
2009 UPDATE TO THE ENVIRONMENTAL SCAN



JULY 2009



PREFATORY NOTE:

Due to the long-term nature of many trends outlined in the Environmental Scan, and to align with the Service's Business Planning process, a complete Scan is now produced every three years.

For the years in which a comprehensive scanning process is not undertaken, Corporate Planning provides a brief update, mainly statistical, of most chapters.

Given the extended timeframe of much of the information contained within the Scan, this update does not provide extensive analysis of the data or of the various trends noted. Nor does it discuss recommendations/implications for police service.

Detailed discussion, analyses of many of the trends noted in this update, and the recommendations/implications for police service can be found in the 2008 Environmental Scan.



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I. CRIME TRENDS¹

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 the Police Service to develop strategies to address changing problems, make rational decisions, and plan activities according to, or in anticipation of, crime-related trends.

HIGHLIGHTS

- In 2008, a total of 185,703 non-traffic *Criminal Code* offences occurred in Toronto, representing a 6.0% decrease from 2007, a 7.1% decrease from five years ago, and a 6.0% decrease from ten years ago in 1999. In general, crime decreased between 1998 and 2000, and then remained relatively stable for five years before a slight increase in 2006 and decreases in the past two years.
- Between 2007 and 2008, decreases were noted for all major categories of crimes, including a 3.3% decrease for violent crime, a 6.4% decrease for property crime, and a 6.9% decrease for other non-traffic *Criminal Code* offences.
- The specific crimes that decreased between 2007 and 2008 included homicide (-14.3%), assault (-3.5%), robbery (-3.9%), break & enter (-9.6%), auto theft (-19.3%), theft from auto (-5.5%), other theft (-6.3%), and offensive weapons (-3.7%). The few offences that showed an increase included sexual assault (1.7%), robbery of financial institutions (24%), fraud (6.1%), and drugs (3.7%).
- The decrease in crime between 1999 and 2008 was driven mainly by a drop in the number of property crimes (-12.8%); the number of violent crimes had a slight decrease (-1.3%), while the number of other *Criminal Code* offences increased (10.4%).
- While overall crime decreased over ten years ago, specific crimes increased, including homicide (53.2%), robbery (9.5%), fraud (117.1%), offensive weapons (57.6%), and drugs (16.5%).
- The number of robberies recorded in 2008 was a continued drop from the peak seen in 2006, but it was still a 2.7% and a 9.5% increase over five and ten years ago, respectively. Most of the robberies in 2008 were muggings (36.1%) and swarmings (22.0%). Over the past ten years, the number of home invasions showed a large increase (41.9%), while robberies involving financial institutions/businesses decreased significantly (-32.6%).

¹ Due to different counting methods and/or different data sources, numbers and percentage changes in this chapter may differ slightly from those in other Toronto Police Service publications. For example, in the Annual Statistical Report, number of sexual assaults also includes non-assaultive sexual offences, and the number of homicides is the number of victims not the number of homicide offences/charges.



- With respect to the number of crimes per 1,000 population, a trend of decrease was seen over the past ten years. The overall rate of non-traffic *Criminal Code* offences decreased from 77.8 offences in 1999 to 74.8 offences in 2004, and dropped further to 66.9 offences in 2008.
- Of the average 66.9 non-traffic *Criminal Code* offences that occurred per 1,000 population in 2008, 11.8 were violent crimes, 38.6 were property crimes, and 16.5 were other non-traffic *Criminal Code* offences.
- The overall crime clearance rate improved over the past ten years. Just over half (52.3%) of crimes were cleared in 2008, compared to 48.5% in 2004 and 49.0% in 1999. In particular, other *Criminal Code* offences had the highest clearance rate (84.5%), followed by violent crime (69.0%), and property crime (33.4%). Over the past ten years, the clearance rate for both property crime and other *Criminal Code* offences improved, while that for violent crime decreased slightly.
- In 2008, 24.5% of non-sexual assaults, 35.8% of robberies, and 4.0% of sexual assaults involved the use of weapons. Weapons were used less frequently in all three of these offences compared to both five and ten years ago.
- Just under one in four robberies (23.8%) involved the use of firearms in 2008, however, this proportion was an increase compared to five and ten years ago. Fewer than 2.0% of sexual and non-sexual assaults involved firearms.
- The number of marijuana grow-operations investigated by the police and the number of persons charged for such operations in 2008 continued to decrease, partly due to reduced police resources available for MGO detection.
- The number of persons arrested/charged for *Criminal Code* offences in 2008 decreased 3.2% from 2007, but increased slightly (1.2%) over 2004. Over the past five years, the arrest/charge rates decreased for most major offence groups, including violent crime (-1.3%), property crime (-4.2%), other *Criminal Code* (-0.6%), and *Criminal Code* traffic offences (-2.3%); the arrest/charge rates for drug offences increased (9.4%). Males in the younger age groups continued to have the highest arrest rates.
- In 2008, 52, 31, and 32 Divisions were the busiest stations in terms of number of crimes. In terms of calls for service, 14, 51, and 31 Divisions had the largest proportion of dispatched calls serviced. Divisions 52, 51, and 55 had the highest overall crime rates per 1,000 population.
- Relative to nineteen other Canadian cities of 'comparable' population size, in 2007, the crime rate in Toronto ranked thirteenth in overall crime, fifth in violent crime, and fourteenth in property crime. These all represented improvement over ranking in 2006. Between 2003 and 2007, Toronto was one of the nineteen cities that had a decrease in overall crime rate. Toronto also had decreases in the rates for all major offence groups. All the cities in the comparison had an increase in the per capita cost of policing; Toronto had the sixth largest increase of 29.8%, compared to the largest increase of 36.3% in London.



A. NATIONAL CRIME TRENDS²

In 2007, statistics from Canadian police services recorded a 7% decline in crime, causing the national crime rate to reach its lowest point in 30 years. The drop in crime was driven by decreases in all high-volume offences, including theft under \$5,000, mischief, break & enter, common assault, motor vehicle theft, disturbing the peace, fraud, and counterfeiting currency. Crime rates fell in most provinces and territories, as well as in census metropolitan areas (CMAs).

The violent crime rate fell by 3% in 2007, reaching its lowest point since 1989. Following increases in most serious violent crimes over the past two years, the 2007 rates of homicide, attempted murder, sexual assault, robbery, aggravated assault, assault with a weapon, forcible confinement, and abduction declined or remained stable. The property crime rate dropped by 8% and reached its lowest point since 1969. Break & enters were at their lowest level in 40 years, dropping by 9% in 2007. Motor vehicle thefts also declined by 9%.

Among the few crimes that showed increases in 2007 were drug offences and impaired driving. Drug offences were up 4%, with cannabis possession accounting for most of the increase. The rate of impaired driving offences increased 3%, following two consecutive annual decreases.

B. INTERPRETATION OF POLICE-REPORTED CRIME DATA

There is a general understanding that official crime statistics do not cover all the crimes that have occurred and that the decline in number of police-reported crimes may not be indicative of the real crime picture. The 2004 General Social Survey by Statistics Canada found that only about 34% of criminal victimizations were reported to police.³

Reporting of crime by the public to the police is affected by a number of factors, including: perceived seriousness of the incident; readiness to involve the police; fear of reprisal from the aggressor or other negative consequences of criminal justice intervention; desire to bring justice to the offender; social obligation to report criminal behaviour; and, the need to obtain a police report for insurance purposes. Changes in law that limit or broaden the definition of an existing offence will also influence the number of incidents reported to the police. And, proactive policing initiatives targeting specific types of crime, such as prostitution and drugs, will affect official crime statistics as well.

Other exogenous and endogenous factors, such as the need to address the issue of terrorism after the September 11th, 2001, attacks, and the diminishing ability of police to detect, investigate, and take reports of less serious crimes due to changing service priorities and dwindling resources resulting from persistent budget constraints, also have an impact on official crime statistics.⁴

² Dauvergne, M. (2008 July). Crime Statistics in Canada 2007. *Juristat (Canadian Centre for Justice Statistics, Statistics Canada)*, 28(7).

³ Gannon, M. and Mihorean, K. (2005 November). Criminal Victimization in Canada 2004. *Juristat (Canadian Centre for Justice Statistics, Statistics Canada)*, 25(7).

⁴ The violent crime rate was reportedly up in the United States in 2006. One of the suggested reasons for the increase was the government's emphasis on the war on terror instead of fighting crime. It was reported that the government's proposed 2008 budget will cut more than \$1.7 billion from existing enforcement assistance and other



C. CONTEMPORARY POLICING & CONFRONTING ISSUES

Police are often regarded as the primary agent in the control of crime, although in reality the number of crime-related factors that police have a direct impact on may be limited.⁵ Starting from the traditional reactive service delivery model, with specific policing programs geared towards enforcement and responding to crime and emergencies, contemporary policing has moved towards a reactive-proactive model focusing more on the risk factors for crime. This shift from the 'professional' model of police as force to fight crime to police as risk-minimizing agents is in response to a changing external environment marked by various crime-related social disorder problems. This changing environment makes the traditional strategies of crime control, which focus on crime only, increasingly ineffective. The common understanding is that, without a clear focus on crime risk factors, policing will have little effect on crime. The correct identification of these risk factors will provide focus for police to direct their resources to attack the proximate causes of public safety problems. The use of problem-oriented policing and community mobilization strategies are an indication of this focus on risk factors. It is now also recognized that there is no one best method or panacea to fight crime, and police can only prevent certain crime by using certain methods under certain conditions.

Capacities and constraints on policing are imposed by the legal/justice system, political and community expectations, knowledge about what works in policing, technology, labour laws, police unionism, available resources, and accountability requirements. These provide the context within which police strive to control crime through initiatives that maximize their impact on a limited number of crime-related factors. Providing adequate and effective services within this context presents definite challenges to police services. Some of the current, specific challenges confronting policing include:⁶

- Problems posed by the highly inter-related issues of gangs, drugs and violence.
- The disparity between public perception of safety and actual risk of criminal victimization (as indicated by crime statistics).
- Globalization and co-operation of organized crime groups.
- Proliferation of criminal opportunities due to advance in technology and the need for police to keep up and remain effective.
- The culture of silence and 'anti-snitching' encountered in crime investigations.
- The media's disproportional interest in reporting on violent crimes and crime-related issues and the subsequent impact on public perception of safety.
- Increased public scrutiny and emphasis on police accountability.
- Policing an ethnically diverse population

anti-crime programs. (Fisher, L. *Why is the violent crime rate up?* Retrieved February 23rd, 2007, from <http://www.gainesville.com>).

⁵ As pointed out in the report, police make only minimal contributions to crime prevention in the context of far more powerful social institutions, like the family and labour markets. (Sherman, L.W., Gottfredson, D., MacKenzie, D., Eck, J., Reuter, P., & Bushway, S. (1997). *Preventing Crime: What Works, What Doesn't, What's Promising – A report to the United States Congress*, Chapter 8 (p. 8-195), Washington, DC: U.S. Dept. of Justice. (Retrieved from <http://www.ncjrs.gov/works>))

⁶ Opinions collected from internal and external consultations in 2008 are incorporated. See the Appendices of the 2008 Environmental Scan for summaries of all consultation presentations.



- Continuation of neighbourhood-oriented policing and maintaining a balance between police priorities and the public's priorities, and the sharing of power and responsibilities in addressing local public safety concerns.
- Maintaining police legitimacy in proactive and targeted enforcement, often practiced to control gang activity, drugs, and violent crime.
- Maintaining an appropriate balance between reactive and proactive policing.
- Need for information, storage, retrieval, analysis, and technology to enable intelligence-led policing, particularly for crime solving and prevention, as well as for efficient administration.
- The burden of evidence/information disclosure imposed on police in criminal prosecutions and civil actions.
- Need for co-operation and information sharing among police services.
- Provision of general and specialized training (including e-training) to maintain/promote police employees' effectiveness at work, and the need to promote the value of learning and ongoing education.
- Need for a management policy/strategy to better manage human resources, particularly to cope with the rising expectations of the more recently recruited and better educated employees.
- Need for promoting transparency, research, evaluation, and measurement of work effectiveness and efficiency in policing.
- Continual budget constraints and the need to be efficient in resource deployment.
- Need for innovative ways to reach out to youth.
- Decriminalization of and social tolerance for drugs.
- The criminal justice system as a revolving door for recidivists and hard core criminals.
- Need for organizational adaptability in response to a changing policing environment.⁷

D. NUMBER OF CRIMES IN TORONTO⁸

In 2008, a total of 185,703 non-traffic *Criminal Code* offences occurred in Toronto, which was a 6.0% decrease from the 197,550 offences in 2007, a 7.1% decrease from the 199,897 offences in 2004, and a 6.0% decrease from the 197,577 offences ten years ago in 1999.⁹ Figure 1.1 shows the number of reported non-traffic *Criminal Code* offences in each of the past ten years. In general, crime decreased between 1998 and 2000, then remained relatively stable for five years before a slight increase in 2006 and decreases in the past two years.

⁷ Thomas J. Cowper has argued that the misapplication of the military model to the field of criminal justice management has hampered the agency's flexible character and organizational adaptability, i.e. the ability to respond to change. In Thurman, Q.C. & Zhao, J. (2004) Chapter 9, The Myth of the 'Military Model' of Leadership in Law Enforcement, *Contemporary Policing - Controversies, Challenges, and Solution, An Anthology (First edition)*.

⁸ The current information system represents a live database, which allows data entry and search of all primary police databases from one location. While this enhances front-line officers' access to information in the police system and ability to track and manage cases, the regular updates to the live database require that all crime and arrest/charge data for previous years be revised/recalculated to reflect the latest available data and for the sake of fair comparison. The crime statistics for the past years, particularly the more recent past years, therefore, may differ from the same statistics published in previous *Scans*.

⁹ 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.

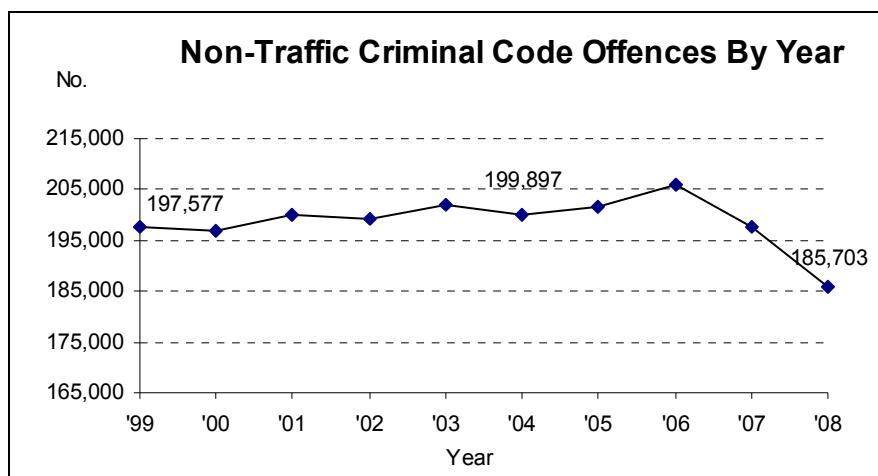


Figure 1.1

Source: TPS Database

Table 1.1 shows changes in the number of reported crimes by major offence categories and by specific offences. With a 6.0% decrease for crime overall between 2007 and 2008, decreases were noted for all major categories of crimes, including a 3.3% decrease for violent crime, a 6.4% decrease for property crime, and a 6.9% decrease for other *Criminal Code* offences.

Table 1.1
Non-Traffic *Criminal Code* Offences: Major Categories and Specific Offences

OFFENCE CATEGORIES	Number of Crimes				% Change		
	1999	2004	2007	2008	(1 yr) 07-08	(5 yr) 04-08	(10 yr) 99-08
Total Non-Traffic CC	197,577	199,897	197,550	185,703	-6.0	-7.1	-6.0
Violent	33,070	32,980	33,750	32,648	-3.3	-1.0	-1.3
Property*	122,917	117,066	114,483	107,134	-6.4	-8.5	-12.8
Other CC	41,590	49,851	49,317	45,921	-6.9	-7.9	10.4
SPECIFIC CRIMES							
Homicide**	47	70	84	72	-14.3	2.9	53.2
Sexual Assault***	2,118	2,020	1,956	1,990	1.7	-1.5	-6.0
Non-sexual Assault	24,755	24,439	24,759	23,883	-3.5	-2.3	-3.5
Total Robbery	5,014	5,343	5,709	5,489	-3.9	2.7	9.5
Robbery - Fin. Inst.	307	146	167	207	24.0	41.8	-32.6
B&E	17,593	17,202	14,347	12,971	-9.6	-24.6	-26.3
Auto Theft	14,734	10,906	9,486	7,653	-19.3	-29.8	-48.1
Theft from Auto	22,376	17,749	17,048	16,110	-5.5	-9.2	-28.0
Other Theft	36,706	34,917	35,243	33,024	-6.3	-5.4	-10.0
Fraud	7,717	13,868	15,782	16,752	6.1	20.8	117.1
Offensive Weapons	3,531	5,278	5,781	5,565	-3.7	5.4	57.6
Drugs	9,817	9,709	11,026	11,438	3.7	17.8	16.5

* Mischief offences are included under Property Crime. For the purposes of other reports, mischief offences may be included under Other Criminal Code.

** Statistics reported for homicide reflect offences/charges, **not** number of victims.

*** Excludes non-assaultive sexual offences.

Source: TPS Offence Database



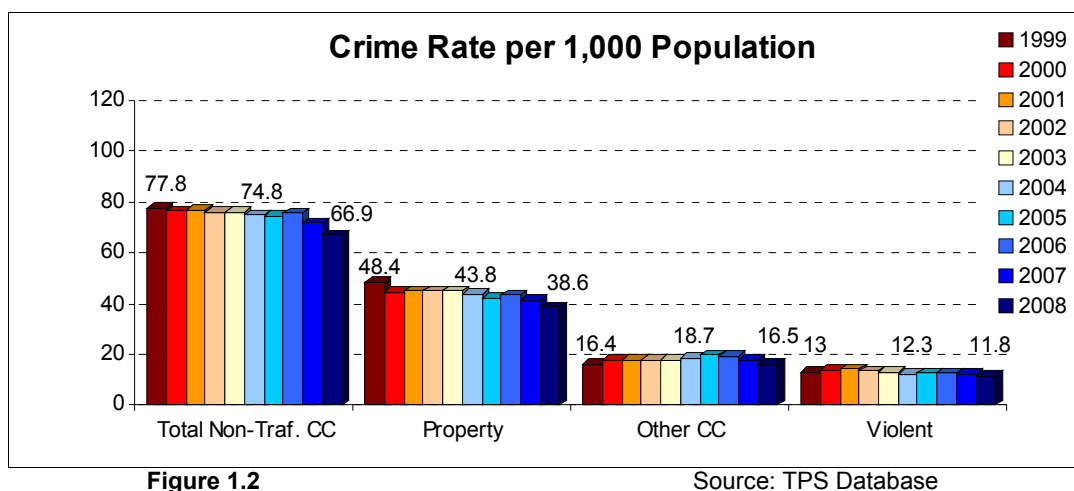
Most of the specific crimes listed in Table 1.1 decreased between 2007 and 2008, including homicide (-14.3%), assault (-3.5%), robbery (-3.9%), break & enter (-9.6%), auto theft (-19.3%), theft from auto (-5.5%), other thefts (-6.3%), and offensive weapons (-3.7%). The few offences having an increase included sexual assault (1.7%), robbery of financial institutions (24.0%), fraud (6.1%), and drugs (3.7%).

Overall crime also decreased over ten years ago (-6.0%). The decrease was driven mainly by a drop in the number of property crimes (-12.8%); the number of violent crimes had only a slight decrease (-1.3%), while other *Criminal Code* offences increased (10.4%). Specific crimes that increased from ten years ago included homicide (53.2%), robbery (9.5%), fraud (117.1%), offensive weapons (57.6%), and drugs (16.5%).

E. RATES FOR COMPARISONS

Calculating the number of crimes per 1,000 people provides a rate that is not affected by simple increases or decreases in population size. In terms of the total number of crimes per 1,000 population, a trend of decrease was seen over the past ten years. The overall rate of non-traffic *Criminal Code* offences dropped from 77.8 offences in 1999 to 74.8 offences in 2004, and dropped further to 66.9 offences in 2008.

Figure 1.2 shows the crime rate by the major offence groups for the past ten years. Of the average 66.9 non-traffic *Criminal Code* offences that occurred per 1,000 population in 2008, 11.8 were violent crimes, 38.6 were property crimes, and 16.5 were other non-traffic *Criminal Code* offences.



Compared to 2007, the 2008 crime rates for each of the major offence categories decreased, including a 6.9% decrease in the overall crime rate (non-traffic), a 4.2% decrease in the violent crime rate, a 7.3% decrease in the property crime rate, and a 7.8% decrease in the rate of other *Criminal Code* offences.

The overall crime rate also decreased over five years ago and ten years ago. Between 2004 and 2008, the overall crime rate decreased 10.6%. Between 1999 and 2008, the total crime



rate decreased 14.0%, with a 9.6% decrease for the violent crime rate and a 20.2% decrease for the property crime rate, but a slight 1.1% increase for the other *Criminal Code* offences rate.

While crime rates are usually considered important indicators of public safety, police crime clearance rates can be taken as indicators of police effectiveness in solving crime. Although crimes can be cleared in a number of different ways, crimes are primarily cleared or solved by an arrest made and/or charges laid.¹⁰ The clearance rate here is computed as the proportion of crimes cleared of the crimes that occurred in the period under review.¹¹ It should be noted that since a crime that happened in a particular year can be solved in a subsequent year, the clearance rates for the more current years are always deflated compared with those of more distant past years. Similarly, the clearance rates for the more current years are expected to increase in future years. Figure 1.3 shows the clearance rates for the major offence categories over the past ten years.

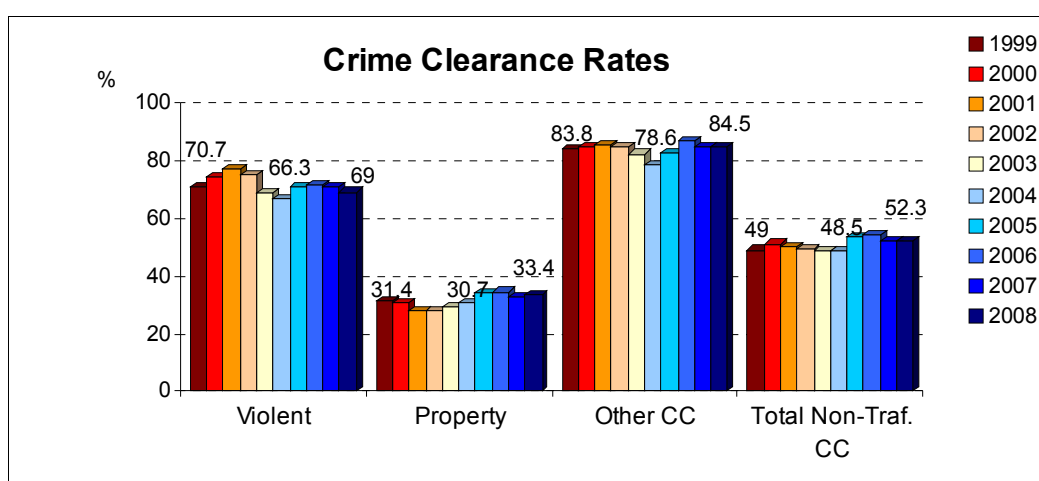


Figure 1.3

Source: TPS Database

Slightly more than half (52.3%) of the crimes that occurred in 2008 were cleared. This rate, a deflated proportion compared with the same rate for other years, as noted above, was an improvement over the 48.5% clearance rate in 2004 and the 49.0% clearance rate in 1999. The category of other *Criminal Code* offences consistently had the highest clearance rate (over 80%) for most of the past ten years, and was 84.5% in 2008, a slight improvement from ten years ago. Violent crimes consistently had the second highest clearance rate. The rate of 69.0% in 2008 was an increase from the 66.3% five years ago (2004) and a very slight drop from the 70.7% ten years ago (1999). Although property crime continued to have the lowest clearance rate, the 33.4% clearance rate in 2008 was still an improvement over 30.7% in 2004 and 31.4% in 1999.

¹⁰ A small number of cases are cleared by other modes, such as the death of the accused or complainant/witness prior to the laying of charges, etc. For young offenders, under the *Youth Criminal Justice Act*, a number of cases may be cleared by modes other than charges being laid.

¹¹ This computation method is different from that of Statistics Canada (CCJS), which defines clearance rate for crime as the number of crimes cleared in a specific period of time, irrespective of when they occurred, divided by the number of cases occurred for the specific period of time under review.



F. CHANGES IN PROPORTION OF MAJOR OFFENCE GROUPS

In terms of the composition of crime, property crimes continued to constitute the majority (57.7%) of the total number of non-traffic *Criminal Code* offences in 2008. Violent crimes and other *Criminal Code* offences constituted 17.6% and 24.7%, respectively. Figure 1.4 shows each of the three major offence categories as a proportion of the total number of non-traffic *Criminal Code* over the past ten years.

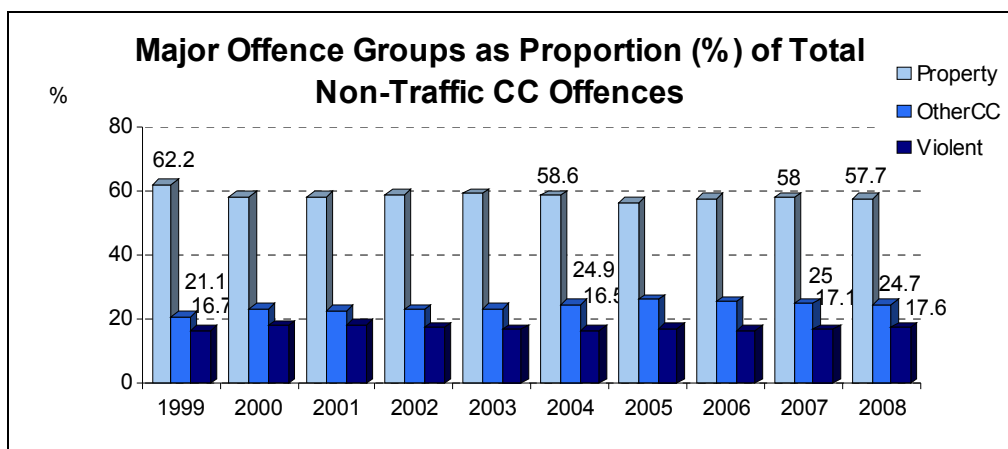


Figure 1.4

Source: TPS Database

Compared to five years ago in 2004, the proportion of violent crime in 2008 increased slightly, while the proportion for property crime decreased slightly and that for other *Criminal Code* offences remained relatively unchanged. Compared to ten years ago, the proportions of both violent crime and other *Criminal Code* offences increased, while that of property crime decreased.

