in the Beaches in summertime) – need support dealing with issues around crowds, parking, noise, etc. during special events

Gloria Lindsay Luby, Councillor, Etobicoke Centre

- consistently pushes for more staff for division
- still dealing with issues regarding CPLC coming from merger of 21and 22 Divisions, especially in 22 Division – need proper rules regarding who can sit on CPLC – need people without agendas – have to be very clear regarding role of CPLC – having an officer as Chair will reinforce view that the police are in charge, that community is there to give assistance
- people want to see police on street, not in cruisers – realises have to do while understaffed and in outer areas, but community want to see police closer
- concerned about the number of break-ins happening
- Neighbourhood Watch not working – people who used to do it, aren't anymore, and younger people are too busy – need to figure out how to re-energise program
- concerned about Hells Angels coming to Toronto
- hard to rationalise prevention when talking about budget dollars – how do you measure that you prevented crimes?
- hard to get sufficient number of officers to replace all the retirements happening

Raymond Cho, Councillor, Scarborough – Rouge River

- police doing excellent job in division
- many issues, though – fewer police seen in some areas, community scared after car jacking, large number of break-ins (which also affects perceptions of safety), speeding along Finch (City tried to slow by narrowing street, but to no effect – only thing that works is seeing police)
- police doing good job, but seeing them too infrequently – could we have Auxiliaries to be visible – sit/drive in cars to prevent speeding, break and enters etc.?
- need to partner more – police, politicians, community together to address community issues
- have to educate young people from early on, to be part of and respect their community

- have 2 constituencies – those in the Ward and in the Korean community, who often call with their concerns, fears – community feels scared, but don't know what to do, don't speak the language well, working in convenience stores, etc. – very vulnerable positions – need to work with this and similar communities
- have to fight terrorism, but doesn't affect our communities as much as things that happen in our own neighbourhoods, in our own City

Sherene Shaw, Councillor, Scarborough – Agincourt *(written submission)*

- proposal for new police division in Scarborough should be kept high on priority list – current ratio of 1 officer to 1400 residents is unacceptable and may be contributing factor to increase in crime
- Service needs to increase number of officers in Crime Prevention and Community Policing units – provide excellent service, but is a real need to improve community response
- increase level of diversity training and continue efforts to increase representation of visible minorities on Service
- assaults to persons and personal property seem to be rising – needs serious attention to ensure neighbourhood safety
- extend the Guns off the Street program – will hopefully increase number of handguns turned in
- need to work to ensure all diverse communities have a voice in policing matters and that they are included in policy decision-making
- address community concerns regarding targeted policing and racial profiling, which affect marginalized and racial community residents

EXTERNAL CONSULTATION
PUBLIC AND PRIVATE SECTOR REPRESENTATIVES
January 22nd, 2002

Dr. Ann Cavoukian, Information & Privacy Commissioner, Ontario

- video surveillance cameras are increasingly being considered as public safety measures, to deter criminal activity
- Ontario position differs from elsewhere in Canada (experience to date also differs to date) – interpretation of legislation – in particular situations, use of cameras not precluded
- Privacy Commission has issued guidelines for municipalities regarding use of video surveillance cameras in public places – have had wonderful co-operation from municipalities
- does not see why police and Privacy Commission can't work co-operatively (this isn't happening elsewhere)
- people object to the potential invasion into private lives, believe that uses of camera will extend beyond law enforcement
- municipality needs to have strong business case for using camera – must demonstrate need and give good reason once decide to go ahead – need written policy(ies) for video surveillance system – how will be used, who is authorised to view, how long will information be retained, security of tapes, secure destruction process, audit and evaluation, etc.
- video surveillance equipment not without costs – expensive – need to evaluate – if it's not meeting goals, should look at dismantling
- need written into policy consequences for staff who may misuse tapes, information gathered
- also have to let people know that the cameras are there, have prominent notice of cameras (e.g. signs posted) – covert activity only arouses public suspicions

Justice Lauren Marshall, Regional Senior Justice

- tremendous usefulness of video – at issue is cost, maintenance – who will be responsible for – video cameras a tremendous deterrent
- Service has done good job with disclosure – quick disclosure speeds whole process along – issues arise that videos often in custody of victims – police might want to look at protocol rather than having to get warrants all the time
- technology good, but also expensive to reproduce videos – may want to look at community donations for video equipment
- video victim statements very useful – catches statement proximate to event and demeanour of victim that may ease (e.g. fear) with time – shows whole picture
- police investigative, court adjudicative – sometimes second guess each other which may be frustrating
- very impressed with quality of Service personnel – officer's diligence, enthusiasm, etc. very noteworthy
- Service should constantly review training, education regarding current issues related to court – e.g. officers need warrants for almost everything now – they really need to be kept up-to-date through training in this area
- aware of shortage of Service personnel – trying to ensure officers' time not wasted at court – e.g. new search warrant protocol being developed to simplify process, make is more organised, accessible, timely, but not a rubber stamp
- also trying to increase number of pre-trials – will decrease time officers need to come to court

- City planning relating to street lighting is very important – even just increasing wattage of lights can be deterrent to criminal activity – need crime prevention and deterrence not just response after the fact
- want speedy, fair, open justice system for all parties
- looking to expand mental health courts
- family courts would be more than happy to deal more with kids
- haven't yet heard much of youth justice committees (New Zealand – 3 members of public, victim, kid, and parents involved) – youth deferred from court attend this – would like to see here
- disclosure being used as sword trying to delay etc. – irresponsible abuse – looking at setting up proactive processes to determine what is fair for disclosure, what is not – crown can appeal some disclosure requests
- maybe Service should look at hiring specialists in computer crime, mental health, etc. – maybe have to recruit for different things rather than for ability to, say, climb a rope, etc.

Walter Freel, Co-ordinating Principal, Student Services, Toronto District School Board

- most significant issue – budget and funding for deferring, preventing, responding to crime – $268 million cut 1998-2001, must cut additional $150 million before end of 2003 – $418 total decrease
- cuts impact on ability to respond to needs of students and schools, including Safe Schools policy
- Safe Schools policy introduced by Board in 1999, revised May 2000 – expect all who use schools to work in partnership to promote safety, respect, academic excellence – zero tolerance approach to antisocial/inappropriate behaviour
- consider many factors in determining consequences – expulsion/suspensions
- have recently started to track trends – to know where to target preliminary insights regarding infractions
- 1st 4 months (Sept.-Dec.) of last school year (2000-2001) – 7,724 suspensions; 1st 4 months of this school year – 9,242 suspensions
- Grade 9s got most suspensions this year and last year, followed by Grade 10s
- suspensions for Junior Kindergarten kids – 16 last year, 28 this year
- slight increase in suspensions to females: last year 21.5% of suspensions were to girls, 22.4% this year
- average length of suspensions: last year – 3 days, followed by 1 day ; this year – 1 day, followed by 3 days
- most suspensions given to 15 year olds, followed by 14 year olds, in both years – 16 year olds were 3rd group last year, 13 year olds this year
- most frequent reasons for suspensions – swearing at teacher, then uttering threat in both years – possession of alcohol or drugs becoming more frequent
- most frequent reasons for mandatory suspensions – fighting, bullying, assault
- last year, most common reasons for expulsion were possessing weapons, using weapons to threaten, physical assault causing bodily harm – this year, last two changed positions
- Wednesday – day for most infractions
- last year, most common time of infraction was noon, followed by after school – this year, has reversed: most common time of infraction was after school, followed by noon
- in both years, classrooms were main location for infractions, then school yard, then school halls
- have supervised learning program – 187 left compulsory education, retrieved 92 through alternative programs; 221 last year, retrieved 121
- principals – doing limited (up to year) expulsions now or can refer to Board for hearing (Board can give unlimited full expulsions)
- have 2 strict discipline schooling programs in City for students who have been fully expelled – now also have program for limited expulsion students

- good relationship with Toronto Police Service officers – Youth Crime Co-ordinator working very well
- believes perception regarding seeing officers/police cars at school has changed: not always negative anymore to see officers at school; but also believes schools now seeing police less frequently due to Service budget cuts
- believes initiatives, programs making tremendous difference, but gets reports – students still feel intimated by gangs – reluctant to report to school administrators or police – need to try to address this
- parents/students have lawyers attending at expulsion hearings – would prefer to just have principal/Board and parents discussing, but becoming more formal, rigid, resulting from more serious issues – parents seem not as willing to discuss or work with schools – not as supportive
- if release conditions for students who have committed serious infractions imposed without consultation, may cause difficulties (e.g. if student enrolled in special program, may be very hard to find suitable other program)
- found significant decrease in recidivism for students involved in programs for suspended students

Paul Bedford, Executive Director & Chief Planner, Urban Planning & Development Services, City of Toronto

- new strategic plan to council in May 2002 – presents very big picture – will guide change and direct future growth in city over next 30 years
- main obstacle is people are in favour of progress, just don't like change
- census – 2.6 million in Toronto – Toronto very much part of GTA (5.2 million) – what we do, impacts on GTA and what they do, impacts on us
- issues faced in planning, also faced by police – e.g. quality of life, economy, schools, public safety, etc. – are at the crossroads in this City
- expect growth of 400,000-900,000 people over next 30 years – huge implications (grew 425,000 over last 30 years)
- GTA predicted to increase 2.5-3 million – growth centre of country – if most growth is in 905 area rather than City – big problems – Plan is a strategy to encourage growth in City
- believe most change will be in downtown core, along main avenues, some in suburban centres – don't see much change in stable neighbourhoods at all – will try to protect them – City has 400 empty acres (brownfields) for potential development
- in short term, will see new development applications, not re-building – again, mostly in central core and straight up Yonge, along Sheppard etc. – applications for 140,000 new dwelling units (though not all will get built) – huge number – have about 125,000 condo units now – expect major growth
- new developments won't be houses – will be townhouses, condos, etc. – initially was mostly empty nesters moving into new developments – is changing, now empty nesters, senior citizens, and families
- seeing fairly substantial growth in certain areas, even without new building – have 1-2 families sharing residences – pressures
- regarding single family houses – have ageing population and people who have had their houses all their life – will see huge turnover as die, move to nursing homes, etc.
- social and economic composite indicators – 4 key groups – children, youth, seniors, recent immigrants – not concentrated in one area – spread all over the City; income map shows high income area along Yonge corridor, in some parts of Etobicoke, Scarborough – income change in Toronto CMA 1980-95 – poor neighbourhoods getting poorer, rich getting richer – polarisation
- huge problem of perception regarding rental properties, but any big city needs huge rental stock – currently have big pressure on rental stock – problems with affordable housing
- need proactive strategies to deal with all these issues

Joanne Capozzi, Assistant Crown Attorney, Ontario Ministry of the Attorney General

- disclosure requirements by Supreme Court of Canada have impacts for crown and police – duty to disclose *all* information in possession relevant to guilt or innocence of accused (i.e. all that is not clearly irrelevant) – responsibilities for police and crown have increased
- out of custody disclosure has to be ready in 6 weeks for 1st appearance in court; in custody has to be ready in 3 weeks (routine cases), after bail hearing
- preparing cases as in past not enough any more – much more onerous
- also get further disclosure requests when defence gets disclosure package, reviews and makes further requests – requests are forwarded to police for action and require further attention
- "further disclosure" means no longer sufficient to just prepare initial disclosure – do need to do follow-up – if not done, defence tries to stay proceedings, delay process – say full disclosure not received – therefore, important to meet the additional demands.
- requests often obstructive – spending tax payers money
- used to fax requests to officers directly but wasn't getting timely information back – after meeting, now fax detective sergeant or officer in charge – getting responses in more timely manner
- also now getting requests for 911 and communications tapes – more problems with meeting these time lines
- need to educate officers more on requirements of preparing a case – they need to understand there will be additional demands and how to deal with them – many times they might be able to anticipate what could be asked and give it at first instance
- if don't get information, will lose cases
- use of more up-to-date technology (e.g. digitised data video or audio tapes) would ease provision of data/information – Integrated Justice project will help

Paul McGrath, Director of Security, Canadian Bankers Association

- 2 areas of concern – fraud and bank robberies
- 2 main areas of fraud cause significant losses – debit/credit card fraud and identity theft fraud – banks continually adapting policies, procedures, systems to deal with frauds effectively – try to facilitate detection, investigation, and provide assistance to police in investigation and prosecution
- fast growing category is debit/credit fraud – world-wide online credit card fraud expected to increased from $1.6 to $15 billion by 2005 – criminals get credit card numbers by illegal skimming, hacking into online merchants' databases, etc. – merchants bear losses when owner denies charges for online purchases
- in 2000, more than 40 million credit cards in circulation in Canada – for 12 months ending June 2001, $184.9 million in losses for credit card fraud
- counterfeiting also significant source of loss
- efforts and co-operation between banks/police, have decreased credit card fraud, can't be complacent
- identity theft – fraud of new millennium – use of individual's personal data without their knowledge, in way that involves fraud or deception, usually for economic gain – impact on victim can be devastating – may require months or years to restore victim's name, credit history, etc.
- identity theft can happen through careless sharing of information, intentional theft of purses/wallets/mail/cars, information gained from Internet, etc.
- huge technical challenges to fighting these crimes – police need improved techniques, technology to deal with computer crime, need personnel with specific technical skills,
- must also be aware, perpetrators may not be local or national individuals
- have excellent working relationship with police – police need additional resources in this area – criminal activities in fraud area are growing, becoming more sophisticated

- bank robberies – most visible crime against banks – very traumatic – employees leave, unwilling to staff certain locations
- organised gangs becoming involved in bank robberies (and retail stores) – gangs work in variety of jurisdictions – need co-operation between police agencies
- money stolen from banks used to finance further criminal activity
- bank robberies have declined in Toronto, but violence has continued – robbers propensity for using guns – decline is cyclical, varies with parole etc. – currently have about 85-90% clearance rate in Toronto due to bank strategies and efforts of police
- recommend increased personnel for Fraud and Hold-Up Squads and divisions, increased funding for technology training/resources, consider technology skills in recruitment criteria
- offer training by banking industry to officers in dealing with bank crime/investigations operations and procedures
- September 11th has changed way banks do business – have to really look at who our customers are

Gail Czukar, General Counsel, Centre for Addiction & Mental Health

- launched a diversity program to improve connections with minority communities – 60% of patients in forensic unit not born in North America – need to be able to treat earlier, prevent admission – health service has to be culturally/language appropriate
- CAMH concentrating on partnerships with other agencies to support people in community – was part of province's Mental Health Implementation Task Force – will make recommendations to Ministry of Health
- recently completed proposal for changes in functional programs, range of services offered – improving access to Centre's programs
- trying various efforts to reduce stigma attached to seeking help
- changes to *Mental Health Act* in December 2000 still being implemented (will be reviewed in 2003) – though police no longer have to see incident being committed, rate of apprehensions by police not increasing (numbers are) – changed criteria have not resulted in more apprehensions
- Community Treatment Orders – about 80 in province – not being over-used (about 20 in Toronto) – expect to see increase as doctors became more familiar with Orders – don't expect to see many repeated treatment orders
- hole in legislation – no enforcement regarding staying on medications in community
- increase in mental health courts – raised concerns that could see increase in demand for forensic beds
- would like to see more diversion – people brought to hospital rather than involved in criminal justice system
- regarding disclosure of clinical records in facility – Section 35.9 of *Act* – duty balanced between alerting police about potential danger and keeping health records confidential – crowns and police often unfamiliar with S.35.9, feel hospital staff being obstructionist – before get information have to have private court hearing, regarding necessity/relevance of information determined by judge
- co-operation between police and CAMH is good – working on single liaison at both sites (Clarke, Queen Street) for police to deal with
- understand that wait at hospitals is an issue for police – wait is not so long at CAMH sites as at other hospitals
- need more liaison between police, Crowns, Mental Health, Justice System, Ministries
- willing to provide training to officers regarding mentally ill – to help divisional officers deal with these people

Les Kelman, Director, Transportation Systems Section, Works & Emergency Services, City of Toronto

- much interaction with police – many joint activities, much co-operation – e.g. meetings between police and traffic operations managers, localised (targeted) enforcement, involvement in safety groups, serious collision intersections, Operation Gridlock, Watch Your Speed program, meetings with divisional traffic sergeants, public meetings, special campaigns, etc.
- foundations of traffic safety – 3 E's – engineering, enforcement, education
- 4 issues – reducing number of collisions, incident/emergency response plans, pay duties, delivery of traffic services
- need timely and accurate collision data to reach goal of improving safety – currently have delay in receiving information from police, data when received have transcription errors – get 75% of information from Collision Reporting Centres, 25% reported by police – challenge faced in introducing automation
- more focus on emergency response plans after 9/11 – need to ensure safe investigation/response site and need to return roads to economy as quickly as possible – safety vs. efficiency issues, etc. – need integrated response plans, command post (trying to set up process where officers can come to control site to look at whole picture using traffic cameras)
- regarding pay duties, want effective and cost efficient police presence at construction/maintenance sites, private operations – issues include increasing costs, public safety vs. private interest – potential conflict of interest in that officers paid by private organisations – need to balance public interest – would like to work with police to develop protocol regarding pay duty traffic officers, etc.
- need for focused, dedicated police involvement in traffic safety – issues include centralised vs. divisional traffic services, involvement of volunteer groups (about 30-40 involved in traffic safety across City), focus on core services – challenge to improve communication/co-operation/co-ordination
- in general, want to focus on improving traffic safety for pedestrians, cyclists, passengers, drivers through 3 E's (engineering, enforcement, education), 2 C's (co-ordination, co-operation), and 1 A (automation)

EXTERNAL CONSULTATION
PUBLIC TOWN HALL MEETING – EAST END
January 28th, 2002

1st Speaker

- Neighbourhood Watch Co-ordinator – has full time community services grant – 200 programs in Scarborough, 15,000 households – houses, apartments, condominiums – have many devoted, concerned volunteers
- have enjoyed full support from 41 Division – Crime Prevention and CR officers have been partners in mobilising across Scarborough
- concerned about way Scarborough is changing – don't like – youth crime, street robberies with weapons – fearful for children who may be swarmed or assaulted – low-level gang activity
- concerned about safety and apparent lack of respect for life
- disappointed with number of officers deployed - 1 to 1300 residents, but Scarborough has most youth, seniors, visible minorities, and gun calls – why can't officers be re-deployed from other divisions?
- need more officers and need new 43 Division
- crime prevention is a community responsibility, but have to partner with police, schools, public health, etc.
- don't cut back on CR and CP officers
- has 4 recommendations: increase number of officers in Scarborough, support immediately the need for 43 Division, increase the number of CR/CP officers, and include more training for recruits on developing co-operative partnerships with the public

2nd Speaker

- long term resident
- has confidence in Chief – not pleased with the Police Association leader
- need more officers in Scarborough – on foot, in cars – 1 officer to 1400 people is scary
- Service can't replace all those who leave – can't understand why officers aren't put under contract or why Toronto doesn't ask for reimbursement from Services who take them – or, Province should pay for all training since all Province is benefiting

3rd Speaker

- police officer punched her car with her 4 year old daughter inside – he did not apologise to her – believes didn't do so because she's not white – reported to 42 Division but not heard anything back
- do officers get enough diversity training to work in multicultural society? – do they know who they are working with? – is the community integrated into any training?
- daughter was afraid - bad example, bad experience for her

4th Speaker

- lived 12 years in Scarborough
- 5 weeks ago, 6:40 p.m., she and husband were attacked and robbed by 4 youths just outside municipal building – assaulted, threatened to shoot husband – none of the assailants have been caught

- youth have weapons in Scarborough Town Centre, drug dealing on Borough Dr. in broad daylight, abductions and home invasions, increasingly unsafe and aggressive driving
- scared – wants daughter able to go to public places, school – wants family to feel secure in home
- youth crime, gangs, drug dealing, aggressive driving are very severe problems – current systems failing us – can't let them go off scot-free – must be punished for choosing to break laws
- please stop this local terrorism – make the City safe for citizens and children

5th Speaker

- agrees very much with last speaker
- in Scarborough for 35 years
- crime is affecting property values
- need more police in Scarborough – need strong police presence – without police presence, people know they can get away with things, crime increases
- never see police cruiser around Scarborough
- unsafe to drive Lawrence Ave. – people always running red lights

6th Speaker

- most points covered by previous speakers – but, what are police going to do about guns and youth – guns are everywhere – used over disrespect – need to control guns somehow
- 13, 14, 15 year old kids have guns – how do you stop influx of guns?
- 115-120 gangs estimated in the City – all different sizes, divided along racial and economic lines
- is it lack of political will that is causing problems? – why won't politicians do anything?
- also, kids only getting slap on wrist

7th Speaker

- PR with Scarborough chapter of the Schizophrenic Society of Ontario
- supporter of police
- hospitals are releasing seriously mentally ill people – great problem – don't have too many speaking on behalf of mentally ill people – many people with schizophrenia – but very little government support or research goes into it
- many attempt suicide, large proportion succeed – was behind the Bloor Viaduct net
- with all mentally ill people being put on the street – what training do officers get to deal with them?

8th Speaker

- concerned about prostitution on street, safety of neighbourhood and safety of the women involved
- need increased law enforcement
- any action plan to address this issue? what can citizens do?

9th Speaker

- many older people stay home during the day, use e-mail to communicate with each other – great resource police can use

- if divisions could publicise e-mail addresses, public could fill out 'suspicious activity' reports and submit them
- e-mail can also be used for 2-way communication – could use like auto-dialler to alert community of things to watch out for

10th Speaker *(MPP)*

- community involvement has not caught on yet
- disappointed with turnout tonight
- hearing many complaints – people must write, phone, or stop in and tell politicians that police don't have enough resources
- don't need to deal with overseas terrorism, have terrorists here
- want to be able to go to Province and say that they have had hundreds of calls asking for police resources – not just his voice speaking
- wants next new station that's built to be built in Scarborough – disappointed that haven't yet received the money to build
- willing to take request to Province, especially if people call

11th Speaker

- had reservations about Chief when first started, now almost completely support (99%)
- need for community involvement – crime in neighbourhood
- people speak to those they can relate to – Scarborough is very multicultural, many new immigrants – need police to reflect population served – people will feel comfortable approaching, speaking to them
- have to speak out to politicians when they cut social programs, health programs, education programs – need to advocate to not lose these programs – cause unnecessary pressure on police
- Service has been hiring new, young officers – how do you ensure strong community orientation? – do they walk around, get involved, get to know community? – need this orientation – need to talk to local people, develop relationship from the beginning of their careers

12th Speaker

- regarding shortage of staff – been interested in applying, but expensive to apply and go to Police College – can't afford, any incentive or financing plans?

13th Speaker

- never had too much to do with police – but likes the auto-dialler alert to citizens, likes very much – gets others in the neighbourhood to sign up
- does not like cage going up on Viaduct – is a waste of money, won't stop people trying to commit suicide, they will just go elsewhere
- appreciates, supports what Chief is doing

14th Speaker

- thinks Chief is doing wonderful job – puzzled though by low percentage support of officers

15ᵗʰ Speaker

- lives and works in area – lucky to be alive after assault and armed robbery – since incident, has decided to become involved – contacted division's CPO, Neighbourhood Watch, workplace's health and safety unit, super at condo, etc. – getting everyone involved
- concerned – police can't do work unless paper work received – could police, Bell, banks, etc. all work together instead of doing separate investigations, having to wait for paperwork from each other?
- get community, corporations, organisations working together to make a difference – don't want to be afraid to go out at night, don't want children to be stuck in homes
- believe really need street gang task force
- counterfeiting big issue too – affecting us all – have to do something
- need to focus on what we are going to do in the future – what is our infrastructure – don't wait until too late to try and get all players together to address issue – can't wait for someone else to do things, because maybe they won't
- was so dismayed that division didn't have e-mail – limits access to police, communication
- will be more computer fraud – need police who are familiar with computers or Service will be so behind and not able to investigate
- what is chance of bringing back retired officers to train young officers?

17ᵗʰ Speaker *(Councillor)*

- will be working hard with other area Councillor to ensure that funding available for a 43 Division
- encourages community mobilisation to support new division

18ᵗʰ Speaker *(MPP)*

- appreciates Chief coming out to Scarborough
- has learned a lot tonight – very concerned about some issues has heard
- will try to help ensure police get "fair share" for policing in city – will take case to Solicitor General

19ᵗʰ Speaker

- have a very fine police service
- Scarborough has big population and too few officers, but have a safe community
- have a very diverse community
- asks everyone to join with CPLC, or join CPLC, to work with police, to address problems – have to work together to address perceptions and to address problems in our neighbourhoods – police understaffed, can't do it all alone
- can also help to address how we can share information, especially from people who won't speak to police
- have done some typecasting regarding youth problem, but no one group involved and they are all our children – need to look at youth in general
- number of minor offences laid on youth – wastes court's time – can special vehicle be put in place that doesn't send them to court (i.e. diversion)

20th Speaker

- saw article in last Friday's Mirror about getting guns off street, including firearm amnesty and getting Raptor tickets – all this does is clean out junk guns in gun collectors' inventories – doesn't get rid of illegal guns – isn't it costly for Service?
- if get more money, can put more officers on street and catch more bad guys, but what's the point? – the courts just let them go, don't sentence properly

21st Speaker

- agrees with media – Chief on track, doing a good job
- regarding condo that he represents – had problem with person threatening, posting letters throughout the building – knew it was going to escalate – reported to police, but nothing done
- in long run, had 2 arsons, had meat cleaver left outside senior citizen's door – ETF attended – miscreant finally was caught by divisional police
- 2nd problem – another man had record and liked fire trucks – started setting off fire alarms – notified police – was told was a summary conviction, not worth going after – said it was going to escalate and it did – set car on fire in underground parking lot and damaged many cars
- man returned to condo – can't keep him out and don't know/can't find out about any bail conditions, etc. – need to improve communication so that people can get information important to them
- victims or their representatives need to be contacted – need to know what is going on with the criminals – need to know what restrictions if any the criminals are under
- suggest pilot project – use form similar to non-reportable accident report – can find out how frequent these calls are, how much time they take up, etc.
- used to have PCs answering phones – was better – civilians not trained as police are – minimise issues when they haven't got clue whether crime involved or not – put some constables on phones to do project to see if difference and if cost differential offset by things being stopped initially rather than dealing with later, as with our incident
- perhaps police should liase with Metro Housing security and people living there – say here is how we are going to make things better, rather than all working separately – affects condo sales and prices

22nd Speaker

- lived in Scarborough over 30 years – community has deteriorated
- many problems due to lack of funding – tax cutting has gone far enough – would rather have taxes raised and feel safe

23rd Speaker

- has worked in security
- people don't have respect for neighbours who are well off – homeless people are envious

24th Speaker

- member of Tamil community
- had huge blitz in community last year, regarding gangs

- one question from the community – parents don't know how to deal with gang involvement – it's beyond their knowledge and they don't know the system or where to get help
- last year created response team – worked with 41and 42 Divisions – got parents involved, gave information, but problem still in community – where can people get help?

25th Speaker *(MPP)*

- Chief has support of community in facing challenges – keep up good work

EXTERNAL CONSULTATION
CHIEF'S ADVISORY COUNCIL
February 4th, 2002

Sid Ikeda, Japanese Community

- Japanese have been in Canada a long time – only small group (about 20,000) in Toronto – about 90% of children inter-marry – few immigrants coming in each year
- when Japanese first arrived after/during World War II – told to integrate, so there is no one area where Japanese live – were told to "become Canadian" – tried hard to integrate and are now integrated very much
- in culture, respect is important – don't complain, don't make trouble – worked hard to earn respect, educate sons and daughters – today our children doing well
- have few problems with police
- have strong cultural centre – doing work with other cultural groups to promote multiculturalism – trying to help other Asian groups – all try to work together – also work with police and RCMP – try to open doors in community for police, do community policing with police
- fight against racism – memory of treatment during war, help others in this fight as well – police must be aware – lesson for all to remember mistreatment and not repeat it
- must teach people, encourage people to respect each other
- want to help build a strong, united country
- think community policing is moving in the right direction – involved in community, part of community
- troubles with black community indicative of problem – may be lack of communication, lack of understanding between police and black community - police need to try harder – keep pushing positive things police and community doing to raise awareness
- city seems to have more violent crime problems now than in past – maybe due to media reporting? they concentrate on crime – we need positive communications shared too
- Chief Fantino – hasn't called a meeting of the Advisory Council – makes us think police don't care, don't want community input, doesn't want to communicate with the community

Rosa Chan, Chinese Community

- just completed survey focused on policing and safety issues and held Summit – good return rate on survey – major concerns were hate crime, traffic, language/culture barrier, break-ins, and robberies
- generally felt somewhat unsafe – haven't done full analysis of survey yet – will be good source of information for police – community usually quiet
- at Summit – invited 4 Chinese officers – community feels more comfortable asking them questions
- concerned about hiring process – need more focus on officers with variety of language skills – would have better communication with communities – could Service encourage officers to take language courses in the meantime?
- would like to see police encourage people from more communities to become police officers – police would become more representative of communities – understand though that in some communities people are not interested in becoming police officers
- feel safety in Chinatown is better now – is only impression/perception that Chinatown is unsafe – just like perception of walking downtown at night
- community more complex now – more people coming from Mainland China – more and different languages and dialects now
- also more Chinese in Scarborough now – need more officers out there

- police may have failed to carry recruitment message to right organisations – is arranging meeting with Mandarin organisations
- police officers need training to understand cultural differences
- should send Auxiliaries out to do outreach – people not now aware of what they do
- could also use Auxiliaries to do outreach recruitment for parent Service and keep officers on the road

Joe Tseng, Chinese Community

- Service has to re-set baseline for community policing – not as focused now as was a few years ago – not as much communication, Command not as accessible
- Chinese community is complex – fractured, too many agendas – what counts doesn't get delivered
- community not being asked to be involved anymore, to help with language skills, etc. (e.g. some Chinese Service members need to be encouraged to improve English language skills – community could help)
- regarding recruitment – need to have officers who speak dialects – e.g. have Cantonese, but no Mandarin or Fujianese – Mandarin language more of a priority right now since new immigrants speaking this
- was involved in setting up Chinese telephone hot-line in Scarborough – most callers just need information regarding where to get other help
- Service needs to make more use of technology
- used to have Asian Task Force in division – need it back – if don't look for Asian crime, won't find it (opportunity crime) – and it won't be seen in statistics
- huge gap in officer seniority these days – have long service and short service and no in between – needs to be addressed
- disappointed no Senior Officer came to Summit – no one was there who could make decision or address issues
- Service getting better at PR, getting media attention
- major issues for potential candidates to Service are language skills and life experience – in Chinese culture, background – not generally want to be police
- Service's consultative committees are focused on getting members by recruiting from organisations, but people don't necessarily have time to join all the organisations to eventually get on the consultative committee
- Service has not been focusing on longer term strategies – have been reactive rather than proactive
- domestics are an issue in Chinese community –getting more serious, people are not reporting

Mel Catre, Filipino Community

- good to be asked to provide input – had thought Advisory Council had been pushed aside, declared irrelevant – CAC are motivated to serve community
- 3 key priorities/issues in Filipino community
- first issue is lack of recruitment efforts for visible minorities – very few visible minorities on Service compared to number in population – delivery of police services should reflect community
- communities support police – should create task force of volunteers to identify problems and increase solutions to recruitment problems
- second issue is lack of communication between police and community – no transfer of information from police to community – could have a volunteer group publish newsletter promoting positive initiatives and accomplishments – could be self-funded by fees from advertisers – could be given for free to community, could also be given access by web site, email

- third issue is need for participation by visible minorities in Auxiliaries – would be good start for new immigrants who have had bad experiences with police back home, where police don't have good image – would be good education/information not only for person who joins Auxiliary, but also for their families and friends – may make policing career more palatable, make people more comfortable with police – should target visible minorities for Auxiliary recruitment
- also need to have information more available/accessible regarding what Auxiliaries do
- safety is mostly matter of perception, also perception police doing good job
- Civilian Police College is very good initiative – learn a lot about police service – great education device for leaders in committees – College should be promoted and enhanced – hard to see quantifiable results, but can see enthusiasm of graduates
- should make use of Civilian Police College graduates – call them up, get them involved – have meetings to identify problems and work together to solve
- City is getting new immigrants from new places – need sensitivity to culture (e.g. people won't look police in eye, think it's "rude", but police see it as a sign of lying) – need to adjust training based on who the new immigrants are

EXTERNAL CONSULTATION
PUBLIC TOWN HALL MEETING – CENTRAL
February 19th, 2002

1st Speaker

- from St. Lawrence Neighbourhood Association
- have letters complaining of panhandling at Market, St. James Park, Esplanade – very intrusive, very aggressive, much harassment, dangerous – need police presence to address
- transients also a problem, especially in parks – drugs, alcohol, etc. involved – families can't use parks – need police program to address these problems

2nd Speaker

- from St. Lawrence Market BIA – re-iterates concerns of previous speakers
- drinking a big problem
- police not patrolling parks – much vandalism, drinking parties – need police presence
- also have problems with break and enters, trespassing in condos – level of behaviour declining – again, need increased police presence

3rd Speaker

- from Garden District Residents Association – area of City feels neglected – no police presence – being ignored – want another time, place to meet with Chief
- have had concerns since 1993 – unchanged – asked in 1994 for increased police presence around Sherbourne and Dundas, Sherbourne and Queen – still asking
- dealers do daytime drug deals, non-stop public disturbance, disorder, uncivil behaviour – female residents feel unsafe at night – people hassled by drunks
- lack of real progress regarding reducing street crime
- even tour books tell tourists to stay away, that area unsafe
- businesses moving away from area
- have had armed robbery, home invasion, been assaulted
- antisocial criminal behaviour happens openly during day – this type of behaviour doesn't occur openly when police around – law is not being enforced in our neighbourhood
- consequence of little enforcement is that area is a magnet for those who engage in antisocial behaviour – don't even live in neighbourhood
- just aren't enough officers in 51 and 52 Divisions – officers in cars aren't what's needed – need foot officers, need visible presence on the street – need to be seen enforcing the law
- want return of CR patrols – have been savaged – want bicycle and foot patrols – want visible presence 24 hours a day, 7 days a week
- our officers taken every time there is a special event somewhere else

4th Speaker

- from Chinatown CPLC
- concerned about lack of foot patrols – so important to community – people feel safer, communicate, get to know officers – build relationship – feel comfortable talking to them – foot officers are like ambassadors for Service

- officers in cars are good, but need foot patrol more – can do preventative work
- would also like to see increase officers from different ethnic groups
- cultural sensitivity training very important for officers
- should get increase in budget so can have more officers on street
- all recognise lack of police resources – but there are resources untapped in community – must work together – can do so much when we work together
- Community Response officers work well with community – put more officers back in Community Response

5th Speaker

- concerned about public safety
- need increased communication between police and agencies - open dialogue
- police need to understand needs and barriers facing our clients, even if homeless
- how do people get on CPLCs? – have never heard of them before

6th Speaker

- from Queen Street East BIA
- this session was good idea
- need police help in Queen and Sherbourne area – problems with drugs and related crime
- police need tools/techniques to work effectively/efficiently, e.g. technology – use Internet to share information instantly, update activities in neighbourhoods; need additional fax machines
- need more officers on street – out of car, walking beat makes a difference – don't need helicopters – need more officers
- storefront station would be good to have too

7th Speaker

- from 52 Division CPLC
- women's bathhouse case brought damning judgement, but someone from Service said were doing "business as usual" – is this true?
- why are police enforcing things like this instead of dealing with drugs, etc.?

8th Speaker

- from 51 Division CPLC
- CPLC had task force looking at safety and security – problems won't be solved by police alone – need all levels of government and community working together
- goals – feel safe at home, walk without being harassed, restful sleep without disturbance, not find used needles/condoms/gun shells/etc. – create a safe community
- recommendations to Police Services Board (many other recommendations to other agencies) – increase number of officers for street patrol in 51 Division; have dedicated drug squad for 51 Division; enforce public disorder and traffic offences; increase co-operation between police, community, private security; use PEOs to report crime; and support police budget uncontested

9th Speaker

- from 52 Division CPLC
- not enough officers seen on street – too dangerous even for officers?
- problem is handguns, illegal handguns – unless stop these, crime will continue to escalate
- need mandatory jail sentences for handgun possession

10th Speaker

- from Chinatown Safety Centre
- does liaison with people with language problems – would like to thank police for support in crime prevention and promoting community safety

11th Speaker

- from 51 and 55 Division CPLCs
- need more foot patrol officers in 51 Division – even if not permanent, what about getting them on temporary basis? – helped very much last summer

12th Speaker

- from Yonge Street BIA
- echoes sentiments of previous association representatives
- with regard to specific issues – concern is that on Thursday, Friday, Saturday nights, most 52 Division resources are sent to entertainment district – rest of division left with no visible police presence

13th Speaker

- from 51 Division CPLC – lives in St. Jamestown
- requesting that number of officers in 51 Division be increased – division always playing catch-up - get some officers, but more retire
- used to have large active foot patrol – gone now, not enough officers doing foot patrol anymore
- very diverse, densely populated community – bike and foot patrol in community is so important – police visible, children can talk to them – many people from countries where police not respected, feared – need opportunities to meet/interact with police – once a year at community event is not enough
- increased number of foot and bike officers will increase feelings of safety for everyone
- people who know officers will feel more comfortable talking to them, reporting things
- seems to be a lack of respect for 51 Division – must change

14th Speaker

- from 51 CPLC
- supports all has heard previously

- problems have been going on long time – haven't changed – need to think of new, innovative ways to address these problems
- Police Service so large, administratively, that by time something gets started, situation it was to address has changed
- need to have different strategies in different communities – all are different, have different problems, different environments – different things will work
- technology has changed things
- community needs increased partnership with police – police now working in isolation – has to stop, need to build bridges again – only possible way for things to work is to work together – Police Service right now is like community baby-sitter
- need small public think-tank to help police – need to step outside box to address problems
- programs start off good – but need to continually change and be updated
- police do wonderful job but need leadership

15th Speaker

- with success of police programs in one area, problems just move to another
- disappointed with lack of Chief and Senior Command at this meeting – shows the importance they put on our comments
- need to use Auxiliaries better
- why does Regent Park have to have paid duty officers to protect them – terrible
- sick and tired of being unsafe, harassed

16th Speaker

- how much was done to advertise these sessions?

17th Speaker

- from CPLC 52 Division – CPLC feels listened to – police and community making progress together
- just a matter of finding ways to deal with problems
- intimidation by police is a problem in community – law abiding citizens, being harassed by police
- people also feel intimidated reporting crimes – made to feel like they are taking up officer's time, like their concerns are minor

18th Speaker

- what initiatives is Service taking to increase hiring?

EXTERNAL CONSULTATION
PUBLIC TOWN HALL MEETING – WEST END
February 25th, 2002

1st Speaker

- from community ratepayers Association
- disappointed Chief not present
- scandalous that area residents were not informed about the increased number of break and enters in the division – with failure to inform, residents ill-prepared to cope – what is wrong with auto-dialler?
- since merger of 21 and 22 Divisions, division's focus has changed to "police state mentality" – CPLC direction from Superintendent – no one allowed to come forward as individual, must be representative of ratepayers group and speak on their behalf
- all individual community volunteers of CPLC were fired – Superintendent recruited new people behind closed doors – why has division not abided by its own policies, regarding CPLC – not getting community involvement
- division has failed to respond to complaints of ratepayers associations – questions not being answered

2nd Speaker

- former member of CPLC, ex-member of ratepayers association – disturbed with way CPLC was disbanded – police should listen to what residents have to say
- had 2 well-running CPLCs in 21 and 22 Divisions – should have just amalgamated them too
- consultation not well publicised – ratepayers association heads not invited
- CPLC mandates and guidelines talk about inclusiveness – instead, new process is exclusionary, not representative – told only representatives of ratepayers can speak – must find representative if want concerns heard – bad – individuals must feel free to come to police and to participate
- CPLC run by public, not police – shouldn't be limited to people who pass background check – may be Service policy in future, but is not right now – policy of background checks will exclude people who are wary of police, who come from places where police are not trusted

3rd Speaker

- lived in Etobicoke for 52 years
- very upset, angry – never had anything to do with police for an offence, have tried to be supportive
- stopped 3 weeks ago on East Mall – accused of failing to stop for school bus – officer from 22 Division very arrogant and rude – officer, when stopping us, disregarded traffic laws himself, did not act in safe manner
- Senior Officer's need to do something about this type of thing

4th Speaker

- crossing guard – Lakeshore is like a racetrack in Mimico area – cars don't stop at all – someday one of the kids or guards is going to get hit – have complained many times – no one has listened
- crosswalk flashing lights should not be yellow – hard to see in sunlight – could be used as excuse for not stopping, has been accident there
- need radar set up – something has to be done before someone gets killed

- maybe too big a gap between lights – lights instead of a crosswalk may solve the problem – need people who actually live/work there to be consulted in setting out stop lights
- also, every day around 8:45–9:00 a.m., man comes to apartment across road pick up woman and child – no seatbelt on child, no car seat – have told 3 officers – 2 said they would come see at different times, but never came – 3rd officer (Sgt.) said it was busy time for Service, couldn't send people

5th Speaker

- past chair of Toronto Pedestrian Committee
- Committee has talked about the too far distance between lights with City people – was told placement based on pedestrian count – trying to get traffic engineers to deal with issue
- has copies of Scan – section on Traffic too short, just statistics – other sections provide more in-depth analysis (e.g. what about national collision statistics – have national statistics in other areas – and national trends – where does city fit)
- would be interesting to see what is HTA and what is Criminal Code – would like statistics by age, at fault statistics (i.e. pedestrian, cyclists, etc. in injuries), etc.
- have higher pedestrian injury rates than victimisation rates for violent crime in City – way pedestrians are viewed needs to be changed – has done analysis of accidents at intersections – cars involved in 95% of accidents

6th Speaker

- incident with officers recently – filed complaint, but complaint going back to division to be investigated – they will be investigating themselves – very concerned about this practice (concerned about any profession investigating selves)
- concerned regarding mid-teenaged children being harassed by officers – in past, officers would talk to kids, talk to parents, work with kids – now being stopped and randomly searched
- police now never get out of cars and just talk to kids, make friends – young officers don't know how to deal with kids – don't respect kids – so kids don't respect officers anymore
- need to spend money training officers to work with kids – get respect of kids and they may want to be police officers
- was an Auxiliary S/Sgt, but so disgusted with way son treated, would be hard-pressed to support or help anymore
- no wonder kids do not respect police officers – bad behaviour by young officers is turning young kids' respect to disrespect
- lot of bad people in community, but lot of good too – same with police
- understand police want community to work with them, but try to give help and get called a liar, get told "not my job" to deal with that, or get no appreciation, no thank you – so why bother?