G. CRIMES OF VIOLENCE

After reaching a peak of 37,068 occurrences in 2001, the number of violent crimes showed a trend of gradual decrease, to a total of 32,648 occurrences in 2008. As shown in Table 1.1, the total number of violent crimes in 2008 represented a 3.3% decrease from 2007, a 1.0% decrease from 2004, and a 1.3% decrease from 1999. Of the violent crimes that were reported in 2008, most were non-sexual assaults (73.2%), followed by robberies (16.8%), and sexual assaults (6.1%). The number of homicides, which accounted for only 0.2% of violent crimes in 2008, decreased 14.3% from 2007, but increased compared to five and ten years ago.

Both non-sexual assault and robbery decreased between 2007 and 2008, while sexual assault increased slightly. The number of non-sexual assaults in 2008 was a 3.5% decrease from 2007, and a 2.3% and 3.5% decrease from five and ten years ago, respectively. Most of the non-sexual assaults were minor assaults (66.2%). The number of sexual assaults in 2008 increased by a slight 1.7% from 2007, but was a 1.5% and a 6.0% decrease from five and ten years ago, respectively.



While the total number of robberies recorded in 2008 was a 3.9% decrease from 2007 and a continued drop from the high of 5,915 occurrences in 2006, it was still a 2.7% and a 9.5% increase over five and ten years ago, respectively. Of the total 5,489 robberies recorded, most, as in 2007, were muggings (1,982 or 36.1%) and swarmings (1,209 or 22.0%). While these two crimes showed decreases from the past few years, they represented large increases over ten years ago. The 207 robberies involving financial institutions and businesses in 2008 was a 24.0% and 41.8% increase from 2007 and 2004, respectively, but was a 32.6% decrease from ten years ago. The 315 home invasions in 2008 was a 13.9% decrease from 2007, but was still a large 41.9% increase from ten years ago. The 96 occurrences of vehicle jacking in 2008 was an increase from the 82 occurrences in 2004 and the 85 occurrences in 1999.

H. USE OF WEAPONS & INJURY OF CRIME VICTIMS

Use of Weapons:

In response to gun violence in 2005, the Toronto Police implemented a number of initiatives, including the Toronto Anti-Violence Intervention Strategy (TAVIS) to target areas of the city particularly affected by violent crime. The overall goals of TAVIS are the reduction of violence, the enhancement of community safety, and the improvement of quality of life in the community. It has four specific objectives: a reduction in the number of offenders engaged in violent crime, a reduction in opportunities for crime in specific neighbourhoods deemed to be at risk, a reduction in victimization by violent crime, and an enhancement of the community's capacity to reduce crime and improve community safety. Based on intelligence and crime-risk factors, TAVIS focuses on high-risk persons and areas, and partnerships with the community to prevent crime and enhance public safety. Rapid Response Teams, Specialized Operations units, and the Community Mobilization Unit support the divisions in a collaborative effort to enhance local anti-violence strategies by targeting violence and those who perpetuate it. In the summer of 2008, TAVIS focused deployment in two targeted, high-crime neighbourhoods.

Table 1.2 shows the proportion of robberies, assaults, and sexual assaults by type of weapon involved over the past ten years. In all years, weapons were more likely used in robberies than in sexual assaults or non-sexual assaults. In 2008, 35.8% of robberies, 24.5% of non-sexual assaults, and 4.0% of sexual assaults involved the use of weapons. All these proportions represented decreases when compared with the same proportions five and ten years ago.

Given the recent focus on gun violence, the use of firearms in committing violent crimes is a major public safety concern. In 2008, only a very small proportion of both non-sexual assaults (1.9%) and sexual assaults (0.6%) involved the use of firearms, compared to just under 1 in 4 robberies (23.8%). It should be noted, however, that the proportions of these violent crimes involving firearms all decreased from 2005.

Compared to ten years ago, however, in 2008, the proportion of both non-sexual assaults and robberies involving the use of firearms increased, while the proportion for sexual assault remained relatively similar.



Table 1.2
Proportion (%) of Assaults, Robberies, and Sexual Assaults Involving Use of Weapons

	Firearm	Others	Total Weapon	Nil/ Unspecified	Total
ASSAULT					
1999	0.9	26.7	27.6	72.4	100.0
2000	0.9	25.3	26.2	73.8	100.0
2001	1.0	24.2	25.2	74.8	100.0
2002	1.0	24.2	25.3	74.7	100.0
2003	1.1	21.7	22.8	77.2	100.0
2004	1.6	24.4	26.0	74.0	100.0
2005	2.1	24.4	26.5	73.5	100.0
2006	2.0	24.1	26.1	73.9	100.0
2007	1.5	24.5	26.1	73.9	100.0
2008	1.9	22.6	24.5	75.5	100.0
ROBBERY					
1999	17.7	23.5	41.1	58.9	100.0
2000	16.6	21.7	38.3	61.7	100.0
2001	15.8	23.6	39.4	60.6	100.0
2002	12.9	21.8	34.7	65.3	100.0
2003	14.2	20.9	35.1	64.9	100.0
2004	21.6	17.6	39.2	60.8	100.0
2005	25.5	13.1	38.6	61.4	100.0
2006	26.0	15.3	41.3	58.7	100.0
2007	24.3	12.7	37.0	63.0	100.0
2008	23.8	12.0	35.8	64.2	100.0
SEXUAL ASSAULT					
1999	0.7	4.6	5.3	94.7	100.0
2000	0.7	4.1	4.8	95.2	100.0
2001	0.5	3.8	4.3	95.7	100.0
2002	0.4	3.3	3.7	96.3	100.0
2003	0.7	9.3	10.0	90.0	100.0
2004	1.1	4.7	5.8	94.2	100.0
2005	0.7	5.1	5.8	94.2	100.0
2006	1.7	3.6	5.3	94.7	100.0
2007	1.0	5.7	6.7	93.3	100.0
2008	0.6	3.4	4.0	96.0	100.0

Source: TPS Database

The decrease in proportion of assaults, robberies, and sexual assaults involving the use of firearms was echoed by the continued decreased number of gun-related calls. Gun-related calls from the public decreased 5.7% in 2008, after increases between 2004 and 2006. Most of these calls in each year were related to person with a gun or the sound of a gunshot; a smaller number was related to shooting. Table 1.3 shows the number of such calls received and attended by the police over the past ten years. The number of these calls in 2008, however, still represented significant increases compared with ten years ago.



Table 1.3
Gun-Related Calls from the Public for Police Assistance¹²

	1999	2004	2006	2007	2008	% Change		
						2007- 2008	2004- 2008	1999- 2008
Person with a gun	1,588	1,794	2,014	1,848	1,657	-10.3	-7.6	4.3
Shooting	159	216	298	276	257	-6.9	19.0	61.6
Sound of gunshot	779	1,171	1,506	1,279	1,295	1.3	10.6	66.2
Total gun-related calls	2,526	3,181	3,818	3,403	3,209	-5.7	0.9	27.0

Source: TPS I/CAD data

Injury of Victims:

Most injuries to victims occurred in relation to assault. In 2008, about 1 in 2 (51.2%) victims of non-sexual assaults were injured, an increase from 2004 (47.7%), but a drop from 1999 (59.1%). Just under 1 in 3 (29.1%) victims of robbery were injured in 2008. This proportion has remained relatively unchanged over the past ten years. For sexual assaults, 15.7% of victims were injured in 2008, an increase from the 14.5% in 2004, but a drop from the 22.1% in 1999. In general, the proportion of victims injured in these three offences decreased over the past ten years.

I. THEFT OF MOTOR VEHICLES AND BREAK & ENTER

Theft of automobiles and break & enters are crimes that can have a significant impact on the quality of life in the community. The theft of an automobile is a loss of property and means for commuting, thereby limiting mobility and causing other inconvenience to the victims and their families. Break & enter is an invasion of a private home and results in both financial and psychological consequences for victims. Victims are usually left fearful of recurrence or personal harm and constantly anxious about the security of their homes.

In 2008, citizens of Toronto had less than a 1% chance of being the victim of either theft of automobile or break & enter: for every 1,000 members of the population, an average of 7.4 persons were victims of one of these two crimes. This rate was a decrease from the 10.5 persons five years ago and the 12.7 persons ten years ago.

Theft of Motor Vehicles:

The Canadian Centre for Justice Statistics reported that, nationally, vehicles were generally stolen for thrill-seeking and transportation purposes.¹³ They were abandoned/recovered once they had served their purpose.

¹² These statistics are based on a report with data retrieval parameters covering all types of calls, which are slightly different from the statistics based on specific types of calls.

¹³ Wallace, M. (2004). *Exploring the Involvement of Organized Crime in Motor Vehicle Theft*. Ottawa: Canadian Centre for Justice Statistics, Statistics Canada.



Vehicle theft is a crime characterized by relatively low clearance rates. In 2008, only 8.9% of the motor vehicle thefts that occurred in Toronto were solved or cleared by the police, which was the second lowest clearance rate in the past ten years, despite about 70% of the lost vehicles being recovered. The non-recovery rate is regarded as a proxy indicator of the number of vehicles stolen by organized crime groups, which then use the profits so raised to fund other criminal activities.

The peak of motor vehicle thefts in Toronto occurred in 1996, when a total of 19,864 such occurrences were recorded. Since then, a general trend of decrease has been observed. In 2008, a total of 7,653 vehicle thefts were recorded in Toronto, representing a 19.3% drop from 2007, a 29.8% drop from 2004, and a 48.1% drop from 1999. Figure 1.5 shows the number of vehicle thefts over the past ten years.

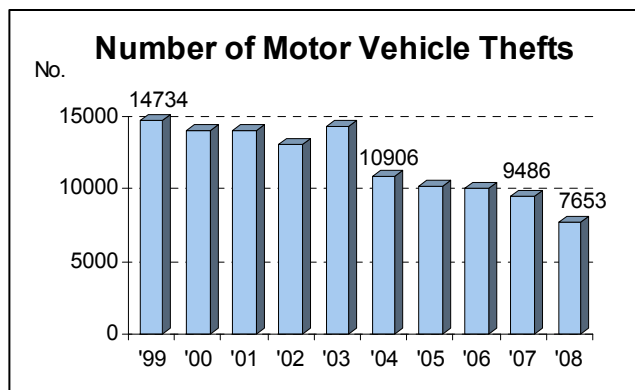


Figure 1.5

Source: TPS Database

Break & Enter:

The number of break & enters in Toronto also showed a trend of decrease over the past ten years, although less rapidly than the trend for vehicle thefts. In 2008, a total of 12,971 such occurrences were recorded, which was a 9.6% decrease from 2007, a 24.6% decrease from 2004, and a 26.3% decrease from 1999. About 20% of these crimes were solved (cleared) by the police in 2008, an improvement over the 18% and 16% five and ten years ago, respectively. Figure 1.6 shows the number of break & enters in each of the past ten years.

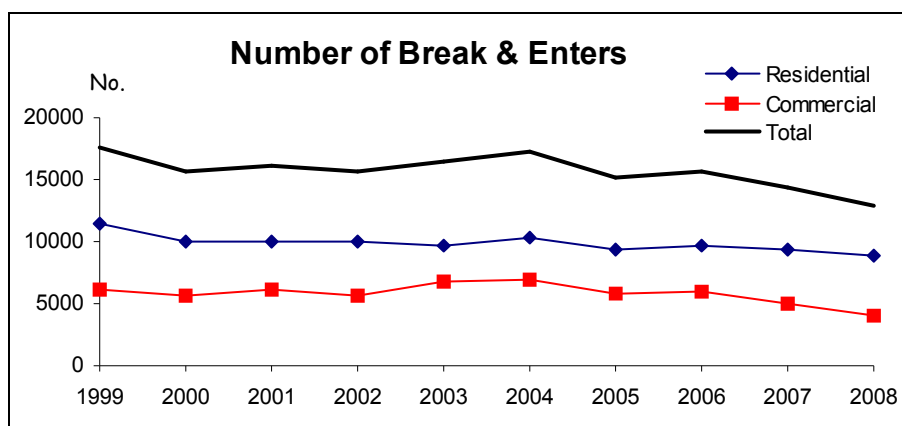


Figure 1.6

Source: TPS Database

Both residential and commercial break & enters decreased in 2008 compared to five and ten years ago. In all years, there were more residential than commercial break & enters, and over the past ten years, the proportion of residential break & enters increased while that for commercial break & enters decreased. In 2008, residential break & enters constituted about 68%



of the total number of break & enters, while commercial break & enters constituted less than one-third (31%) of the total occurrences.

J. DRUG-RELATED CRIMES

Drug use and drug-related crimes have a complex relationship with crime. According to the findings of a study reported by Statistics Canada, drug-dependent federal inmates were more likely to have committed a gainful crime (theft, break & enter, etc.), and 36% to 46% reported committing the crime to support their substance abuse.¹⁴ About 38% of newly admitted federal male inmates and almost half of provincial inmates were dependent on drugs or alcohol or both. While criminal activity is often used to fund substance abuse at the individual level, drug trafficking can be used to fund the activities and increase the power of organized crime and extremist groups. There is also a strong link between drugs and violent crime in the illegal drug market. Violence is understandably a means for eliminating competition, settling disputes, and/or protecting turf or a shipment of drugs.

In Ontario, cannabis has remained the most frequently abused illicit drug. While the latest available Ontario student drug use survey reported a general decline in illicit drug use over the past decade, with 26% of students using cannabis at least once in the past year, a second study revealed a substantial increase in cannabis use among Ontario adults, with the rate of past year drug use doubling from 8% in 1977 to 14% in 2005.^{15,16} Increased cannabis use among the adults was also reflected in police statistics, with increases in number of drug offences and persons charged with such offences over the past five years.

Figure 1.7 shows drug offences and drug arrests in Toronto over the past five years. It is important to note that resources available for enforcement and police priorities directly affect the number of drug crimes recorded. Therefore, changes in the number of reported/detected drug offences do not necessarily reflect changes in the number of drug users, or in the number of individuals involved in trafficking, import/export, or production of drugs.

¹⁴ Study by Pernanen, Cousineau, Brochu, & Sun (2002), as reported in Desjardins, N. & Hotton, T. (2004 February). Trends in Drug Offences and the Role of Alcohol and Drugs in Crime. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), 24(1).

¹⁵ Centre for Addiction and Mental Health (CAMH). (2007, November 20). 2007 Ontario Student Drug Use and Health Survey (OSDUHS). *News Release*. (Retrieved from http://camh.net/News_events/News_releases_and_media_advisories_and_backgrounders)

¹⁶ Centre for Addiction and Mental Health (CAMH). (2008, April 15). Marijuana Use On the Rise Among Ontario Adults. *News Release*. (Retrieved from http://camh.net/News_events/News_releases_and_media_advisories_and_backgrounders)

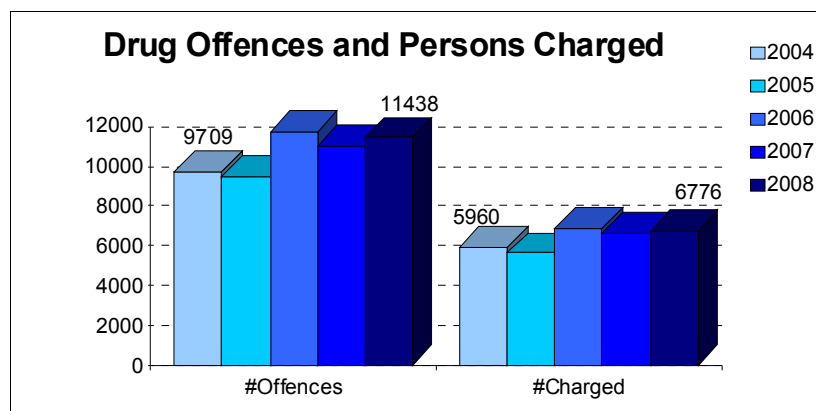


Figure 1.7

Source: TPS Database

In 2008, a total of 11,438 drug offences and 6,776 drug arrests (persons) were recorded. These numbers represented slight increases compared with 2007 (3.7% increase for drug offences and 1.7% increase for persons arrested for drugs), but were much larger increases from five years ago, including a 17.8% increase in drug offences and a 13.7% increase in drug arrests.

In 2008, an average 2.5 persons were arrested/charged for drug offences per 1,000 population. This was the same as in 2007 (2.5 persons), but an increase from 2004 (2.3 persons). On average, of every 10 persons arrested for drug offences, 8.8 were male and 1.2 were female. Males in the younger age groups (18-24, 25-34, and 12-17 years) were more likely charged for drug offences than other age groups. Males in the 18-24 years age group consistently had the highest drug charge rate: 15.8 persons per 1,000 population in 2008, more than 6 times higher than the overall charge rate of 2.5 persons.

It has been estimated that between 65% and 98% of cannabis production is related to organized crime in Canada.¹⁷ Violent crime has always been an integral part of the production, trafficking, and distribution of illegal drugs. A proliferation of marijuana grow operations (MGOs) in Toronto, mostly in residential areas, was noted in 2003 and has since become a focus for enforcement, as evidenced by the large number of such grow operations being investigated and dismantled by police in the past few years, with the peak number in 2005.¹⁸

In 2008, the number of MGOs processed by the Toronto Police Drug Squad decreased significantly to 145, compared to the peak of 346 cases in 2005 and the 258 cases in 2007. The associated number of persons charged (89), also represented large decreases from 2005 (238) and 2007 (146). It should be noted, however, that the decreases seen in 2008 were partly due to reduced police resources available for MGO detection because of other enforcement priorities. These decreases, therefore, do not necessarily imply that MGOs are a diminishing problem. The number of MGOs dismantled by the police in 2008 was still a large increase (79%) from 2002. Continued effort is required by police so as to minimize the potential security, health, and social hazards posed by MGOs.

It also should be noted that the detection, investigation, and dismantling of MGOs have proven to be very time-consuming tasks for police. The legal requirements for obtaining search

¹⁷ Desjardins & Hotton (2004).

¹⁸ It has to be recognised that the number of MGOs dismantled by the police is not a sufficient indicator of the extent of the MGO problem. Legitimately, it is more of a police workload or work efficiency measure.



warrants and the procedures to comply with in addressing the health and safety risks associated with the raid, seizure, preparation, and storage of the plants and other properties all place heavy demands on police resources.

K. ORGANIZED CRIME

Organized crime poses a serious long-term threat to Canada's institutions, society, and economy as well as quality of life.¹⁹ Many of the most pervasive criminal threats can be specifically attributed to organized criminal groups. While the public may not be fully aware, organized criminal groups are behind operations including money laundering, economic crimes (mass marketing fraud, mortgage fraud, payment card fraud, securities fraud, contraband tobacco, illicit firearms, intellectual property rights crime, counterfeit notes, vehicle-related crime, identity theft and identity fraud), environmental crime involving illegal disposal of electronic waste and criminal exploitation of natural resources, manufacturing and trafficking of illicit drugs, and human organ trafficking.²⁰

Organized crime can be found wherever there is profit to be made. On the demand side are the markets for the goods and services produced by such groups. Across Canada, established and emerging organized crime groups undertake a complex range of criminal activities ranging from street level distribution of illicit drugs to international production and distribution of counterfeit goods. According to the Canadian Intelligence Service Canada (CISC), the Canadian criminal intelligence community has identified approximately 950 organized crime groups in 2007, compared to an estimated 800 groups in 2006.²¹

While the existence of organized crime is undeniable, the definition of an organized criminal group under Canadian law is relatively vague for the purpose of quantifying the problem itself. According to the *Criminal Code of Canada* (s467.1), a criminal organization is defined as a group, however organized, that is composed of three or more persons in or outside of Canada, and has as one of its main purposes or main activities the facilitation or commission of one or more serious offences that, if committed, would likely result in the direct or indirect receipt of a material benefit, including a financial benefit, by the group or by any of the persons who constitute the group. It does not include a group of persons that forms randomly for the immediate commission of a single crime.²²

While organized crime groups vary widely in organizational structure and criminal capabilities, they can be classified into three main categories:

¹⁹ Royal Canadian Mounted Police. (2007). *Royal Canadian Mounted Police Departmental Performance Report for the period ending March 31, 2007*. (Retrieved from www.tbs-sct.gc.ca/dpr-rmr/2006-2007/inst/rcm/rcm00-eng.asp)

²⁰ Criminal Intelligence Service Canada (CISC). (2008). *2008 Report on Organized Crime*. (Retrieved from cisc.gc.ca/products_services/products_services_e.html)

²¹ Analysis under this section is largely based on: Criminal Intelligence Service Canada (CISC). (2007). *2007 Annual Report 2007 – Organized Crime in Canada*. (Retrieved from http://www.cisc.gc.ca/annual_reports/annual_report_2007/frontpage_2007_e.html)

²² Definition for organized criminal group is from Department of Justice Canada website (<http://laws.justice.gc.ca>) (under Criminal Code C46).



- Groups capable of operating elaborate criminal operations, such as complex frauds, money laundering or financial schemes, and/or the distribution of a wide range of illicit commodities. These groups are fewer in number compared with those in other categories and are not visible to the public because of their level of sophistication and nature of their operations.
- Groups with a lower level of sophistication and criminal capability. They form a larger proportion of the crime groups compared to the first category. They are involved in more visible criminal activities, such as the distribution of contraband, drug trafficking, prostitution, vehicle theft, violence, and intimidation.
- Street level criminal groups. These groups form the largest number of organized crime groups. They usually are formed to facilitate criminal activities for more capable groups. A number of them exist for limited periods of time, co-operate for specific criminal activities, and then disband. They are highly visible to the public because of their activities and their tendency to use violence and intimidation, and thus have a direct impact on public safety.

Almost all organized crime groups network or collaborate with other groups to facilitate their own criminal activities. They may use or exploit the legitimate economy to some degree to hide or insulate their activities, launder proceeds of crime, and/or commit financial crimes through a legitimate front, sometimes by corrupting public officials and professionals. The advance in technology has provided opportunities for these groups to commit crimes through the Internet or other communication interception devices, and to facilitate identity theft, theft of financial information, and large scale frauds and thefts.

Organized criminal activity has serious and complex social and economic ramifications, regionally, nationally, and internationally. The serious socio-economic harms and threats to the society posed by organized crime groups, though well documented, are not readily known to the public. These harms can be direct and tangible, such as fraud or thefts, the consequences of which can be quantified as monetary loss, or they can be intangible adverse effects, such as the loss of quality of life through victimization. Violence is frequently used by organized groups to intimidate individuals or the community, to promote and protect their criminal interests, and to settle conflicts with other groups, leading to a diminished sense of public safety. It is also recognized that there is increasing risk that organized criminal groups will become involved in facilitating the movement/smuggling of chemical, biological, radiological, and/or nuclear weapons, posing a serious threat to national and public safety.

Financial crimes, including money laundering and manipulation of financial systems and institutions, usually committed by the more sophisticated and powerful organized crime groups, can make an otherwise healthy market distorted, resulting in loss of investor and public confidence. Other crimes perpetuated by organized criminal groups, such as insurance frauds, mortgage frauds, mass marketing frauds, vehicle thefts, contraband, counterfeit goods, intellectual property theft, payment card fraud, small arms trade, and human smuggling can result in rise of insurance costs, in financial loss to victims, in loss of government tax revenue and profits of legitimate industries, and in physical and mental suffering of victims.



There is also a huge social cost from the illegal activities of these criminal groups, which can not readily be quantified. They include the ruining effect on life, health, and personal development as a result of addiction to drugs made available by the illicit drug trade, the breakdown of family and marriages as a result of addiction, and the deprivations imposed on children in such broken families. Marijuana grow operations, in which organized criminal groups are heavily involved, also pose serious health and safety risks to the community involved.

Due to the nature and financial resources of organized criminal organizations, fighting organized crime is beyond the ability of any single police service.²³ Addressing the problems of organized crime requires collaboration at all levels of law enforcement to detect, collect, evaluate, and share criminal intelligence, as well as co-ordinated effort in enforcement so as to reduce the harm that these criminal groups inflict on society. Integrated intelligence-led policing through intelligence sharing among law enforcement partners, as well as co-ordinated enforcement to enable multi-agency and multi-jurisdictional responses, are considered integral to the fight against organized crime, particularly for those organized criminal activities that reach beyond organizational, jurisdictional, and national boundaries.

On June 12th, 2007, the Ontario government announced the new strategy of fighting organized crime with organized justice, through the establishment of a Special Advisory Group to the Attorney General. It is intended that this Group will bring the best and brightest together to combat organized crime, enhance investigation and prosecution of identity theft and counterfeiting, mobilize experts and researchers in the field, and provide training and educational materials to be used by Crown prosecutors and other law enforcement agencies.²⁴

L. HI-TECH CRIME & IDENTITY THEFT

Technological innovations and the expanding availability and use of electronic money systems provide increased venues for traditional crimes and new opportunities for high-value anonymous transactions and high-tech frauds. High-tech crimes, largely computer-related crimes, are characterized by their high level of sophistication, effectiveness in terms of furthering criminal objectives, and the potentially more serious damage to the victim(s).^{25, 26} The most common purpose of high-tech crimes is the unauthorized tapping of personal, organizational, and financial information for financial gain or other criminal purposes.

The increase in the number and variety of crimes that capitalize on the advancement of technology is proportionate to the rapid increase in the number of Internet users and the

²³ The then-RCMP Commissioner G. Zaccardelli was reported to have made these remarks in his address to the Senate Committee on National Security and Defence on May 8th, 2006. (Terrorists work with gangs: RCMP. (2006 May). *Toronto Star*.)

²⁴ Government of Ontario. (2007) McGuinty Government Protecting Ontarians From Organized Crime. *News Release*. (Retrieved on June 12th, 2007, from <http://www.attorneygeneral.jus.gov.on.ca/english/news/2007/20070612-orrgrcrim-nr-asp>)

²⁵ Computer crime generally refers to criminal activity that involves a computer or network as the source, tool, target, or place of a crime. It can broadly be defined as criminal activity involving an information technology infrastructure, including unauthorized access, illegal interception, data interference, systems interference, misuse of devices, forgery, and electronic fraud.

²⁶ Some of the following discussion is based on: Criminal Intelligence Service Canada (CISC). *2005 Annual Report – Organized Crime in Canada*. (Retrieved from http://www.cisc.gc.ca/annual_reports/annual_report_2005/frontpage_2005_e.html)



expansion of e-commerce globally. Other contributing factors include the rapid growth of credit, debit, and banking cards; careless consumer behaviour; easy availability of personal-financial information and consumer data; escalating on-line opportunities for theft and fraud; lax business and government security practices in protecting information; the low risk of being caught for perpetrators; and, the easy availability of automated hacking tools.²⁷

There are a variety of crimes that exploit the advancement of technology: new crimes committed with and born out of new technology, and traditional crimes committed with new technology. The newer crimes include hacking and 'spoofing' websites, while the traditional crimes using technology include identity theft, extortion, and fraud, mostly committed through the Internet. The use by criminals of technology that facilitates increasingly secure, anonymous, and rapid communication (via tools like encryption software, wireless devices, disposable cell phones and anonymous re-mailers) also makes these crimes less detectable and helps to conceal the perpetrators' identities.