7th Speaker

- from Etobicoke Humane Society
- what is being done to make streets safe? – north Etobicoke is dangerous – underground garages are being used as shooting galleries – why is this being allowed to go on, why not being cleaned up?
- dangerous when she has to go in to help dogs – even officers are afraid to go into some places without backup
- kids don't have any more respect for police than police have for kids
- 10 years ago didn't have to worry about anything but bad language, now have to worry about guns

8th Speaker

- has seen officers specifically stop their cars to hassle kids walking home from school, searching them
- if want to make streets safer, teach officers how to drive properly and obey traffic laws – they are not driving safely and don't use lights and siren while speeding – what kind of emergency call justifies them driving like maniacs?
- called traffic to complain – got hung up on

9th Speaker

- thanks to Police Service for what they do
- has personal complaint that has put in to station at Islington – was in car with friend driving – person on bike was driving erratically, wove in front of car – when we passed cyclist, he got angry – words were exchanged – he followed us to lights and threw bike in front of car, pounded on car with fist, kicked car causing dent – went to police station – they took photos of car, tried to take fingerprints (no good), got description of cyclist
- later when walking, same cyclist approached me – went home and called police – and happened again – met him while he was riding his bike again – have phoned police station twice – got no response – have even told police area he lives in – still nothing has happened

10th Speaker

- would like to see more resources for drug enforcement in north Etobicoke
- long-time apartment building residents are leaving because of drug dealers moving in
- police not following through with programs, e.g. Underground Watch
- police pass physical when they join – but now many can't run or do what they were hired to do – need to have yearly testing for fitness
- need to move Unit Commanders, senior staff every few years to get new blood in

11th speaker:

- some education for community needed – what is a CPLC?
- with regard to earlier comments about screening of CPLC members – would rather have people with clean backgrounds involved, not crooks
- also need education about traffic behaviour, what causes accidents, how to prevent them

12th Speaker

- from 23 Division CPLC
- when will we get new 23 Division facility – have heard about one coming for some time – need community room in division to have meetings
- Woodbine Racetrack, slot machines – officers responding to calls there when could be responding to other calls in the community
- need more officers
- have really active community – division is not a bad place, trying to work together with police to make it a better place

13th Speaker

- resident of Etobicoke
- many drivers using cell phones while driving – very dangerous – should give them 3 chances, then suspend their licences forever
- also problem – cars don't stop for crossing guards – will cause an accident, may hurt someone
- driving fast is a big problem, people are driving crazy

14th Speaker

- speaking on behalf of neighbours – problem with prostitutes, there all the time – has been long term problem – teenage girls have to walk by and drug deals are openly going on
- what can be done to get rid of them?
- if nothing else, they are loitering – can't you move them along, like you do with kids?

15th Speaker

- volunteer with Service
- thanks to Service and community for opportunity offered
- there are many people in Service's adult volunteer program who are eager and willing to help – feel we could be used in many more ways to help

EXTERNAL CONSULTATION
COMMUNITY POLICE LIAISON COMMITTEES
March 6th, 2002

Donata Calitri-Bellus, 23 Division

- need more officers – car, bike, foot – any way we can get them – need police to be visible
- have an increasing crime rate and an increased, obvious presence of gangs
- people concerned about safety – concerned about being victim of circumstance, being in wrong place, wrong time; concerned about being victim of gang
- graffiti transformation project working well
- guns and drugs are big problems, including in schools – becoming more commonplace
- Woodbine Casino – has taken police from rest of division and from spending time on crime prevention initiatives – City getting revenue – should allocate to Service to get more officers
- have areas of high response – police spend much time responding to calls – need City to spend money on support and infrastructure (like community centres for youth)
- personal safety is big issue for residents – want to feel safe walking on streets, in homes
- have had many unsolved homicides – community more willing now to get involved
- working with officers – going into malls, doing kid prints, etc.
- CPLC pleased with/working well with staff – feel they are contributing
- highly concentrated area – many newcomers to Canada – always changing, culturally diverse, language barriers
- loss of experienced officers to retirement a concern
- proactive and prevention work needed – being reactive not enough

Lorrie Ming-Sun, 32 Division *(written submission, presented by Marg Tweedell, 33 Division)*

- 4 areas of concern identified – residential break and enters, theft of/from autos, traffic violations, seniors issues (e.g. consumer fraud, driver violations)
- break and enters: many 2nd floor entries – being done by opportunists – police visibility needed, need strong Neighbourhood Watch and education of public regarding prevention
- theft of/from autos: continues to be problem due to malls and large commuter parking lots – to educate public, have had 2 displays at mall – thefts from auto have decreased, but thefts of auto have increased
- traffic: volume contributes – have major commuter routes – most problems with red light running and lack of 4-way stopping in neighbourhoods – frustration has decreased somewhat, though, due to subway construction finishing – means less traffic on some neighbourhood streets
- seniors: safety and traffic prevention seminar will be held in early summer
- division population has increased – much residential/condo development – will continue – will result in increased calls for service and impact on police availability – will need more officers to maintain safe environment – if not, communities will deteriorate
- temporary concern – July 2002 – Papal Mass in Downsview – division will need additional resources to deal with, so rest of division not neglected

Marg Tweedell, 33 Division

- police and CPLC have excellent working relationship
- break and enters to homes and businesses will continue to increase

- will continue public education to address theft of/from cars – Auxiliaries and volunteers will drop off leaflets to cars in malls
- expected problems centre mainly around planned developments – will see increase in call for service, policing demands
- increased development means increased traffic as well
- will have 2 new subway stations, plus Fairview Mall will be end stop for subway – may be loitering problems, etc.
- Fairview Mall construction – doubling in size – already has high demand for service – will just increase
- Don Mills shopping centre – plans to change it to Don Mills City Centre complex
- also planned Loblaws shopping complex on Don Mills
- new high rises on Shepherd will add to congestion on Shepherd
- with officers leaving – increased demands on officers remaining
- on behalf of all CPLCs – thank you to all officers for the job they do

Lina Milone, 51 Division

- need more police officers – not enough police on street
- increased gun-related murders, open criminal activity, public misconduct – community feels unsafe – also have offenders being released back to same neighbourhood
- legal system not sufficient deterrent to drug dealing – don't even stop when uniformed police go by
- court changes need to be addressed
- high concentration of services in division for disadvantaged and vulnerable – also have high population density, and high concentration of poorly managed high rises and rooming houses
- laws not being enforced because system can't handle volume, police can't keep up in division – community doesn't call – don't want to waste officers' time – court can't keep up with demands, either
- goal is for people to feel safe at home /in community, not be harassed by prostitutes and drug dealers, have restful night's sleep (no screaming, fighting, gunshots, etc.), to not find used condoms, syringes, gun shells etc. each morning, to create a community people aren't afraid to visit
- recommendations to Police Services Board (many other recommendations to other agencies) – increase number of officers for street patrol in 51 Division; have dedicated drug squad for 51 Division; enforce public disorder and traffic offences; increase co-operation between police, community, private security; use PEOs to report crime; and support police budget uncontested
- federal government must help with some initiatives
- technology much needed at division – would help them work with community more effectively
- miss having foot patrol officers

Clem Edwards, 42 Division

- geographically, one of the largest divisions
- officers doing fantastic job
- one concern – safety for seniors – have large population of youth, too – seniors complain/worry about youth behaviour
- also have problems relating to traffic
- CPLC works closely with officers – have too few officers – try to educate community to police themselves, to help Police Service – will be holding town hall meetings
- CPLC does some night drives with officers to let them know about CPLC, about hot spots in community identified to CPLC

- have very diverse population – need more police and more officers who reflect diversity
- much development happening – will impact on demands on police
- work closely with Chinese community group, Sri Lankan group now too
- auto-dialler for community – translated to Chinese, Tamil – give information about what is happening in community
- trying to educate community – it's everybody's job to take care of their community, not just police

Claire Andrews, 12 Division

- very active CPLC
- developed strategy to address violence in problem area, but found it also applicable to other areas as well, with some tailoring to deal with differences
- problem was increased violence and criminal activity – needed to attack as many ways as possible – both strategy and problem complex – have several groups involved, courts, youth, parents, businesses, ratepayers, etc. – also has enforcement aspect
- have a Watch on Wheels program – seniors watch schools during day, people go out at night – are being eyes and ears of community – report to police if see/hear anything (don't take part themselves)
- whole community effort – realise police cannot do everything alone
- court system has real problems
- City has to stop playing politics with police budget
- division used to have very active bike patrol – not used anymore – seems to fluctuate with who is in charge and how proactive they want to be

Doug Lowry, 14 Division

- very diverse population
- auto-dialler helping out – increasing numbers have signed up – we provide service and translation in other languages
- break and enters, drug problems, and graffiti (though transformations happen quickly) are all issues, but traffic is the major concern
- residentially dense division – much road traffic - heavy and frustrating – more people using the side roads – tried traffic calming, but drivers just moved to streets without it
- moving violations of most concern in residential areas – people are running stop signs and speeding – equally dangerous on main thoroughfares – people don't stop for open streetcar doors or pedestrians – leads to dangerous intersections with much aggressive driving
- real losers are pedestrians – cyclists have started riding on sidewalks when don't want to ride on dangerous roads – hope to be getting some bike lanes to get cyclists back off sidewalks so stop endangering pedestrians
- need increased enforcement of moving violations at target intersections and on side streets
- encourage dialogue with cycling community – focus on them obeying rules of road, their responsibilities, rights of pedestrians
- also need more driver education regarding rights of cyclists
- would like zero tolerance enforcement for dangerous driving habits
- need new division building – is very overcrowded
- much new development/condos – will increase calls, will need more police officers
- officers on foot and bike do great job – would like more of these officers and fewer officers in cars – how flexible is deployment policy?
- need to get younger officers walking the beat – police and community get to know each other

Winnie Wong, 52 Division (Chinatown Committee)

- division has both very rich and very poor people, political centres, shopping areas, entertainment areas
- in division, in general, is concern about lack of officers due to retirement, etc. – main complaints about lack of officers is that when they are needed in particular area, no one is left for rest of division
- drugs, youth, traffic also concerns
- need more foot patrol, especially in Chinatown area
- Chinatown area very diverse – many new immigrants – expect influx of more, especially from Mainland China – used to riding bicycles – don't know rules here – need education
- safety survey done in Chinatown – people concerned about traffic, streets, garbage (garbage on side walks, roads gives area bad appearance and is also dangerous – hard to move) – need police to work with City to deal with – also some concern about drugs, dealing, theft from auto felt to be increasing
- language, cultural problems – encourage more cultural sensitivity training for officers – foot patrol is very good – direct contact – builds up trust
- have Chinatown Safety Centre – community and police partnership
- recommendations – need more officers, especially on foot patrol – Community Response very important and needs to be expanded – they are link between police and community – do the proactive work and prevention that is so important
- people also concerned about gangs in area – have created much fear, including gangs in school – parents afraid for children – police need to deal with gangs
- some complaints from home owners, residents, businesses regarding homeless
- traffic increases in summer and get increase in tourists – also get panhandlers out, squeegee kids, more cyclists
- fear is mostly based on perception – people's perception of Chinatown as dangerous, gang-ridden is not true – people don't come to Chinatown because they are afraid
- need to simplify reporting procedures and front desk officers need to be more sensitive to those who come in to report – wait too long, get ignored – also need cultural sensitivity
- need trust between police and community – will make people feel safe, will report more

Marsha Wallerstein, 52 Division

- increasing number of people who live in division are in condo developments, etc.
- also have very large number who work here and even more who come to "play" (including tourists)
- is a highly political area – have City Hall, Queen's Park, embassies, Police Headquarters, etc.
- foot and bicycle patrols worked best for residents who actually live here – gave police contact with people – made them feel safe – made a big difference
- bike couriers are a big problem in downtown core – no consideration for pedestrians, cars – need to be dealt with, maybe through courier companies (though can't often recognise which company they work for) – maybe bring courier companies on board as safety partners

Elizabeth Postill, 53 Division

- traffic/moving violations, youth crime and victims, seniors victims, break and enters, drugs, theft of/from autos, etc. are all problems, just like in other divisions
- need more officers
- 1-2 committee members participate in divisional crime management meetings (every 6-8 weeks) – involved in problem solving initiatives – nice to have input
- may be good to "trade" officers between divisions/units – e.g. Mounted Unit could take over some regular patrols letting divisional officers focus on specific areas/initiatives
- ongoing problem as Chair is educating people (on CPLC and in community) about how many different areas the Service has, all the different things the police do – need to publicise more – e.g. could maybe create trading cards, each with different unit and information regarding what it does (not necessarily pictures of individual officers) and give to kids each time they talk to an officer – or could create basic booklet regarding Service units/functions, parts of the division that could be handed out, even just to volunteers and CPLC members
- Civilian Police College must be continued – fantastic initiative
- we also need to continue to train officers about what CPLC does, what we can do, who we are, what we would like to do – training sessions make good connections with officers – assures them CPLC not a threat – training needs to be ongoing though (visit all platoons)
- last year was the year of the volunteer – can the Service come up with a way of "rewarding" volunteers? – maybe have a special pin can only get by being a volunteer

Jeff Paulin, 55 Division

- meetings hosted by different CPLC members out in different areas in community – get to know all parts of division
- continually hearing Community Response being downsized, realigned – Community Response is so important
- upper divisional management keeps changing – need some stability
- have number festivals (e.g. Jazz, Greek, East Indian, East Chinatown, etc.) in division – police get taken away from policing rest of division – festivals bring money to City – why can't division get some money back to assist in policing?
- break and enters are top crime in division
- youth crimes and youth gangs are also issues – officers will be spending more time in schools
- have large number of seniors in area – not much crime involving them yet, but expect to increase
- guns may be an issue in parts of the division – one very big gun seizure and we didn't even know there was a problem in that area
- traffic a concern – with dismantling of the Gardiner, traffic and speeds have increased on other streets
- have very active auto-dialler
- during police week will have festival at Ashbridge's Bay – geared toward kids – rolling in town hall meeting at same time
- issue with politicians – have tried to keep them informed, involved – they should be supporting police – some do send representatives to meetings – send them minutes of meetings – important to have politicians on board, on-side – can help make a lot of things happen if they are committed
- Chief's walkabout was extremely favourably received by community

EXTERNAL CONSULTATION
PUBLIC AND PRIVATE SECTOR REPRESENTATIVES (SECOND GROUP)
March 12th, 2002

Dr. Fraser Mustard, The Founder's Network

- factors affecting society – exponential growth in knowledge and technology – increased urbanisation, increased migration – affects quality of population, nature of work and social structures, have more women with young children in labour force, etc.
- Industrial Revolution had major impact – better nutrition for children – better for population – had exponential population growth
- the brain has major effect on learning, behaviour, health (mental and physical) – plasticity in early years – early period of life has very long reach
- recent study found that child abuse results in depression, anxiety, suicide, aggression, impulsiveness, delinquency, substance abuse
- Ontario government not supportive of Early Childhood Development and Parenting Centres, even though such parenting centres have significant effect on literacy, numeracy, readiness/receptivity for learning
- if can get families in difficulty into parenting centres, will help both parents and children
- Canada has large percentage of lower level literacy – harder to communicate with these people (e.g. crime prevention information, etc.) and has implications for recruiting
- early childhood development will be increasingly important over next four years
- huge challenge for police – what do you do with the huge number of family "dispute"/disruption calls received each year? – can refer to services, but will face problem with fewer services available – also, people have to want to be involved
- want to break the cycle – intervening early makes huge difference in long-term outcomes
- police have influence with current government that social agencies don't – should advocate with the government for early development programs or police will be dealing with the children later
- parental responsibility good idea, but these parents are part of cycle – have often been abused, neglected themselves – results in poor parenting – need structured support
- possible to start program using police retirees working with children? – physically and mentally beneficial
- Ministry of Education doesn't understand importance of pre-school development – ties the hands of school boards by cutting budgets

Frances Nunziata, Councillor, City of Toronto

- Weston/Lawrence area – business moving out, small business not surviving – many vacant stores – panhandlers, youth hanging out more – many new immigrants who are difficult to communicate with
- huge demand for policing – more gangs, drugs, prostitution – has increased over last couple of years
- people want to see police more – always hear from people that they want more foot patrols, more community stations – need more presence somehow – big challenge
- need plan that deals with problems, involving police and business people
- youth gang increase really noticeable – street corners, parks – resulted in increased demand on police
- have had much development in York in recent years (e.g. 5000 units built in ward in last 3 years, many high rise buildings) – more people, more demand – but no increase in policing or numbers of police - City doesn't listen/doesn't have any process for ensuring more policing resources when approve new development

- City also doesn't review situations before licensing, etc. (e.g. give liquor licence to new business in strip of liquor licensed businesses that are already causing problems for police)
- no community centres in York – needed

Marlon Merraro, Program Manager, St. Stephen's House

- St. Stephen's "polices" youth in different way – provides structure
- over 6,000 youth visit St. Stephen's each year – about 40 per day
- if kids hang out here, not hanging out on street and are involved in programs – staff become helpers, enablers with police to deal with youth violence – try to minimise trouble kids getting into
- connection between police and community organisations so important – will affect what police have to deal with later
- budget been cut each year – still have to try to decide how to deliver programs, maintain the support, if can at all – not able to reach as many young people
- having to fight to get kids' attention at younger age – competing with TV, movies, malls, getting jobs, etc.
- get crises every day – more and more difficult to work effectively with youth
- seeing increase in street involved youth (don't turn anyone away – sometimes high needs) but 80% of users are in home situation (though not always good) – majority of our work is prevention
- Backdoor program in Calgary – very successful, been adopted in many US cities
- kids want to be involved, just have to find things for them to do
- homeless youth getting younger (12-13 years) – also seeing immigrant kids – doing more family work to get them through crises, kids getting trouble in school – language a huge issue
- not seeing only youth any more – seeing children
- key concern – children becoming more involved in adult behaviour – drinking, smoking marijuana, etc. – gets them into trouble in other areas of their life – school, police
- get "used to" being in trouble – suspended, expelled – trouble not seen as "really bad"
- seeing 13-14 year olds not in school – potential area for trouble – what do they do during the day? – we used to be open only at lunch and after school, now effectively open all day
- schools dealing with their problems by suspending – but no support programs – kids out of school but nothing to do – need schools to be working with us – develop/run programs to help
- also seeing kids just not going to school – don't like, bad experience, etc. – attitude change – just don't care, don't feel like they have to go to school (e.g. "I can only handle a few hours a day") – part of our work is to try to change attitude to recognise importance of schooling
- issues connected, not isolated – problems in school can carry over to or be result of family problems, friend problems, job problems, etc.
- have potential to reach many students by going to schools to talk, but schools often reluctant (depends on principal and attitude toward working with community agencies)
- currently don't have any formal relationship with police – could be used as referral source especially for kids involved in incidents that aren't too serious – keep behaviours from escalating

Susan Hunter, Executive Director, Toronto Child Abuse Centre

- divide between haves and have nots increasing significantly – need much more family support, nutritional support for kids (has major implications)
- also have division between have and have not schools (e.g. access to computers in home compared with those who have to use limited resources at school) – kids drop out of "have not" schools – can't drink water in school, crumbling, dirty, few resources
- many kids living in struggling families now – to maintain shelter, get enough to eat, etc.