Identity theft (ID theft) involves stealing, misrepresenting, or hijacking the identity of another person or business and provides an effective means to commit other crimes.²⁸ Identity theft enables criminals to use stolen personal information to drain individuals' bank accounts and obtain fraudulent documentation for the commission of other crimes. The unauthorized collection of personal information can occur in a number of ways, including: hacking into computer databases or 'colonizing' computers by virus infection via the Internet; obtaining of personal information through bribery of database administrators; theft of personal information records or computer hard drives from businesses or government; digging up information from publicly available sources (such as the Internet); dumpster diving (garbage sieving); theft or diversion of mail; payment card fraud; card skimming; or posing as a potential employer, Internet service provider, market researcher, or other service provider to solicit personal information for seemingly legitimate purposes.²⁹

Identity theft, particularly of financial data via the Internet, is committed mostly through phishing, pharming, and, most recently, vishing. Both pharming and phishing involve deceptively redirecting Internet users from legitimate financial sites to targeted websites via the Internet for the purpose of scam, while vishing, similar to phishing, involves the use of Voice-over-Internet Protocol (VoIP) phones to lure people to call to provide personal information. Identity theft can also be done via other means, such as skimming, which involves stealing personal information from the magnetic strip on debit and credit cards through the use of small electronic devices called skimmers or wedges.

Identity theft is increasingly a global problem, beyond the constraints of physical geographical boundaries and political jurisdictions, and the perpetrators of identity theft include organized criminal groups, individual criminals, and terrorists. Victims of such thefts may be unaware for long periods of time that their identity information has been wrongfully used, and the full extent of losses from identity theft are not usually known when the crime is first discovered. As a consequence, victims suffer financial loss, damage to their reputation, and

²⁷ Public Safety Canada. *Fact Sheet: High-tech Crime*. (Retrieved from http://ww2.ps-sp.gc.ca/policing/organized_crime/FactSheets/high_tech_crime_e.asp)

²⁸ From the Identity Theft page on the RCMP website (rcmp-grc.gc.ca).

²⁹ There is the analogy that "People...now understand that it is the databases that carry the goldmines and criminals are mining them." *Credit Agency Reports Security Breach*. (2004, March 17). (Retrieved from www.computerworld.com/printthis/2004/0,4814,91319,00.html)



emotional distress, and are left with the complicated and sometimes arduous task of clearing their names.

Currently, there is no separate federal or provincial offence for identity theft. The Canadian *Criminal Code* provisions in relation to fraud, forgery, unauthorized use of computer, and theft are generally used to prosecute such crimes. However, most of these applicable *Criminal Code* offences require proof of the accused's intent to gain advantage or cause disadvantage to others, which can be difficult to establish. The simple possession of multiple identification documents or information belonging to others without further evidence/proof of intent (i.e. that this information will be used to gain advantage) does not constitute an offence.

Given the present state of the Canadian law, the extent of identity theft and related crimes is not entirely known. The lack is also partly due to the fact that financial institutions are usually ready to offset the losses of the victims who are their customers and are not ready to disclose such information for business reasons. In addition, victims complain to a variety of diverse bodies, including credit bureaux, banks, credit card companies, the government, and police. The current laws in general do not seem to provide adequate or effective deterrence to such crimes. Bill C-27, which at the time of writing, is before the federal Parliament for debate, seeks to make the possession of another person's identity information an offence (identity theft) punishable by imprisonment, although the prosecution would still have to prove via reasonable inference that the information was intended to be used to commit an indictable offence.

Law enforcement agencies have started collecting and reporting identity theft statistics only recently. The Ontario Provincial Police (OPP) have responded to the problem of identity theft in Ontario in part through the use of the PhoneBusters National Call Centre (PNCC), created in 1993 to fight telemarketing scams, as a central source location for the collection, analysis, and dissemination of identify theft complaint data. In 2008, a total of 11,380 identity theft complaints from victims were received by the PNCC from across Canada, a 10.2% increase from 2007 (10,327). A total of \$9.6 million were involved, which was also an increase from the \$6.5 million from 2007.³⁰ It has to be noted that these numbers should be considered as only partial indicators of identity theft, as they represented just those ID thefts that were known to the victims. Also, these numbers include only cases reported to PhoneBusters, and so do not present a complete picture of the extent of the problem.

M. PERSONS ARRESTED & CHARGED

In 2008, a total of 51,043 persons were arrested and charged for *Criminal Code* offences, which was a 3.2% decrease from 2007, but a slight 1.2% increase over 2004.³¹ Compared to five years ago, the number of persons charged in 2008 increased 2.5% for violent crime, 3.3% for other *Criminal Code* and 1.6% for *Criminal Code* traffic, but decreased by a slight 0.4% for property crime. The number of persons charged for drug offences increased by 13.7%. Figure

³⁰ The Canadian Anti-fraud Call Centre. (2009 June 1). *PhoneBusters Monthly Summary Report*. (Retrieved from www.phonebusters.com/english/documents/MonthlyStats_000.pdf)

³¹ This number represents actual persons/bodies charged for *Criminal Code* offences. In some cases, multiple charges laid against the same person could cause that person to be counted under more than one offence category. For this reason, the sum of persons charged in the offence categories is always larger than the actual total number of persons charged. This condition applies to the counts of all years under review.



1.8 shows the number of persons charged, overall and by various offence categories, for each of the last five years.

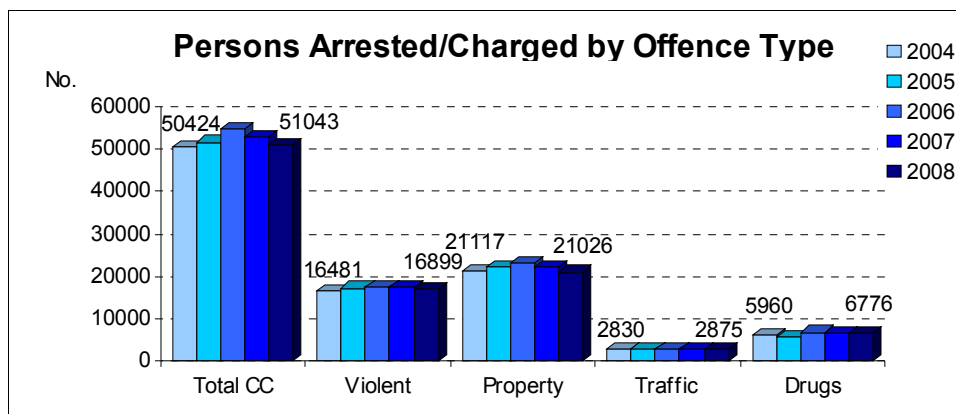


Figure 1.8

Source: TPS Database

Figure 1.9 shows the overall charge rate, as well as the charge rate for young persons (aged 12-17) and adults (aged 18 & over). As shown, in 2008, an average 19 persons were charged for *Criminal Code* offences per 1,000 population, which was a decrease from the 19.8 persons in 2007 and the 19.5 persons in 2004. An average of 20.6 persons were charged per 1,000 adult population in 2008; youths had a much higher charge rate of 37 persons per 1,000 youth population – nearly double the adult rate. Over the past five years, the arrest/charge rate (*Criminal Code*) for young persons decreased 7.7%, while that for adults decreased 2.4%. More details on and analysis of crimes involving youth are provided in the Youth Crime chapter.

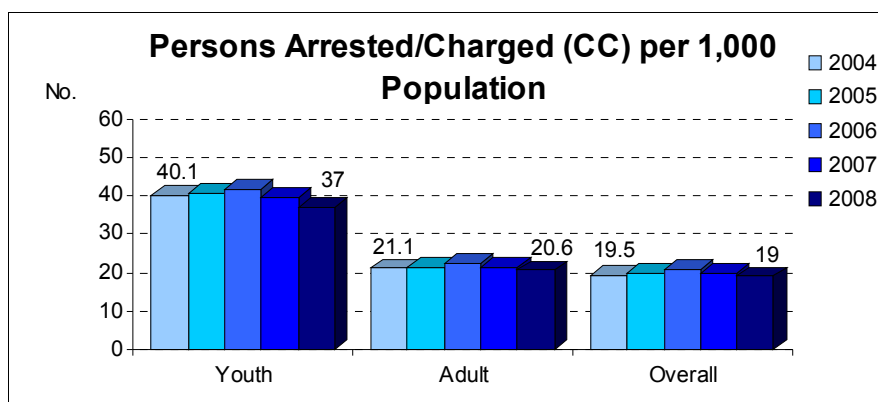


Figure 1.9

Source: TPS Database

Table 1.4 shows the arrest rates for major *Criminal Code* offence groups and drug offences in 2008, broken down by gender and age group.³²

³² The sum of the rates of the various *Criminal Code* offence groups should not be taken as the total charge rate. This total is greater than the actual total number of persons/bodies charged due to multiple charges laid in some cases, which caused the same person to be counted under more than one offence category. The same is true that the sum of the various age groups under an offence group is greater than the actual total number of persons/bodies charged under the same offence group, due to the duplications across the age groups when the multiple charges



Table 1.4
Rate of Persons Arrested/Charged (per 1,000 population) by Gender, Age Group, and Offence Group – 2008

Age Group		# Persons Charged/1,000 pop				
		Violent	Property	Other CC	Traffic	Drug
12-17 (Youth)	Male	21.2	22.8	22.9	0.4	7.0
	Female	5.3	12.8	3.6	0.1	0.7
	Sub-total	13.4	17.9	13.4	0.2	3.9
18-24	Male	24.5	25.9	40.0	3.9	15.8
	Female	4.5	9.5	6.2	0.6	1.5
	Sub-total	14.4	17.6	22.9	2.2	8.6
25-34	Male	16.5	16.7	21.6	3.9	7.5
	Female	2.8	4.9	4.2	0.4	1.0
	Sub-total	9.3	10.5	12.5	2.1	4.1
35-44	Male	14.5	16.8	18.7	2.9	4.6
	Female	2.3	4.5	3.6	0.3	0.9
	Sub-total	8.1	10.4	10.8	1.5	2.7
45 & +	Male	5.7	6.2	6.1	1.3	1.5
	Female	0.7	1.8	0.9	0.1	0.2
	Sub-total	2.9	3.8	3.2	0.7	0.8
Total (sum of all age groups)	Male	11.3	12.1	14.6	2.0	4.7
	Female	1.9	4.0	2.4	0.2	0.6
	Total	6.3	7.8	8.2	1.1	2.5
18 yrs + (Adult)	Male	12.2	13.2	16.3	2.5	5.3
	Female	1.9	3.9	2.7	0.3	0.7
	Total	6.7	8.2	9.1	1.3	2.8

Source: TPS Database

As shown in Table 1.4, in 2008, young persons (18-24 years) and youth (12-17 years) were the two groups with the highest arrest/charge rates for the major *Criminal Code* offence categories. Males in these age groups consistently had the highest arrest rates for violent crimes, property crimes, and other non-traffic *Criminal Code* offences. Males aged 18-24 typically had the highest arrest rates for all major offence groups, including *Criminal Code* traffic and drug offences.

Table 1.5 shows the change in arrest/charge rates by age group and gender between 2004 and 2008. As shown, over the past five years, in total, decreases were noted in the charge rate for all *Criminal Code* offence groups, including violent crime (1.3%), property crime (4.2%),

involved offences committed at different times. Statistics Canada dealt with this issue of duplication by adopting the most serious offence rule in categorizing cases involving multiple charges. Currently, this capability is not available in the TPS statistics production system.



other *Criminal Code* (0.6%), and traffic offences (2.3%). However, a 9.4% increase in the charge rate was noted for drug offences.

Table 2.5
Change (%) in Population and Arrest/Charge Rates 2004-2008

Age Group		Population (Estimated)	Charge Rate				
			Violent	Property	Other CC	Traffic	Drug
12-17 (Youth)	Male	4.3	6.9	-13.6	-11.9	-19.1	11.0
	Female	6.2	-6.9	-6.0	-25.1	-21.5	-10.0
	Sub-total	5.2	3.4	-11.3	-14.4	-19.9	8.1
18-24	Male	7.4	-9.9	-13.6	-8.8	-3.3	-3.4
	Female	7.0	4.1	-10.2	-6.7	69.5	-15.1
	Sub-total	7.2	-7.8	-12.6	-8.4	2.8	-4.5
25-34	Male	3.3	-0.5	-2.0	0.1	14.4	12.7
	Female	4.1	1.1	-11.1	4.3	30.9	11.0
	Sub-total	3.7	-0.5	-4.6	0.6	15.5	12.2
35-44	Male	-1.2	-8.1	-0.9	1.6	-18.9	4.7
	Female	0.6	-9.3	-9.0	-3.3	13.8	22.7
	Sub-total	-0.3	-8.9	-3.3	0.1	-17.0	6.7
45 & +	Male	5.9	10.6	18.7	26.3	-8.2	57.8
	Female	6.5	27.3	6.6	55.5	-4.6	118.6
	Sub-total	6.2	12.2	15.0	29.9	-8.1	65.2
Total (sum of all age groups)	Male	3.3	-1.2	-3.0	-0.3	-4.1	9.6
	Female	4.5	0.8	-6.2	0.5	22.8	12.4
	Total	3.9	-1.3	-4.2	-0.6	-2.3	9.4
18 yrs + (Adult)	Male	4.0	-3.3	-1.7	0.8	-4.4	8.5
	Female	4.8	2.1	-6.9	3.7	23.4	14.4
	Total	4.4	-2.9	-3.3	0.9	-2.4	8.8

Source: TPS Database

The arrest/charge rate for youth (12-17 years) showed increases for violent crime (3.4%) and drug offences (8.1%), and decreases for property (11.3%), other *Criminal Code* (14.4%), and traffic (19.9%). While the adult charge rate for drug offences also increased, their charge rates for most other major offence categories decreased.

Males continued to constitute the majority (79.5%) of those arrested/charged for *Criminal Code* offences in 2008. Males accounted for an even higher proportion (87.8%) of all the persons arrested for drug offences. A similar pattern was observed in 2004.



N. TRENDS ACROSS POLICE DIVISIONS

Table 1.6 is a comparison of Toronto Police Service divisions in terms of the proportion of crimes, the crime rates, and the workload (number of calls and crimes) per officer.³³ The statistics presented are based on the revised divisional boundaries implemented in May 2004. It should be noted that the following analysis is meant to be a description of facts, patterns, and changes; it is not meant to be a comparison of performance or efficiency, for which purpose a much more sophisticated methodology, such as Data Envelopment Analysis (DEA), is required.

Table 1.6
Crime and Crime Rates: Comparison of Divisions

2008	Division	As % of Field Total					Rate of Occurrences (number per 1,000 pop.)			Workload per Officer	
		Tot Non-	Disp.	Unif.			Tot Non-			Calls	Crimes
DIV	Pop	Viol	Prop	Traf. CC	Calls	Offr.	Viol	Prop	Traf. CC		
11	3.7	3.6	3.1	3.7	4.6	4.5	11.3	32.3	65.3	173.5	37.2
12	3.7	4.2	3.7	3.9	5.3	5.0	13.5	38.2	70.8	182.4	36.2
13	5.1	4.0	3.3	3.4	4.7	4.8	9.0	24.1	44.1	167.9	32.5
14	5.5	8.0	7.4	7.3	8.6	8.2	16.7	50.5	87.3	177.8	40.6
22	7.4	5.7	6.6	6.3	6.2	5.7	9.0	33.8	56.0	186.7	50.8
23	6.0	5.7	5.1	5.1	5.3	5.8	11.0	32.5	56.1	155.3	40.3
31	7.0	9.9	6.6	7.8	7.1	7.1	16.5	35.7	73.5	170.4	50.0
32	8.9	6.3	8.8	7.6	5.9	5.9	8.1	37.2	55.7	171.5	58.8
33	7.3	4.2	4.9	4.5	5.3	4.6	6.7	25.3	40.5	197.0	44.9
41	6.4	6.7	6.8	7.1	6.5	6.6	12.2	40.4	72.7	168.6	48.8
42	10.2	5.9	5.6	5.7	5.8	5.9	6.7	20.7	36.6	167.5	43.6
43	7.7	8.0	6.6	7.2	6.0	6.6	12.0	32.4	61.2	156.1	49.9
51	3.4	6.3	6.4	6.2	7.3	6.8	21.8	72.3	120.5	181.8	41.4
52	1.5	5.4	8.1	7.9	5.1	6.9	41.7	202.2	344.0	126.9	52.3
53	6.7	4.7	7.0	5.8	5.0	4.7	8.1	39.3	57.2	183.5	56.6
54	5.0	5.3	4.0	4.5	5.7	5.2	12.4	30.2	59.4	186.8	39.8
55	4.4	6.0	6.0	5.8	5.6	5.9	15.9	52.5	88.2	162.6	45.4
Field Total	100.0	100.0	100.0	100.0	100.0	100.0	11.6	37.9	65.8	170.5	45.5

Source: TPS Database; Toronto Urban Development Services.

In 2008, 52, 31, and 32 Divisions had the largest proportions of crime when compared with other divisions. These 3 divisions together constituted 17% of the Toronto population and 23% of the total number of crimes. They also had 20% of the total number of divisional officers. In terms of calls for service, 14, 51, and 31 Divisions had the largest proportion of dispatched calls, which together constituted 23% of all calls serviced by the divisions.

In terms of the overall crime rate (number of crimes per 1,000 population), 52, 51, and 55 Divisions had the highest rates in 2008; 52 Division also had the highest rates in all major crime

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



categories, followed by 51 Division. This same pattern was observed back in 1999. It has to be noted, however, that the computation of crime rates takes into account the residential population only. For areas such as the downtown core, which includes parts of 51 and 52 Divisions, frequented by a large transient population on a daily basis (e.g. commuters, tourists, etc.), when the crime rate is computed using residents only, the rate is inflated. However, there is at present no reliable way to determine and factor in the transient population in crime rate calculation.

The average number of dispatched calls and crimes per officer are usually regarded as workload indicators for officers, although both are measures of reactive policing only. In 2008, 33 Division had the largest number of calls per officer (197), followed by 54 Division (186.8) and 22 Division (186.7). In terms of number of crimes per officer, 32 Division had the largest rate, followed by 53 and 52 Divisions. It is also noted that while the highest crime rates and a high crimes-per-officer ratio were seen in 52 Division, its calls-per-officer rate was low relative to other divisions.

Table 1.7 shows the percent change in number of crimes and crime rates for divisions over the past five years. Because of the change in divisional boundaries in 2004, the statistics for Divisions 41 and 42 were combined for 2004, and those for Divisions 41, 42, and 43 were combined for 2008, both under the name of D40s, so as to enable a fair comparison.

Table 1.7
Change* (%) in Crime and Crime Rates: 2004-2008

DIV	No. of Crimes				Rate of Occurrences (number per 1,000 pop.)			
	Viol	Prop	Other CC	Tot Non- Traf CC	Viol	Prop	Other CC	Tot Non- Traf CC
11	9.5	-14.5	39.0	2.5	9.3	-14.6	38.9	2.4
12	-18.0	-0.1	-11.8	-7.3	-20.5	-3.1	-14.5	-10.1
13	-13.7	-21.5	-24.0	-20.7	-13.2	-21.0	-23.5	-20.2
14	-10.3	-16.9	5.0	-11.4	-9.1	-15.8	6.4	-10.2
22	5.1	-14.3	-10.4	-10.7	0.3	-18.2	-14.5	-14.8
23	-6.9	-17.0	-6.0	-12.9	-7.2	-17.3	-6.3	-13.1
31	8.3	-2.8	-2.8	-0.5	9.2	-2.0	-2.0	0.3
32	8.7	6.9	-18.1	1.4	-4.9	-6.4	-28.3	-11.2
33	10.8	-14.9	-1.7	-8.8	6.4	-18.2	-5.6	-12.4
D40s	-3.9	-5.0	-1.0	-3.7	-9.2	-10.3	-6.5	-9.1
51	-5.8	-4.4	-20.2	-8.6	-8.7	-7.4	-22.7	-11.5
52	-2.0	-5.5	-36.7	-17.0	-23.7	-26.4	-50.7	-35.4
53	12.9	-0.4	25.6	5.1	6.8	-5.8	18.8	-0.6
54	10.9	-2.4	14.0	4.5	13.1	-0.5	16.2	6.5
55	-5.2	-7.2	12.9	-3.0	-4.9	-7.0	13.2	-2.8
Field Total	-1.2	-7.3	-7.0	-6.2	-4.9	-10.8	-10.5	-9.7

**For the sake of fair comparison, statistics for divisions under the 40 series were combined, under the label of D40s, so as to enable a 10-year comparison. Division 43, opened in 2004, was formed from part of 41 Division and part of 42 Division. Therefore, the 'old' 41 and 42 Divisions together are equal to the 'new' 41, 42, and 43 Divisions combined.*

Source: TPS Database; Toronto Urban Development Services.



Between 2004 and 2008, there was a 6.2% decrease in non-traffic *Criminal Code* offences for all the divisions, including a 1.2% decrease in violent crimes, a 7.3% decrease in property crimes, and a 7.0% decrease in other *Criminal Code* offences. The decrease in crime over the past five years was mainly driven by the decrease in both property crimes and other *Criminal Code* offences.

Overall crimes decreased in most divisions, with the largest decreases seen in 13 Division (-20.7%) and 52 Division (-17.0%). Divisions 53 and 54, however, both had about a 5% increase in overall crimes.

A drop in property crime was seen in most divisions, with the largest decreases noted in Divisions 13 (21.5%) and 23 (17.0%). There was a mixed picture in terms of the change in violent crimes, with 8 divisions showing a decrease and the rest showing an increase. The largest decrease in violent crime was in 12 Division (-18.0%) and the largest increase was in 53 Division (12.9%). Ten divisions showed decreases in other *Criminal Code* offences, while others had increases, with the largest decrease in 52 Division (-36.7%) and the largest increase in 11 Division (39.0%).

As previously noted, calculating the number of crimes per 1,000 people provides a rate that is not affected by simple increases or decreases in population size. There was a 9.7% drop in the overall crime rate per 1,000 population for the divisions in the past five years, with the largest decreases noted in 52, 13, and 22 Divisions. The property crime rate dropped 10.8%, and a decrease in the property crime rate was noted for all divisions, ranging from 0.5% (54 Division) to 26.4% (52 Division). In terms of the violent crime rate, the overall divisional rate dropped 4.9%, with the largest 23.7% drop in 52 Division. Six divisions, however, had an increase, with the largest increase seen in 54 Division (13.1%). Ten divisions had a drop in the rate for other *Criminal Code* offences, with the largest drop in 52 Division (-50.7%), while the others had an increase, with the largest increase seen in 11 Division (38.9%).

The number of crimes that occur is a function of a large number of factors, and among them is policing. Contemporary policing is no longer confined to reacting/responding to crimes and calls. Policing programs have diversified to also focus on crime prevention and problem solving at the neighbourhood level. These proactive programs in turn have an impact on reducing criminal occurrences and calls for service. The number of crimes that occur and the calls processed by the police should therefore be considered as being an indicator of work demand for police as well as consequences of policing programs.

Statistics regarding number of crimes, crime clearance, and crime rates by division for selected years over the past ten years are shown in the Appendix 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 2007 crime statistics were available at the time of writing. 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.³⁴ It should be noted that, in the past, counts based on offences have always been larger than the counts based on incidents. In 2007, the incident-based number of crimes (non-traffic) for Toronto was 134,408, compared with the offence-based count of 197,550 crimes.³⁵ The two sets of crime statistics are useful for different purposes.³⁶

In 2007, of the 20 police services serving a population of more than 250,000, Toronto had the largest per capita cost for policing and the third smallest number of population per police officer (Table 1.8).³⁷ 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, due to various constraints, the computation of these ratios cannot take into account the large transient population (e.g. visitors, commuters, tourists, etc.) also served by the Toronto Police, and thus results in an inflation of these ratios. 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 Greater Toronto Area, all pose special demands on the Police Service, which certainly impact on the per capita cost but can not easily be quantified for fair comparison with other police services.

In terms of crime rates, in descending order, Toronto ranked thirteenth in overall crimes among the 20 cities under review, with Surrey, BC, showing the highest overall crime rate, followed by Winnipeg. Toronto ranked fifth and fourteenth in violent crimes and property crimes, respectively. Surrey continued to have the highest violent crime rate in 2007, followed by Vancouver, which also had the highest property crime rate. Toronto's rankings all represented improvements over 2006.

Traditionally, crime and victimization rates are the main crime indicators with respect to volume of crime, police workload, demands on the justice system, and the public's experiences of crime. The new Crime Severity Index (CSI) produced by the Canadian Centre for Justice Statistics provides another such measure, by taking into account the relative seriousness of individual offences, as reflected by the sentences passed by the court. Each crime is assigned a weight depending on its seriousness. As a result, serious crimes will have more of an impact on fluctuations in the index. This addresses a very basic criticism of the crime rate, which treats all crimes as being equal, irrespective of their seriousness and impact on the public's perception of safety.³⁸ The CSI provides answers to questions such as: Is crime more serious over time and

³⁴ In offence-based statistics, all offences involved in an incident are counted. This differs from incident-based statistics where more than one offence may have occurred in the incident, but only the most serious offence is counted in the crime statistics.

³⁵ The 2007 CCJS crime statistics released earlier were subsequently revised as a result of recent changes to the counting rules of Statistics Canada for selected crimes.

³⁶ Since incident-based statistics count only the most serious offence that occurred during an incident, it may give a clearer indication of the level of crime in a community. Offence-based statistics, which count all offences, may give an indication of the range/extent of offences that occurred in a community as well as officer workload.

³⁷ Data from CCJS, Statistics Canada.

³⁸ While crime rates (in terms of the number of crimes per a specific size of population) are by tradition the standardized measure for comparison, there is recognition that crime rates do not factor in the nature or severity of crime, and thus do not reflect the true level of crime. For this reason, the Canadian Centre for Justice Statistics of Statistics Canada initiated a project in 2006 to develop a new measure for crime comparison, the Crime Severity Index. The Crime Severity Index takes into account both the number of crimes and the severity of the offences in terms of a weight reflecting incarceration rate and length of sentence.



across different jurisdictions? These questions are not readily answerable by the traditional measures of crime and victimization rates. The Canadian Centre for Justice Statistics (CCJS) of Statistics Canada released the CSI statistics for 2007 and 2008 in July 2009. Based on these statistics, the crime severity index for Toronto dropped 6.6% in 2008 compared with 2007. In terms of the CSI, Toronto ranked eleventh (medium) in overall crime and sixth (high) in violent crime among the 21 large Canadian cities with a population over 250,000. The police community in Ontario will soon meet to further discuss how to incorporate this new crime measure into future planning and crime analyses.

Table 1.8
Crime Rates* (per 10,000 population), Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over - 2007

2007 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	2,651,717	26,296	99.2	73,713	278.0	34,399	129.7	134,408	506.9	5,558	477.1	334.1
Montreal	1,871,846	18,511	98.9	74,917	400.2	33,738	180.2	127,166	679.4	4,406	424.8	295.5
Peel Reg.	1,222,639	6,279	51.4	24,368	199.3	11,103	90.8	41,750	341.5	1,686	725.2	220.3
Calgary	1,038,481	7,264	69.9	41,148	396.2	14,486	139.5	62,898	605.7	1,604	647.4	249.8
York Reg.	975,501	4,114	42.2	16,391	168.0	7,325	75.1	27,830	285.3	1,260	774.2	203.3
Ottawa	846,169	5,215	61.6	25,314	299.2	16,001	189.1	46,530	549.9	1,210	699.3	233.2
Edmonton	763,732	8,603	112.6	45,300	593.1	23,396	306.3	77,299	1012.1	1,364	559.9	286.1
Winnipeg	653,733	7,832	119.8	35,763	547.1	23,899	365.6	67,494	1032.4	1,275	512.7	245.9
Vancouver	609,785	7,725	126.7	36,632	600.7	13,990	229.4	58,347	956.8	1,309	465.8	330.4
Durham Reg.	595,354	3,831	64.3	12,843	215.7	9,399	157.9	26,073	437.9	799	745.1	218.3
Quebec	535,321	4,011	74.9	15,283	285.5	6,941	129.7	26,235	490.1	733	730.3	184.0
Hamilton	519,741	4,770	91.8	17,497	336.6	10,217	196.6	32,484	625.0	776	669.8	228.4
Waterloo Reg.	496,370	2,836	57.1	13,464	271.2	7,727	155.7	24,027	484.1	686	723.6	204.1
Halton Reg.	468,980	2,045	43.6	8,997	191.8	4,652	99.2	15,694	334.6	546	858.9	185.5
Niagara Reg.	433,946	2,511	57.9	13,890	320.1	7,896	182.0	24,297	559.9	666	651.6	280.1
Surrey	425,428	5,981	140.6	24,752	581.8	15,631	367.4	46,364	1089.8	564	754.3	146.0
Longueuil	395,168	2,653	67.1	12,652	320.2	5,989	151.6	21,294	538.9	543	727.7	201.8
Laval	381,651	2,652	69.5	9,730	254.9	3,905	102.3	16,287	426.8	485	786.9	210.3
London	362,561	2,959	81.6	15,746	434.3	10,652	293.8	29,357	809.7	567	639.4	210.0
Gatineau-Metro	251,274	2,121	84.4	7,616	303.1	5,280	210.1	15,017	597.6	347	724.1	170.6

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 CC offences.

(4) Sum of (1) through (3).

Source: Website for Canadian Centre for Justice Statistics, Statistics Canada (ccjsccsj.statcan.ca).

Between 2003 and 2007, 19 out of the 20 large Canadian cities under review had decreases in the overall crime rate (Table 1.9); London was the only city to show an increase. Toronto had the fifth largest decrease (-15.8%) in total non-traffic *Criminal Code* incidents per



10,000 population. Of the 20 cities under comparison, 12 had a decrease in the violent crime rate, all 20 had a decrease in the property crime rate, and 14 had a decrease in the other *Criminal Code*. Toronto was among the municipalities that had a decrease in the crime rate for all three major offence groups, including a 4.9% decrease for violent crime, a 16.0% decrease for property crime, and a 22.2% decrease for other *Criminal Code*. Toronto had the tenth largest decrease in the violent crime rate, thirteenth largest decrease in the property crime rate, and the largest decrease in other *Criminal Code*.

Of the 19 cities for which data was available, all had an increase in the per capita cost. The increase for Toronto was the sixth largest at 29.8%, compared to the largest increase of 36.3% for London. In terms of the size of population per officer, Toronto was among the 17 cities that had a decrease due to the gain in police strength for the period under review. Toronto had a 3.0% decrease for the population-police ratio, the fifth smallest decrease.

Table 1.9
% 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: 2003-2007**

	Population	(1) Violent Crimes		(2) Property Crimes		(3) Other Crimes		(4) Total Crimes		Police Strength	Pop/ Pol. Ratio	Cost Per Cost(\$)
		No.	Rate	No.	Rate	No.	Rate	No.	Rate			
Toronto	1.4	-3.5	-4.9	-14.8	-16.0	-21.2	-22.2	-14.6	-15.8	4.6	-3.0	29.8
Montreal	0.0	-11.1	-11.0	-13.0	-12.9	7.4	7.5	-8.1	-8.0	8.3	-7.7	29.5
Peel Reg.	14.5	17.0	2.2	-0.3	-13.0	1.1	-11.7	2.4	-10.6	16.0	-1.2	16.5
Calgary	10.7	-12.8	-21.3	-6.1	-15.2	-4.1	-13.4	-6.5	-15.5	11.2	-0.5	17.7
York Reg.	14.9	2.1	-11.1	-26.8	-36.3	-4.4	-16.8	-18.4	-29.0	29.5	-11.3	35.7
Ottawa	2.5	-18.5	-20.5	-16.5	-18.5	0.7	-1.8	-11.6	-13.7	9.3	-6.3	31.3
Edmonton	8.7	19.2	9.6	-10.3	-17.5	-0.4	-8.4	-4.8	-12.4	11.3	-2.4	20.8
Winnipeg	1.7	-8.4	-10.0	-17.4	-18.8	-14.8	-16.2	-15.5	-16.9	5.3	-3.4	8.1
Vancouver	5.6	7.5	1.8	-25.5	-29.4	2.9	-2.6	-16.6	-21.0	9.8	-3.9	25.4
Durham Reg.	8.1	0.7	-6.8	-13.5	-19.9	-1.9	-9.2	-7.6	-14.5	8.6	-0.5	22.0
Quebec	2.1	40.0	37.1	-11.0	-12.8	2.2	0.1	-2.2	-4.2	2.1	0.0	9.5
Hamilton	0.3	-13.7	-14.0	-19.3	-19.6	-1.0	-1.3	-13.4	-13.7	9.0	-7.9	23.6
Waterloo Reg.	5.5	5.7	0.2	-21.3	-25.4	23.6	17.1	-7.7	-12.6	12.3	-6.0	32.9
Halton Reg.	12.9	5.8	-6.3	-5.7	-16.5	-6.5	-17.2	-4.6	-15.5	8.8	3.8	23.6
Niagara Reg.	0.8	-2.6	-3.4	-13.7	-14.4	-2.9	-3.7	-9.4	-10.1	5.4	-4.3	24.8
Surrey	12.0	22.5	9.3	-22.8	-31.1	29.9	15.9	-5.4	-15.5	36.6	-17.9	n.a.
Longueuil	2.7	-15.8	-18.0	-9.6	-12.0	-15.0	-17.2	-12.0	-14.3	8.6	-5.4	20.4
Laval	5.9	9.0	3.0	-21.4	-25.8	-7.1	-12.2	-14.4	-19.1	3.0	2.8	30.0
London	2.0	17.7	15.4	-8.7	-10.5	43.2	40.4	7.9	5.8	17.9	-13.4	36.3
Gatineau-Metro	10.7	5.9	-4.4	-7.5	-16.4	31.1	18.4	5.3	-4.9	15.7	-4.3	6.3

Notes:

Only non-traffic *Criminal Code* offences are included in this analysis.

* Crime rate is by number of crimes per 10,000 population.

** Due to changes in jurisdiction of some police services prior to 2002, a 5-year (2002-2006) comparison, instead of a 10-year comparison, was done, for the sake of fair comparison.

(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 CC offences.

(4) Sum of (1) through (3).

Source: Website for Canadian Centre for Justice Statistics, Statistics Canada (ccjccsj.statcan.ca).



Appendix

Statistics* Summary - Population, Crime and Crime Clearance by Division

2008		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot Non-		Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Traf CC
						Tot CC	Traf CC								
11	102,457	1155	3313	2226	196	6890	6694	72.5	30.6	88.8	57.2	11.3	32.3	21.7	65.3
12	101,895	1372	3894	1944	188	7398	7210	69.6	34.2	86.0	54.9	13.5	38.2	19.1	70.8
13	142,430	1288	3427	1565	172	6452	6280	70.9	25.2	82.2	48.8	9.0	24.1	11.0	44.1
14	153,537	2571	7756	3072	441	13840	13399	68.5	29.6	86.1	50.0	16.7	50.5	20.0	87.3
22	205,903	1850	6961	2717	358	11886	11528	71.2	34.9	83.8	52.3	9.0	33.8	13.2	56.0
23	166,649	1838	5411	2106	203	9558	9355	66.6	23.1	79.4	44.3	11.0	32.5	12.6	56.1
31	194,016	3192	6929	4130	265	14516	14251	71.6	31.2	83.3	55.4	16.5	35.7	21.3	73.5
32	248,282	2021	9237	2564	219	14041	13822	65.2	31.3	81.2	45.5	8.1	37.2	10.3	55.7
33	202,698	1365	5133	1715	231	8444	8213	69.7	35.0	82.4	50.7	6.7	25.3	8.5	40.5
41	177,926	2176	7197	3569	331	13273	12942	67.8	35.7	87.4	55.3	12.2	40.4	20.1	72.7
42	282,925	1905	5844	2619	342	10710	10368	59.6	30.3	79.3	48.1	6.7	20.7	9.3	36.6
43	215,015	2587	6967	3607	341	13502	13161	72.5	38.5	86.4	58.3	12.0	32.4	16.8	61.2
51	93,857	2047	6782	2478	113	11420	11307	64.1	35.4	84.2	51.3	21.8	72.3	26.4	120.5
52	42,131	1756	8518	4221	173	14668	14495	65.9	37.8	89.3	56.2	41.7	202.2	100.2	344.0
53	186,157	1509	7325	1816	131	10781	10650	69.3	29.0	76.1	42.7	8.1	39.3	9.8	57.2
54	139,255	1727	4201	2350	298	8576	8278	79.4	35.3	87.6	59.4	12.4	30.2	16.9	59.4
55	121,042	1925	6359	2393	127	10804	10677	70.8	39.3	84.9	55.2	15.9	52.5	19.8	88.2
Field Total	2,776,175	32284	105254	45092	4129	186759	182630	69.1	33.0	84.5	52.1	11.6	37.9	16.2	65.8

Notes:

* All statistics are based on 2004 revised divisional boundaries.

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

Property crimes include break & enter, all types of thefts, possession of stolen goods, mischief, 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.

@ Population estimates based on projections from Toronto Urban Development Services.



Statistics* Summary - Population, Crime and Crime Clearance by Division

2007		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot Non-		Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC
						Tot CC	Traf CC								
11	101,504	1156	3657	1878	191	6882	6691	77.9	30.3	86.7	54.4	11.4	36.0	18.5	65.9
12	100,947	1543	4074	2196	177	7990	7813	76.2	30.1	85.5	54.7	15.3	40.4	21.8	77.4
13	141,106	1457	4223	1696	159	7535	7376	70.9	28.2	82.0	49.0	10.3	29.9	12.0	52.3
14	152,109	2716	9086	2981	387	15170	14783	66.5	30.3	83.1	47.6	17.9	59.7	19.6	97.2
22	203,989	1736	7202	2486	387	11811	11424	71.4	29.9	80.7	47.3	8.5	35.3	12.2	56.0
23	165,099	1943	5985	2170	247	10345	10098	67.6	28.7	77.1	46.6	11.8	36.3	13.1	61.2
31	192,212	3256	7849	4826	247	16178	15931	71.9	27.6	85.2	54.1	16.9	40.8	25.1	82.9
32	245,973	1951	9285	2665	225	14126	13901	66.7	29.4	79.2	44.2	7.9	37.7	10.8	56.5
33	200,813	1386	5519	1944	215	9064	8849	74.0	33.3	82.7	50.5	6.9	27.5	9.7	44.1
41	176,271	2346	7499	4395	311	14551	14240	71.1	35.6	88.4	57.7	13.3	42.5	24.9	80.8
42	280,295	2048	6569	2632	267	11516	11249	65.7	35.6	77.0	50.8	7.3	23.4	9.4	40.1
43	213,016	2673	6788	3890	366	13717	13351	72.6	39.8	87.5	60.3	12.5	31.9	18.3	62.7
51	92,985	2274	7515	2936	146	12871	12725	66.8	33.1	83.8	50.8	24.5	80.8	31.6	136.9
52	41,739	1840	8826	5399	162	16227	16065	65.8	37.0	92.0	58.8	44.1	211.5	129.4	384.9
53	184,426	1345	6965	1624	147	10081	9934	69.7	27.9	75.6	41.4	7.3	37.8	8.8	53.9
54	137,960	1726	4426	2268	237	8657	8420	82.3	29.7	87.3	56.0	12.5	32.1	16.4	61.0
55	119,916	1914	6405	2231	221	10771	10550	77.7	37.9	86.5	55.4	16.0	53.4	18.6	88.0
Field Total	2,750,360	33310	111873	48217	4092	197492	193400	71.0	32.2	84.5	51.9	12.1	40.7	17.5	70.3

Notes:

* All statistics are based on 2004 revised divisional boundaries.

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

Property crimes include break & enter, all types of thefts, possession of stolen goods, mischief, 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.

@ Population estimates based on projections from Toronto Urban Development Services.



Statistics* Summary - Population, Crime and Crime Clearance by Division

2004		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot CC	Tot Non-	Viol	Prop	OCC	Tot Non-	Viol	Prop	OCC	Tot Non-
							Traf CC				Traf CC				Traf CC
11	102,336	1055	3875	1601	229	6760	6531	68.9	23.7	85.3	46.1	10.3	37.9	15.6	63.8
12	98,801	1674	3897	2205	266	8042	7776	70.5	33.4	87.2	56.7	16.9	39.4	22.3	78.7
13	143,331	1493	4365	2058	153	8069	7916	74.3	27.2	83.4	50.7	10.4	30.5	14.4	55.2
14	155,587	2867	9329	2926	372	15494	15122	67.5	26.0	82.1	44.7	18.4	60.0	18.8	97.2
22	196,562	1760	8120	3032	387	13299	12912	62.4	28.2	77.6	44.4	9.0	41.3	15.4	65.7
23	166,157	1975	6523	2241	236	10975	10739	61.0	36.4	75.7	49.1	11.9	39.3	13.5	64.6
31	195,586	2947	7125	4250	334	14656	14322	67.7	28.0	77.6	50.9	15.1	36.4	21.7	73.2
32	217,243	1859	8638	3129	271	13897	13626	64.9	29.7	71.1	44.0	8.6	39.8	14.4	62.7
33	194,740	1232	6029	1745	201	9207	9006	71.9	30.7	75.2	44.9	6.3	31.0	9.0	46.2
41	175,553	2842	8898	4755	393	16888	16495	63.7	31.7	77.7	50.5	16.2	50.7	27.1	94.0
42	256,300	2760	8047	3439	396	14642	14246	56.6	27.4	74.7	44.5	10.8	31.4	13.4	55.6
43	206,481	1336	4111	1695	163	7305	7142	61.9	33.3	78.0	49.3	6.5	19.9	8.2	34.6
51	90,924	2173	7093	3106	208	12580	12372	67.1	34.2	86.8	53.2	23.9	78.0	34.2	136.1
52	32,789	1792	9011	6669	152	17624	17472	68.0	33.8	76.4	53.6	54.7	274.8	203.4	532.9
53	176,100	1336	7356	1446	149	10287	10138	73.4	25.7	76.8	39.3	7.6	41.8	8.2	57.6
54	141,965	1557	4303	2061	222	8143	7921	71.5	27.6	79.1	49.6	11.0	30.3	14.5	55.8
55	121,329	2030	6856	2119	188	11193	11005	68.9	40.4	82.4	53.8	16.7	56.5	17.5	90.7
Field Total*	2,671,781	32688	113576	48477	4320	199061	194741	66.4	30.5	78.7	48.5	12.2	42.5	18.1	72.9

Notes:

* All crime statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.

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

Property crimes include break & enter, all types of thefts, possession of stolen goods, mischief, 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.

@ Population estimates based on projections from Toronto Urban Development Services.



Statistics* Summary - Population, Crime and Crime Clearance by Division

2002	Number of Crimes							% Crimes Cleared				Rates (Occurrences/1000 Pop)			
	DIV	Pop@	Viol	Prop	OCC	Traf	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC
	11	100,659	1344	4159	1847	240	7590	82.2	26.9	86.8	52.1	13.4	41.3	18.3	73.0
	12	96,730	1810	3800	2486	268	8364	78.2	32.8	84.8	58.9	18.7	39.3	25.7	83.7
	13	140,327	1464	4077	1712	148	7401	81.2	27.9	84.8	52.1	10.4	29.1	12.2	51.7
	14	151,858	2953	9134	3001	355	15443	70.4	27.0	82.9	46.6	19.4	60.1	19.8	99.4
	22	195,289	1748	9092	3007	460	14307	75.0	21.3	83.3	41.6	9.0	46.6	15.4	70.9
	23	162,674	2261	7436	2414	288	12399	74.1	24.9	79.9	45.0	13.9	45.7	14.8	74.4
	31	191,486	3115	7906	3437	390	14848	75.3	23.2	84.2	48.9	16.3	41.3	17.9	75.5
	32	212,689	1971	8902	2822	276	13971	69.4	29.4	77.8	45.1	9.3	41.9	13.3	64.4
	33	190,658	1380	5572	1588	196	8736	82.9	29.2	82.6	47.8	7.2	29.2	8.3	44.8
	41	242,147	3666	10997	4562	574	19799	71.8	33.2	83.8	52.6	15.1	45.4	18.8	79.4
	42	383,684	3872	11323	4443	444	20085	74.5	24.1	81.9	47.1	10.1	29.5	11.6	51.2
	51	69,392	2671	7644	4116	236	14664	70.2	32.8	90.4	56.1	38.5	110.2	59.3	207.9
	52	77,139	1688	9181	4696	146	15711	66.8	32.3	91.5	53.9	21.9	119.0	60.9	201.8
	53	146,999	1248	7544	1658	164	10614	76.5	24.5	81.8	39.8	8.5	51.3	11.3	71.1
	54	138,990	1807	4159	2127	195	8288	77.8	24.9	82.3	51.8	13.0	29.9	15.3	58.2
	55	119,088	2033	6083	2023	227	10366	80.3	31.4	85.5	52.0	17.1	51.1	17.0	85.1
Field Total*		2,619,810	35,031	117,009	45,939	4,607	202,586	74.6	27.8	84.5	49.2	13.4	44.7	17.5	75.6

Notes:

* All crime statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.

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

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

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

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

@ Population estimates based on projections from Toronto Urban Development Services.



Statistics* Summary - Population, Crime and Crime Clearance by Division

1999		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot CC	Tot Non-	Viol	Prop	OCC	Tot Non-	Viol	Prop	OCC	Tot Non-
							Traf CC				Traf CC				Traf CC
11	97,635	1306	4068	1763	251	7388	7137	75.0	25.6	84.1	49.1	13.4	41.7	18.1	73.1
12	93,824	1664	3645	1853	214	7376	7162	76.4	26.3	83.9	52.8	17.7	38.8	19.7	76.3
13	136,111	1493	5086	1481	146	8206	8060	77.6	20.1	80.9	41.9	11.0	37.4	10.9	59.2
14	147,295	3010	9628	3739	315	16692	16377	72.9	29.2	86.1	50.2	20.4	65.4	25.4	111.2
22	189,422	1596	8020	2768	498	12882	12384	73.7	27.4	84.3	46.1	8.4	42.3	14.6	65.4
23	157,787	2137	7444	1923	263	11767	11504	66.7	22.8	74.3	39.6	13.5	47.2	12.2	72.9
31	185,733	2788	8082	2471	270	13611	13341	73.6	20.1	78.7	42.1	15.0	43.5	13.3	71.8
32	206,299	1578	8340	2239	236	12393	12157	65.1	25.2	79.2	40.3	7.6	40.4	10.9	58.9
33	184,930	1278	6208	1280	149	8915	8766	75.1	28.4	80.4	42.8	6.9	33.6	6.9	47.4
41	234,872	3400	10748	3931	390	18469	18079	63.3	26.0	80.4	44.8	14.5	45.8	16.7	77.0
42	372,156	3466	11975	3348	289	19078	18789	76.3	62.2	87.9	69.4	9.3	32.2	9.0	50.5
51	67,307	2772	9368	4635	180	16955	16775	63.9	31.5	90.3	53.1	41.2	139.2	68.9	249.2
52	74,821	1498	10243	4687	98	16526	16428	60.1	28.4	89.9	48.8	20.0	136.9	62.6	219.6
53	142,582	1322	8252	1717	123	11414	11291	69.1	44.6	77.8	52.5	9.3	57.9	12.0	79.2
54	134,814	1494	4331	1503	184	7512	7328	74.2	24.3	80.8	46.0	11.1	32.1	11.1	54.4
55	115,510	2109	6896	1985	199	11189	10990	72.2	29.3	79.8	46.7	18.3	59.7	17.2	95.1
Field Total*	2,541,100	32911	122334	41323	3805	200373	196568	70.7	31.1	83.7	48.8	13.0	48.1	16.3	77.4

Notes:

* All crime statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.

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

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

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

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II. 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 and community mobilization provides the necessary approach for reaching creative and effective solutions to youth violence.

HIGHLIGHTS

- To put youth crime in perspective, three issues must be noted. First, a very small proportion of young persons 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 portion of youth crime is actually reported to police.
- In recognition of the strong provisions for alternative measures contained in the *Youth Criminal Justice Act* (YCJA), proclaimed in April 2003, Statistics Canada revised their reporting of youth criminal activity in Canada to include both youths charged with a criminal offence and youths accused of, but not charged with, a criminal offence.
- National youth crime statistics showed that, in 2007, 75,622 Canadian youths were charged with a non-traffic criminal incident and a further 100,533 youths were arrested and cleared otherwise (that is, not by charge). The overall total youth crime rate was 68.1 per 1,000 youths, a decrease of 2.2% from 69.6 in 1998. The 2007 national youth charge rate was 29.2, down 33.2% from 43.7 in 1998.
- In Toronto in 2008, 7,357 young persons were arrested for all types of *Criminal Code* offences, down 6.3% from 2007 and 2.9% from 2004.
- Compared to five years ago in 2004, the number of youths arrested in 2008 for a violent offence increased 8.8%; however, the number of youths arrested for a property crime or other *Criminal Code* offence decreased 6.7% and 10.0%, respectively.
- For every 100 youths arrested for *Criminal Code* offences in 2008, on average, 74 were male and 26 were female, compared to 2004 when 73 were male and 27 were female. Notwithstanding year-to-year variation, the number of youths arrested over the past five years, indicates an overall decreasing trend for young females and a constant trend for male youths.
- In 2008, on average, 44.7 of every 1,000 young persons in Toronto were arrested for a *Criminal Code* offence, including 13.4 arrested for a violent crime, 17.9 for a property crime, and 13.4 for other *Criminal Code* offences. Male youths had an arrest rate of more than three



times that of female youths, and the overall charge rate for youths was almost double that for adults.

- The total number of crimes reported as occurring on school premises in 2008 increased 8.8% from 2007 due to increases in almost all offences. Crimes occurring on school premises increased 23.5% from five years ago in 2004. Thefts and non-sexual assaults were generally the most frequently occurring offences.
- In 2008, a total of 772 youths were charged with drug-related offences, compared to 756 youths in 2007 and 679 youths in 2004. The youth charge rate for drug offences was 3.9 per 1,000 youths in 2008, compared to 3.8 in 2007 and 3.6 in 2004.

A. A PERSPECTIVE ON YOUTH CRIME

Community perception of youth crime and, in particular, youth violence, is largely influenced by the media saturation of the violent actions of often only a very few young persons. The actual extent of youth crime in Canada and Toronto – historically defined by the number of *Criminal Code* charges laid against young people aged 12-17 years and, more recently, defined as the number of youths accused of a crime – is discussed later in this chapter.

To put youth crime in perspective, three things must be clearly noted in advance. First, as revealed by police statistics, only a small proportion of youths are involved in criminal activity, and even fewer are involved in violent crimes. Second, youth crime statistics reflect the number of youths accused of criminal activities, not the actual level of crime involving young offenders. Third, it is generally believed that only a portion of youth crime is actually reported to police. Overall, it is believed that youth crime statistics are most likely understated.

Most experts on the subject of youth crime, however, strongly caution against viewing all youth as potential criminals. In 2008, the 7,357 youths arrested for *Criminal Code* offences in Toronto represented about 3.7% of the youth population. Assuming that every youth arrested was a different individual (i.e. no one was arrested more than once), which was very unlikely, on average, only about 37 out of every 1,000 youths in Toronto were arrested for a *Criminal Code* offence in 2008; about a third of these (13.4 per 1,000 youths) were arrested for a violent criminal offence.

Perhaps the single greatest impediment to developing a clear picture of youth crime is the basis for the enumeration of youth crimes. As was noted above, 3.7% of young people in Toronto were arrested for a *Criminal Code* offence in 2008; however, self-reported delinquency is substantially higher. Of the Toronto students who responded to the 2006 International Youth Survey, 20% reported committing at least one delinquent act in the year preceding the survey and 13% reported committing at least one violent act in the year preceding the survey.³⁹ Similarly, the Centre for Addiction and Mental Health's 2007 Ontario Student Drug Use Survey (OSDUS) found that during the 12 months before the survey, 13% of students engaged in delinquent behaviour (defined as 3 or more of 11 possible acts), 11% had assaulted someone at least once,

³⁹ Savoie, J. (2007). Youth Self-Reported Delinquency, Toronto, 2006. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), Catalogue no. 85-002-XPE, Vol. 27, no.6. p. 13-14.



and 9% carried a weapon (such as a knife or gun).⁴⁰ Unlike general crime statistics that count the actual number of *Criminal Code* incidents (or offences) reported to police, youth crime statistics reflect the number of youths arrested for or, more recently, accused of a *Criminal Code* offence. This method counts the number of *Criminal Code* offences that result in the arrest/accusation of a young person, rather than the number of *Criminal Code* offences actually committed by a young person or group of young persons. Counting youths accused of a criminal offence, whether charged or cleared otherwise, is used because it is the most accurate way to categorise an offence as a youth crime.

The use of statistics on youths accused of a *Criminal Code* offence, including both youths charged and youths not charged, may still fail to present a full picture of the youth crime problem. First, increases and decreases in the number of youths accused may reflect the performance of the police, rather than the actual level of youth criminal activity. Second, the increasing use of alternative measures, specifically police discretion and pre-charge disposition, will cause youth crime based on charges to be understated, particularly for minor crimes committed by first-time offenders. Statistics Canada's inclusion of youths not charged in the determination of youth crime has, to some extent, addressed this shortcoming in the enumeration of youth crime. In the absence of a more exact system of enumeration, this method is the most reliable indicator for the volume of youth crime and trend analysis.

As with general crime statistics, the issue of reported vs. non-reported crime is also a concern in determining the level of youth crime. According to the 2004 General Social Survey (GSS), only about 33% of violent victimization was reported to police in 2004.⁴¹ Young victims (15-25 years of age) were the most likely to be a victim of a violent crime and the least likely to report to police (only 24% of young people reported violent victimization).⁴² If youth are most often victimised by other youths – in their own age group or slightly older – as is reported by Statistics Canada and the Centre for Research on Youth at Risk, the actual level of crime and, in particular, violent crime involving young offenders, is likely to be undercounted.

B. YOUTH CRIMINAL JUSTICE ACT

The *Youth Criminal Justice Act* (YCJA), which came into effect on April 1st, 2003, provides a clear distinction between violent and non-violent crimes, and between first-time and repeat young offenders. For youths 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 alternate measures – taking no further action, issuing a warning, administering a caution, or referring the youth to a community-based program – before a charge is laid. The Act establishes the principle that extrajudicial

⁴⁰ Adlaf, E., Paglia-Boak, A., Deitchman, J. H. & Wolfe, D. (2007). *OSDUHS Highlights - The Mental Health and Well-Being of Ontario Students 1991 – 2007*, Centre for Addiction and Mental Health Research Document Series No. 23. p. 12.