- "parental responsibility" not the answer – many parents don't have the skills or ability or support to parent well (extends across all social classes)
- police have much power in society, far more than they use – have influence especially with government – directly related to what have to do now and what will have to deal with later – governments completely ignoring kids – police should advocate for kids
- property tax base not the way to fund a civil society – should have progressive income tax to fund social services
- must see police in spectrum of social service – are currently "criminalising" many who could have been dealt with by other agencies
- train over 5,000 people/year – to identify, intervene, etc. in child abuse – police have been very supportive in this – police are number 1 source of referral to child victim witness program
- have also worked well together in developing/reviewing protocols for/with police
- uncertain about Youth Bureau teams – are they going to be maintained or rolled into CIB? – also have high turnover in Youth Bureau – training implications – need to create designated, long term child abuse expertise along lines of Sex Assault Squad
- need to increase training for those working with child abuse – e.g. should get training in child development to help them choose strategies for dealing with kids that won't exacerbate situation
- need place to interview/video children – traumatic to do in police stations – need to have "child friendly" interview rooms
- now officers are often in suits or uniform – intimidating, especially for kids – casual clothes were better – when two people arrive in suits, all kids know something is up – scary for them
- challenge to maintain flow of information between police and those reporting
- senior police staff need to participate in meaningful way in community Boards – very important – co-ordinate systems involved
- all agencies, including police, must stop using lack of resources as excuse for not doing things – must change how we do what we do and need to continue to work collaboratively
- Service's Child Abuse Co-ordinator needs to have the power to make change, implement things
- have had some challenges with Service infrastructure, but front line officers have been extremely supportive
- whether child abuse is picked up or not is directly proportional to likelihood of young child interacting with someone outside the home and with training of staff at the agency/service they have contact with – fewer social programs available for kids, mean fewer instances of possibly noticing abuse
- would like to be able to provide training regarding identifying child abuse to all frontline officers – officers make the most frequent visits to homes which have potential for abuse – need to be able to identify signs of abuse in these young kids (i.e. under 4 years) – would also like to train wider part of population on cues and clues regarding abuse
- making of Internet pornography has not surfaced in clients – yet – imagine will see an increase (police haven't been very successful yet at identifying the child victims in this type of pornography)
- so important to help kids develop skills and abilities to make then less vulnerable to abuse, particularly sexual abuse

2002 ENVIRONMENTAL SCAN
SERVICE MEMBER CONSULTATIONS - SUMMARY

The Environmental Scan outlines an assessment of the factors expected to influence the Toronto Police Service or the delivery of policing services. Prior to beginning to prepare a complete Scan document, Corporate Planning holds a number of consultations. These consultations are held both internally with Service members, and externally with representatives from a variety of public and private sector agencies, government and government departments, and community services. The consultations are an essential part of the scanning process and have consistently provided valuable information and insights for the Scan document.

The primary objective of each of the meetings is for participants to share their analysis of the changing issues and long range concerns in their particular areas that may affect the nature and extent of future needs for delivery of police services. The intent is to focus on changing environmental and social conditions and anticipate issues that must be addressed in the future delivery of policing services.

Consultations were held as part of the 2002 environmental scanning process. In November and December 2001, eight consultations were held with front-line members from all Command areas, and three consultations were held with unit commanders. The main issues and concerns held in common and raised during these consultations are presented below. Issues raised by unit commanders typically mirrored those raised by front-line members and have not been presented separately. The issues below are not listed in any particular order and many of the issues are inter-related. The presentation of each participant in each consultation has been summarised and these more detailed summaries follow.

POLICING OPERATIONS COMMAND

Internal Issues/Concerns:

- severe lack of officers
- removal and/or downsizing of Community Response means little or no problem-solving or preventative work is being done, resulting in increased work/increased and repeated calls for Primary Response to deal with
- need divisional unit commander autonomy within specified guidelines – 'one size fits all' division is not working
    - need to be able to determine divisional staffing/deployment according to local needs
    - too many Service initiatives/programs, especially from Traffic Services, mandated for all divisions – not all initiatives are relevant to all divisions, need to be able to choose which to implement based on local needs
- Service needs to re-think the way special events are approached/policed – too many officers are being taken away to downtown divisions during summer months – negatively affects services in the divisions they're taken from, especially since they are already short staffed (and summer is peak leave time so are even more short staffed than usual)
- losing experience as well as people with the large numbers of retirements and resignations happening – lack of senior/long service officers in divisions is a major problem – have too many young officers with little experience and few older officers to turn to for guidance
    - also losing older officers from uniform – being 'rewarded' by internal or squad positions, or being promoted
    - often now have young officers with little experience training other young officers

- lack of investigative experience affects quality of investigations being done
- new recruits/young officers being poorly trained – don't know the basics, take much supervision – especially a problem given the lack of senior constables on the street (again, also end up with young poorly trained officers training other young officers)
- increased workload for all officers is resulting in increased stress, increased burnout, increased sick time, increased overtime, and decreased quality of investigations
- centralising Alternate Response has resulted in more work/more calls for 'minor' problems for Primary Response and more walk-ins for front-desk staff
- technology doesn't meet needs – mobile workstations don't offer what was promised, no cell phones in cars yet, eCOPS continually promised but not available yet, etc.
- too much administration/paperwork – M.O. sheets, report requirements for domestics, disclosure requirements, etc.
- need more expression of appreciation by Command Officers

External Issues/Concerns:

- problems with drugs and gangs, including gangs in schools
- violent crime increasing, including violent crime involving youth
- gun calls/gun use increasing
- break and enters increasing
- domestics increasing (implications for workload since associated paperwork so onerous; also miss having the divisional domestic response teams, which were doing good work)
- crimes involving computers increasing

POLICING SUPPORT COMMAND

Detective Support:

- short staffed
- workloads have increased
- both of the above means officers are overworked, stressed – burnout is increasing
- losing experience at a fast rate – through officer retirement, resignation, transfers due to burnout, etc. – affects quality of investigations – even when get new officers to replace, they don't come in with the training, experience of those who've left
- court and preparation for court are extremely time consuming
- need to do more training/education for front-line officers

Operational Support:

- more training is needed – both specialised training for officers in Operational Support units and general training for front-line (and senior) officers
- short staffed
- workload is increasing
- loss of officers due to retirements/resignations is a problem – both for loss of staff and loss of experience – takes time for new officers to get trained, gain experience
- much interagency co-operation, work together well – need to do more though
- technology and equipment issues – budget impacts on ability to acquire needed equipment, technology

CORPORATE SUPPORT COMMAND

- many support units reviewing/revising the way their services are provided
- technological support is important and very necessary, but not always there
    - data quality issues
    - data accessibility/provision of data issues
    - information access policies extremely rigid
    - need to make better use of technology that we do have available
- workloads and demands are increasing
- many units are short staffed
- both of the above means personnel are facing increased stress – burnout will be an issue

INTERNAL CONSULTATION: 22, 23, 31 DIVISIONS
POLICING OPERATIONS COMMAND
November 13th, 2001

Staff Sergeant Quintin Johnstone, 23 Division

- facing problems not unlike problems in other divisions – i.e. gangs and violent crimes
- been a dramatic change in way we do business – increasing complexity, more time consuming – increasing internal and external demands on officer time
- extremely overworked – much administration been downloaded to divisions (e.g. major case management, traffic, etc.) – front-line officers doing triage only
- population in division increased more than in rest of Toronto – police/population ratio gone down
- public expectations of police have changed a lot – if Service budget is cut, need to cut expectations as well – have to stop providing some services
- CR supposed to deal with long-term problems, but have become 'fill-ins' for PR – CR not being used effectively
- training important – staff at College should be on shifts to accommodate front-line people – training is hard for front-line to attend when only available on days, especially with court
- need Procedures available on-line in cars, with search capability
- support units not supporting the front-line
- must streamline and simplify policing – get rid of redundancies
- tools, time, training, opportunities, and encouragement all needed
- with an ageing population, fear and calls for service will both increase
- because officers don't have time to properly complete briefs, etc. – are being perceived in court as incompetent – not fair
- officer anxiety and stress levels have skyrocketed – will see effects in burn-out, substance abuse, alcoholism, family problems, etc. – will also see officers leaving as early as they can
- overstressed and anxious officers are losing confidence in ability to do jobs and losing confidence that are supported by management, courts, politicians, etc.
- police always being held overly-accountable (e.g. in domestics, pursuits) – always the police that are held responsible/blamed, not the people actually doing things
- have areas in the division where can't send PEOs to tag without uniform protection – PEOs stressed, too

Detective John Phelps, 23 Division

- CIB now working like a MASH unit – have to work quickly, not as thoroughly or as completely as would like or could do with more resources, have to prioritise, overloaded with cases – lack of resources is the major problem
- uniform officers could maybe help more, e.g. by doing follow-ups on certain types of occurrences
- officers spend too much time photocopying – being able to transmit documents electronically to court would help with this
- other demands on officer time too – now more reports to be filled out (e.g. ViCLAS), centralised squads (Homicide, Sexual Assault Squad, etc.) take divisional people to work on investigations
- situation will only get worse – now having to use officers who used to work in the schools
- also having to deal with increasing lack of co-operation from the public in investigations
- staffing not going to change, but something has to – Service trying to do too much with too few people

Police Constable Bill Messel, 23 Division

- uniform officers don't have time to do all the things they are required to do – always have a number of calls outstanding
- increased paperwork involved with everything (e.g. Feeney, EDP, contact sheets, domestic violence, etc.) – takes too much time and means there's less time to do job – also seems like much paperwork is duplicated
- requirement for on-duty court takes people off the street when they're needed there – end up with more calls outstanding; end up having to cancel things like minor traffic court so will have officers on the road
- phone-down occurrence process is poor – need phones in cars, right now have to go back to station to call in; at other end of the process, phone not answered quickly downtown – need a direct data entry system
- special events/special projects are always taking front-line people, so do detective squads like Homicide and Sexual Assault (use our PCs when they're doing investigations in the division)
- centralising AR has increased number of calls handled by division
- don't have personnel to do any proactive work
- all above leads to morale problems, burnout, safety issues, and more sick time taken

Police Constable Jerry Habuda, 31 Division

- lack of personnel in CR is big problem
- CR follows the platoons – end up filling in for PR
- when CR had only two shifts instead of being with platoons, had more people available to do things
- basically isn't any CR any more – officers driving cars don't have time to be proactive and since CR doesn't have enough staff, they can't deal with division's long-term problems either – CR works, but need the resources to support it
- PR understaffed – with court, training, leave, sick, etc., suddenly down to bare minimum number of cars available
- have to retain experienced people – new officers need much coaching, but don't have enough people with experience to train them
- keep losing young guys to other police services as well – leave not only to work closer to home, but also to get a better work environment – can get same money and living expenses are less – little prestige attached to being an officer in Toronto any more
- have to change Service policies to retain our people

- **Detective Randy Scott, 31 Division**

- division has very multicultural population but have few interpreters available to us – slows everything down – investigation is harder than should be, evidence is lost, duty counsel often can't speak the language either, defence raises lack of understanding issues
- when do get people who speak the languages needed, all end up on same platoon – need to distribute language abilities better
- domestic violence investigations have become intensive – more reports to complete, more to do – just can't do all this, don't have the resources – too many requirements
- over 1,900 domestic violence occurrences with no arrests that need investigation – have 3 staff to deal with all these, and two are very young officers – just don't have the time
- need to educate PR officers more on what they need to do at domestics
- need something like the old Domestic Response Teams to deal with domestics – used to work well

- very frustrating environment right now
- uniform officers often call CIB for help when road sergeants get tied up – officers need more training
- on top of everything else, Hells Angels clubhouse has opened – have taken staff from other work to deal with this
- guns also an issue in division
- not only officers – civilians are also being burned-out, stressed by overwork

Staff Sergeant John Skeath, 22 Division

- if can get officers away from being tied to radio calls, can do amazing things (e.g. Project Red Rocket dealt successfully with drug/prostitution/liquor/disorder problems in one area – major drug arrests made) – should be doing more of this kind of thing, but doing less – spend time reacting, fighting fires
- amalgamation of 21 and 22 Divisions raised number of issues – geographically, have large division now; have to maintain a high, visible presence in area of old 21 Division – politicians and public will be watching closely
- actual transition from two divisions to one, went relatively smoothly
- break & enters and stolen vehicles are issues for division
- walk-ins generate about 2,000 occurrences, also have walk-ins that don't generate occurrences – have to call sergeants in from road to deal with them, but then don't have road supervision
- divisional AR used to handle walk-ins effectively – people now waiting much longer at front-desk to have concerns dealt with
- number of walk-ins also burns-out front-desk staff – often don't get lunch – getting frustrated – don't have any PCs that could help behind front-desk, since all needed on the road
- many officers being burned-out, overstressed – major perception is nobody cares
- Chief trying to standardise divisions, but they're all different – AR was working in some divisions, made it easier on PR officers – why should some divisions be punished just because others weren't doing what they should? – even North, East, South, and West ARs would have been better than one central one
- AR officers knew they were performing valuable service in division – now centralised AR poorly perceived, seen as dumping ground
- need more autonomy for unit commanders to deal with community problems in ways that suit our community
- all officers are concerned about going to a four-shift schedule
- lack of accord between Association and Command is a problem
- most hired in recent years have been excellent, but don't have commitment to job now – just giving their hours and nothing more, saying family/life outside job is priority
- platoon sizes are smaller and when lose people to training, sick, court, maternity, etc., is no system to replace them – need to develop something, either part-time pools or central pool of officers (like office overload) who can go where needed

Sergeant Vic Ramesar, 31 Division

- youth gangs in community need to see CR out walking, visible – right now, gangs know we don't have staff to keep up
- officers were just beginning to see that CR can work – too bad can't do it any more – big loss
- lieutime going through the roof – used to have unit-level management controls in place, but now with directives from downtown, can't use them any more

- shortage of SOCOs an issue – need to make the position more palatable – expecting them to keep doing PR work too, is too much of a strain on them – should be doing SOCO work and nothing else
- SOCO is another example of job downloaded to divisions that used to be central, done by a support unit – just like budget, complaints, etc.
- officer safety a major issue – officers being shot at more and more often – respect just not there for officers any more – security around divisions is appalling

INTERNAL CONSULTATION: 12, 13, 53 DIVISIONS
POLICING OPERATIONS COMMAND
November 20th, 2001

Police Constable Jim Fox, 13 Division

- main concern for front-line officers in division is officer experience – many officers haven't had much time on road, haven't been exposed to many situations (e.g. complex investigations, court, etc.)
- officers with little experience have to work together instead of with more experienced officers and are even having to train new officers/recruits
- any officers who do have experience are overloaded with training and assisting with new recruits – impacts on their own performance
- also losing experienced officers to other police services
- lack of investigative experience will affect quality of investigations and delivery of police services for years to come
- other concerns include: HR issues (pay, hiring); deployment (need for more officers on front-line); terrorism training; increased number of terrorism-related calls (e.g. unknown substance); station security; population growth within division; advent of integrated justice system; labour relations and the current relationship between the Association and the Chief; changing work environment (increase in violent crime and gun calls); and increase in volume of traffic (which also affects getting to calls)
- divisional initiatives to address these concerns have included: increasing exposure to various divisional functions (training spots now for 1 year instead of 2); when time permits, PR officers working with squads/other divisional sub-units to get experience/exposure; experienced supervisors attending calls, reviewing paperwork; and Training Sergeant ensuring that training opportunities are used as much as possible

Detective Bruce Cottrell, 12 Division

- main concern in Street Crime unit is lack of officers – high schools demand so much of officers' time (and keep demanding more), don't have time to do anything else – have four officers, but could easily use four more
- need to be able to focus on gang situation – division has about 13 known and active gangs that cause huge disruptions in schools
- also problem with lack of budget for SC – unit placed on straight days and cautioned about overtime
- if reducing youth violence is truly Service priority, need to be given resources to do this
- need a more direct and hands-on supervisor – officers involved in many, diverse investigations and message to youth very important – closer supervisor would ensure better quality control, better direction, and be a link to other units and schools
- two years officers get to spend in SC is not long enough – spend a long time forging relationships with schools, community – just when get competent/experienced, have to leave – also affects gang investigations since just learn gangs and players then have to leave
- same in Youth Bureau – two years is too short – very specialised office/investigations, extensive training, joint investigations – hard on unit because when have to leave, loss of expertise is not replaced, must be completely re-learned and re-trained
- with increasing/increased workload and officer burnout, expect an increase in sick time
- sergeants and staff sergeants now spend time looking at budget print-outs rather than crime print-outs
- problem – have people listed on strength who aren't at division and we won't get back – so we're understaffed more than official numbers say

Staff Sergeant Heinz Kuck, 53 Division

- loss of 8 officers from CR as a result of CORTF has had tremendous impact
- officers always being called upon to help out with special events in other divisions (especially in summer) – no time for own divisional issues – officers don't want to join CR anymore, because just end up policing special events in 52 Division
- have too few people to do any community problem-solving – used to be very effective at this – PR is having to deal with fallout – if had staff to take care of little problems, some big problems would go away
- if there aren't enough CR officers to deal with special events, end up having to take PR cars down
- officers are incurring more overtime
- can't attend some community events that have historically attended – community doesn't understand
- lack of people means CR can't be involved in crime management initiatives
- problems will increase and keep getting worse – especially since hiring isn't matching the numbers leaving
- need to reconsider/reconfigure CORTF percents – need more autonomy to adjust staffing numbers to address community concerns – UCs and crime management teams know their areas best – standard percents across board just don't work
- also need increase in divisional PC strength – need many able-bodied officers in HQ to be re-distributed to front-line
- used to be able to keep lid on licensed establishments and liquor offences – hard to do with lack of staff – now one of biggest problems is assaults in bars – have had to develop crime management initiative to address, which wouldn't have had to do if had staff to keep a lid on things in first place

Staff Sergeant Chris Hobson, 12 Division

- have many young officers in division – over half are 3rd Class or lower and about 60% of officers on road are relatively inexperienced – raises issues related to road supervision, training, and coach officers
- in longer term, will be faced with another issue – i.e. in 3 years, all these young officers are going to want enhanced training, more varied experience – problem will be getting all through various divisional training spots (6 months in each place is too short to really learn anything, but even then will still take too long to get all through)
- division has low real estate values, low literacy rates, large number of immigrants, low employment rate – area is declining – getting increasing street-level drug dealing and prostitution, low-level crime becoming high-level crime, guns being used more even over small drug deals – everything is about image, 'dissing', since image is all some of these people have – requires major police and political intervention
- CR officers always being taken for special events downtown – particularly bad during summer months – Service needs to rethink way we do special events
- related to issue of keeping people – are getting older recruits who have had more varied job experiences and who have lives outside of the organisation – expect more from the organisation – will be frustrated when all can't get into CIB or investigative work – will leave to seek other opportunities

Staff Sergeant Noel Lee, 13 Division

- CR divided into 2 parts to try and cover everything, but still only have 1 supervisor, so 1 team has no supervision – difference in productivity levels is noticeable – need 2 CR supervisors
- UC needs to be able to determine staffing and role of division's CR

- divisional problems are worse in summer, but that's when CR officers all taken by downtown for special events

Staff Sergeant Hal Cunningham, 53 Division

- has been at least a 21% decrease in staff – at peak time in summer, had only 3 or 4 cars on road – and haven't had new people transfer in due to CORTF
- only have 2 road sergeants but with leave, training, court, etc., generally end up with only 1 road sergeant on with staff sergeant
- PR not only have to deal with responding to calls, but also do crime management initiatives, directed patrol, Traffic Services initiatives, watch 'terrorist' areas, do divisional projects, etc.
- also on PR load – now have to do traffic accidents, EDPs take longer at hospitals, requirements for domestics take longer, PR taken for special events, Advanced Patrol Training takes people off road
- result is POTs have decreased, no lunches are taken, overtime has increased – pushing and pulling PR at same time – can't keep doing everything
- increase in overtime dollars also resulted from fact that officers can't ask for time off when so short-staffed (end up taking money instead of time) and from road sergeant policy
- lack of ability to take time off also contributes to decreased morale, especially during summer
- worrying about burnout of officers, especially since nothing will be getting better in short term
- anticipate an increased number of walk-ins to do as result of centralised AR
- should give some kind of recognition on uniform for 10 years unbroken service – show appreciation – little things like this are important

Sergeant Bill Stanley, 12 Division

- domestics are increasing problem in division – changed protocol regarding dealing with domestics is very detailed and takes much time to complete reports now – very demanding on resources – ended up having 2 officers in division dedicated to domestics
- domestics also a major training issue for new recruits – have to make sure understand new protocol
- with lack of staff, usually down about 3 cars – means time-consuming domestics have real impact, especially since officers left are young
- also concerned about increase in domestics from officer safety angle – these can be high risk, dangerous situations
- are generally a poor division – won't be getting any better and is not a situation police can do anything about – streets getting nastier, too
- many people leaving the Service – not happy – out-of-towners going back home