⁴¹ Gannon, M. & Mihorean, K. (2006). Criminal Victimization in Canada, 2004. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), Catalogue no. 85-002-XPE, Vol. 25, no.7.

⁴² Ibid.



measures are often the most appropriate approach to rehabilitate young offenders, and provides that non-judicial measures are not restricted to first-time offenders.

C. YOUTH CRIME IN CANADA

Because the YCJA requires police to first consider the use of extrajudicial measures when dealing with young persons, Statistics Canada considers the total of youths formally charged with a criminal offence(s) and youths 'cleared otherwise' to measure and report youth criminal activity in Canada.^{43,44,45} Statistics from the Canadian Centre for Justice Statistics showed that, in 2007, 75,622 Canadian youths, aged 12-17 years, were charged with a non-traffic criminal incident and a further 100,553 youths were accused but not charged.^{46,47} In total, 176,175 youths were accused of a non-traffic *Criminal Code* offence, an overall decrease of 1.5% from the 178,852 accused in 2006.

This one-year decrease in the total number of accused youths reflected a 2.4% increase in the number of youths charged (from 73,871 in 2006 to 75,622 in 2007) and a 4.2% decrease in the number of youths cleared otherwise (from 104,981 in 2006 to 100,553 in 2007).⁴⁸ It is interesting to note that this decrease in the number of youths cleared otherwise follows a general increasing trend, including a 34.0% increase between 2002 and 2003 when the *Youth Criminal Justice Act* came into effect and when, for the first time, the number of youths cleared otherwise exceeded the number of youths charged.

Compared to 1998, the number of youths accused in 2007 increased 2.9% from the 171,253 in 1998.⁴⁹ What was more interesting, however, was the reversal of the relative use of charges and pre-charge dispositions over the past decade; in 1998, 62.7% of youths accused of a crime were charged with a non-traffic *Criminal Code* offence, compared to only 42.9% of youths accused in 2007. The number of youths 'not charged' increased 57.6%, from 63,801 in 1998 to 100,553 in 2007.

As would be expected given the provisions of the YCJA, the proportion of young persons accused and dealt with other than by *Criminal Code* charge increased significantly in all categories over the past decade, although the increase in violent offences cleared otherwise was somewhat less than in other categories (Table 2.1).

⁴³ Due to changes in the measuring and reporting of youth crime activity by Statistics Canada, national youth crime data for 1997 to 2006 have been restated to include both youths charged and youths 'cleared otherwise' or 'not charged' to allow for a more comprehensive representation of youth criminal activity in Canada. National youth crime data therefore differ from data in previous Scans.

⁴⁴ An incident is 'cleared otherwise' or 'not charged' when police have identified at least one accused and sufficient evidence exists to lay a charge, but the accused is processed by other means including formal measures (e.g. extrajudicial sanctions or Crown caution) or less formal alternative measures (e.g. community referral program).

⁴⁵ According to Statistics Canada, youth crime is likely still understated, as some Canadian police services do not maintain records for all youths cleared otherwise.

⁴⁶ Crime statistics from Statistics Canada are usually delayed by one year; 2007 crime statistics were the most recent available at the time of writing.

⁴⁷ Dauvergne, M. (2008). Crime Statistics in Canada 2007. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), Catalogue no. 85-002-XPE, Vol. 28, no. 7. p. 15.

⁴⁸ Ibid.

⁴⁹ *Crime Statistics, Canada, Provinces and Territories, 1977 to 2007*. Statistics Canada. (Retrieved from www.cjjsccsj.statcan.gc.ca)



Table 2.1
Canada: Proportion (%) of Youths Charged/Not Charged

Criminal Code Category	1998		2007	
	Charged	Cleared Otherwise	Charged	Cleared Otherwise
Violent	66.1%	33.9%	53.8%	46.2%
Property	63.3%	36.7%	38.8%	61.2%
Other Criminal Code	59.7%	40.3%	40.6%	59.4%
Total Accused	62.7%	37.3%	42.9%	57.1%

Source: Statistics Canada

Over the past decade, the national total youth crime rate – the total number of youths accused of non-traffic *Criminal Code* offences per 1,000 youth population – decreased about 2.2%, from 69.6 youths per 1,000 population in 1998 to 68.1 youths per 1,000 population in 2007 (Figure 2.1).⁵⁰

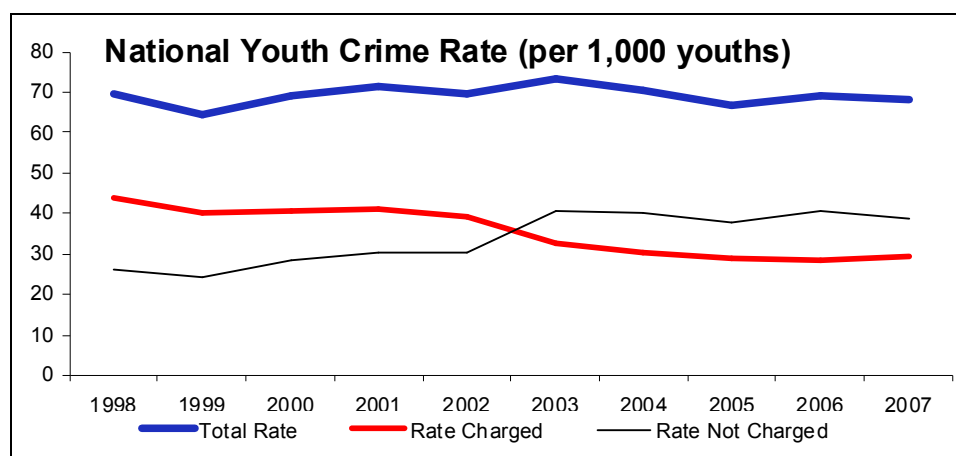


Figure 3.1

Source: Statistics Canada

The youth charge rate – the total number of youths charged with a non-traffic *Criminal Code* offence per 1,000 youth population – followed a general decline, decreasing 33.2%, from 43.7 youths per 1,000 population in 1998 to 29.2 youths per 1,000 population in 2007. The rate of youths not charged or cleared otherwise, however, generally increased over the past decade, increasing 50.2%, from 25.9 youths per 1,000 population in 1998 to 38.9 youths in 2007. Both the number and rate of youths accused of a *Criminal Code* offence but not charged surpassed the number and rate of accused youths charged in 2003.

⁵⁰ The 2.2% decrease in the total youth crime rate over the past decade reflects a 2.9% increase in the number of youths accused of a non-traffic *Criminal Code* offence and a 5.1% increase in the population of young people between the ages of 12 and 17 years during this same period.

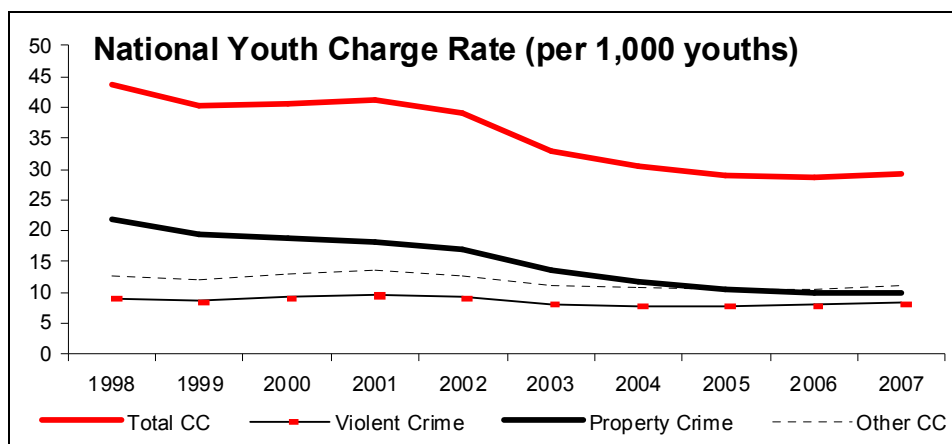


Figure 2.2

Source: Statistics Canada

Figure 2.2 shows the national youth charge rate, by offence category, since 1998. In 2007, the overall youth charge rate – the number of youths charged for non-traffic *Criminal Code* offences per 1,000 population – was 29.2 per 1,000 youth population, almost double the rate of 15.6 adults per 1,000 population charged with a non-traffic *Criminal Code* offence. Of the 29.2 youths per 1,000 population charged with a *Criminal Code* offence, 9.8 were charged for property crimes, 11.2 for other *Criminal Code* offences, and 8.3 for violent crimes.

Compared with 2006, the rate of youths charged by police in 2007 increased 2.1%, from 28.6 youths per 1,000 population. The one-year increase in the national youth charge rate reflected a slight decrease in the charge rate for property crime and an increase in the charge rate for violent and other crimes.⁵¹

As noted previously, from 1998 to 2007 the rate of youths per 1,000 youth population charged with a *Criminal Code* offence dropped by 33.2%. Specifically, the rate of youths charged decreased 8.3% for violent crime, 55.6% for property crime, and 11.5% for other *Criminal Code* offences. Youth charge rates in 2007 were only slightly higher than in 2006 when rates were at the lowest level, overall, since 1985, and across all categories, since 1991. In 2007, youth accounted for about 15.7% of the total number of persons charged with non-traffic *Criminal Code* offences, up from 15.1% in 2006, but down from 21.9% in 1998.

The involvement of young females in criminal activities, particularly violent crimes, is of concern to many Canadians. Although the involvement of young females in crime remains low overall compared to young males (more than three young males were charged for every young female), serious violent crime among female youths has more than doubled over the past 20 years from 0.6 per 1,000 female youths in 1985 to 1.3 in 2005.⁵² In 2007, the proportion of females charged was higher among youth than among adults, particularly for violent crimes; in 2007, females accounted for 23.8% of all youths charged, compared to 19.5% of all adults. Female youths accounted for about one-quarter (25.6%) of youths charged with a violent offence. It is interesting to note, however, the Ontario School Drug Use and Health Survey

⁵¹ *Crime Statistics, Canada, Provinces and Territories, 1977 to 2007*. Statistics Canada. (Retrieved from www.cjjsccsj.statcan.gc.ca)

⁵² Kong, R. & AuCoin, K. (2008) Female Offenders in Canada. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), Catalogue no. 85-002-XIE, vol. 28, no.1, p.1.



found that males (14%) were only twice as likely as females (7%) to report having assaulted someone in the 12 months before the survey.⁵³

D. YOUTH CRIME IN TORONTO^{54,55}

Number of Youths Arrested:

During 2008, a total of 51,043 persons were arrested for non-traffic *Criminal Code* offences in Toronto, including 7,357 young persons aged 12-17 years and 43,686 adults. Youths accounted for about 14.4% of the total number of persons arrested in 2008, but represented only 8.5% of the population 12 years of age and older. The total number of youths arrested for *Criminal Code* offences in 2008 decreased 6.3% from the 7,849 youths arrested in 2007 and 2.9% from the 7,580 youths arrested 2004. In comparison, the total number of adults arrested for *Criminal Code* offences in 2008 decreased 2.7% from the 44,886 adults arrested in 2007, but increased 2.0% from the 42,844 adults arrested 2004. Figure 2.3 shows the number of young persons and adults arrested over the past five years.

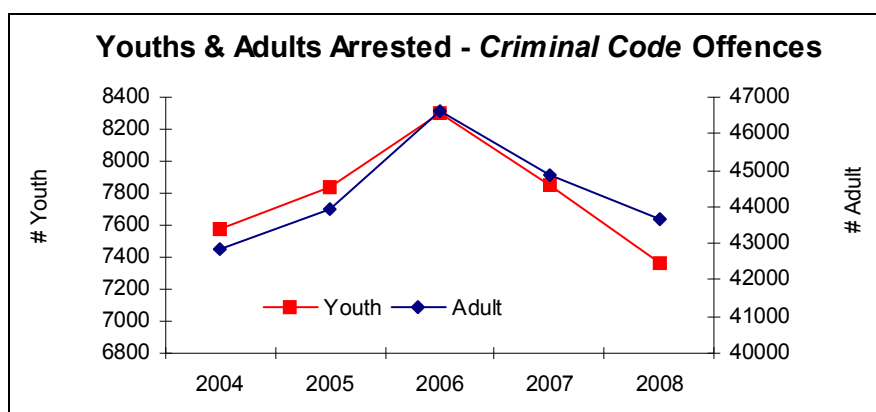


Figure 2.3

Source: TPS Database

The number of youths arrested for a violent offence in 2008 increased 8.8% from 2004 (2,664 youth in 2008 from 2,449 youth in 2004); the number of youths arrested for a property crime or other *Criminal Code* offence decreased 6.7% and 10.0%, respectively. Compared to 2007, the number of youths arrested in 2008 decreased between 4% and 5% in all major crime categories.

As was discussed in relation to national youth crime, not all youths arrested in Toronto for a *Criminal Code* offence were formally charged. The number and proportion of youths arrested but not charged has tended to a slight increase over the past five years. However, the

⁵³ Adlaf, et al. (2007). p. 13.

⁵⁴ Due to changes in Service data systems and extraction procedures, all arrest data for 2004 to 2007 have been recalculated to allow fair comparison and may differ from data in previous Scans. Examination of arrest data is based on five years.

⁵⁵ The use of the term 'arrested' in this section means all persons arrested for a criminal offence and/or charged with a criminal offence but not formally arrested (e.g. charged by Summons).



use of pre-charge extra-judicial measures by Toronto police officers to deal with accused youth was well below the 2007 national average (25% in Toronto, compared to the national average of 57%). In 2008, 7.6% of violent offences, 39.1% of property offences, and 10.5% of other *Criminal Code* offences were cleared otherwise (Figure 2.4).

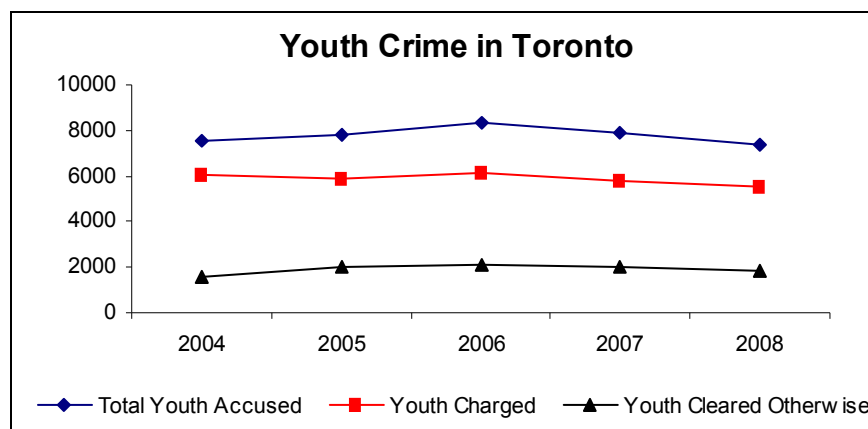


Figure 2.4

Source: TPS Database

For the purpose of this chapter, youth crime in Toronto will reflect the total number and rate of youth accused of a non-traffic *Criminal Code* offence whether the youth was charged or cleared otherwise.

Table 2.2 shows a breakdown of youths as a proportion of total persons arrested by the major categories of *Criminal Code* offences.⁵⁶

Table 2.2
Youths as a Proportion (%) of Total Persons Arrested

Year	Youths†	Violent	Property	Other CC	Total CC*
2004	7,580	14.9%	18.1%	13.9%	15.7%
2005	7,832	15.4%	18.0%	12.8%	15.4%
2006	8,297	14.7%	18.5%	13.1%	15.5%
2007	7,849	15.9%	17.0%	12.5%	15.1%
2008	7,357	15.8%	16.9%	12.2%	14.9%

† Actual persons arrested.

* Based on the sum of the major offence categories (includes multiple counts for multiple charges) excluding traffic.

Source: TPS Database

⁵⁶ The total number of youths and adults arrested, as discussed to this point, is based on the actual number of persons arrested. In analyses involving the breakdown of data by the major offence categories, the number of youths/adults arrested for total *Criminal Code* offences may be greater than the number of actual persons arrested. This is because a person may have been accused of more than one type of offence (e.g. a violent crime and a property crime). While the counts in each separate offence category are the actual number of persons arrested for that type of offence, the total *Criminal Code* count is created by adding the counts for the individual categories.



In general, the proportion of youths by offence categories was much larger than their overall representation (8.5%) in the total population aged 12 years and over. Notwithstanding their general over-representation in the proportion of total persons arrested, in 2008, the overall proportion (total non-traffic *Criminal Code*) was lower than proportions reported in each of the previous four years. The same was also true for property crimes and other *Criminal Code* offences. However, the proportion of youths arrested for violent crimes was higher than that reported in 2004, 2005, or 2006.

Number of Youths Arrested – By Gender & Major Offence Categories:

In 2008, of the total actual number of young persons arrested for *Criminal Code* offences, 5,461 were male and 1,896 were female. This meant that for every 100 youths arrested for non-traffic *Criminal Code* offences in 2008, on average, about 74 were male and 26 were female, similar to 2004 when 73 were male and 27 were female. Notwithstanding considerable year-over-year variation, trend lines (dashed lines in the chart below) applied against the number of male and female youths arrested over the past five years, indicated a decreasing trend for female youths (on average about 2.0% per year) and a relatively constant trend for male youths (Figure 2.5).

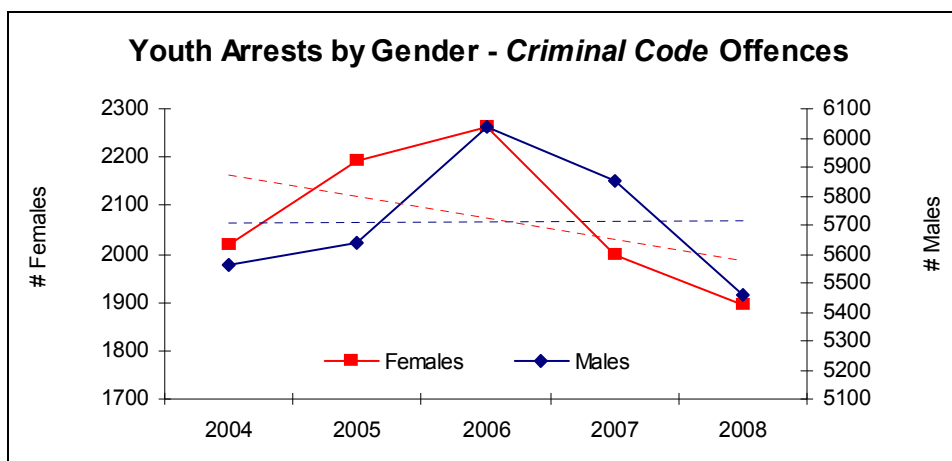


Figure 2.5

Source: TPS Database

Table 2.3 shows the change in number of youths arrested, broken down by gender and offence category.



Table 2.3
% Change in Number of Youths Arrested for Non-Traffic *Criminal Code* and Drug Offences

	Violent	Property	Other CC	Total CC*	Drug
2007-2008					
Male	-6.3%	-4.7%	-3.8%	-4.9%	1.6%
Female	6.3%	-6.1%	-9.6%	-3.9%	8.3%
Total	-4.1%	-5.2%	-4.6%	-4.7%	2.1%
2004-2008					
Male	11.5%	-9.9%	-8.2%	-3.4%	15.7%
Female	-1.1%	-0.2%	-20.5%	-4.5%	-4.4%
Total	8.8%	-6.7%	-10.0%	-3.7%	13.7%

* Based on the sum of the major offence categories, excluding traffic.

Source: TPS Arrest Database

Between 2007 and 2008, the number of arrests of young males and females for criminal offences decreased 4.9% and 3.9%, respectively, with an overall decrease of 4.7% in the number of youths arrested. With the exception of females arrested for violent crimes, which increased 6.3% from 2007, the number of arrests of young males and females decreased across all *Criminal Code* categories.

Compared to five years ago, the number of male youths arrested for a *Criminal Code* offence decreased 3.4%, compared to a 4.5% decrease for female youths. Both male and female youths showed a decrease in arrests for property crimes (-9.9% for males and -0.2% for females) and other *Criminal Code* offences (-8.2% for males and -20.5% for females). And, while female youths had a 1.1% decrease in arrests for violent offences, male youths had an 11.5% increase.

Table 2.4 shows the total number and proportion of male and female young offenders arrested for each of the major offence groups. Between 2004 and 2008, the proportion of males arrested for violent, other *Criminal Code*, and drug offences increased, but the proportion arrested for property crimes decreased. By 2008, males accounted for just over 8 in 10 arrests for violent and other *Criminal Code* offences and over 9 in 10 arrests for drugs, but less than seven in ten arrests for property offences. In contrast, between 2004 and 2008, the proportion of young females arrested for violent, other *Criminal Code*, and drug offences decreased, while the proportion arrested for property crimes increased. Overall, females, as a proportion of total young offenders decreased very slightly from 24.0% in 2004 to 23.8% in 2008.



Table 2.4
Number & Proportion (%) of Male and Female Young Offenders

	Violent	Property	Other CC	Total CC*	Drug
2004					
Male %	78.5%	67.2%	85.1%	76.0%	90.0%
Female %	21.5%	32.8%	14.9%	24.0%	10.0%
Total	2,449	3,809	2,961	9,219	679
2008					
Male %	80.5%	64.9%	86.9%	76.2%	91.6%
Female %	19.5%	35.1%	13.1%	23.8%	8.4%
Total	2,664	3,553	2,665	8,882	772

* Based on the sum of the major offence categories (includes multiple counts for multiple charges), excluding traffic

Source: TPS Arrest Database

Figure 2.6 shows the number of youths arrested by gender and age in 2008. Generally, the number of youths arrested, whether male or female, tended to increase with age, albeit at different rates. Between the ages of 12 and 17 years, the number of arrests for *Criminal Code* offences peaks at age 16 years for females and 17 years for males. It is interesting to note, however, that at age 14 years, females accounted for about 3 in 10 youth arrests (29.7%), compared to age 17 where females accounted for fewer than 2 in 10 youth arrests (19.7%).

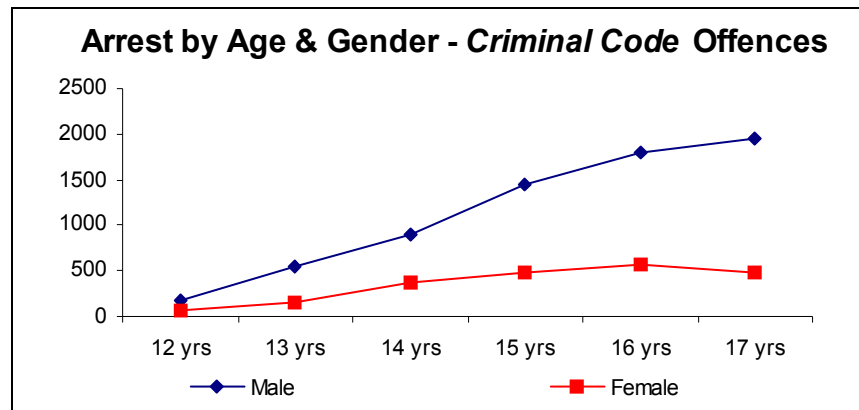


Figure 2.6

Source: TPS Database

Arrest Rates:

Changes in number of persons arrested can be, at times, due to increases or decreases in the population. In order to control for this effect, rates per 1,000 population are calculated for comparison. The arrest rates for young persons and adults are presented in Table 2.5. More detailed statistics on young persons and adults arrested, broken down by gender and major offence category, are shown in the Appendix at the end of this chapter.



Table 3.5
Number of Persons Arrested Per 1,000 Population

Youth	Viol	Prop	OCC	Tot CC*	Drug
2004	13.0	20.2	15.7	48.8	3.6
2005	13.7	20.7	14.1	48.4	3.5
2006	13.1	21.5	15.6	50.2	4.3
2007	14.0	18.9	14.1	47.0	3.8
2008	13.4	17.9	13.4	44.7	3.9
Adult					
2004	6.9	8.5	9.0	24.3	2.6
2005	7.1	8.9	9.0	25.0	2.4
2006	7.2	9.0	9.8	26.1	2.9
2007	7.0	8.7	9.3	24.9	2.8
2008	6.7	8.2	9.1	23.9	2.8
% Change: Youth					
2007-2008	-4.2%	-5.3%	-4.7%	-4.8%	2.0%
2004-2008	3.4%	-11.3%	-14.4%	-8.4%	8.1%
% Change: Adult					
2007-2008	-4.5%	-5.5%	-2.6%	-4.1%	0.5%
2004-2008	-2.9%	-3.3%	0.9%	-1.6%	8.8%

* Based on the sum of the major offence categories not including Traffic.

Source: TPS Database

In 2008, on average, 44.7 of every 1,000 young persons in Toronto were arrested for *Criminal Code* offences, almost double the adult arrest rate (23.9).⁵⁷ The overall arrest rate for youths in 2008 decreased 4.8% from 2007 and 8.4% from the rate reported in 2004; the 2008 overall arrest rate for adults decreased 4.1% from the rate in 2007 and 1.6% from the rate reported five years ago.

Table 2.6 shows the arrest rates per 1,000 population for youths for the past five years, broken down by offence categories and gender. As shown, male youths had a much higher arrest rate than female youths across all major offence categories. In 2008, the overall arrest rate for male youths was more than three times the rate for female youths; the male youth arrest rate for property crime was less than twice that for female youths, but for violent crime, was more than four times the female rate.

⁵⁷ Arrest rate shown reflects total *Criminal Code* based on the sum of the major crime categories, excluding traffic offences. Please refer to Footnote 56. Based on the total number of persons arrested (no duplication by major offence category) the arrest rate in 2008 was 37.0 and 20.6 for youths and adults, respectively; the youth arrest rate was, again, almost double that of the adult arrest rate.



Table 2.6
Youth Arrest Rate - Number of Youths Arrested Per 1,000 Population

	Sex	Viol	Prop	OCC	Total CC*	Drug
2008	Male	21.2	22.8	22.9	66.8	7.0
	Female	5.3	12.8	3.6	21.7	0.7
	Total	13.4	17.9	13.4	44.7	3.9
2007	Male	22.5	23.8	23.7	70.1	6.9
	Female	5.0	13.7	4.0	22.7	0.6
	Total	14.0	18.9	14.1	47.0	3.8
2006	Male	20.1	27.1	25.8	73.0	7.6
	Female	5.7	15.6	4.8	26.1	0.8
	Total	13.1	21.5	15.6	50.2	4.3
2005	Male	21.4	25.4	23.3	70.1	6.1
	Female	5.5	15.8	4.3	25.5	0.8
	Total	13.7	20.7	14.1	48.4	3.5
2004	Male	19.8	26.4	26.0	72.1	6.3
	Female	5.7	13.6	4.8	24.2	0.7
	Total	13.0	20.2	15.7	48.8	3.6
Change (%)						
2007-2008	Male	-6.0%	-4.4%	-3.5%	-4.6%	1.9%
	Female	5.8%	-6.6%	-10.0%	-4.4%	7.8%
	Total	-4.2%	-5.3%	-4.7%	-4.8%	2.0%
Change (%)						
2004-2008	Male	6.9%	-13.6%	-11.9%	-7.3%	11.0%
	Female	-6.9%	-6.0%	-25.1%	-10.0%	-10.0%
	Total	3.4%	-11.3%	-14.4%	-8.4%	8.1%

* Based on the sum of the major offence categories.

Source: TPS Database

Compared to 2007, in 2008, the youth arrest rate decreased across all other major offence categories – the total non-traffic *Criminal Code* arrest rate decreased 4.8%, reflecting a 4.2% decrease in the arrest rate for violent offences, a 5.3% decrease in the arrest rate for property crimes, and a 4.7% decrease in the arrest rate for other *Criminal Code* offences. However, changes in the arrest rate differed between male and female youths. Female youths showed the only increase – arrest rate for violent crimes (5.8%), while the arrest rate of male youths showed a decrease in all categories.

Compared to 2004, the female youth arrest rate for overall crimes decreased 10.0%, compared to a somewhat smaller decrease for male youths (7.3%). While the youth arrest rate for violent crime increased over the past five years, reflecting an increase in the male youth arrest rate, the youth arrest rates in all other major crime categories decreased overall and for both males and females.



E. CRIMES OCCURRING ON SCHOOL PREMISES

Children and youths spend a significant number of their waking hours in and around 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. An enormous effort by the community, the school boards, and the police, is being devoted to making schools safer.

Table 2.7 shows a breakdown of various crimes occurring on school premises in Toronto over the past five years.⁵⁸ Assaults and theft were consistently the most common offences noted, accounting for about half of all crimes occurring on school premises.

Table 2.7
Crimes Occurring on School Premises

	2004	2007	2008	% Change	
				2007-2008	2004-2008
Assault	952	1,036	1,135	9.6%	8.8%
Sexual assault	78	127	144	13.4%	62.8%
Robbery	177	235	257	9.4%	32.8%
Harassment/Utter Threats	382	486	534	9.9%	27.2%
Weapons offences	198	163	232	42.3%	-17.7%
B&E	304	213	195	-8.5%	-29.9%
Mischief	359	514	485	-5.6%	43.2%
Theft	847	924	936	1.3%	9.1%
Other CC	426	529	680	28.5%	24.2%
Total	3,723	4,227	4,598	8.8%	23.5%

Source: TPS Database

In 2008, compared to 2007, increases were noted for most types of crimes occurring on school premises, except for break and enter and mischief, resulting in an overall increase of 8.8%. Although a sizable increase from 2007, the number of crimes occurring on school premises in 2008 was the exact same as in 2006. Compared to five years ago, overall crime increased 23.5%, with substantial increases in sexual assaults, mischief, and robbery.

Caution must be exercised in interpreting the level of violent crime reported to have occurred on school premises. The zero tolerance policy, a heightened sensitivity against violence, the legislated *Safe Schools Act*, and Code of Conduct adopted by the school boards may have resulted in more incidents being reported to police, thus giving a ‘distorted’ picture about the prevalence of the problem.

⁵⁸ Data on crimes occurring on school premises may differ from that shown in previous Scans due to updates to the Service’s database. At present, the Service’s live database does not have a cut-off day for data entry; it allows as many updates as required to keep the database current. Crime that occurred in an earlier year but was detected/reported later is an example of the possible reasons necessitating an update and thus revision of statistics reported previously. Statistics on such crimes reported in previous Environmental Scans have been revised, where necessary, to facilitate comparison and trend analysis.



F. DRUG USE BY YOUTHS

Given that drug charges are largely determined by the level of police enforcement, drug charge statistics alone are not a reliable indicator to reflect the extent of the drug problem. As an indicator of drug use among youths, police statistics on youths charged for drug offences should be supplemented by other statistics, such as survey findings on drug use among youths.

Figure 2.7 shows the number of youths, total and by gender, charged with drug-related offences over the past five years. A total of 772 youths were charged with drug-related offences in 2008, compared to 756 youths in 2007 and 679 youths in 2004.

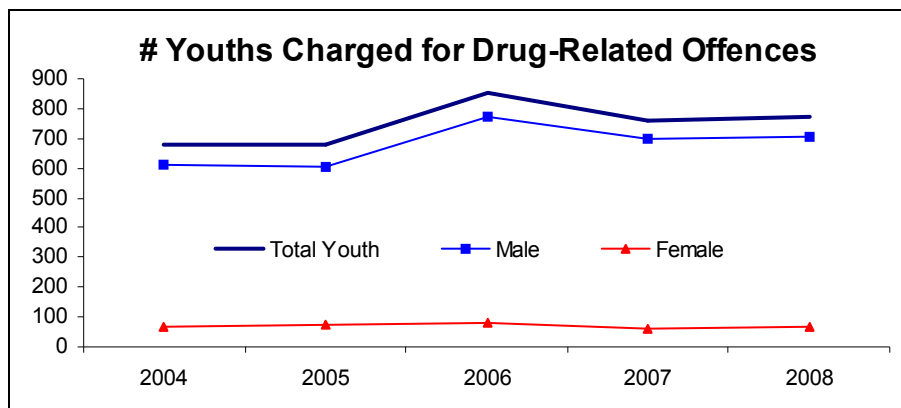


Figure 2.7

Source: TPS Database

In 2008, the number of youths charged with drug-related offences increased 2.1% and 13.7% compared to 2007 and 2004 respectively, but remained well below the 852 youths arrested in 2006. Females accounted for about 8.4% of the youths arrested for drug offences in 2008 and the number of youths arrested for drugs, whether male or female, tended to increase with age. Interestingly, the number of adults charged with drug-related offences echoed the annual increases and decreases in youths charged over the past five years. The youth charge rate for drug offences was 3.9 per 1,000 youths in 2008, compared to 3.8 in 2007 and 3.6 in 2004.

Findings from the Centre for Addiction and Mental Health's 2007 Ontario Student Drug Use Survey (OSDUS) indicated that while alcohol, cannabis, and other drug use among Ontario students decreased or stayed stable, the misuse of prescription drugs may be a cause for concern.⁵⁹ The survey found that more than one in five Ontario students reported using prescription opioid pain relievers for non-medical reasons and almost three in four (72%) reported obtaining the drugs from home.

⁵⁹ Adlaf, et al. (2007).



Appendix

Persons Arrested by Age and Offence Number and Rate (per 1,000 population)

Age Grp	Gender	Proj. Pop.	Number Persons Arrested				Persons Arrested/1000 pop				
			Viol	Prop	OCC	Tot CC*	Viol	Prop	OCC	Tot CC*	
2008											
12-17	Male	101,242	2,144	2,307	2,315	6,766	21.2	22.8	22.9	66.8	
	Female	97,345	520	1,246	350	2,116	5.3	12.8	3.6	21.7	
	Total+	198,587	2,664	3,553	2,665	8,882	13.4	17.9	13.4	44.7	
18&+	Male	989,026	12,049	13,023	16,160	41,232	12.2	13.2	16.3	41.7	
	Female	1,136,743	2,104	4,404	3,091	9,599	1.9	3.9	2.7	8.4	
	Total+	2,125,769	14,153	17,427	19,251	50,831	6.7	8.2	9.1	23.9	
2007											
12-17	Male	101,537	2,288	2,420	2,406	7,114	22.5	23.8	23.7	70.1	
	Female	96,851	489	1,327	387	2,203	5.0	13.7	4.0	22.7	
	Total+	198,388	2,777	3,747	2,793	9,317	14.0	18.9	14.1	47.0	
18&+	Male	979,266	12,554	13,326	16,427	42,307	12.8	13.6	16.8	43.2	
	Female	1,123,547	2,103	4,920	3,125	10,148	1.9	4.4	2.8	9.0	
	Total+	2,102,813	14,657	18,246	19,552	52,455	7.0	8.7	9.3	24.9	
2006											
12-17	Male	101,870	2,045	2,756	2,632	7,433	20.1	27.1	25.8	73.0	
	Female	96,370	545	1,508	462	2,515	5.7	15.6	4.8	26.1	
	Total+	198,240	2,590	4,264	3,094	9,948	13.1	21.5	15.6	50.2	
18&+	Male	969,750	12,816	13,656	17,000	43,472	13.2	14.1	17.5	44.8	
	Female	1,110,645	2,174	5,146	3,467	10,787	2.0	4.6	3.1	9.7	
	Total+	2,080,395	14,990	18,802	20,467	54,259	7.2	9.0	9.8	26.1	
2005											
12-17	Male	99,457	2,128	2,528	2,319	6,975	21.4	25.4	23.3	70.1	
	Female	94,002	513	1,483	401	2,397	5.5	15.8	4.3	25.5	
	Total+	193,459	2,641	4,011	2,720	9,372	13.7	20.7	14.1	48.4	
18&+	Male	960,257	12,420	13,431	15,595	41,446	12.9	14.0	16.2	43.2	
	Female	1,097,217	2,105	4,897	2,887	9,889	1.9	4.5	2.6	9.0	
	Total+	2,057,474	14,525	18,328	18,482	51,335	7.1	8.9	9.0	25.0	
2004											
12-17	Male	97,102	1,923	2,560	2,521	7,004	19.8	26.4	26.0	72.1	
	Female	91,694	526	1,249	440	2,215	5.7	13.6	4.8	24.2	
	Total+	188,796	2,449	3,809	2,961	9,219	13.0	20.2	15.7	48.8	
18&+	Male	951,092	11,983	12,736	15,423	40,142	12.6	13.4	16.2	42.2	
	Female	1,084,161	1,965	4,512	2,844	9,321	1.8	4.2	2.6	8.6	
	Total+	2,035,253	13,948	17,248	18,267	49,463	6.9	8.5	9.0	24.3	

* Based on the sum of the major offence categories, not including Traffic.

+The sum of male and female would not add up to the total because gender was not specified in a small number of cases.

Source: TPS Arrest database



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

One Year
2007-2008 Change (%)

Age Grp	Gender	Proj. Pop.	Number Persons Arrested				Persons Arrested/1000 pop			
			Viol	Prop	OCC	Tot CC*	Viol	Prop	OCC	Tot CC*
12-17	Male	-0.3%	-6.3%	-4.7%	-3.8%	-4.9%	-6.0%	-4.4%	-3.5%	-4.6%
	Female	0.5%	6.3%	-6.1%	-9.6%	-3.9%	5.8%	-6.6%	-10.0%	-4.4%
	Total+	0.1%	-4.1%	-5.2%	-4.6%	-4.7%	-4.2%	-5.3%	-4.7%	-4.8%
18&+	Male	1.0%	-4.0%	-2.3%	-1.6%	-2.5%	-5.0%	-3.2%	-2.6%	-3.5%
	Female	1.2%	0.0%	-10.5%	-1.1%	-5.4%	-1.1%	-11.5%	-2.2%	-6.5%
	Total+	1.1%	-3.4%	-4.5%	-1.5%	-3.1%	-4.5%	-5.5%	-2.6%	-4.1%

Five Years
2004-2008 Change (%)

Age Grp	Gender	Proj. Pop.	Number Persons Arrested				Persons Arrested/1000 pop			
			Viol	Prop	OCC	Tot CC*	Viol	Prop	OCC	Tot CC*
12-17	Male	4.3%	11.5%	-9.9%	-8.2%	-3.4%	6.9%	-13.6%	-11.9%	-7.3%
	Female	6.2%	-1.1%	-0.2%	-20.5%	-4.5%	-6.9%	-6.0%	-25.1%	-10.0%
	Total+	5.2%	8.8%	-6.7%	-10.0%	-3.7%	3.4%	-11.3%	-14.4%	-8.4%
18&+	Male	4.0%	0.6%	2.3%	4.8%	2.7%	-3.3%	-1.7%	0.8%	-1.2%
	Female	4.9%	7.1%	-2.4%	8.7%	3.0%	2.1%	-6.9%	3.7%	-1.8%
	Total+	4.4%	1.5%	1.0%	5.4%	2.8%	-2.9%	-3.3%	0.9%	-1.6%

**Based on the sum of the major offence categories, not including Traffic.*

+The sum of male and female would not add up to the total because gender was not specified in a small number of cases.

Source: TPS Arrest database





III. VICTIMS & WITNESSES

Understanding trends in victimization is important to effective proactive policing. Examining issues such as risk and vulnerability to crime can aid in understanding victimization trends, reducing crime, and easing the fear of crime. Supporting an environment that eases the fear and pressures that victims and witnesses face is critical to reducing crime and to maximising the effects of policing and the justice system. Patterns of victimization have implications for the protection of and services provided to victims, for the allocation of police resources, and for the success of initiatives directed at reducing crime.

HIGHLIGHTS

- The Service's 2008 survey of Toronto residents, found that 8% of respondents said they'd been the victim of crime in Toronto in the past year, up from 6% in 2007, and the same as the 8% in 2006.
- Toronto Police Service data indicate that the overall number of victims of selected violent crimes decreased 3.3%, to 31,954 victims in 2008 from 33,041 in 2007, and decreased 1.7% from 1999 when there were 32,494 victims. When changes in population size were controlled by examining the rate of victimization, crimes decreased 4.2% in 2008, to 11.5 victims per 1,000 in 2008 from 12.0 victims in 2007.
- In 2008, 48.3% of victims were women, similar to the 48.0% in 2007, but up slightly from 47.6% in 1999. Correspondingly, in 2008, 51.7% of victims were men, similar to the 52.0% in 2007, but down slightly from 52.4% in 1999.
- With regard to the specific crimes of violence, men were more likely in each year to be victims of assault, robbery, and homicide, while women were at a higher risk than men to be victims of sexual assault.
- When the difference in the size of the population at each age was taken into account, for the past five years, 18-24 year olds had the highest victimization rates. In 2008, those 18-24 years of age were most likely to be victimized, followed by 12-17 year olds. Those under 12 years of age and those 65 years of age and older consistently had the lowest victimization rates. The victimization rates for all of the selected age groups except for those 18-24 and 45 plus were the lowest of the past ten years.
- In 2008, according to the Service's communications (I/CAD) database, officers attended 15,832 calls for domestics, a slight 0.6% increase from the 15,738 calls in 2007, but an 8.9% decrease from the 17,382 calls in 1999. In 2008, the average time spent at these calls decreased very slightly to 275.1 minutes (4.6 hours) from 280.8 minutes (4.7 hours) in 2007.
- In 2008, there were a total of 153 hate/bias occurrences reported, which was an increase of 17.7% compared to the 130 hate crimes in 2007, but 47.6% lower than the 292 hate crimes in 1999.



A. VICTIMIZATION IN CANADA

In 2004, Statistics Canada conducted its fourth Canada-wide survey on victimization, interviewing approximately 24,000 people living in the ten provinces. According to the 2004 General Social Survey (GSS), 28% of Canadians aged 15 and older reported being victimized by crime one or more times in the previous year.⁶⁰ This represented an increase of 2% from the 1999 GSS. Approximately 40% of the victims indicated they were victimized multiple times: 19% were victimized twice over the previous year, while 20% were victimized three or more times. Violent offences represented 29% of the victimization incidents. For every 1,000 Canadians 15 years old or over, there were about 106 violent victimizations, which was slightly lower than the rate of 111 per 1,000 in 1999.

B. REPORTING VICTIMIZATION TO THE POLICE

The 2004 GSS indicated that, in Canada, only about 34% of criminal victimization was reported to police, down from 37% in 1999. In 2004, the proportion of victimization incidents reported to the police was highest in Quebec and lowest in Ontario: 40% of victimization incidents were reported to police in Quebec in 2004, 10% more than 30% in Ontario. The average rate for the provinces was 34%.⁶¹

With regard specifically to the reporting of violent victimization, 33% of incidents were reported to police in Canada in 2004, slightly higher than the 31% in 1999. Robbery and assault were most likely to be reported (46% for robbery and 39% for assault), while sexual assaults were the least likely at 8%.

Incidents where the victim was injured were about one and a half times more likely to be reported to police than incidents that did not involve injuries (47% compared to 28%). Young victims were found to be the least likely to report victimization to the police (24% of those 15-24 years old), and men reported more often than women (38% compared to 26%).⁶²

The Service's 2008 survey of Toronto residents, presented in more detail in the Public Perceptions chapter, found that 8% of respondents said they'd been the victim of crime in Toronto in the past year, up from 6% in 2007, and the same as the 8% in 2006.

Victimization by break & enter was common in each year. In 2008, most of the respondents who were victimized said they'd been victims of 'home broken into' or 'business broken into', while in 2007, most of the respondents who were victimized said they'd been victims of 'home broken into' or 'assault'. In 2006, respondents said they were victims of 'robbery' or 'home broken into'. About one-quarter (23.3%) of those respondents in 2008 who had been victimized said they did not report the crime to police, down from 34% in 2007 and 28% in 2006. The most common reason for not reporting in 2008, as in 2006, was 'not serious enough/minor incident', while in 2007 the reason was 'sorted things out myself/dealt with it myself'.

⁶⁰ Gannon, M. & Mihorean, K. (2005). Criminal Victimization in Canada, 2004. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), 25(7).

⁶¹ Gannon & Mihorean (2005).

⁶² Ibid.



C. VICTIMIZATION – TOTAL AND BY GENDER⁶³

Toronto Police Service data indicate that the overall number of victims of selected violent crimes decreased 3.3%, to 31,954 victims in 2008 from 33,041 in 2007, and decreased 1.7% from 1999 when there were 32,494 victims.⁶⁴

Over the ten year period from 1999 to 2008, the number of men who were victims of the selected crimes of violence decreased 4.6%, while the number of women who were victims decreased 2.0%. Between 2007 and 2008, the number of victimizations for these crimes decreased for both men (4.0%) and women (3.1%).

For the past ten years, men have been victims of the selected crimes of violence more often than women, although the gap has narrowed somewhat. In 2008, 48.3% of victims were women, similar to the 48.0% in 2007, but up slightly from 47.6% in 1999. Correspondingly, in 2008, 51.7% of victims were men, similar to the 52.0% in 2007, but down slightly from 52.4% in 1999.

When changes in population size were controlled by examining the rate of victimization per 1,000 people, a slow but steady decrease was seen over the past decade. Overall victimization by these violent crimes decreased 4.2% in 2008, to 11.5 victims per 1,000 in 2008 from 12.0 victims in 2007. The rate in 2008 was the lowest rate in 10 years, and was a 10.2% decrease compared to 1999, when overall victimization was 12.8 per 1,000 people.

In each of the ten years between 1999 and 2008, the rate of victimization for women was lower than the rate for men (Figure 3.1). Between 2007 and 2008, the rate of victimization for men decreased 4.5%, to 12.8 in 2008 from 13.4 in 2007, and for women the rate decreased 3.6%, to 10.7 in 2008 from 11.1 in 2007. The 2008 victimization rate for men was 11.7% lower than the rate of 14.5 in 1999, while the 2008 victimization rate for women was 10.8% lower than the rate of 12.0 in 1999.

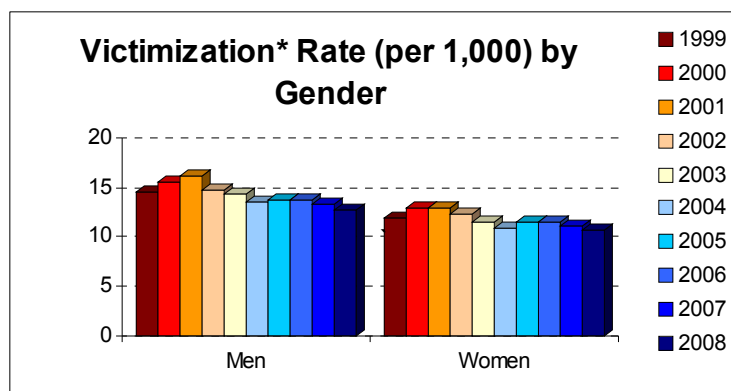


Figure 3.1

Source: TPS Database

* Victims of assault, sexual assault, robbery, and homicide

With regard to the specific crimes of violence, as shown in Figures 3.2 through 3.4, men were more likely in each year to be victims of assault and robbery, while women were at a higher risk than men to be victims of sexual assault.

The rate of assault against women in 2008 was 8.0 per 1,000 women; this was 4.8% lower than the 8.4 in 2007 and 11.1% lower than the 9.0 per 1,000 in 1999 (Figure 3.2). The rate

⁶³ Victim data may differ from that shown in previous *Scans* due to updates to the Service's database. At present, the Service's live database does not have a cut-off day for data entry; it allows as many updates as required to keep the database current. Crime/victimization that occurred in an earlier year but was detected/reported later is an example of the possible reasons necessitating an update and thus revision of statistics reported previously.

⁶⁴ This chapter focuses on victimization related to selected crimes of violence only – homicide, sexual assault (including sexual offences), assault, and robbery.



of assault against men in 2008 was 9.4 per 1,000 men; this was 5.0% lower than the 9.9 in 2007 and 16.1% lower than the 11.2 per 1,000 in 1999. The 2008 rates were the lowest rates of assault against men and women in the past ten years.

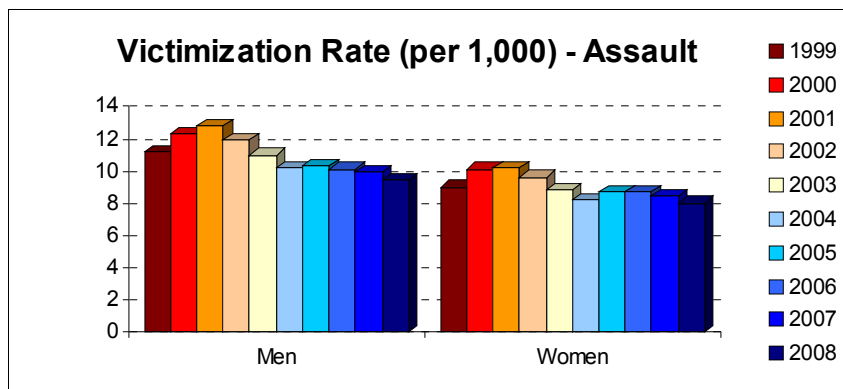


Figure 3.2

Source: TPS Database

Women's rate of victimization for sexual assault dropped 6.3% to 1.5 per 1,000 women in 2008, and the lowest of the past ten years (Figure 3.3). In 2007, the rate was 1.6 per 1,000 women. The rate in 2008 was a decrease of 16.7% compared to 1.8 in 1999.

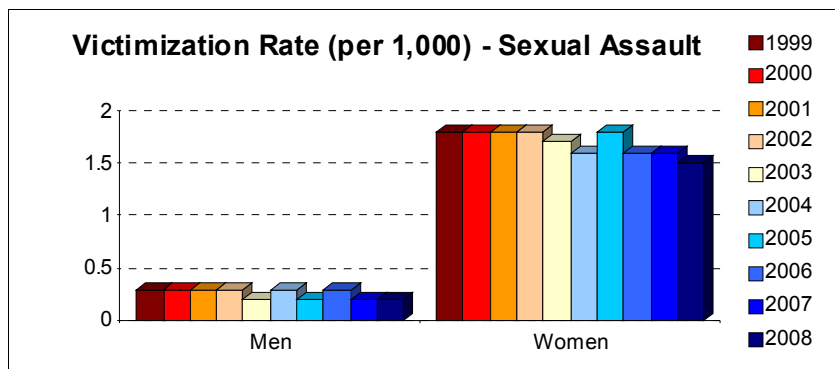


Figure 3.3

Source: TPS Database

The rate of robbery victimization for men decreased 3.1%, to 3.1 per 1,000 men in 2008 from 3.2 in 2007, but increased 6.9% from 2.9 in 1999 (Figure 3.4). The rate of robberies against women was 1.1 per 1,000 women in both 2007 and 2008, however, this rate was an 8.3% decrease compared to the rate of 1.2 in 1999.

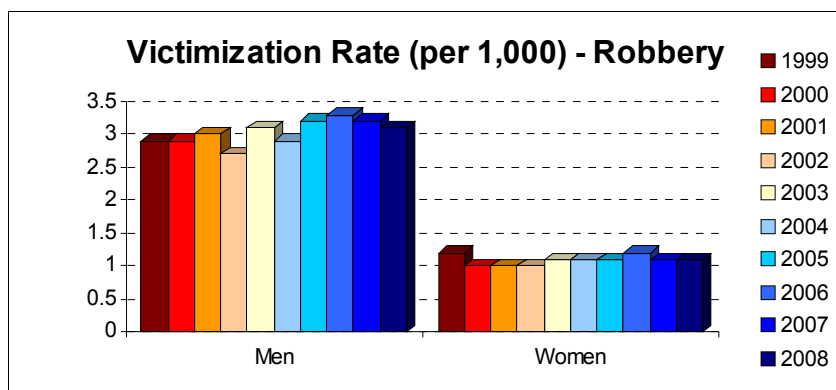


Figure 3.4

Source: TPS Database

Although not shown due to the small numbers involved, men were 2 to 4 times more likely than women each year to be victims of homicide. In 2008, the homicide rate for men decreased to 0.04 per 1,000 from 0.05 in 2007. Over the ten-year period of 1999 to 2008, the homicide rate for men varied between 0.03 and 0.05 per 1,000 men, while the homicide rate for women was 0.01 per 1,000 women in each year.

The 338 shooting victims in Toronto in 2008 were a 41.4% increase from the 239 shooting victims in 2007, but a 5.8% decrease from the 359 victims in 2005.⁶⁵ As is found nationally, homicide victims in Toronto typically had a firearm used against them. Almost two-thirds (65.8%) of homicides were shootings in 2005, decreasing, however, to just slightly over half in 2007 and 2008 (51.2% and 51.4%, respectively).

D. VICTIMIZATION – BY AGE

In Toronto, in cases where the age of the victim was known, before 2003, the greatest number of victims of the selected crimes of violence were aged 25-34 years, while after 2003 it shifted to those aged 18-24 years. When the difference in the size of the population at each age was taken into account, for the past five years, 18-24 year olds again had the highest rates. In 2008, those 18-24 years of age were most likely to be victimized (25.1 per 1,000), followed by 12-17 year olds (23.3 per 1,000). Similarly, in 2007, 18-24 year olds had the highest rate (26.0 per 1,000), followed by 12-17 year olds (24.1 per 1,000). In 1999, 12-17 year olds were most likely to be victimized (29.7 per 1,000), followed by the 18-24 year olds (24.4 per 1,000).

As seen in Figure 3.5, the victimization rate per 1,000 population in generally decreased with increasing age. Those under 12 years of age and those 65 years of age and older consistently had the lowest victimization rates. The victimization rates for all of the selected ages except for those 18-24 and 45 plus were the lowest of the past ten years.

⁶⁵ A ten-year comparison was not conducted due to changes in data collection methods prior to 2005.