Police Constable Paula Prosavich, 13 Division

- 'bad guys' running unchecked – PR has too much to handle, running from call to call (mainly domestics and neighbour disputes), no time to problem-solve
- further problem, with so many calls waiting response, if do end up arresting drug dealers or dealing with after-hours clubs, are essentially then off road and calls get backed up even further
- officers feel bad even going in for lunches – means others get even busier
- so short-staffed and overworked – officer safety is major concern
- even new officers are leaving – money is an incentive and cost of living in Toronto is high – need to develop incentives to keep people here – need to keep people's loyalty

- if go to 12-hour shifts, with court and overtime could be working 16 to 17 hour days – will have major health impacts
- special events take officers from PR since CR can't handle them alone
- being so busy with calls affects time can give to paperwork, investigations
- pending times to calls may not have changed much, but quality of investigations at calls has gone down – no time

Detective Sergeant Bill Seldon, 53 Division

- main Service problem is need more staff
- with orders to take lunch hours, increase in overtime spending was inevitable
- does having to pay for own training affect new officer loyalty? – i.e. paid for training, feel can take it anywhere they want
- reviews have created a generic station for across City, but each area is different, can't police all same way – PR don't have enough people on road – has reached point it's dangerous and unsafe
- number of retirements the Service is facing was completely forecastable, knew this was going to happen, but Service did nothing to prepare
- crime management is good, but need people to make it work
- domestics have increased 3% over last year – face same issues relative to domestics as other divisions already mentioned
- with removal of domestic assault teams, service public is getting is not as good – team was doing an effective job – now send incidents to CRO and assaults to platoon CIB (but when platoons change, so do detectives – no follow-up, time lag in investigations)
- divisions need autonomy to deploy people as needed – e.g. don't have a gang problem, but have other issues need to deal with

INTERNAL CONSULTATION: 51, 54, 55 DIVISIONS
POLICING OPERATIONS COMMAND
November 21st, 2001

Acting Detective Sergeant Jim Darbyshire, 55 Division

- first major issue is staffing, especially in Youth Services – have gone from 8 to 4 people – can't fulfil protocol and can't always go out with CAS – safety issue for CAS and means they're starting investigations without police
- second issue is equipment – CPLC raised funds to get equipment for joint police/CAS interview room (room child-friendly), but no-one is maintaining the equipment – no funding for maintenance – end up having to bring children to division for interviews using equipment not as good and atmosphere inappropriate, intimidating for interviewing children
- need something like The Gatehouse (in the west-end) established in east-end

Sergeant Paul Cocksedge, 54 Division

- staffing levels are down – understaffed by about 13 officers – won't be offset by the number of new recruits received
- increasing crime rate is affecting calls – number of CIPS cases has increased – impacts on court time, overtime, and officer availability – facing increasing crime and workload during a time of personnel shortage
- case reports have become more complicated and are more reports mandated
- almost half of CR projects/activities are outside division – with staffing down, having trouble serving own neighbourhoods – not only have reduced number of officers involved in community initiatives, but have cut back on number of community initiatives/events attend
- personnel shortages, anticipated to increase with increasing attrition rates, will limit Service's ability to fulfil mandated responsibilities, carry out Service programs and initiatives, and meet community expectations for service delivery
- "one size fits all" deployment staffing model doesn't work – doesn't address community needs – unit commanders need autonomy to deploy staff as required – specialised service delivery is affected when can't staff PR
- staffing model also doesn't take court into account – amount of court time is impacting on officer safety and ability to deliver services
- divisions are not looked at before Service programs are implemented – not effective – not only don't have the resources for them, but are also often not relevant to the division
- vital that Service develops officer retention program – currently only have very senior and very junior officers on platoons – significant work experience gap
- officers facing burnout – too much being asked of them – also so busy on PR that professional development greatly reduced – frustrating, especially for younger officers who feel limited professional opportunities/improvement/advancement
- call-down occurrence process ineffective and inaccessible – sometimes wait as long as an hour – call-takers often don't speak English well, end up with poor reports that can't be used/aren't helpful in further investigations
- sick time has gone up – related to number of retirements, unable to get time off, burnout, ageing officers, etc.

Detective Mike McGivern, 51 Division

- drug trafficking is main problem in division – continues to be one of the primary areas where people go to sell drugs – main reason is presence of large number of drug users
- division has large number of social agencies which feed and care for 'homeless', many of whom are involved with drugs – agencies feed and shelter many people addicted to crack cocaine (primary drug of abuse currently) – traffickers frequent these places to entice them
- community keeps calling for division to do something about drug trafficking and the associated crimes and violence
- speciality units in division have been cut (e.g. foot patrol, plainclothes) – have started uniform unit that often works in old clothes to address street level drugs and prostitution – since September have made 195 arrests
- need for small units of highly motivated people addressing a specific concern can not suffer in order to maintain uniform strength on a platoon – to be effective, group must be dedicated and have no other responsibilities – PR could put out teams, but also have to deal with demands of answering radio calls, be at crime scenes, etc. – PR doesn't have time to problem solve
- unit commanders need autonomy to deploy staff in divisions according to divisional issues and problems
- drug trafficking problems likely to continue – need drug investigation training for young officers and a commitment to deal with the problem

Staff Sergeant Tom Kelly, 51 Division

- platoons are so young and have so few people, that have 3rd class constables with trainees – need officers with experience to deal with this and train 'kids', especially since guns are everywhere
- the few officers who do have experience, end up going to specialised units
- young officers aren't being trained properly and in 8-10 years they will be doing the training – Service will end up with major problems if don't do something now
- since young officers aren't being trained right now, means heavy, intensive work needed by supervisors – burns them out
- had over 100 arrests by end of September for drug trafficking – huge drain on resources, but makes no real difference on the street
- have major street disorder problem – everything's visible, 'bad guys' aren't even trying to be covert anymore – community very concerned, but we don't have resources to deal with
- many of those arrested have previous convictions, with most sentences being about 1 year – makes us look to community like we don't have any control of streets – serious problem in judicial system – need to lobby for changes and do better job of liasing with justice system – people feel unsafe on streets
- penalties for crimes seem to be much lower in Toronto compared with other places in Canada – people feel they are allowed to get away with doing things – youth court even worse than adult court – problem is judges have no accountability – public has to be made aware – one trip to court jades victims – no wonder no one wants to report anything – court places no value place on human life – some officers and victims are giving up
- division's population increasing in new condominiums – safety and disorder on streets will become bigger issue
- unit commanders need autonomy to make special units to deal with specific problems – staffing model is great to give guidelines, as starting point, but need local latitude to address needs – will also have to be accountable, show results to justify why differing from guidelines
- resources do make a difference – get more arrests when have more people out there working on problem

- all the social services in the division attracts traffickers – have ready-made clientele – buyers are all locals – also, clinics are handing out drug paraphernalia – causing more headaches than relief – people come to get their 'kits' and end up staying in division
- politicians need to realise quality policing costs money
- have to put a realistic limit on what we expect police officers to do – have to pick and choose at the divisional level what initiatives will do (will do only ones that address local problems)

Sergeant Greg MacDonald, 55 Division

- have same problems as other divisions mentioned – lack of personnel, people stretched too far, asked to participate in far too many initiatives over and above divisional ones, too many special events – result is management and PCs burning out
- need to have quality in initiatives, not quantity, and need to be able to focus on community problems, not do 'one size fits all' initiatives
- need to redefine role of CR – staffing cut, but still expected to fulfil mandate unchanged
- can't even find people to fill detective positions
- disorder, safety problems in parks, high schools – trying to use crime analyst to monitor, predict – break & enters also a problem
- expect increase in hate crimes, given current climate – will increase training and information available
- have number of different 'terrorist' areas have to monitor 24/7 – general level of service to community suffers
- also expect increase in electronic crime – will need training and proper equipment to deal with
- other problem – lack of people means can't get time off – getting very frustrating

Police Constable Paul Krawczyk, 51 Division

- PR reactive, doesn't have time to solve problems or be proactive
- major problem in division is drugs, as discussed previously – try to maintain high visibility in problem areas and work with Order Management Team
- another problem is dealing with emotionally disturbed people (EDPs) – very time intensive, spend about 3 hours at hospital per EDP call – hospitals just have revolving door
- Mobile Crisis Intervention Team (plainclothes officer and registered nurse) excellent, helps a lot in dealing with EDPs – they can 'form' people right on the spot, freeing up PR officers
- gang activity is another big problem in division – associated with drugs – hard to address this problem at PR level
- spending a lot more time on traffic accidents since Chief's decision to attend every accident – not enough people to deal with them – need to bring back CRCs
- hospital runs from station also eat up PR time – 2 officers have to go – e.g. 4 nights in a row, had to take people on drugs/alcohol who had seizures at station

Police Constable Jason MacGregor, 55 Division

- month to month statistics being generated by CIU mean nothing – going up or down one or two B&Es doesn't mean anything – probably more related to staffing changes than anything else – only long term trends are useful
- have too much to do, expected to take part in too many initiatives – hard to keep track of them all – spend so much time on initiatives, have little time to help out public or other officers

- performance report has changed to only show POTs but these aren't priority for PR officers – need to track arrests, investigative cards, etc.
- need more plainclothes officers to do problem-solving, follow-up, and more in-depth investigations – losing ground without plainclothes – PR officers only have time to work on the street right now – public likes visibility, but don't get background stuff done
- have to get rid of frivolous calls – waste of time to respond
- reports are becoming too numerous and too involved
- MO sheets are completely useless
- everything oriented around budget and situation just getting worse – people are being rushed out, things aren't getting done – because of amount of work, though, can't get time off, so end up getting paid overtime – budget impact
- no appreciation for PR officers internally or from public – affects morale – Command not perceived to be doing anything to help

INTERNAL CONSULTATION: 11, 14, 52 DIVISIONS
POLICING OPERATIONS COMMAND
November 28th, 2001

Staff Sergeant Fred Ellarby, 11 Division

- CR gone – less officer visibility now – affects public's perceptions of police and safety
- present model for deployment is inaccurate, doesn't work – don't have enough people to cover all shifts
- re-deployment was supposed to increase PR ability to answer calls, but instead getting reduction in efficiency – CR used to take care of problems that now result in many and repeated calls – PR can't solve problems by answering radio calls
- problems related to drugs, gangs growing in schools – swarmings, street robberies – don't have enough people to cover schools
- only addressing symptoms now, not actual problems – no prevention
- lack of problem solving also reflected in prostitution problem growing again – need CR
- PR being overwhelmed by workload
- regarding policing of special events and demonstrations – people come down from all over City, so Area Field officers should be to be brought in to help police them (realise Area Field officers may not have much experience dealing with large crowds)
- no one ever speaks up about poor trainees or probationers – maybe if they were told they still had to work with them after training/probation period, would approach things differently

Detective Pauline Gray, 11 Division

- have 2 detectives and 2 detective constables handling all domestics – do daily audit of occurrences – checking 100% compliance
- only 3 divisions have dedicated domestic units now – have problem with consistency in handling, victims are being sent/re-directed all over – system of divisional domestic units was working relatively well but is gone now
- May-Iles didn't fall within TPS definition of domestics (i.e. boyfriend-girlfriend), but division's domestic unit handles anyway
- biggest problem in next 2 years may be complacency around issue of domestic homicides – number has fallen, but if don't continue to do what we were doing, number may increase again
- domestic unit does all processing, paperwork, callbacks, etc. relating to domestics – frees up rest of CIB to devote more time to other investigations
- Service has tried to treat all divisions same, but are not – have different needs, different services required – dynamics completely different
- officers gravitate to the division doing type of policing that suits them
- need flexibility to adjust divisions – need UCs to have autonomy to act within broad guidelines, not have exact specifications to meet
- never get any thanks from Senior Command

Police Constable Michael Butler, 14 Division

- main issue is working conditions/physical environment – division is one of oldest Service buildings – lack work space and storage space, falling apart – keep doing in-house divisional renovation to keep things going
- insufficient parking available – officers park all over residential area – potential safety issue

- insufficient parking also means can't have property truck and court/prisoner transfer vehicles in divisional lot at same time – sometimes have to park and walk back to division – safety issues again
- no work/storage space means some weapons kept in areas relatively easily accessible by public
- poor working conditions have resulted in morale problem, especially since it has been brought to Command attention and ignored
- uniforms can at least work away from division, but civilians and CIB tied to unhealthy station
- squeezing into small available spaces all over building has resulted in CIB supervisors being situated far from those they supervise, means units can't communicate easily or regularly, etc.

Staff Sergeant Lance Naismith, 52 Division

- although have small residential population, have some very strong, diverse communities/ neighbourhoods e.g. Chinatown, The Village, upper-end condominiums, etc. – divisional strategies have to address all
- have very large transient population (people come downtown for work, recreation) – also have to be taken into account, as does difference between daytime and nighttime populations
- have lots of demonstrations and large events that draw people in from whole GTA – some planned, some not – get much help from other divisions in dealing with this (do realise impacts on their service)
- have larger CR than most divisions, but has to focus mostly on special events/demonstrations rather than communities and problem-solving
- after September 11th, got many calls for unknown substances/anthrax (about 10 calls per day) – ended up with backlog on CAD of other calls – also concerns regarding consulates and government buildings in division
- Service too often accepts court decisions without argument (e.g. disclosure requirements – officers off road doing more paperwork) – Service should be advocating change
- morale not good – fight between Association and Chief has impacted
- ageing Police Service – officers taking sick leave for 'mental health' days – many will be retiring and are afraid accumulated sick leave will be bargained away, since will have big cost impact on City – making sure to take sick days
- proposed new divisional boundaries a concern – don't split Yonge Street
- entertainment dynamics have shifted from Yorkville to entertainment district – get lots of people down there – have 'good' bars and 'bad' bars, couple owned by Hells Angels – most problems due to crowds – police visibility helps, but don't have enough people to make a difference – when using officers from other parts of division to help, then those areas don't get covered
- division never has 'quiet' time – impacts on overtime

Sergeant Cheryl King-Marshall, 14 Division

- main problem is lack of senior constables on road – average is about four years service – many senior people have been rewarded with internal positions – good, but takes experience from road where needed
- have coach officers who are only 2nd class – when coach officer is off, have trainees being taught by people with only 2 years on – they don't know what they should be teaching, because they haven't been trained properly either
- young officers just don't know basics – no senior constables around to remind them or tell them what needs to be done
- division trying to restrict movement somewhat to keep what little seniority do have – but can backfire, people become unhappy

- many young officers are afraid of court as well – don't know what to expect – no one senior around to guide them
- over next two years, situation will just get worse with increasing number of retirements
- Service could maybe make transfers mandatory to move/share seniority around – officers will also get variety of experience (if not mandatory, could increase incentives to encourage it – e.g. need certain variety of positions to be considered for squads)
- need new building – move division to somewhere accessible – also need more lockers, new equipment
- big turnover in sergeants – many transfer out (most live outside Toronto – long drive to division, little access or parking available) – problem arises because platoons don't listen to people who aren't staying, are actively trying to leave
- losing officers with 10 or so years experience to other services – need to encourage to stay
- with upcoming retirements will also be losing lot of detectives and investigative experience
- uniform not given any prestige – everyone wants out – if stay in the cars too long, seen in poor light, even if like it and doing a good job, not seen as providing needed experience in field
- need to change recruiting – tell people are hiring constables to answer radio calls not to be detectives – don't promise what can't deliver (e.g. that everyone will be get to be a detective or promoted) or don't need

Police Constable Gino Ciarmoli, 14 Division

- biggest problem in CR is staffing – down to 3 platoons and have only 4 sergeants/supervisors, but number of community events keeps increasing, especially when have to help 52 Division
- public calls in directly to CR – have developed relationships with them – but now have to forward calls to PR for response, but PR doesn't do problem solving
- when had staff, CR used to be good at problem solving – calls and complaints were decreasing
- with only 3 platoons, there are times with no CR coverage – means when get called for community events, sometimes have to use PR officers to help

Detective Constable David Stinson, 52 Division

- property crimes are big issue in division – over 6,500 break & enters in 2000, with only 17% clearance rate
- although violence not used, property crimes touch more people than other types of crime – more likely to have been broken into or know someone who has than to have been or know someone who's been robbed, assaulted, etc.
- don't have to have been a victim of violence to feel unsafe/violated/vulnerable – contributes to level of fear in community
- February 2000-July 2001 – had fully staffed (6 members) Pawn/2nd Hand unit in division – had 69% reduction in theft from auto, from about 120 per week before Feb. 2000 to about 37 per week after
- division has Canada's largest concentration of pawn and 2nd hand businesses – magnet for criminals – large volumes of property laundered through these businesses – billion dollar industry
- new operational plan for Pawn unit implemented to focus on 'fences' – would use limited resources to connect thief to crime, the fence to the properties, and also create opportunities for intelligence gathering – results were: recovered property for victims, reduced number of occurrences, and gathered intelligence related to drugs, murders, armed robberies; was directly involved in several arrests
- check of register sheets from businesses for one week period showed names of 25 wanted people and another 47 on criminal charges

- over next two years, see problems arising with laundering of goods over internet auction sites, expansion organised crime networks, and growing market for 'legitimate' fencing operations
- ageing 'boomer' population will be more susceptible to property related crimes and people regularly possess more valuable property now that is easy to steal (e.g. laptops, electronic organisers, etc.)
- other problems – reduced staffing or non-existent property squad (gone after pilot project), lack of specialised training and tools, generally low clearance rates for property crimes
- public dissatisfaction with police service and clearance rates related to property crimes – will not report, creating even more inaccurate statistics – need accurate as possible statistics to secure necessary police budget

INTERNAL CONSULTATION: 32, 33, 41, 42 DIVISIONS
POLICING OPERATIONS COMMAND
November 29th, 2001

Police Constable Saleem Husain, 42 Division

- main problems in division are prostitution, drug dealing, vandalism/mischief/drinking/ drugs at schools and housing projects, gangs, and transient populations
- to address problems, division is doing john sweeps, increasing prostitution charges, walking through trouble spots, doing CPTED audits, etc.
- working closely with community groups, staff and kids at schools, complex/apartment owners, etc.
- over next two years, expects to see increasing gang problems and increasing violent crime
- need to use CPTED more, target gangs for enforcement, etc., and share information better in division and in Service
- CR getting/going to calls that shouldn't be (e.g. barking dogs) – wastes everyone's time

Police Constable Frank De Lio, 42 Division

- main problem faced is internal working of the organisation – have staffing and deployment issues, morale issues
- officers leaving in large numbers – many going to join other police services – problem not being addressed by Command – knew five years ago that staffing problem was going to come with increased retirements, but nothing done about it
- bad move centralising AR – PR now having to deal with minor things, takes time away from more important things – AR was better at division, using people familiar with division
- officers having to attend more accident calls now without Accident Reporting Centre – with so many new officers on job, end up taking a long time/spending a long time at accident calls
- not enough experience on the street – having to correct mistakes made by young officers that could cause problems for Service – sergeants should be doing correcting/training but are tied up doing administrative work
- have 2 officers doing station duty – need people who know what they are doing, but are also needed on road
- 10-year officers stuck at platoon level because experience is needed there – no room to move anymore – becoming bitter
- moving around in 6-month training spots is good for PR officers – more rounded, different experiences – can also learn what to do in field that can help full-time positions elsewhere (e.g. learn investigative tips that can help CIB detectives)
- need officers taking calls from public, not civilians – could weed out the calls we shouldn't be going to
- shouldn't get rid of phone-down occurrence process – but need phones in cars
- officer safety a concern in division, geographically speaking – too few people to give back up in large area – need more people in division yesterday – Service not addressing front-line staffing needs – take people from special squads

Police Constable Bill Robertson, 41 Division

- very new constable – sees a lot of experience leaving the Service – worrisome
- little experience available to help on street

Detective Sergeant Rick Searl, 41 Division

- younger officers have become jaded about training and staff development – but while understands that young officers want to become detectives, they have to look at corporate perspective – need experienced people to stay where they are, share experience
- Service must hire without giving any promises – hiring people to be front-line officers
- need to revise staff development processes – don't give people training until they're about to be moved
- should only have movement in permanent positions through attrition, voluntary transfer, retirement, etc.

Staff Sergeant Rick Murdoch, 33 Division

- bad when AR left divisions – PR having to take these calls now
- same problem as mentioned in other divisions regarding lack of experienced, senior officers
- much development happening in division, in particular, new subway line and buses – Fairview Mall will be end of subway line – expecting great increase in number of customers there, mall will be expanding – over 200 arrests there last year, will only see increases – with current staffing levels, will have problems dealing with all impacts
- also seeing problems with gangs

Staff Sergeant Mike Leeman, 41 Division

- division's main problems outlined earlier (drugs, prostitution, gangs, vandalism/etc. around schools)
- number of areas within division are very high maintenance – if police not always there, things go downhill again
- need to protect the people we have working, keep them in the division – are always being taken for special events and demonstrations – big drain on personnel – had staff cut as result of 90-day review (lost 1/3 of supervisors) but still have as many requests for assistance outside division
- have to get financing from City for special events and demonstrations or tell them what we can afford and let them work around that or use pay duties
- should get rid of our current IT system – eCops is too little, too late – by the time we get it, it will be obsolete
- officers have too many forms to fill out (especially for domestics and MIs), bogged down with paperwork – need to streamline, to have just one form for all – also get too many surveys from HQ – need to get back on road, spending too much time on paperwork
- frauds will be a major problem in coming years – criminals ageing and it's an easier crime to commit for older 'bad guys' – if caught, just get slap on wrist – we can't investigate them properly anyway

Police Constable Gord Callanan, 32 Division

- main problem is the decrease in staffing
- Service has to find happy medium between needing experience to stay on the road and officers wanting to move
- far too easy to get promoted – not enough PR officers on the front-line, so why are we promoting people away from it? – Service priority is supposed to be PR
- Service has to learn to say 'no' – we end up doing things not related to policing – very frustrating – have to just do what our jobs are

- job not fun anymore – frustrating – also not enough time to do reports anymore
- doing accidents now is too much – why do we need field notes? – dope sheets on CIPS – used to just need to complete memo books – no time to do anything else – accidents also tie up experienced officers
- major issue in lack of available experience
- Command have lost touch – don't know what's going on at front-lines
- need flexibility to do work – tired of 'my way or the highway'
- Service at a crisis point with no light at end of tunnel – only have quick fixes everywhere
- Employment not doing a great job hiring – getting some very poor quality recruits, have some who can't even pass the physical

Sergeant Rob Strain, 33 Division

- subway opening is going to cause problems – need an increase in staff to deal with them
- right now, PR doing 'directed' patrols to certain areas during down time – when subway opens, won't have any more down time
- training issues are huge concern – have 8 people on platoon with under 1 year of service – but if give training time, you lose people off streets during day shift, not counting those off for annual leave, time off, sick, etc. – so often have to cancel training during year and end up with lots needing to complete mandatory training at end of year
- training problems will only increase if don't do something now – e.g. have working ranges across City – why can only train at College?

Police Constable Gary James, 32 Division

- same internal problems as already mentioned
- division also facing subway expansion and probably increased traffic flow – also have terrorist/anthrax calls to deal with and need training and education on this
- officers are leaving in large numbers – Employment must be able to tell who's going to leave, so why hire them in the first place? – draining our staffing and experience levels – will lead to slower response times, officer safety issues, and affect ability to solve crimes
- need to screen calls that come in to Service to screen out calls we shouldn't be doing – management has to say 'no' to attending calls that aren't police related – could refer these calls to appropriate agencies or else charge these agencies for doing their work
- traffic officers spend all of day shifts in court, which means they're not on road – PR have to deal with accidents – traffic officers have overwhelmed court system – some traffic officers' day shift court dates have already been filled for 2002 and courts throwing cases out because officer not available until 2003
- mobile workstations (MWS) aren't mobile and are ergonomically awful/uncomfortable – system also very slow and lot of time wasted waiting for computer to process information – also, officers not authorised to do direct data entry to COPS since servers wouldn't support increase in use
- CIPS not on MWS – officers still have to go to divisions to do reports
- cell phones aren't being provided for call-down process as was promised – have heard call-down process to be closed next year – should be increasing it to meet demands from front-line officers
- lack resources in the station – officers lining up waiting to use computers, telephones
- AR was working well before 90-day review – handled 70-80% of calls for service and left PR free to handle emergencies – AR now fractured, split into platoons, staff and equipment depleted – predict will see increase in calls for PR

- SOCO officers have health concerns, need for protective clothing, suitable work areas and appropriate equipment – many of these issues are being discussed and addressed
- tension between Association and Chief needs to be resolved before improvement in morale seen
- had the same problems 2 years ago, will still have them 2 years from now

Detective Donald Wilson, 32 Division

- for training positions in division, 6 months too short but 2 years too long – officers come in to CIB for 6 months but don't do any case preparation because if they do, then after go back to uniform have to be called back to finish up cases – end up being taken off streets when PR can't afford it
- officers should only be promoted from PR
- Service technology failing miserably – Service needs to make some high tech investment, especially for CIBs – CIPS good, but doesn't 'talk' to anything else – end up having to do multiple entries
- need to be able to produce a morning report that gets information from all available data sources, not just one – need linked systems
- officers spend ½ time doing things they don't have to do – waste of time – e.g. spend ½ of morning going through occurrences to assign, but half of occurrences shouldn't even be there – supervisor problem
- need a high tech crime unit – don't have one, even though know this is a serious problem area – 'bandits' are computerised but we're not

Detective Constable Mark Phair, 42 Division

- the main problems in the division are youth and street gangs and increasing youth violence – have largest number of schools and young people of all divisions
- did 5 month risk management project to address these problems – but had to pull people from PR – strain put on those left
- need to do more of this type of project, but don't have the staff – have increased the Street Crime unit, but again have pulled people from PR to do so
- doesn't seem like divisional population and other external issues taken into account when the deployment formula was developed – formula far too rigid – need to add unit-specific factors to deployment
- domestics are another big issue – big drain on resources – tie up cars and CIB with admin requirements – if not investigated properly or case falls through the cracks have potential liability issues
- now have domestic unit to take care of these occurrences – has taken some of burden off of overburdened CIB – get good quality domestic investigations, maybe even bit better, since is their only focus
- investigating domestics more complex – gone from about 2 hours of officer time to about 4½ hours spent by investigators per call
- expect increasing population and development in division over next couple of years, but this not reflected in staffing plans – actually having a population increase with a staffing decrease
- reaching crisis levels – will see increased officer burnout, decreasing quality of work, increased stress levels – will be quality of life issues for officers – need to move more officers to division immediately
- other services offer incentives, e.g. Halton offers a signing bonus and pays for training at Aylmer – our Service needs some incentives – also need incentives (monetary) to get people to stay

INTERNAL CONSULTATION
CORPORATE SUPPORT COMMAND
December 4th, 2001

Sergeant Nigel Fontaine, Corporate Communications

- will always be facing new demands – need to 'think outside the box' to address them – police culture now is we tend to be crisis managers rather than planners
- facing major changes – communications, technology – global community now – have to change how we work – need to look at things like a corporation not a police agency
- how we communicate internally affects service externally – need completely integrated internal and external communications system
- Service receives a large proportion of non-emergency calls/occurrences – don't handle well – can we use resources in a better way? e.g. have public complete non-emergency occurrences on-line – we should not be doing non-emergency occurrences, public should – we can restrict what they can put in, what they can see/access – they should also be able to follow case progress on-line
- need to look at whole business process to be more effective and efficient – maybe won't save money, but will save time, can possibly re-deploy people
- above should be treated as business issue, not IT project – shouldn't be led by IT department – they're support only, project should not be bound by their requirements, timelines, etc. – we shouldn't have to wait on technical environment first – they fit in after
- need corporate plan, direction regarding the consolidation of technology – barriers put up are unrealistic, self-imposed – IT understaffed, has no direction to do anything, and we keep asking them to take lead on projects
- not a great deal of cost involved in this – Corporate Communications has skills to do
- we use Internet to send out media releases now – means no one misses a release – what else could we be using this type of tool for?

Detective Sergeant John Knaap, Professional Standards

- underwent major corporate change at beginning of 2001 – a formerly stand-alone unit inherited several units to manage – took some time to learn to work together, become unified
- at same time, units still learning/dealing with new complaints process and topic of unsatisfactory work performance – enormous training task
- training remains most significant role/challenge for Professional Standards – previously training was mandate or procedure driven – in new year, whole focus of training will change to ethics – will focus on why members should do something, rather than on getting them after things have happened – will be taking proactive approach
- for ethics training, will be moving away from itemised, detail-oriented training to more generalised training – will also be suggesting changes to procedures to make them less proscriptive/prescriptive and more as guidelines
- continuing efforts to develop single source for conduct issues, i.e. Professional Standards Information System – in business development stage, RFP to close shortly, with product/vendor selection to follow
- primary role of system – risk management, risk analysis – proactive application to identify potential problems with individuals, units, or corporately – remedy situations before become major issues
- will need integrated approach to work properly – re-organisation of Professional Standards will continue – planning to get rid of all separate units – will form one large unit with variety of functions – attempt to streamline processes, remove barriers to communication, information sharing, etc. – will also be all on one floor in HQ

Robert Cunningham, Radio & Electronics

- unit is big stakeholder in new voice communication system – were 'hitting the wall' regarding number of available channels, had some coverage issues; Fire needed to expand their system too – decided to share resources and equipment; were understaffed for installation – some hiring done, rollout now proceeding, though still with difficulties
- concurrently rolling out mobile workstations – inflicted on unit without increase in staff to deal with – much complexity involved, much opportunity for things to go wrong – things getting broken daily
- staff trying hard to keep up, but with new requirements, ongoing support for initiatives difficult
- major concern in unit is training for uniform personnel – seems to be increasing level of operator apathy or ignorance regarding radios in vehicles – only get initial brief lecture at College and nothing else – need re-qualifying training – amazing amount of conjecture/rumour /misinformation
- many of problems in recent voice rollout due to lack of training, information on how to use radios
- their lack of awareness impacts on unit workload – people continually coming to R&E with these kinds of problems, but Communications Support should be doing it – R&E only deals with the actual equipment – training done by Comm. Support seems to be minimal – officers still don't have a clue about how radios really work, only rudimentary understanding – College could do more, too
- radios are powerful tools with many strengths if used properly
- Unit Commander goes to Don Mills site to train supervisors, sergeants on radio use – great demand for training, but definitely not Unit Commander's job – again, should be done by College or Communications
- smart zone rollout proceeding – final system optimisation probably in late April 2002 – will then never be out of communication across Service – illusion of much wider coverage – officers in Etobicoke can talk to officers in Scarborough if need/want to – will need training – officer safety issue, too
- concern regarding limited budget, resources – equipment not good enough but when budget for better, told by IT that can't since they are not end user, told that uniform should budget for, give to R&E
- told by IT that unit is support/not an end user of equipment, but are continually being asked to enhance evidence tapes so they can be transcribed – definitely using equipment
- also have a net outflow of equipment from our unit (units keep asking for equipment for special projects), but we're not allowed to budget for equipment – need to have a pool of equipment for loaning – pool have now was capital budget item in 1992, but is down to minimum level and can't go capital budget route anymore, must go through operating budget – means unit requesting the equipment has to put in the budget request – big time delays
- also, with recent hiring, don't have sufficient radio equipment – need to 'borrow' from some divisions to give to training divisions – generally radios don't go back when trainees leave
- other officer safety concerns – especially relating to undercover officers – need to be able to contact team if in difficulty – 10 years ago, had officer protection kits (small transmitter and suitcase receiver, no taping capability) but climate has changed significantly – OPK equipment getting old and officers are being patted down more often, and more thoroughly – need to use new technologies

Cathy Blair, Corporate Information Services

- unit name changed since last consultation process – was Records, Information, & Security, now Corporate Information Services – have two units: Operations (data input) and Information Access (release of information)
- Information Access divided into Freedom of Information and Records Release – latter is largest revenue generating area in Service (anticipated income more than $2 million this year)

- Records Release deals with public requests for information – challenge is to continue to provide acceptable level of customer service while also responding to requests from neighbouring police services and dealing with often vague provincial and federal legislative changes
- currently does background screening for volunteers and employees for over 1,700 social agencies – at peak times (spring for summer job placements and September start of new school year), staff overwhelmed with screening requests – often only solution is overtime which is costly and staff get tired
- record retention policies also an issue – high public and political profile – takes much time to deal with
- have started to provide clearance letters again (stopped in past due to staffing, process issues) for individuals requiring criminal record check for travel, immigration, work purposes – on average day, 1-2 staff provide over-the-counter service to about 60 people
- used to work from 4th floor, but since September 11th, work from Duty Desk – no equipment to do job – customers have to wait 2-3 days for mailed out letter, instead of 20 minutes and getting letter right away – may get more appropriate ground floor space soon
- anticipating huge increase in workload – Ministry of Education new legislation will require Boards to get background screening for the 70,000-200,000 presently employed teaching assistants, teachers, custodial staff, etc. – discussions still ongoing with MoE, and Sol Gen as to process to use, and MoE still hasn't defined level of background check want done
- with increase in workload coming, have received Command approval to implement process that will allow hiring/removal of temporary staff with each 4,000 increase/decrease in number of screenings required – have also obtained approval to hire temporary workers to cover unforeseen backlogs – only concern is whether Employment unit will be able to provide new hires within acceptable time frame
- Service doesn't fingerprint for non-criminal matters – done by private agencies – but RCMP, who maintain fingerprint database, concerned with quality of prints being submitted for comparison, validity of some requests, authenticity of information – RCMP solution was to request local police services 'accredit' fingerprint agencies to act on their behalf – no GTA police service would do this – don't want to give 'seal of approval' to agency working out of their control – RCMP decided to accredit these agencies themselves but restricted service to immigration, pardons, etc. – agencies do not screen for individuals working with vulnerable groups, only a police service can do this
- will be working with FIS to assess possibilities/opportunities of LiveScan – could be significant asset
- other major function is processing collision reports prepared by divisional traffic officers, quality assurance of these reports, and entry into CARS database – with traffic a Service priority, have experienced large increase in collision reports – initially was problem with completeness, quality of reports, but seems to be improving with new procedures implemented, etc.
- struggling with CARS database, but it won't be worked on/enhanced until development of new application as part of eCOPS
- major stumbling block is timely release of collision information to insurance industry and public – generates about $12 million a year – have addressed somewhat by buying scanner and stand-alone terminals to archive, and are looking at possibility of releasing information via Internet – without greater technical support and safeguards, won't happen – missing out on opportunities to do business better – even giving staff ability to access collision reports from workstations would be bonus

Sergeant A. Dino Doria, Employment Unit

- reaching out to, building bridges with diverse communities – challenge is to continue to reach our objectives – had community appreciation awards night to recognise members of community who have helped with recruiting initiatives targeting diverse communities

- mentoring sessions doing well – purpose is to provide applicants with information on hiring process – between Jan.-Nov. 2001, had almost 2,400 attend – averaging about 180 people/potential applicants per session – will need new venue if get any more attending
- already very busy, but anticipate next year will be much busier if get new spaces requested
- much community interaction as part of recruiting efforts – media, local businesses, trade groups, community centres and organisations, youth groups, youth and adult groups, specific community events, churches/temples/mosques/etc.
- using new and innovative approaches to recruiting – e.g. had trailers telling people that TPS was recruiting before movies in 22 Famous Players theatres on 208 screens, for 5 weeks, across GTA – also recruiting posters in TTC, malls, etc.
- economic downturn helps increase number of recruits we get
- doing much outreach with educational institutions (e.g. at career days, etc.) – college, universities, high schools, etc.
- have included videos on website – innovative – challenge is to keep looking fresh, new
- working toward on-line application/fee payment process – make it easier for applicants
- selection process is fair but not easy – not everyone passes – we're still getting enough applicants to fill every class though
- use 'local focus' interview among other tools, to try and weed out those who may not stay with Service

Sergeant Bev Logan, Traffic Services

- divisions not very aware of their role in relation to traffic – keep passing to TSV non-life-threatening collisions – need to raise awareness
- TSV officers patrol major highways in City, don't patrol in divisions – again, divisional officers don't seem to be aware of this
- profile of traffic has increased over past few years – increasing number of traffic programs is demanding on both divisional and TSV officers
- have lost staff – TSV platoons now smaller – also shortage of qualified breath technicians (only 4) – generally target divisions with high number of impaired driving charges – OPP helps out occasionally and sometimes we help them
- have 24 pending transfers to TSV, but about 10 have no previous traffic experience – would recommend they be able to attend traffic courses before they come to unit
- motorised scooters, new people movers (e.g. IT), etc. – can't be operated on roadway or sidewalk, can't be licenced or insured – can only be operated on private property, even though hear about use in downtown core – public confusion often complicated by stories from American media, talking about laws in US not Canada – these 'vehicles' need to be dealt with specifically in legislation
- also need clarification of certain definitions – e.g. if person in motorised wheelchair is struck, should they be classified as pedestrian or motorised? – Service currently puts them in pedestrian category, but actually are motorised, just not licensed or regulated

Detective Sergeant Steve Izzett, Court Services

- anxiety levels of judges, etc. increased since September 11th – according to legislation Service can determine level of security, but judges, etc. demanding more (e.g. want wanding at some locations now when wasn't provided before, want security at facilities that Service hasn't covered in the past) – very labour intensive and will mean additional costs to Service
- personal safety is big issue for crown attorneys and judges – most want security in the room before they arrive – requires shift changes for Service personnel
- with the Provincial Offences Act transfer – move happening to push out of current court locations to new POA locations – province wants their space back – new POA courts also want same level of security they currently have at provincial locations – looking at cost recovery for the Service
- expect greater pressure on Service to increase number of summons issued – will mean increase for document services – trying to outsource this to City – would reduce administration costs for Service
- new corrections facility to open in Maplehurst for youth and women, east and west ends will have 'super jails', Don Jail to close – will impact on Court and divisional staff – longer drives to transport
- attrition a problem – lose about 100 court officers per year to constable hiring process – have to try to hire those looking to stay in a part-time job – maybe can look at hiring retired police officers
- even though attrition is major problem for Court Services, realise it's beneficial to Service – people get good training, learn about organisation – but if to be a training or 'jumping off' point for Service, that needs to be acknowledged and Courts should be staffed above currently authorised levels

Bill Carter, Parking Enforcement

- Parking overstaffed about half the year, understaffed the other half of the year

- had input into recent changes made to municipal by-laws
- oversee about 1,600 MLEOs (train, authorise, etc.) who are actually employed by private and municipal law enforcement agencies
- agencies, towing/pound services unethically exploited loopholes in previous by-laws – industry was out of control, complaints were rising
- City reviewed MLEO program – revised by-laws to prohibit private tags that looked like TPS tags – also prohibited common-law towing, charging of admin fees – purpose to protect public, fair to all
- MLEOs must now issue TPS tag to allow tow truck to tow under by-law – will increase City revenue, increase court attendance, will need greater store of blank parking tags
- fine amounts have increased – will also increase City revenue
- no common-law towing means towing/storage operators can't accept vehicles without TPS tow card and tag – all towing will be done by MLEOs or TPS employees – will now all be entered on CPIC
- motorists will also receive copy of tow card when pick up vehicles at pound – any damage to vehicle will be listed on card – officers must examine vehicle carefully
- TPS will have to order more blank tow cards – will also be fewer unnecessary stolen vehicle reports (vehicles towed under common-law weren't necessarily entered on CPIC) – should have fewer PCs required to attend disputes at pounds
- PEOs allowed to tow unplated vehicles – expect increased calls for unplated vehicles on private property – relieve PCs from attending (except when stolen)
- Parking Enforcement now conducting new agency manager training re: by-law changes
- Council has requested status report in 2 years or at any time if agencies prove they can't operate within parameters of by-laws and regulations – City Council can recommend MLEO program be scrapped any time within next 2 years – Parking Enforcement would then become responsible for all private property complaints – would have huge impact, would need increase in strength, etc. – trying to ensure current changes working

Police Constable Angus Armstrong, Marine Unit

- Marine unit patrols common border with US – since September 11th, concerns expressed by Americans – want increased border patrol presence
- will need to educate boating public that changes coming related to travelling to US across the lake
- unit now responsible for Island Airport – give advice on security plans, protocols, do pay duties, etc. – many MPs, MPPs, etc. use Island Airport – security issues – working with Airport personnel, Transport Canada, Port Authority, but still being stretched
- has been huge increase in number of boats stopping in Toronto – very popular
- number of boaters 50 years old or more increasing – seeing more medical problems/emergencies on boats – have adjusted training – CPR, basic life support (ambulance level training), have defibrillator and medical kit – 2 paramedics also now assigned to boats on day and afternoon shifts
- $1.5 billion waterfront redevelopment coming – tremendous amount of development that will increase number of commercial users, tourist activity, etc.
- all above means increased workload, but have no increase in staffing
- currently reorganising fleet – getting vehicles that last longer (aluminium), use diesel (more dependable, safer, cheaper to run – though more expensive at outset) – also upgrading dive equipment
- need to get more faster response boats since don't have enough officers to do general patrol
- job is changing and public expectation level rising
- training is a big issue – our divers must have level of training equivalent to commercial divers – 2 officers will be doing underwater bomb course in spring – doing some cost recovery when provide training outside Service
- currently running training for and doing ice rescues – Fire looking at taking this over

- also doing water-related death courses – according to Coroner, drownings now considered homicides until proven accidental – need to educate divisional officers on how to approach water-related deaths
- doing training for commercial crews (cooks, servers, etc.) on big boats (dinner cruises, etc.) – can then assist trained marine crew in case of emergency