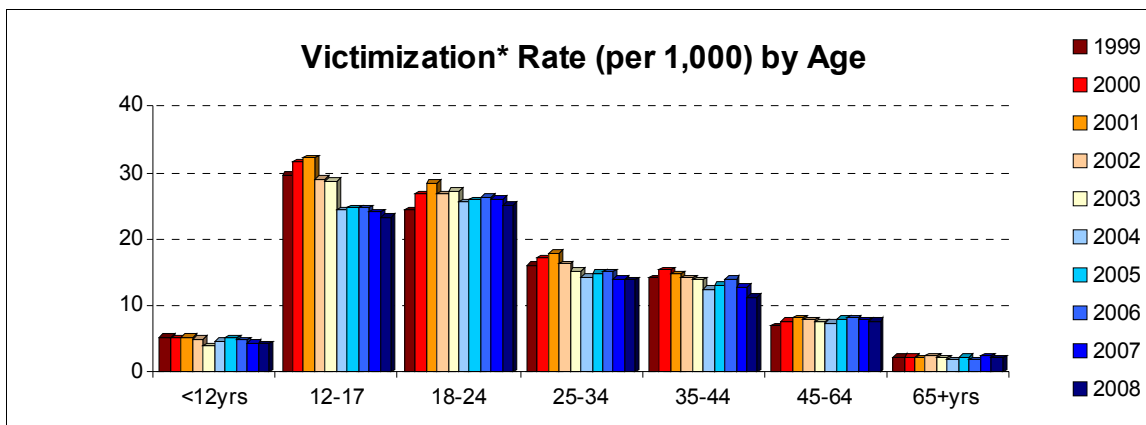


Figure 3.5

Source: TPS Database

* Victims of Assault, Sexual Assault, Robbery, and Homicide

As shown in Figure 3.6, 18-24 year olds have for the past ten years, had the highest victimization rate for assault, followed by 12-17 year olds. In 2008, the rates in all age groups decreased or equalled the 2007 rates, except 25-34 year olds who showed a slight increase of 0.9%, from 11.1 in 2007 to 11.2 in 2008. Only the assault victimization rate for those 45-64 years increased (5.1 to 5.9 per 1,000) between 1999 and 2008.

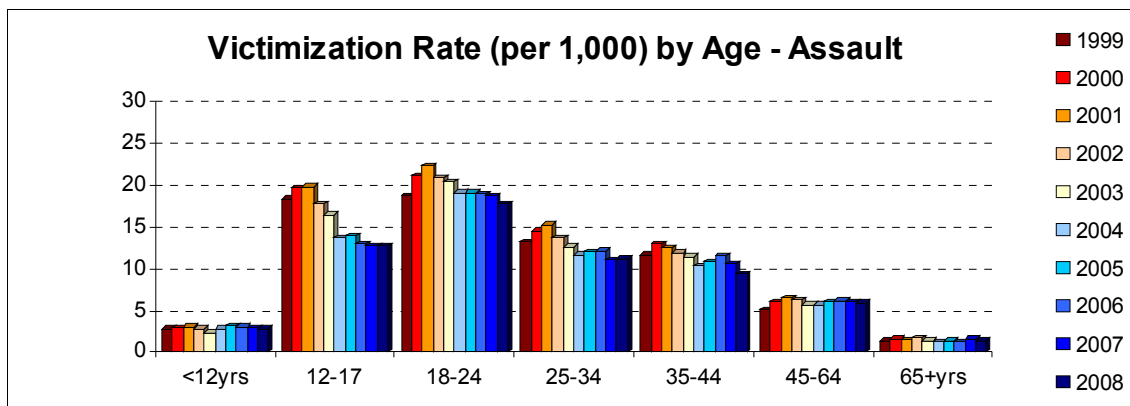


Figure 3.6

Source: TPS Database

Following a decrease in 2007, the year 2008 saw the lowest rate for sexual assault of the past ten years for 12-17 year olds, historically the group most victimized by sexual assaults. As shown in Figure 3.7, in 2007, 12-17 year olds continued to be the most likely victims of sexual assault, but the rates decreased 2.6% when compared to 2007 and 27.4% when compared to 1999 (3.7 per 1,000 in 2008, 3.8 per 1,000 in 2007, and 5.1 per 1,000 in 1999).

Compared to 2007, in 2008 the rate of sexual assault victimization in all age groups remained unchanged or showed decreases, with the exception of the rate for 18-24 year olds, for whom the rate rose to 2.2 per 1,000 in 2008 from 2.0 per 1000 in 2007. Compared to 1999, the sexual assault rate for all of the age groups under 65 rose, except for the under 12 years and 12-17 years groups; it remained unchanged for those over 65 years (Figure 3.7).

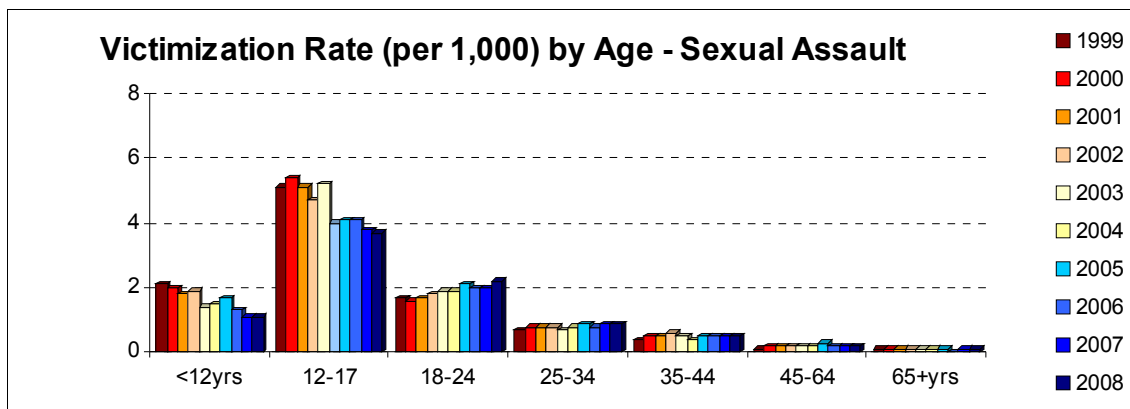


Figure 3.7

Source: TPS Database

For the past ten years, 12-17 year olds have been the most likely to be victimized by robbery, followed by 18-24 year olds (Figure 3.8). In 2008, the rate of robbery for the 12-17 years age group, 7.4 per 1,000, was a 1.3% decrease compared to 7.5 in 2007, but was a 17.5% increase when compared to the rate for 12-17 year olds in 1999 (6.3 per 1,000). The rate for 18-24 year olds was 5.2 per 1,000 in 2008, equal to the rate in 2007, but 33.3% higher than 3.9 per 1,000 in 1999.

Those under 12 years of age have consistently been the least likely to be victims of robbery, and after a higher robbery rate for 12-17 year olds, the rate generally decreased as age increased. In 2008, all age groups showed a decrease or stayed the same compared to 2007. And, compared to 1999, in 2008 all the age groups except those between 12-24 years old, remained the same or showed a decrease in the robbery rate.

In 2008 in Toronto, 22.0% of robbery victimizations (1,209) involved swarming. This was 18.6% lower than the 1,485 in 2007, but a 6.7% increase compared to the 1,133 in 2000.⁶⁶

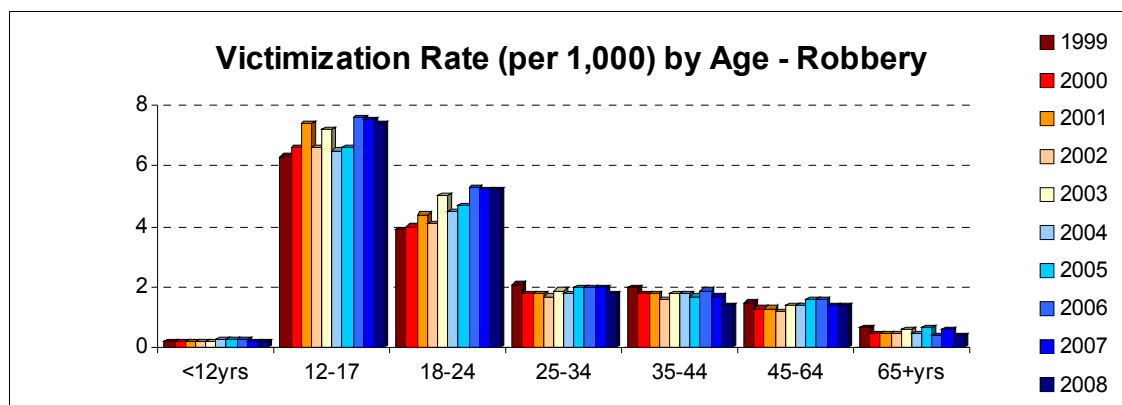


Figure 3.8

Source: TPS Database

Since the homicide rate per 1,000 population was so low for each age group (in 2008, the highest rate was for 18-24 year olds, with a rate of 0.1 homicides per 1,000 population), Figure

⁶⁶ In October 1998, due to recommendations arising from the Service's 'Robbery Reduction Strategy', new codes were added to assist with data calculation and to more accurately account for current and emerging robbery offences such as swarming, therefore only an analysis back to the year 2000 was conducted.



3.9 shows the actual number of victims in each age group in each of the past ten years. As can be seen, the greatest number of homicide victims each year was generally in the 18-24 and 25-34 years age groups. In 2008, all of the age groups showed a decreased number of homicides when compared to 2007, with the exception of the 45-64 year age group, which increased from 6 to 12, and 65 plus age group, which remained the same. When compared to ten years ago in 1999, there were increases in the number of homicides in each age category except for those under 12 and the 25-34 year age group, which showed a decrease. Those 17 years and under and 65 years and older generally showed the lowest number of homicides over the past ten years.

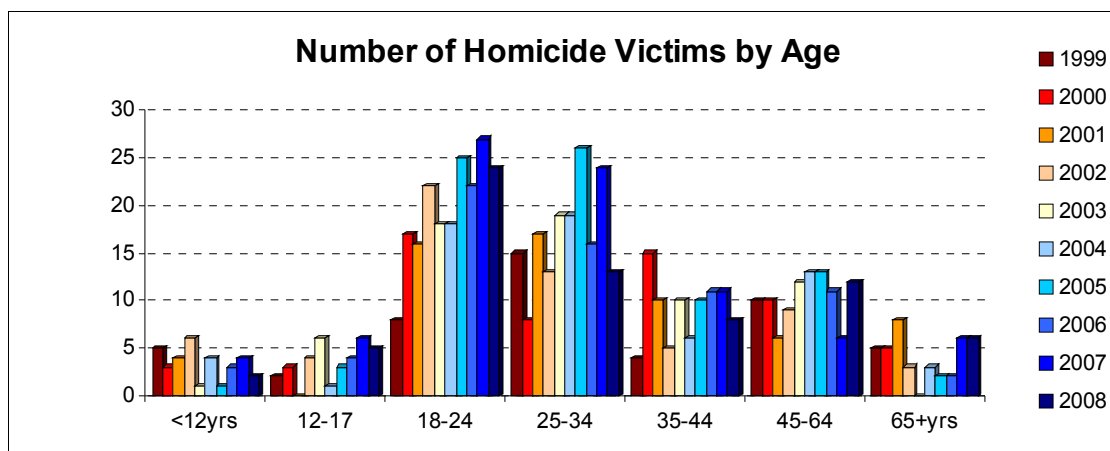


Figure 3.9

Source: TPS Database

E. GROUPS AT RISK

Children and Youth - Violent Crime & Abuse:

In Toronto, as was seen in Figure 3.5, in cases where the age of the victim was known and when population was taken into account, those 12-17 years of age were the second most frequently victimized age group for the selected crimes of violence.

In 2008, 12-17 year olds constituted 11.3% of all physical assault victims, 29.9% of all sexual assault victims, 27.2% of all robbery victims, and 7.1% of all homicide victims. Compared to 2007, in 2008 the proportions of assault and homicide victims were relatively unchanged, the proportion of robbery victims increased slightly (26.8% in 2007), and the proportion of young sexual assault victims decreased (31.2% in 2007). Compared to 1999, in 2008 there were decreased proportions of these young victims of assault (13.9% in 1999) and sexual assault (33.0% in 1999), while there were increased proportions in robbery (22.2% in 1999) and homicide (4.1% in 1999).

In each of the ten years under review, of all the selected violent victimizations against 12-17 year olds, most were physical assaults, although this proportion decreased from 61.5% in 1999, to 53.0% in 2007, to 52.3% in 2008. After physical assaults, 12-17 year olds were most likely victimized by robbery, followed by sexual assault; they were rarely victims of homicide.

Those under 12 years old continued to be less likely than older children to be victimized. In 2008, those under 12 constituted a lower proportion of total victims than 12-17 year olds for



each of the violent crimes considered. They constituted 4.8% of all physical assault victims, 15.7% of all sexual assault victims, 1.4% of all robbery victims, and 2.8% of all homicide victims. Compared to 2007, in 2008 the proportion of victims under 12 years old for assault and robbery remained about the same, the proportion for sexual assault decreased slightly (16.9% of all sexual assault victims in 2007), and the proportion for homicide decreased (4.8% of all homicide victims in 2007). In 1999, these very young victims constituted 4.6% of all assault victims, 28.6% of all sexual assault victims, 1.7% of all robbery victims, and 10.2% of homicide victims. Compared to 1999, in 2008 only the proportion of assault victims under 12 showed a small increase (4.6% of all assault victims in 1999).

It should be noted that figures related to this age group may be influenced by under-reporting, given the vulnerability of young children and the possibility that those committing the offences may be family members.

In each of the ten years under review, of all violent victimizations against children under 12 years of age, most were physical assaults; this proportion increased from 54.9% in 1999 to 68.5% in 2007, and to 68.8% in 2008. The sexual assault proportion for children under 12 has decreased since 1999, from 40.2% to 26.5% in 2007, and to 26.1% in 2008. In all years, of those victimized in this young age group, few were victims of robbery and homicide.

In Toronto, the number of child abuse offences reported to the police in 2008 decreased 4.5% from 2007 and 15.0% from 2006 (Figure 3.10).⁶⁷ In 2008, 2,552 child abuse offences were reported compared to 2,672 in 2007 and 3,004 in 2006. It should again be noted that these figures are undoubtedly influenced by under-reporting.

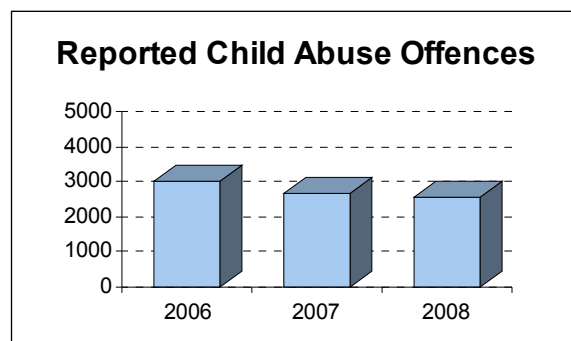


Figure 3.10

Source: TPS Database

Elderly – Violent Crime & Abuse:

In Toronto, as was seen in Figure 3.5, seniors were the age group least likely to be victimized in each of the past ten years. In Toronto in 2008, those 65 years and older constituted 2.3% of all physical assault victims, 1.0% of all sexual assault victims, 2.9% of all robbery victims and 8.6% of homicide victims. Compared to 2007, in 2008 there were small decreases in all these proportions except for homicide. In 2007, those 65 years and older constituted 2.5% of all physical assault victims, 1.1% of all sexual assault victims, 3.7% of all robbery victims and 7.1% of homicide victims. Compared to 1999, in 2008 proportions remained the same or decreased in all of the categories except for assault. In 1999, persons 65 years and older constituted 2.1% of all physical assault victims, 1.0% of all sexual assault victims, 4.8% of all robbery victims, and 10.2% of all homicide victims.

In each of the ten years under review, of all violent victimizations against those 65 years of age and older, most were physical assaults; this proportion increased from 64.2% in 1999 to

⁶⁷ A ten-year comparison was not conducted due to changes in data collection methods and counting of offences in 2005.



70.5% in 2007, and to 72.5% in 2008. After physical assaults, older adults were most likely victimized by robbery in all years, although the proportion decreased from 31.7% in 1999 to 25.4% in 2007, and to 22.8% in 2008. Adults 65 and older were rarely victims of sexual assault or homicide.

Toronto Police Service data show that 525 people 65 years or older were victims of assault or sexual assault in 2008, which was an 11.2% decrease from the 591 in 2007, and a 6.5% increase from the 493 in 1999.

Domestic Violence – Calls for Service & Occurrences:

The Toronto 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 communications (I/CAD) database, in 2008, officers attended 15,832 calls for domestics, a slight 0.6% increase from the 15,738 calls in 2007 and an 8.9% decrease from the 17,382 calls in 1999. Although the average time spent by officers at these calls generally increased over the past ten years, a very slight decrease occurred between 2007 and 2008. According to I/CAD, in 2008 the average time spent at these calls was 275.1 minutes (4.6 hours) compared to 280.8 minutes (4.7 hours) in 2007. In 1999, the average time spent was 149.8 minutes (2.5 hours).

In 2008, according to I/CAD, the number of calls for domestic assaults attended by officers decreased 3.0% compared to 2007, from 4,744 in 2007 to 4,603 in 2008. The number of domestic assault calls in 2008 was also 37.6% lower than in 1999, when there were 7,383 domestic assault calls. Although the number of calls decreased over the ten-year period, the average amount of time spent by officers at domestic assault calls increased, from 228.4 minutes (3.8 hours) in 1999 to 443.7 minutes (7.4 hours) in 2007, and to 447.4 minutes (7.5 hours) in 2008.

Not all of the domestic calls attended by police involve criminal offences. In 2008, there were 6,850 domestic violence occurrences and charges were laid in 84.8% of these occurrences (5,809). In 2007, there were 7,004 domestic violence occurrences and charges were laid in 83.4% of these occurrences (5,839).⁶⁸

Similar to trends seen in previous years, in 2008, assault level 1 charges accounted for the majority of domestic violence charges, followed by uttering threats, and assault with a weapon/causing bodily harm. In 2008, there were 4,210 charges for assault level 1, representing 72.5% of all domestic violence charges. The 1,479 charges for uttering threats represented 25.5% of the total, and the 1,057 charges for assault with a weapon/causing bodily harm with represented 18.2% of the total. Similar to previous years, men represented the majority of those charged (86.1% in 2008).

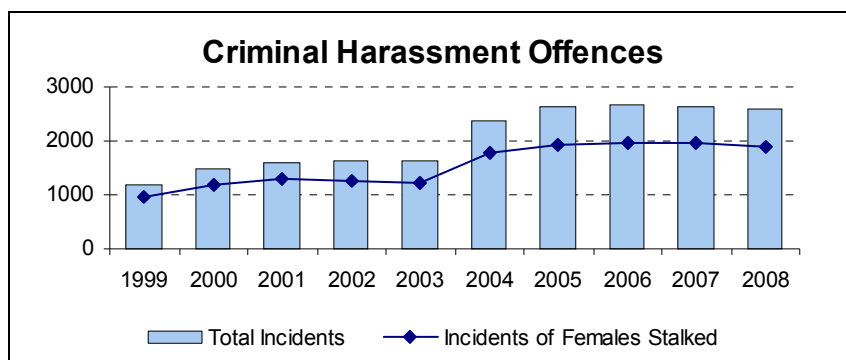
In 2007, there were 4,266 charges for assault level 1 (73.1% of all domestic violence charges). This was followed by 1,437 charges for uttering threats (24.6% of the total), and 1,068 charges for assault with a weapon/causing bodily harm (18.3% of the total).

⁶⁸ The Province changed the domestic reporting practices for 2006. The number of domestics in succeeding years is, therefore, not comparable with the numbers reported for earlier years in previous Scans.



Criminal Harassment (Stalking):

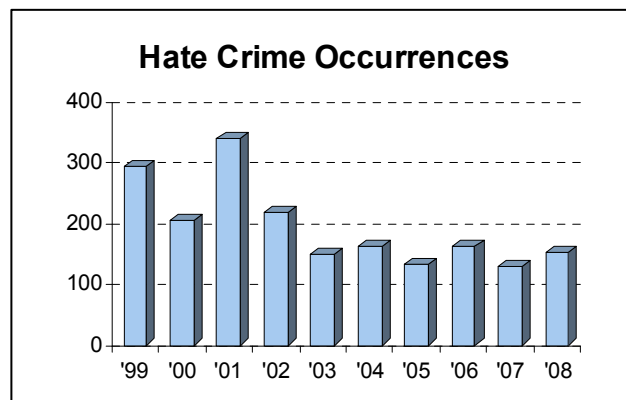
Total harassment (stalking) incidents reported to the Toronto Police Service increased 116.9% over the ten-year period from 1999 to 2008, from 1,199 to 2,601 incidents (Figure 3.11).⁶⁹ The number of incidents in 2008 was a slight 0.8% decrease compared to the 2,623 in 2007. Also shown in Figure 3.11, criminal harassment in Toronto remains a crime that mainly affects women. Most victims in each of the past ten years were female, although this proportion decreased over the ten-year period, from 81.9% in 1999 to 75.9% in 2007, and to 73.3% in 2008.

**Figure 3.11**

Source: TPS Database

F. HATE/BIAS CRIME

As shown in Figure 3.12, in Toronto, according to the Hate Crime unit of the TPS Intelligence Division, there were a total of 153 hate/bias occurrences reported in 2008, an increase of 17.7% compared to the 130 hate crimes in 2007, but 47.6% lower than the 292 hate crimes reported in 1999. In 2008, the single communities most targeted in were the Jewish community (46 occurrences), the LGBT (Lesbian, Gay, Bisexual, Transgender) community (34), the Black community (24), the Pakistani community (8), and the Muslim community (7).⁷⁰

**Figure 3.12**

Source: TPS Hate Crime Unit

As shown in Figure 3.13, as of 2001, mischief replaced assault in representing the highest proportion of reported hate crime offences. In 2008, mischief continued to be the most commonly reported offence, accounting for 75 (49.0%) offences, followed by 20 assaults

⁶⁹ The increase after 2003 may be related in part to changes to the police data processes and systems. Data collection in future years will give some indication as to whether the trend shown is actual or an artefact of a change in data processes.

⁷⁰ Toronto Police Service. *2008 Annual Hate/Bias Crime Statistical Report*. Hate Crime Unit, Intelligence Division.



(13.1%), 19 threats (12.4%), 17 harassment offences (11.1%), and 10 wilful promotion of hatred (6.5%) offences.

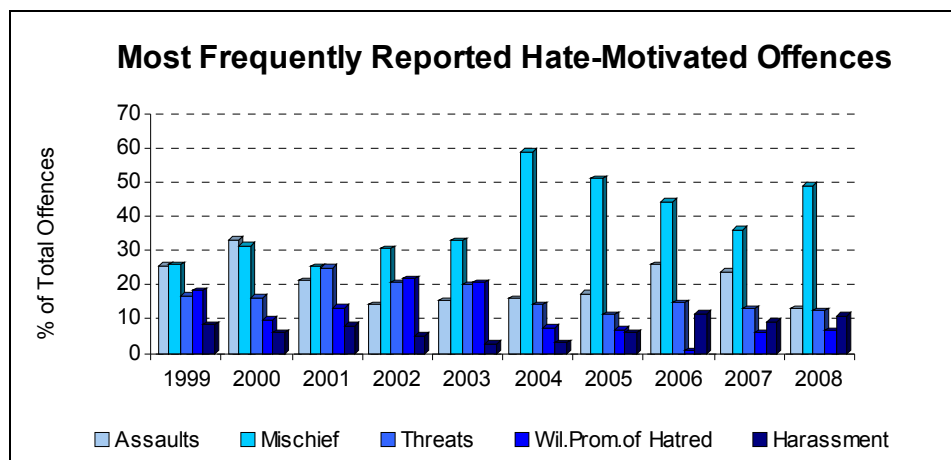


Figure 3.13

Source: TPS Hate Crime Unit

In 2008 compared to 2007, the 75 mischief offences represent a 59.6% increase from the 47 mischief offences in 2007, while the 20 assaults in 2008 were a decrease of 35.5% compared to the 31 in 2007. The 19 threats reported in 2008 were a decrease of 11.8% compared to the 17 in 2007, the 17 harassment offences in 2008 were a 41.7% increase compared to the 12 in 2007, and the 10 wilful promotion of hatred offences in 2008 were a 25.0% increase from the 8 in 2007.

Compared to ten years ago in 1999, in 2008 there were decreases in each of these categories. In 1999, there were 76 mischief offences (a 1.3% decrease), 75 assaults (a 73.3% decrease), 49 threats (a 61.2% decrease), 24 harassment offences (a 29.2% decrease), and 53 wilful promotion of hatred offences (an 81.1% decrease).

In each of the past ten years, hate offences have typically focused most frequently on race and religion: of the 1,942 hate offences recorded since 1999, these two categories together were the targets of almost two-thirds (60.4%). Figure 3.14 shows the number of offences targeting race and religion in each of the past ten years.

In 2008, offences within the category of race decreased 38.6% (27 offences in 2008 compared to 44 in 2007), while those in the category of religion increased 47.4% (56 in 2008 compared to 38 in 2007). In 2008, there was also a notable increase in offences in the category of sexual orientation, which doubled from 17 in 2007 to 34 in 2008.

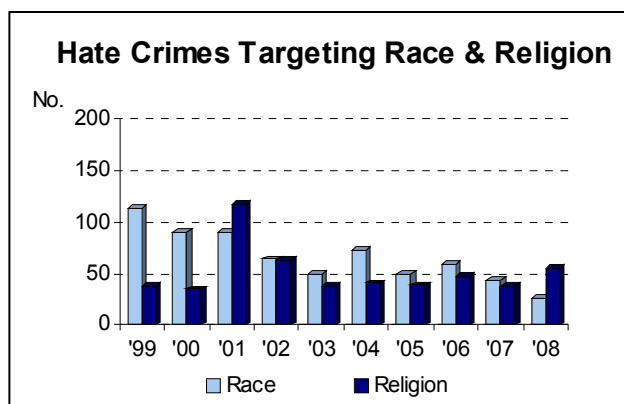


Figure 3.14

Source: TPS Hate Crime Unit



When compared to 1999, the largest decrease in 2008 occurred in the category of race, a decrease of 76.1% (113 offences in 1999 compared to 27 in 2008), while offences in the category of religion increased 47.3%, from 38 in 1999 to 56 in 2008.

G. VICTIM RESOURCES

Victim Services:

In 2008, the Victim Services Program of Toronto assisted 14,411 victims by telephone, a decrease of 9.2% compared to the 15,872 victims assisted in 2007 (Figure 3.15). The number of victims served by on-scene attendance in 2008 was 3,980, which is an increase of 24.1% compared to 2007 when 3,207 victims were assisted on-scene. In addition, the total number of volunteer hours in 2008 for Victim Services was 28,090, which is also an increase when compared to 22,320 hours in 2007.