Sergeant Chris May, Emergency Task Force

- biological and chemical weapons still a major issue (chemical – almost immediate effect; biological – delayed response, but hard to deal with once released, have to prevent use) – situation basically unchanged until earlier in year and with September 11th – 'anthrax' calls
- Service still flying by seat of pants in dealing with these types of calls – still misconceptions among officers, including senior officers, re: what Haz-Mat will deal with, evacuation (tend to just evacuate, often when probably shouldn't), etc.
- need to educate divisional officers about responding to these calls – have working group now with Communications
- to date, have had about 300 suspicious powder calls since September 11th – have developed interim agreement with Fire – one concern is initial response tends to assume powder is anthrax/treat the calls as if dealing with anthrax when could in fact be different type of threat
- were getting 15 to 25 suspicious powder calls a day at peak – now getting about 2 to 3 a day - have partnered with Forensic Identification Services unit to help address
- have bought new haz-mat equipment – Fire Department will house since requires much specialised maintenance and they have the equipment, experience to do it – will need protocol developed
- need to develop partnership with other emergency services – no one service can deal with these situations alone – need joint response – circumstances will dictate who takes lead at each situation – will need time to work out process, will need much joint training
- need further training for ETF personnel in dealing with biological hazards – only one course at Canadian Police College (CPC) and no training elsewhere in Canada – some training in US, but tend to concentrate on chemical weapons
- CPC deals mainly with providing information on various agents, etc. but nothing on how to deal with dispersal devices, practicalities, etc.
- work closely Public Health and with the Ministry of Health – especially for analysis of biological/suspicious agents – need to find agency to do analysis of chemical agents
- will work with anti-terrorist unit – probably need minimum of 2 officers full-time on this
- some concern with World Youth Day next summer – will have about 1 million Christians coming to City – potential for disruption
- high cost for low probability occurrence, but given what have seen in 2001, is 'when' situation not 'if' – some concern that with distance, passing of time, people will forget, not want to deal with biological/chemical/terrorist issues – at least until next time something happens
- new concerns – if have suspicious package in contaminated area, have to make sure equipment used to examine is not contaminated – also have to consider officers have only about 1 hour of air in protective suits – have to work quickly – also have to learn to deal with conventional weapons threats within scene/site contaminated with biological or chemical agent – will need new procedures
- need more federal support and direction in this area, including funding, training
- right now, every time we attend one of these calls, putting our people at risk

Staff Sergeant James Brown, Communications Services

- human resources is main challenge – keeping personnel to maintain service levels – have authorised much overtime to cover gap

- doing joint training with other services to share costs
- ongoing issue is tape analysis requested by domestic courts – huge impact on workload – can't meet demands since understaffed
- technology issues – new radio system with Fire being rolled out; automatic vehicle location system (AVLS) will be implemented 2002-2003 – will promote officer safety; CAD upgrade to be done in 2002; 9-1-1 upgrade happening this year and next; working with other police services, Bell, CRTC on providing locations of cell phones when call made – first looking to be able to identify cell site, then will look at identifying location of callers
- interested in alternatives to 9-1-1 for non-emergencies – for government agencies looking at 3-1-1 and 2-1-1 for community services – currently assessing impacts, etc.
- have now centralised Alternate Response operations – after only 3 months, divisional unit commanders think it's not working – have to review how divisions are going to deal with walk-ins that divisional AR used to deal with
- would like to have better data/information sharing with other emergency services, perhaps including having them use our AVLS when implemented
- have expanded voice radio network – currently discussing with CSIS, some US agencies, regarding the use of our talk-space, so they can talk to our people when working on joint issues – won't have to rely on phones
- after September 11th, having to deal with new types of calls, e.g. anthrax/suspicious powder calls
- while Communications loses some personnel to PC process, lose more to other agencies such as Fire departments – have to figure out way to keep people

Sergeant John Kelly, Community Police Support Unit

- need to address perception that community policing not a priority anymore – morale issues for those divisions doing community initiatives – community also feels we're no longer doing community policing
- need to communicate to both community and Service members that Command is committed to community-oriented policing and need to re-allocate resources to continue efforts
- losing number of staff from CPSU – have lost 2 to other police services – morale problem within unit – front-line officers don't know what CPSU does
- seems community response/preventative focus gone from divisions – or just don't have resources to continue anymore
- CPSU needs to streamline and provide consistent Service programs, especially relating to youth crime – different divisions doing/offering different things – impacts on/goes through all CPSU areas, not just one part of unit – must co-ordinate
- previously had no support from Command to ensure consistency of programs across Service – will now be developing core curriculum to be delivered
- looking at possibility of using retired officers to deliver school programs
- volunteer resources area – unit audit recognised volunteers not being developed properly, not being valued – not being given meaningful work – has resulted in morale problem
- Adequacy Standards regulation has affected volunteer resources too – can't do some things now that used to do
- will make much use of volunteers during World Youth Day – will depend on volunteer time, support
- lack personnel to do community outreach in the Community Relations section – can't deliver equitably to all – wasn't too bad when divisions were doing/had staff to do, but now that divisions aren't doing, is a void – need staff back in Community Relations
- need to look more closely at special constable program – not doing enough oversight, especially regarding training, supervision, etc. – need special constable liaison officer, gatekeeper and someone to deal with both internal and external complaints with regard to special constables

INTERNAL CONSULTATION: DETECTIVE SUPPORT
POLICING SUPPORT COMMAND
December 13th, 2001

Detective Wendy Leaver, Sexual Assault Squad

- Cold Case squad – tremendous impact on unit – 2 officers – working with Centre for Forensic Science and DNA bank to do extensive reviews of unsolved cases
- unit's mandate changing – no longer only dealing with assaults involving penetration – will be looking at level of risk involved – still dealing with cases where assailant a stranger – will need to do much education for front-line regarding what SAS deals with, what divisions should be dealing with
- have several large projects ongoing related to investigation of sexual exploitation of children – dealing with Internet, child pornography – have Juvenile Task Force
- doing increased training with uniform personnel – since they're generally the first contact victims have with police, that contact sets tone – haven't done enough with divisions in past – going out on divisional training days
- have large number of different cultures in Toronto – many of them have different interpretations of sexual assault – many can't or won't contact police – have done face-to-face outreach with over 100 agencies around the City
- starting a 'train the trainers' program with the South Asian community – will speak to community members on what the laws are, define consent and sexual assault, tell them what happens step by step when police are called – these 'trainers' will then go out and speak to members of their own communities – hope to establish a number of trainers to act as liaisons within each community
- if new outreach efforts are successful – could see an increase in reported numbers of sexual assaults
- have tried to get a Sexual Assault hotline set up – but too expensive, and need easy/quick access to a range of different languages
- SAS looking in to having Internet site translated into different languages
- also doing increased outreach with the Gay/Lesbian community trying to increase reporting from that community – one major obstacle often that victim can't report because hasn't 'come out' – unit looking at different mechanisms could use – get people to report, even if not to police, or to get them to at least call police for referral or other information

Detective Sergeant John Badowski, Forensic Identification Services

- bulk of overtime taken by unit members due to homicide investigations – crisis state – homicides now take much time and resources – anywhere from 1 to 4 officers for about a week – if get a secondary scene for the homicide, have to send new team out to deal with that, leaving the original team with the original site – and have to send FIS officer for each person arrested, so if arrest 3, need to send 3 people to deal with them
- facing serious loss of expertise from unit – many will be leaving, retiring – getting new people in, but they don't have training – need to bring in more new people now while older, more experienced people are still here
- core group of people are beyond the breaking point with workload – can send younger officers to some scenes as long as they have more experienced ones they can call
- not only is work at scenes time consuming, have to spend much time on court and preparation for court
- need a new major crime truck – current truck old, doesn't meet court requirements or occupational health and safety requirements – risk when transporting evidence – not doing properly, continuity issues

- LiveScan will be good – no time to look at fingerprints any more since too busy at scenes – was possibility of people slipping by – immediate scan will help prevent that
- have used retirements with no replacement as budget cutting move, but coming to crisis point – in addition to losing people to retirement, also lose people to promotion after we've invested much time and training – unit loses
- facing major risk management and liability issues

Detective Sergeant Wilf Townley, Hold-Up Squad

- main issues – staffing and increase in workload not reflected in unit budget or premium pay budget
- Squad has two operational units – Financial section dealing with bank robberies (7 officers – has proper staffing level) and Retail Robbery section dealing with all small business robberies, armoured car robberies, and home invasions (13 officers with 1 to retire soon – will be 2 understaffed then)
- trials lasting longer – court preparation with current disclosure requirements further compounds issue
- required to be involved in more and more surveillance and 'interception of communications' cases
- Retail section deals with about 800-900 occurrences, the Financial section with about 150-200 occurrences
- officers requesting transfers to other units for personal reasons – citing excessive workload and on-call system in place to support field units – unit has spent significant amount of time, money training these people to have the necessary skills – unit losing
- snapshot of typical workload for Retail section officer – on call an average of 7 time per year – requires officer to work 6 a.m.-2 a.m. shift for 7 consecutive days and be on call to respond to robberies occurring then – must also continue to attend their court cases – each officer maintains investigative files on average 60 cases per year, with carry-over from year to year, so can have up to 100 cases, many with multiple offenders
- unit commander preparing business case for additional personnel
- crime analyst working with operational detective sergeants on proactive strategy with retail security investigators to look at enhancing security at various stores and 'hard targeting' (video) them to reduce number of robberies
- in next few years, expect staffing will continue to be an issue, expect increasing night deposit robberies, and increasing surveillance/wire tap
- too many officers in units like Employment who should be on front-lines

Detective Court Booth, Detective Services - Drug Squad

- main issue is staffing – demands have increased but number of officers has decreased – went from 180 in drug squads in 1993 to 100 now
- have about 100 clandestine labs in Toronto – require much expertise and equipment to deal with – much demand on 'clan lab' section – organised crime involved – clandestine labs are low risk – high plant yields, huge profit, but little time in jail if caught
- drugs are very transient, cross borders easily – emphasis should be on police services working together – right now, everyone buying same equipment, but it's just sitting there because aren't enough people – also, with all services having too few staff, often can't do investigations properly alone – problem though is because TPS Drug Squad larger than at other services, often end up working out there which means not working in Toronto
- court cases are far more time and labour intensive now
- having court on top of shift work every day is burning people out, have no time off – much stressed

- need to look at what unit does, what can do – creating a huge market for private industry to step in where we can't due to our staffing limitations (e.g. pharmaceutical investigations) – need to increase hiring
- investigation of clandestine labs has officer safety implications – many corrosive and/or flammable substances involved – our officers trained to deal with, with Health Canada, etc. but dangerous for front-line officers who may be first there or involved at scene
- don't have enough officers assigned to major drugs to run projects – taking 'bad guys' to court just ends up being an educational process for them regarding how we work, what we can and can't do
- everything becoming more complex – need experience, need more people
- need more feedback and intelligence from officers in the field – need to provide them training so they recognise situations, know what to look for, etc. – College says they don't have enough people to do this and they ask for Drug Squad people to do training – but then Drug officers aren't doing their drug work
- we also need to get information, updates, feedback to field officers more often – communication shouldn't just be one way
- need to work more with SAS regarding increasing reporting of sexual assault while under influence of some type of drug or even to get reporting of doctored drinks, etc. with drugs when no sexual assault took place (because of friends intervening, etc.)
- need more and quality communication between different areas of Service
- divisions need to complete an operational plan to request help from Drug Squad, since we don't have enough people to do everything for everybody – we can help them prepare the plan
- have a National Drug Strategy – but no action has come from it nor any funding

Staff Inspector Rick Gauthier, Detective Services-Special Investigation Services *(written submission only)*

- as result of organisational reviews, Drugs, Intelligence, and SIS were restructured under 'Detective Services' – have had to address mandates, and transfer of personnel, responsibilities, budget, and equipment – received no new staff, no new funding – current funding (for premium pay, office supplies, training) inadequate
- 2001 budget request for funding to create a 'Gang Unit' was rejected – but gang violence in City has continued, including several gang-related murders and drug trafficking – divisional gang enforcement is limited and not organisationally structured
- below strength by 8 officers – no commitment to correct situation
- unit priorities changed following September 11th – temporarily stopped auto crime investigations and deployed officers, civilian staff to terrorism investigations – officers worked many hours – much overtime pay – Auto Squad now re-opened
- also temporarily closed Property Crime Task Force to redeploy staff to assist with investigation of violent crime – PCTF now re-opened
- 'Organised Crime' sub-unit now known as 'Street Violence Task Force' – focuses on enforcement activities against violent offenders – although many violent offenders are gang members, sub-unit does not target gangs for enforcement
- expect staffing and budget levels to continue to be challenges

INTERNAL CONSULTATION
UNIT COMMANDERS
December 5th, 11th, and 12th, 2001

Superintendent Aidan Maher, 52 Division

- division generally facing same problems as in past
- need to have/build central lock-up facility – court security lose about 20% of their personnel each year – still not providing security at some places – Don Jail closing will increase distance court officers have to drive – current facilities inadequate for flow of people through them – 40% of division's prisoners are already before the courts on other issues – ties up detectives
- have many high security trials happening – courts not really equipped for this
- central lockup could also centralise all bench warrants and warrants in first instance – with proper facility, could have medical personnel on-site – could also have video equipment on-site for video remands – would have decreased work in court dealing with remands, mean fewer delays – could also use 24 hour wagons to bring prisoners from divisions
- need proper facilities to work – arrests will keep increasing and courts will get busier – need to plan/build for the future
- Service has no policy dealing with mass arrests (e.g. 37 people arrested during OCAP demonstrations) – each person arrested done individually – takes much time for all concerned – also problem with availability of bail judges, especially evenings, weekends
- also would be nice for officers to get 649 from Command thanking them for traffic efforts and the fact that fatalities were down
- strictly reactive now – can't problem solve, can't run maintenance projects

Superintendent Don Mantle, 12 Division

- one issue for division is having to supply people downtown for special events – takes all CR officers and sometimes some PR officers – end up with cars down, not able to provide service in own division
- issue across whole Service – lack of senior PCs on street – of about 15 officers on platoon, average service is 5 years – question is, do they have enough job knowledge and skills to provide good service? – means even more important to maintain supervision on road, though this is difficult to do
- youth violence, especially in schools, is major concern – foot and Street Crime officers try to work with schools to address concerns, but don't have enough officers in Street Crime to address school needs while also addressing other needs, e.g. gangs, graffiti, etc.
- violence in schools likely to increase before it decreases
- division lacks PR vehicles – barely have enough to cover – can't keep up with volume of radio calls – need CR to help – impacting on budget (no lunches, overtime increasing)
- regarding deployment of Service personnel – people taken from Field for security work at HQ – why can't take from HQ staff – enough officers in the building

Inspector Brody Smollet, 12 Division

- also issue in 12 Division are continual requests from Traffic Services to do 'initiative of the week' – don't have time to do own initiatives focusing on divisional problems
- would be much more beneficial to be able to pick and choose which TSV initiatives division will do – can pick ones relevant to our issues – have to balance corporate and divisional needs

- high proportion of females at division but little space for female washrooms/locker rooms and have no lockers (were told unit has to budget for own lockers) – if hiring females is a priority, when get these officers, need the associated equipment, etc., requirements to also be addressed

Staff Inspector Tom Browning, Emergency Task Force

- nuclear, biological, chemical (NBC) calls are big worry – especially anthrax calls after September 11th – since then, have received about 280 suspicious powder/anthrax calls – only have 5 personnel trained to deal with this – much overtime
- work closely with Haz-Mat/Fire and Forensic Identification Services
- still don't have proper equipment – but haz-mat suits have been approved (to be held by Fire department for us)
- problem getting good training for both ETF officers and front-line officers – training offered by RCMP is more theoretical, not practical
- main concern regarding training when dealing with these calls – either people aren't sure about what to do or they think they know, but don't really
- much potential for biological threats now – number of agents readily available
- also dealing with calls to ETF going up, but number of officers not
- did about 130 calls this and last year dealing with EDPs – have been doing front-line training regarding this, visiting platoons

Angelo Cristofaro, Finance & Administration

- current state of some of our facilities has occupational health & safety implications – especially our ability to respond in timely manner – keep identifying, but no money to rectify – need long-term commitment from Council for facilities replacement
- cleanliness in some facilities also an issue
- regarding financial management, have new SAP system – requires ongoing training, resources for system maintenance
- looking at maximising cost recovery and possibilities for receiving grants
- long-term issues – facilities replacement, contracting out of caretaking – latter should result in cost benefits and improvement of cleanliness – business case ready – City reluctant to look at, since caretakers are City staff – we already contract the Service from the City
- also coping with increased cutbacks from City and City Legal – inflates our budget – internal City co-operation not happening much anymore – City, departments, ABCs, all charging or looking at charging each other whenever possible
- new time-resource system to replace DECS will be in place next year
- looking at going ahead next year with purchasing cards – would take place of petty cash – more convenient, SAP management report can provide details of expenditures, won't have to keep replenishing petty cash, etc. – meeting with bank people in early January 2002 and looking to formally present to Command

Mike Ellis, Facilities Management

- facilities issues as noted previously
- full construction on the new 51 Division to start early 2002
- not happy with current custodial 'contract' and services, especially rate of absenteeism, since get no replacements – benefits of new contract include that it would be written and there would be an

obligation to provide services (currently run on past practices) – would also be dollar savings – Council doesn't want to deal with, to be the ones who may have to lay people off, etc. – Council also doesn't want to deal with possibility other City departments may then want to contract out for their cleaning services as well (instead of using City 'contract'/staff as currently)

Staff Inspector Sam Fernandes, 53 Division

- same problem as other divisions
- in particular, from May to September can't run CR because officers get called downtown to special events – on top of that, 90-day review cut CR staffing back – can't HQ staff be used for special events?
- goals and objectives same as always, but can't do maintenance strategies since have no staff – 90-day review cut people from CR so now not doing problem-solving – resulted in increased calls for PR
- short-staffed now after 90-day review cuts

Superintendent Jim Parkin, 31 Division

- lack of uniform officers in PR and CR – also lack of job experience among those there – about 41% of officers in cars joined in 2000
- in Detective office, only lost 2 officers, but dealing with very serious crimes – burnout a big concern – also concerned with quality of investigations since are so busy – potential liability issue
- recruitment efforts aren't enough to replace the number leaving – Service needs proper retention policy to keep uniform officers – losing large number to other services – means can't do job properly, can't provide service to our division – have to stop doing some things
- motorcycle clubs and organised crime moving into division – many charges and arrests during project targeting Hell's Angels clubhouse – by year end, will have 2 more biker clubhouses but have no staff to do projects anymore
- divisional security is an issue – parking lot not secure
- internal Service telephone book frustrating – needs to be more straightforward and updated – unit names have changed but not in phone book, and units are listed under strange things when should just be under name
- unit having to budget for SOCO kits, etc. – Service should be paying for these

Inspector John Wallace, 32 Division

- issues same as other divisions
- locker space for females is an issue – building is old, not designed for so many females – issue always comes up in Occupational Health & Safety reviews
- also house district drug squad – don't use divisional lockers as supposed to but they're not directly under our supervision so can't do anything about it
- B&Es are an issue in division – large number of them, especially high-end residential – happening when people are at home so they can get car keys as well – auto theft also an issue
- traffic is big problem, especially with increasing development and population growth
- have problems associated with end-of-line subway stop at Finch – commuters leaving cars in basically unsupervised lot (few cameras, few TTC staff) – much theft from autos – projects deal successfully with problem while running, but just escalates again when project's stopped
- have large number of group homes in division – getting increased number of assaults, arrests
- growing density of area has long-term planning implications

- don't have enough officers for cars – often need to use CR officers to back-up
- with few resources, having to prioritise number of all high priority crime management problems
- big Russian population in part of division – need officers who speak the language
- heroin problem increasing – expensive habit – ties in with high number of B&Es, elderly women targeted for purse snatching – if had the people, could be making more arrests
- arrests in general are up – means increasing workload for detectives – burnout an issue
- regarding court attendance – traffic court on day shift/on duty may be good for budget, but end up having to cancel court because need officers to be on road answering calls
- e-COPS was promised to allow officers to finish reports, check Routine Orders and e-mail, etc. in cars – taking far too long to implement – problem is now – stop promising things then continually pushing back start date – very frustrating
- have morale issues related to staffing – shift in start/finish times mean no staff to take TO, lunch hours, etc.
- doing a lot of work with neighbouring police services – have memorandums of understanding, etc.
- with AR centralised – now have to deal with about 600 more calls a month – centralised AR not a benefit to division (division only has mobile AR now, though some divisions are running inside ARs with restricted duties officers)

Inspector Wes Ryan, Public Safety

- Emergency Management section has become focal point of unit since September 11th – City establishing new 'office of emergency management' with police, fire, ambulance – public expectations have risen
- over next 2 years, will require substantial training and equipment budget to bring PSU officers up to level expected of police disaster responders
- labour unrest in Toronto is regular occurrence – may be more unrest if economy takes a downturn – will mean increased work for the 2 Industrial Liaison officers – have also seen growing militancy among some labour groups
- training is big part of daily operations of PSU – 1 officer assigned as full-time trainer – may need to increase this to 2-3 officers
- COR officers who assist with local target policing initiatives are also cross-trained as public order, disaster response, and search team members
- experiencing large number of separations
- PSU involved in high risk, low frequency police operations – potential loss of life, property destruction – TPS liability implications
- Public Order – personnel and equipment intensive – require specialised training and specialised equipment – working towards meeting Provincial standards – problem is funding
- costs associated with training are rising – must now include facility rental costs (looking for suitable City-owned facility) – also provide training for other services (looking to charge fee)
- equipment costly, has lifecycle issues, and must be maintained – current budget not sufficient – have started some grant funding initiatives
- agencies that provide public order units to assist with events in Toronto are now looking to recover costs – seeking alternatives to paying dollars (e.g. providing training, special services, etc.)
- demonstrators using more violence to attract media attention to particular causes – big officer safety issue involved – again raises training and equipment issues
- Service has adopted 'zero tolerance' approach to criminal acts at crowd event – means not only have to have find/dedicate sufficient officers to police event and make arrests, but also to conducting investigations after arrest and go to court

- Service needs to 'look outside the box', be innovative in hiring – e.g. RCMP targeting retiring Military Police – come with experience – don't need to focus on retirees, could look for people finishing 1st tour

Inspector Darcy Keller, 41 Division

- division is a central lockup facility – to date have dealt with 3,809 adult prisoners and 577 young offenders – also, have fingerprinted just over 7,000 persons – puts demands on PR platoons to staff key positions and backfill when needed
- responsible for staffing AR/Community Station at Scarborough Town Centre – also use 15 volunteers (division has very active volunteers) – mall is transportation hub for GO Transit, TTC buses, LRT, and Canada Coach – mall gets millions of visitors each year
- division has experienced major residential, commercial growth in past 2 years – result is increase in general and school populations, as well as visitors for shopping – anticipate increase in calls for service
- have number of transit stations – problems with thefts from vehicles and theft of vehicles, in addition to occurrences on the transit system
- several street gangs active in division – require personnel dedicated to intelligence gathering and dissemination of information to other members of Service
- deal with calls from both Toronto East Courts and Toronto East Detention Centre
- have active Hell's Angels biker clubhouse in division – officers conduct regular patrols in the area
- area along Bluffs and shoreline draws visitors during summer and terrain presents access problems for effective policing
- have high concentration of subsidised housing – also have large proportions of young people, visible minorities – implications for calls, services demanded/required, etc.
- division houses video studio used by personnel across Service – maintained by our staff
- have seen many officers retire or resign this year – staffing levels down
- training an issue – 90-day review put people in field, but officers had to go to 6 days of APT training – few people actually on street
- some technology seems just to generate more work – e.g. M.O. sheets: what good are they and has anyone ever used them? officers have to come off the road to complete them
- getting phenomenal requests for everything for disclosure – takes much officer time, resulting in less time on road
- investigators burning out with huge workload – no one wants to work there
- seem to be more parades and special events police have to deal with – further drain on resources
- over next few years, going to be a problem to maintain officer strength on the road to provide good service – when deployment/divisional strength reviewed, should only take into account the officers who actually go out on the road – don't count light duty officers as PR
- domestic occurrences take up most of investigative and front-line officer time – many cases – each case also take a long time to deal with
- youth crime will also continue to be a problem – downturn in economy won't help

Staff Inspector Steve Harris, Hold-Up Squad

- training, equipment, and staffing (i.e. resources) and violent crime are main issues
- losing people (through promotions, retirements) but aren't being replaced – losing experience as well as bodies – need additional people – people also leaving unit/transferring – workload too much – having trouble finding officers with experience who want to join – need at least one more team
- disclosure demands are intense and increasing

- accused people generally not likely to plead guilty – means much court time for officers
- anticipate organised gangs/groups of people (not organised crime) committing robberies in future – will result in lengthy investigations, be costly and time consuming
- Mobile Support is good, but we have to be there for back-up – takes people away from regular jobs
- high potential in robberies for harm to members of public and/or police officers
- doing well, but cost to success – court costs, overtime costs, special pay costs all increase
- banks now do good job of providing digital images of suspects – can download via modem to us very quickly – much help to us
- not as much success in retail area – retailers not as well organised, etc. as banks – sometimes don't report to police
- regional police services call on us for investigative expertise, experience, advice, assistance – no charge backs involved
- seeing increased mobility among offenders – co-ordinating provincial bank robbery information, retail robbery information – also doing joint service investigations whenever possible (and charging back where can)
- home invasions have high correlation with other criminal activity (victims and offenders) – not really a problem for public in general – car jackings a different story – many related to gambling
- have been increased incidents of robberies targeting vulnerable groups (e.g. elderly, youth, new immigrants)
- youth involvement in robberies remains a concern
- should be doing more training/specialised training but don't have resources to allow – had to cut back – equipment getting old but no money to replace
- quality of robbery occurrences from field officers has improved markedly

Staff Inspector Ed Hegney, Marine Unit

- staff shortage – losing experience, including supervisors – hard to get people back up to speed – overtime budget much increased – burnout increasing – double shifts are normal for PCs and supervisors
- have highly trained, specialised people but lose them to Service projects, etc.
- 68 have died in past 3 years – have to attend autopsies, take water samples for recovery kit that goes to coroner, etc. – trying to get information out to field that they shouldn't be removing bodies from water, that Marine unit officers must do this
- bodies in water now considered homicides until proven otherwise – impact on workload
- have outreach program ongoing for training, prevention
- good international reputation – get many requests for training, etc.
- average running time is 1,000 hours per year – boats are old, have stress cracks – dangerous for officers – do have replacement program ongoing as part of capital budget
- Island Airport has private security now (used to be pay duties) – but Airport Authority claims Service still liable – under discussion
- have an ageing, richer population – means more boats operated by older people – have paramedics riding with Marine officers now
- have excellent working relationship with ETF – have 2 underwater bomb disposal people and 2 more to be trained
- get about 2,000 visitors each year at unit – good public relations
- need to look closer at Employment unit – should be firing people who don't measure up – raise the standard, increase pride
- should also have best people in Employment – know what qualities to look for – also need better background checks since currently hiring people who intend to leave

Superintendent Paul Gottschalk, 14 Division

- have dealt with serious crimes – investigations of 3 homicides were all under the supervision of 1 detective sergeant – division did all work
- root of everything is drugs – cause of auto thefts, thefts from autos, B&Es, street muggings, etc.
- only exception is domestics – many, many calls – phenomenal amount of work involved in domestics
- have about 850 licenced premises in division – 7 of 8 murders in 2000 took place in a licenced premise – heightened our presence in/around these establishments – only 3 murders this year
- EDPs are major drain on officer time – much sitting around with at hospital waiting
- everyone's happy, but have 2 major issues – staffing and facilities
- facility falling apart, have no parking, division overcrowded, lockers in hallway – new site has been selected – third on list after 11 and 23 Divisions, but since now on list, nothing being fixed and will be years before see new facility
- have lost 9 detectives – crime has increased – not spending premium pay and salary budgets because don't have people – cars are in good shape because are not on the road, there's no one to staff them – have 20 officers 'on loan' – things are getting left undone
- getting 13 new recruits, but losing 8 people – now 65 officers under strength according to organisational review
- summer is very busy time (have about 500 parades on average each year) – but this also when most officers have annual leave, time off, etc. – end up borrowing from other divisions
- have many young officers with short time on Service – basically have brand new recruits out there with other brand new recruits – politicians to blame – hiring moratorium 5 years ago directly related to lack of experience now – need constant flow of money for staffing
- divisions don't have people with 10-15 years service – on top of effects of hiring freeze, these people are in specialised squads or leaving for other services
- also have many young supervisors – supervisors having to be told what to do, how to do their jobs – not enough experience
- officer safety concern with so many young officers on road – less experience
- keep having to train new supervisors – with loss of detectives, especially need supervision in MCU, etc.
- staffing decreases in detective area directly contributed to increasing crime – when started putting constables into vacant sergeant spots, crime started to go down again
- front lines keep asking – doesn't senior management care? why can't we get staff or equipment? don't they know what's really going on? is anyone listening? – contributes to morale problem
- with staff leaving – have even less experience to draw on – desperate need for succession planning and staff development program
- looking at length of service times in division can be deceiving – hiring many court officers and PEOs to constable rank, but they keep their service time – end up getting rookie PCs with 19 years of service
- management information systems (e.g. OPR) – worthless – don't say what officers are doing

Staff Inspector Randal Munroe, 13 Division

- same issues as already discussed
- over 90 of 150 officers have little service time
- division doing well with major crime indicators
- have re-vamped staff deployment – e.g. have included 2nd class PCs in training opportunities, removed some permanent positions, made training positions that last 1 year, etc.
- CR falling apart – no staff – have changed training for them too – e.g. couldn't afford to send 1 or 2 at a time to bike training, so brought someone in on callback to train everyone at once

- problem arose due to Adequacy Standards requirements – how to get everyone the training they need to get into specialised positions – now everyone knows where they will be going next year, so they have time to get the training needed
- have maintained domestic response team – 4 people – very needed – maintain level of customer service, continuity
- MCU focuses on B&Es – doing well, but not enough staff to cover all times
- major problems in evenings revolve around booze cans – will focus initiatives here
- whole way of policing special events needs to be looked at – need City services model regarding the granting of permits – liability issue – so many special events and large events now, can't continue to police same way as in past – too many different sites can issue permits and no requirement to get permit in advance
- Traffic Services never consults divisions when making plans for special events – we sometimes have other things happening in own division and can't afford to send people
- need corporate definitions for paid vs. regular duties/core services – sometimes businesses in area make a lot of money even if actual group is non-profit – definitions even more important since CR been reduced – no one left to send to these things – officers don't even want to do pay duties for some things anymore
- question – if not using all of salary budgets since we don't have the people, why can't we use that money to do front-line policing projects, CAP projects, etc.? since money has already been earmarked for division – or could we bring back retirees for 6-12 month contracts?
- Traffic Services's year end report will be great – we've done all the work – at the cost of doing our own initiatives – too many traffic initiatives
- being micro-managed – need flexibility to deal with particular divisional situations (e.g. problem with 90-day review was listened to PR perception that CR doing nothing and decreased CR – but PR just didn't see effects of CR work) – 90-day review good for setting guidelines but must be able to deviate, with good reasons
- young officers wary/cautious of making decisions that could blow up on them – need experienced supervisors around
- blanket approach to purchasing doesn't work – everyone gets same things, even if not needed

Staff Inspector George Cushing, 11 Division

- again, same issues as other divisions
- have lost about 20 PCs overall this year – getting some recruits, but not enough to replace
- domestics a problem – do about 2 arrests per day – much work involved – 90-day review said didn't need Domestic Response Teams, use co-ordinator – may be fine for doing some follow-up work, but with all investigative requirements is too much for one person – also, investigative teams work shifts – can't follow-up properly – result is have kept DRT, not 24 hour coverage but still works – cost is had to take people from other areas
- also have to take people for special events – have to decide which work won't be done in trying to accommodate this
- making things work based on the goodwill of officers – won't last forever – starting to turn down assignments, grumble bit more
- 90-day review took staff from CR and investigative and gave to PR – but still can't keep up – CR used to solve long-term problems with result calls were decreasing – since now only have small CR, can't solve as many problems – calls for PR increasing markedly
- with staffing shortage facing Service, shouldn't be focusing on response – should be doing proactive and preventative work
- PR officers don't have time to do proactive work – not accomplishing anything except answering radio calls – little pay back and no long-term solutions

- have initiatives for division, but demands from other divisions, special events mean we can't deal with our own priorities
- under budget this year – don't have people to pay
- about 80% of special pay/overtime budget related to court, but only 1 in 18 officers actually testifying – most just sitting around getting paid – not available for anything else – and don't want pay duties when can get money going to court and not doing anything
- training for new officers is abysmal – recruits don't know basic police work, what to do, how to fill out reports – spend the first year training people who were supposedly already trained
- division is a central lockup facility, but have no sprinkler system – can't file required fire plan – unsafe – no parking available – some of the few parking spots were taken up by generator – new site has been identified, but will be long time arriving
- most effective project over past 2 years was summer CAP but was cancelled this year – B&Es a real problem but we can't address since no people
- need to be able to pick the traffic initiatives that are relevant to our division

Larry Stinson, Information Technology Services

- following IT plan approved by Chief and Board – main issue is so many new things people want – don't have the dollars or people to do it all – have IT Steering Committee to prioritise
- state of good repair will be issue in future (i.e. maintenance of current technology) – if don't keep up, will face big problems since Service so technology dependent – many servers, networks already beyond their useful lifespan – will impact on operations if can't maintain (e.g. CIPS going up and down when obsolete technology started to fail, problems accessing e-mail) – have been doing triage
- another issue is have trouble attracting and retaining IT professionals in GTA – demand exceeds supply and Service not competitive – also, with time taken on background checks, have people hired away in meantime
- have to look at our information security practices – seem to stand alone in how rigid our policies are regarding access – causes issues in ability to access Internet at workstations, sharing info with other services/justice agencies
- in future will also deal with wireless computing devices/PDAs – will become pervasive – have to watch right now because no standards – don't want to waste financial resources – will be network implications, lifecycle issues, compatibility issues, etc.
- unit commanders should have say in what IT budgets for

Inspector Mike Farrar, Information Technology Services – Police Liaison

- capital project for acquiring PDAs and the network to run them – put functionality out to front lines
- following September 11th, front-line officers are acknowledged 'eyes' and 'ears' of intelligence services – but haven't thought about putting things in place to support
- Service budget will be affected – City is broke – no money to fund even basic services – hard to be innovative with no money
- organisation needs to practice risk management more, need to plan – not a learning organisation
- divisional unit commanders don't have much say anymore in running divisions
- Service no longer hiring young people who are looking at policing as lifetime career – motivations have changed, people willing to try different things – Service should take advantage of this

Staff Superintendent Dave Dicks, Professional Standards

- underwent major corporate change at beginning of 2001 – a formerly stand-alone unit inherited several units to manage – changing way of doing business
- at same time, units still learning/dealing with new complaints process and topic of unsatisfactory work performance – enormous training task
- training most significant role/challenge for Professional Standards – previously training mandate/procedure driven – in new year, focus of training will change to ethics – use Rules as guidelines, best practices
- continuing efforts to develop single source for conduct issues – Professional Standards Information System – primary role of system – risk management, risk analysis – proactive/preventative application to identify potential problems with individuals, units, or corporately
- will need integrated approach to work properly – re-organisation of Professional Standards will continue – planning to get rid of all separate units – will form one large unit with variety of functions – attempt to streamline processes, remove barriers to communication, information sharing, etc. – will also be all on one floor in HQ
- changing way of thinking about unit and professional standards

Peter Howes, Corporate Information Services - Information Access

- looking at downsizing next year as result of e-COPS, occurrence re-engineering – expect about 120 lost from CIS and field
- Criminal Records section – processes information from courts – process about 100,000 dispositions per year (about 40% of national total)
- dispositions received from courts often poor quality – backlog of almost 3 months to process dispositions to RCMP – to address in short-term, have clerk at City Hall with CPIC terminal – right there when need to ask questions, get clarification – also continuing dialogue with court admin – hopefully in long run, Integrated Justice project will produce system that tracks people through justice system and we'll just become an entry point
- also relating to Criminal Records – meeting with FIS to evaluate opportunities with LiveScan and RICI – see if can achieve higher degree of automation for court dispositions and fingerprints
- Printing and Courier Services section – staff cut – facing increasing volume of requests for photocopying/printing – have to balance with budget – have been impacted by situation with Association – last minute printing requests for all Service – cost implications, etc.
- looking to control increasing requests for multi-lingual copies – also doing cost comparisons to achieve best value for money
- Records Release section – includes reference checks as well as release of occurrences, traffic reports, etc. – had about 30,000 reference checks requests last year, increased to about 40,000 this year – will keep increasing as result of demands by education legislation – possibly will happen for doctors too – well over 125,000 checks expected per year in next couple of years – staffing implications
- have established benchmarking for staffing of Records Release – will increase or decrease staff as appropriate with increase or decrease of 4000 requests – also, with e-COPS may be able to electronically release collision reports
- have improved mail security – Letter Files has moved to mail room – have new scanning equipment, better than x-ray machine
- Freedom of Information section – basically has 2 bosses – Service and Privacy Commissioner – staff need to keep very up-to-date with latest court and Commission decisions – cost recovery means section earns about $2 million for Service

- volume of FOI requests has risen 75% – staffing an issue (have only increased by 1 person) – expect about 2,400 requests in total this year – staffing issue means challenge to continue level of service delivery to public and to meet 30-day compliance requirement
- hard to make process changes to improve efficiency until get technology infrastructure in place (e.g. security, access, Web-enabled, etc.)
- will be examining internal business process flow – will consider restructuring and reclassifications

Bill Gibson, Human Resources

- biggest issue is demographics beginning to impact on Service – average age of uniform officers is 40.5 years, average length of service is 15.9 years – from hiring blitz in '70s – anticipate 'blip' – drop off for couple of years, then increase again
- facing more retirements than ever before – project 450 uniform in 2001, 320-350 in 2002 – also project 100 civilian retirements in 2001
- issue with attracting people to work here – not enough spaces in police college at Aylmer
- those resigning/leaving – quality of life issues – taking pension and going to work elsewhere – other services closer to home for them – only small proportion of those leaving are 'fed-up'
- benefit costs have increased – using more medical benefits, drug benefits, seeing increase in medical profession costs – medipak approved by Board for all retirees
- occupational health & safety issues – as officers ageing, equipment not satisfactory – has to be reviewed (e.g. boots, amount of equipment on belts, etc.)
- succession planning/career development used to be left to unit commanders – is in HR priorities for 2002 – 2 models: can develop individual plans or develop general plans for all – will be researching – important issues with much experience leaving Service
- with regard to labour relations – are relationship issues between associations and employers across the country – will be looking at more collaborative ways to do business
- tremendous ongoing review of labour and staffing – ongoing justification of staffing – dealing with results of reviews, pressures to deal with surplus, etc.
- in long term, looking to automate processes – e.g. recruitment through Internet, salary letters requested and sent directly on-line, etc.
- would like to get skill set database – could use when planning events, etc.
- equity is important issue for HR – recruitment continues to be challenge – not representative of community – have tried to adjust process to deal with equity issue – have 6 officers doing recruitment full-time
- HR staffing an issue – would like to do more
- may be controversy around 60/40 deployment model – but for first time Service actually has a model to use and can rationalise numbers

Tom Imrie, Occupational Health Services *(written submission only)*

- most challenging problem is accommodating individuals with disabilities or medical conditions from three different causes – age, workplace injury, non-occupational injury/illness
- age: large number of officers reaching ages where not as physically capable of performing duties of police officer as were in past – shift work becomes more stressful, seek opportunities away from front-line duties; if can't transfer, often focus on medical conditions to be exempted from tasks don't want to perform
- also, hiring more females – significant proportion of younger females will become parents and be eligible for 1 year maternity leave – places can't be backfilled – same applies to males who take parental leave, though absence not as long

- workplace injury: increased involvement of WSIB in demanding/enforcing accommodation creates new class of disabled employees, often enabling longer absences and periods of restricted duties than were traditionally seen – WSI Act is 'no fault' so benefits provided whether or not employee's actions resulted in injury
- result of WSIB involvement is increased financial costs, reduced availability of personnel for front-line duties, need for increased number of restricted duties positions to accommodate
- WSIB apparently will allow claims for cumulative and delayed onset stress – Service will face increased number of disabled employees for whom meaningful work must be found or who will remain on strength as 100% disabled until they retire
- non-occupational injury/illness (sick): two stages – short term (use own sick bank), long term (use central sick bank) – OHS must receive objective diagnosis and prognosis for disability – stress caused solely by workplace issues is not deemed a 'sickness' – PSA allows discharge/pensioning of member if deemed by 2 medical practitioners as medically incapable of performing essential duties of police officer, but Collective Agreement supersedes this and member can use sick bank then apply for use of central sick bank – people can basically remain 'on the books' until reach early retirement age, though could be years
- predict Service will face increased requests for accommodation, increased accommodation costs, and increased intervention by external agencies on behalf of members – also predict increasing number of members will use central sick bank for non-occupational illness and be unavailable to work
- given the above, combined with maternity/parental leave absences, may have good case for allowing Service to go 'over strength'