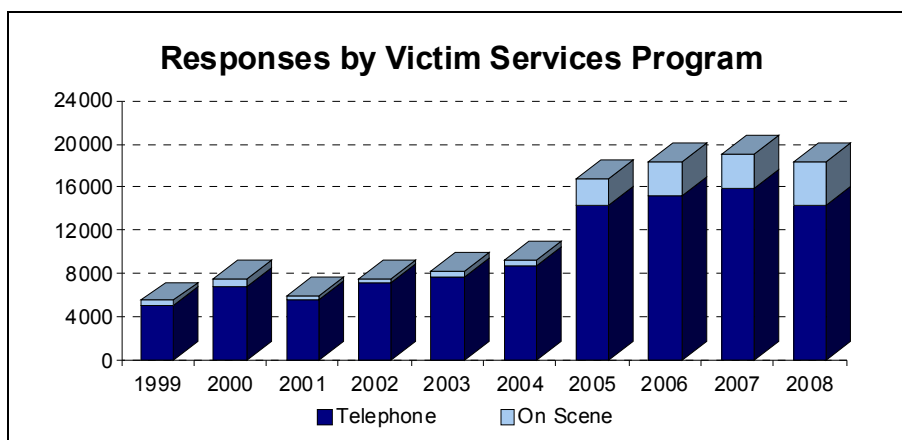


Figure 3.15

Source: Victim Services Program of Toronto, Inc.





IV. TRAFFIC

As vehicles travel throughout the city, it is important to understand their influence on public safety and policing. Drivers have a responsibility to operate in a safe manner, and the police have a responsibility to ensure that they do so. Traffic engineering and design, education, enforcement, and strong partnerships with traffic safety organisations are vital to traffic safety. Issues surrounding vehicle and pedestrian traffic continue to be a priority for the larger community.

HIGHLIGHTS

- In 2008, there were approximately 55,661 reportable collisions, a 0.7% decrease from the 56,026 reportable collisions in 2007 and a 4.8% decrease from the 58,450 reportable collisions ten years ago in 1999.⁷¹ The number of collisions in 2008 represented the third lowest number of collisions in the past ten years.
- The number of property damage collision calls/events attended by police in 2008 decreased to the lowest number seen in the ten-year period examined. The 16,938 property damage collision events attended in 2008 represented a 1.9% decrease from 2007, when 17,271 property damage collision events were attended, and a 15.3% decrease from 1999, when 19,997 events were attended.
- In 2008, there were 13,179 personal injury collision calls/events attended by police, again the lowest in ten years. This was a 3.6% decrease compared to the 13,678 events attended in 2007, and a 4.0% decrease from the 13,729 events attended in 1999.
- The average time spent on a property damage collision event in 2008 decreased 6.3% compared to 2007. In 2008, the average time spent on a property damage collision was 100.7 minutes, while in 2007 the average time was 107.5 minutes. The 2008 average was, however, an increase of 52.1% from the average of 66.2 minutes spent in 1999.
- The average time spent by officers in 2008 on a personal injury collision was 257.3 minutes (4.3 hours), which is a decrease of 2.4% when compared to 2007 when the average time was 263.6 minutes (4.4 hours). The 2008 average time was again a 38.6% increase from the 185.7 minutes (3.1 hours) in 1999.
- There were 54 people killed in traffic collisions in 2008, an increase of 3.8% (2 persons) from the 52 killed in 2007, but a 40.7% decrease from the 91 killed in 1999.

⁷¹ Collisions provided in the Environmental Scan are reportable collisions only. 'Reportable' collisions are those that result in either property damage of \$1,000 or more, or personal injury, or both. The reporting of such accidents to police is mandatory under the *Highway Traffic Act*. 'Non-reportable' collisions are those resulting in property damage only, where the damage is less than \$1,000. The reporting of such accidents to police is not mandatory under the *Highway Traffic Act*, but many are reported to police for insurance purposes. The TPS Annual Statistical Report provides numbers of reportable and non-reportable collisions combined.



- In 2008, there were a total of 2,312 persons charged with drinking and driving offences in Toronto. This represented a 9.7% increase from the 2,107 charged in 2007, and a 21.4% increase from the 1,905 persons charged in 1999

A. TRAFFIC COLLISIONS

As shown in Figure 4.1, there were approximately 55,661 reportable collisions in 2008, a 0.7% decrease from the 56,026 reportable collisions in 2007 and a 4.8% decrease from the 58,450 reportable collisions ten years ago in 1999.⁷² The number of collisions in 2008 represented the third lowest number of collisions in the past ten years, and remained generally consistent with the number of collisions since 2004.

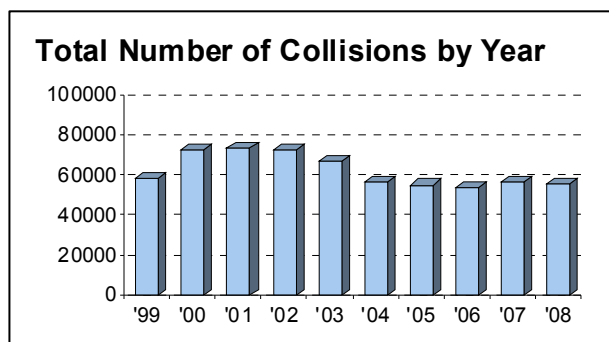


Figure 4.1

Source: City of Toronto
Transportation Services

As shown in Figure 4.2, the number of property damage collision calls attended by police in 2008 decreased to the lowest number seen in the ten-year period examined. The 16,938 property damage collision events attended in 2008 represented a 1.9% decrease from 2007, when 17,271 property damage collision events were attended, and a 15.3% decrease from 1999, when 19,997 events were attended.

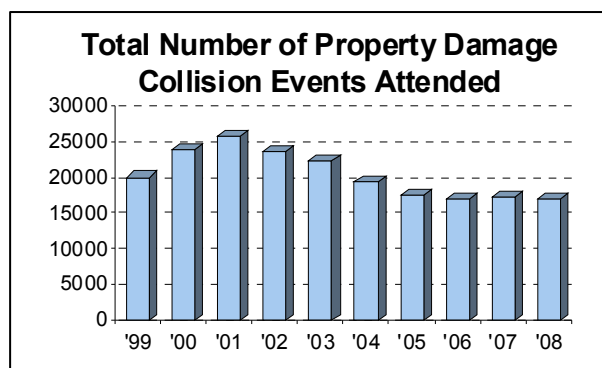


Figure 4.2

Source: TPS I/CAD

The average time spent on a property damage collision event in 2008 decreased 6.3% compared to 2007 (Figure 4.3). In 2008, the average time spent on a property damage collision was 100.7 minutes (1.7 hours), while in 2007 the average time was 107.5 minutes (1.8 hours). The 2008 average was, however, an increase of 52.1% from the average of 66.2 minutes spent in 1999.

⁷² The 2008 statistics for total collisions are unofficial as Toronto Traffic Data Centre and Safety Bureau had not yet released them at time of writing. However, any variance in these figures is expected to be minimal.

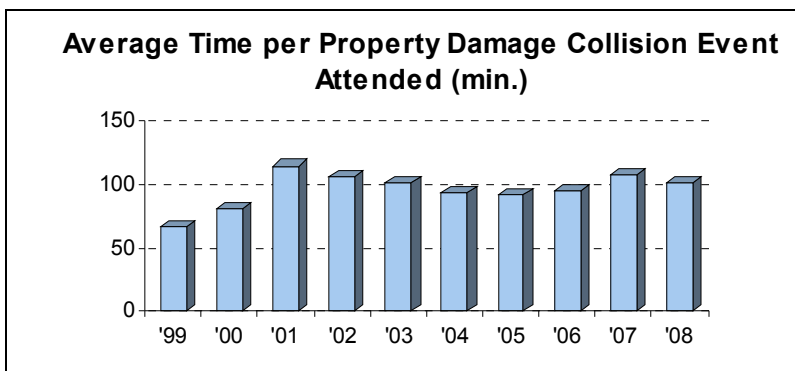


Figure 4.3

Source: TPS I/CAD

Every year there are far fewer collisions that result in personal injury than result in property damage. Recent trends in the number of personal injury collision calls attended by police and average time spent on a personal injury collision are shown in Figures 4.4 and 4.5.

As seen in Figure 4.4, and similar to the decrease seen in the total number of personal damage collision events, the total number of personal injury collision events attended decreased in 2008. In 2008, there were 13,179 personal injury collision events attended, the lowest in ten years. This was a 3.6% decrease compared to the 13,678 events attended in 2007, and a 4.0% decrease from the 13,729 events attended in 1999.

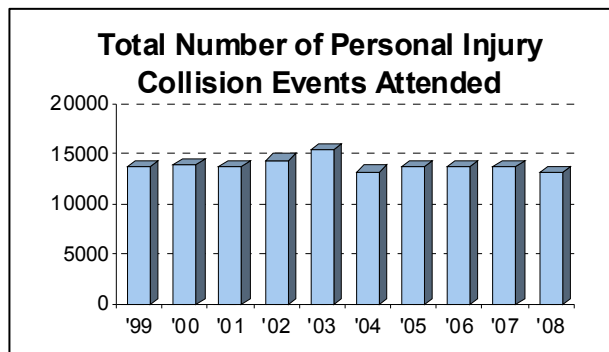


Figure 4.4

Source: TPS I/CAD

As shown in Figure 4.5, the average time spent on a personal injury collision event in 2008 also decreased when compared to 2007, but remained higher than every other year of the past ten. The average time spent by officers in 2008 on a personal injury collision was 257.3 minutes (4.3 hours), which is a decrease of 2.4% when compared to 2007 when the average time was 263.6 minutes (4.4 hours). The 2008 average time was, however, a 38.6% increase from the 185.7 minutes (3.1 hours) in 1999.

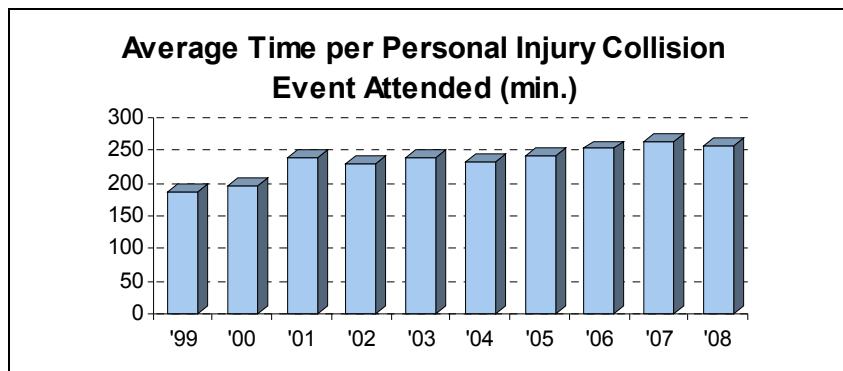


Figure 4.5

Source: TPS I/CAD



There were 5,715 Fail-to-Remain events attended by police in 2008, a 1.3% decrease from the 5,791 events in 2007, but an increase of 29.8% from the 4,402 events in 1999. As shown in Figure 4.6, most Fail-to-Remain events each year involved property damage rather than personal injury collisions, with the proportion of each remaining relatively consistent each year. Roughly 1 in 4 Fail-to-Remain collisions each year involved personal injury. The numbers of both types of Fail-to-Remain events increased compared to 1999.

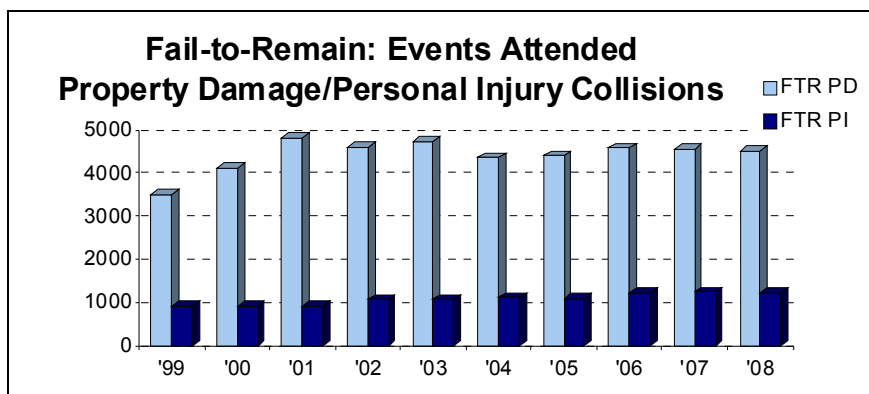


Figure 4.6

Source: TPS I/CAD

There were 54 people killed in traffic collisions in 2008, an increase of 3.8% (2 persons) from the 52 killed in 2007, and a 40.7% decrease from the 91 killed in 1999 (Figure 4.7). The 54 people killed in 2008 represented the second lowest number of traffic deaths in the past 10 years.

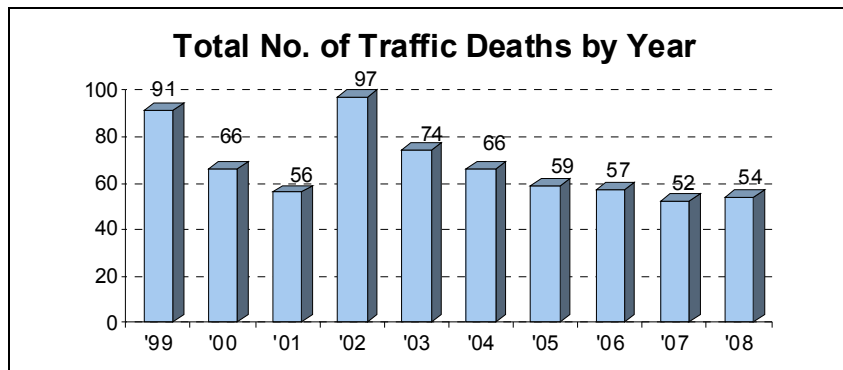


Figure 4.7

Source: TPS Analysis Support

As shown in Figure 4.8, the distribution of people killed in traffic collisions has remained relatively similar over the past 5 years. Although the tendency for a higher number of pedestrians to be killed compared to drivers, passengers, and cyclists continued in 2008, the 27 pedestrians killed represented the third lowest number of pedestrians killed in traffic collisions in the past ten years. There was a 17.4% increase in the number of pedestrian fatalities in 2008 compared to 2007 when 23 pedestrians lost their lives, and a 40.0% decrease compared to the 45 pedestrians who died in 1999.



In 2008, 18 drivers were killed, equal to the 18 drivers killed in traffic collisions in 2007, and 13 fewer than the 31 drivers killed in 1999 (a 41.9% decrease). In addition, in 2008, 7 passengers lost their lives in traffic fatalities, 1 fewer than the 8 passengers who died in 2007 (a 12.5% decrease), and 6 fewer than the 13 who died in 1999 (a 46.1% decrease). There were 2 cyclists killed in 2008, 1 less than the 3 killed in 2006 (a 33.3% decrease), and equal to the 2 killed in 1999.

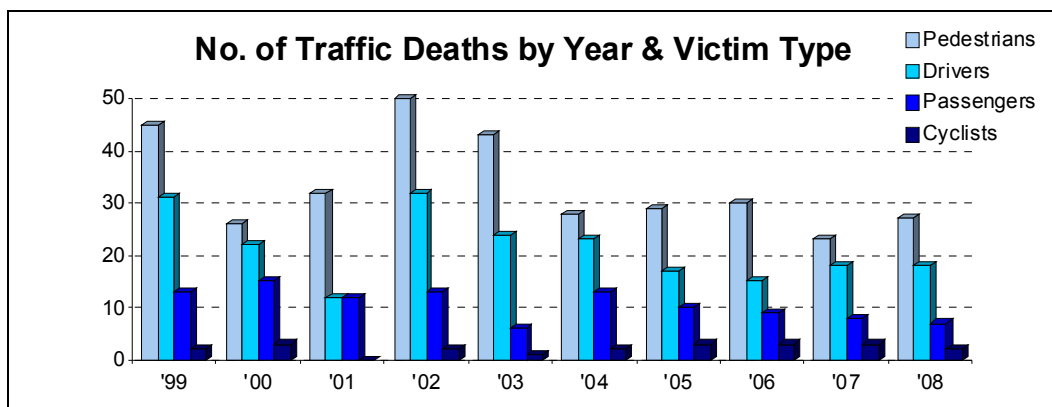


Figure 4.8

Source: TPS Traffic Services

As seen in Figure 4.9, pedestrians 65 years of age and older made up the largest portion of the total number of pedestrians killed in traffic collisions in both 2007 and 2008, continuing a trend observed in previous years. Twelve pedestrians 65 or older were killed in 2008 – 44.4% of all pedestrian fatality victims killed in that year, up from 43.5% in 2007. No pedestrians aged 19 or younger were killed in 2008.

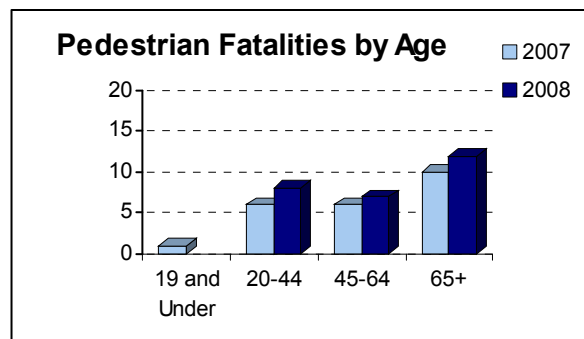


Figure 4.9

Source: TPS Traffic Services

B. PUBLIC PERCEPTIONS OF TRAFFIC

According to the 2008 Toronto Police Service's community survey, which is outlined in greater detail in the Public Perceptions chapter, with regard to traffic, people generally expressed that they felt less safe in 2008 than they did in 2007, as drivers, passenger, and pedestrians. As cyclists, however, people said they felt safer (Figure 4.10). Seventy-three percent of people in 2008 said they felt safe as a driver, down from 75% in 2007, but up from the 54% who'd felt safe in 2000. As passengers, 79% said they felt safe in 2008, down from 81% in 2007, but again up from 67% in 2000. As pedestrians, 68% said they felt safe in 2008, down from 74% who said they felt safe in 2007, but an increase from 56% in 2000. And finally, as cyclists, 41% of people said they felt safe in 2008, up from 35% in 2007, and almost three times higher than the 15% who felt safe as cyclists in 2000. It should also be noted that the proportion of people saying



“don’t know/not applicable” for the question on cyclist safety also decreased from 53% in 2000, to 33% in 2007, and to 32% in 2008 perhaps reflecting an increase in cyclists in the city.

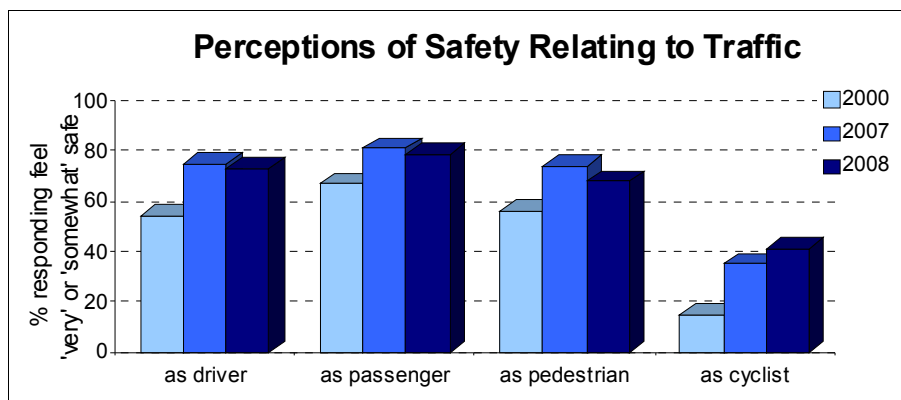


Figure 4.10

Source: TPS Corporate Planning

Although people felt less safe with regard to traffic in the city, they were generally less concerned than they were in the past about specific traffic issues in their neighbourhoods. In 2008, 65% of people said that they were concerned about aggressive/bad driving in their neighbourhood, down from 72% in 2007 and from 67% in 2000. With regard to speeding in their neighbourhood, 66% in 2008 said they were concerned, down from 72% in 2007, but up from 63% in 2000. More people were concerned about parking in their neighbourhood in 2008, as 54% said they were concerned about parking, up from 47% in 2007 and from 36% in 2000. And 60% indicated concern for red light or stop sign running in their neighbourhood in 2008, down from 68% in 2007.⁷³

C. HIGHWAY TRAFFIC ACT

Since 2001, with a slight dip in 2005, there has been a steady increase in the number of *Highway Traffic Act* (HTA) charges laid in Toronto.⁷⁴ As shown in Figure 4.11, there were 501,030 HTA charges in 2008, a 0.9% increase in the overall number compared to the 496,348 offences in 2007, and a 71.0% increase compared to the 292,955 offences in 1999.

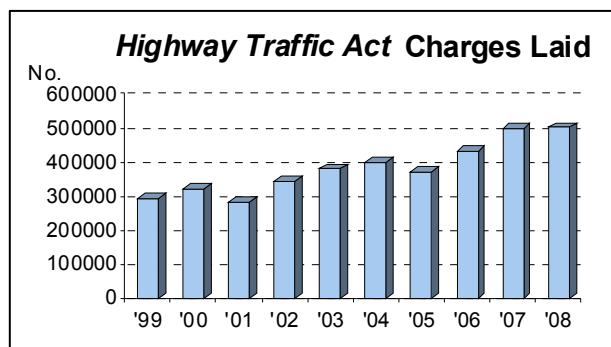


Figure 4.11 Source: TPS Analysis Support

⁷³ The question relating to red light or stop sign running has only been asked since 2003.

⁷⁴ The 2005 may have been affected by the Toronto Police Association’s job action during contract negotiations in October and November of that year.



A closer examination of five of the common HTA charges laid when investigating traffic collisions is shown in Figures 4.12 and 4.13. The number of charges for speeding increased 2.0% in 2008 over 2007, and 17.2% over 2002. The number of charges for Follow Too Close, Unsafe Lane Change, Fail to Signal Lane Change, and Careless Driving, all decreased in 2008 compared to 2007, while speeding charges increased. When compared to 2000, all but Follow to Close increased in 2008.⁷⁵

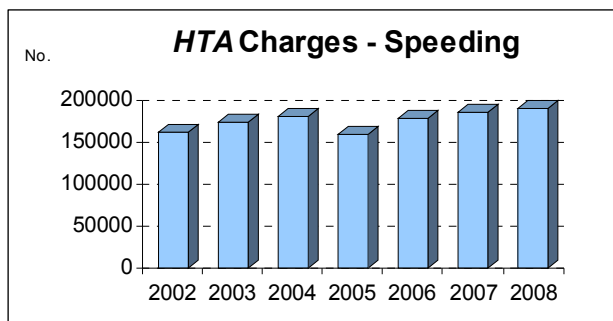


Figure 4.12

Source: TPS Analysis Support

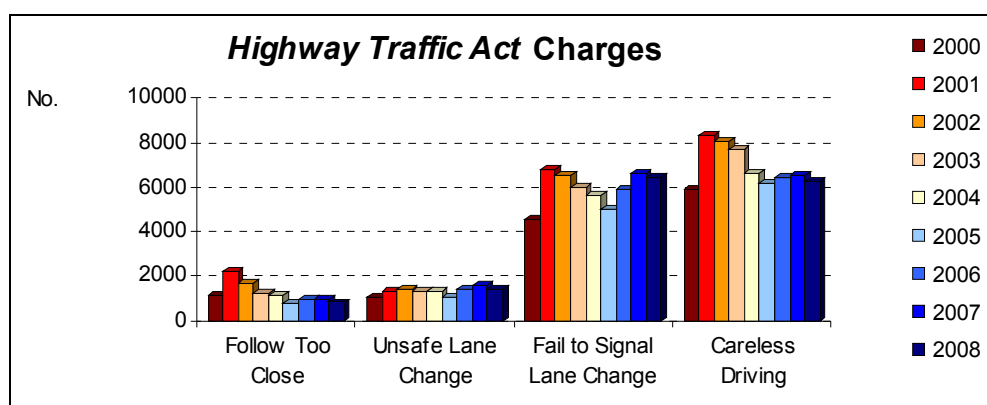


Figure 4.13

Source: TPS Analysis Support

D. IMPAIRED DRIVING

During the holiday season in 2008, over 1,600 officers dedicated over 5,000 hours to the Holiday RIDE program. Table 4.1 details the Festive RIDE statistics for 2008 and 2007. Although fewer vehicles were stopped during the holiday season in 2008 compared to 2007, more charges were laid in 2008 (33.3% more charges).

Table 4.1
Festive RIDE 2007 and 2008

	2007	2008
Vehicles Stopped	94,010	87,965
Drivers Tested	1,798	1,725
Issued 12 Hr Suspension	207	220
Issued 90 Day Suspension	57	72
Total Drinking/Driving Charges	69	92

Source: Toronto Police Service

⁷⁵ Please note that accurate speeding data was not available for 2001 and earlier, therefore 2002 was chosen as the first point of data.



In 2008, there were a total of 2,312 persons charged with drinking and driving offences in Toronto. This represented a 9.7% increase from the 2,107 in 2007, and it was a 21.4% increase from the 1,905 persons charged in 1999.⁷⁶ As seen in Figure 4.14, most of those charged with drinking and driving offences each year continue to be men.

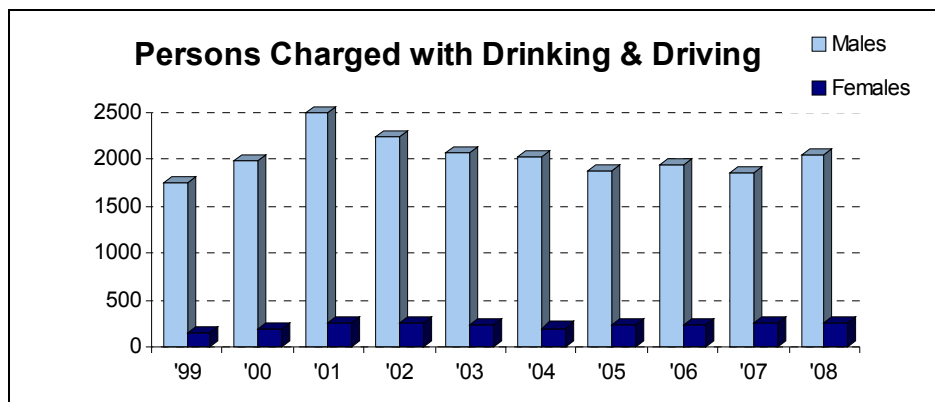


Figure 4.14

Source: TPS Annual Statistical Reports

⁷⁶ Please note that the drinking and driving numbers have been revised for the ten year period to reflect a change in the source of the data from COPS to CIPS in 2003.



V. CALLS FOR SERVICE

Knowing when and what types of calls for service are received and how the Service responds to those calls provide 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

- A total of 1.81 million calls were received in 2008, a 1.4% increase over 2007, but a 4.6% decrease from 2004. Compared with ten years ago in 1999, there was a 2.1% increase in 2008 in calls from the public for police assistance.
- After continued increases in the early years of this decade, the number of calls received through the emergency and non-emergency lines showed decreases between 2004 and 2006. In the past two years, while the number of non-emergency calls remained relatively stable, the number of emergency calls increased. Compared with ten years ago, the number of calls received through the emergency line increased 5.0%, while calls received through the non-emergency line showed a slight 0.8% decrease.
- In 2008, about 52.1% of the calls were received through the emergency line, with the rest (47.9%) received through the non-emergency line. This was similar to the 50.7% of calls received through the emergency line and the 49.3% received through the non-emergency line in 1999.
- Fewer than half (48.3%) of the calls received in 2008 were dispatched for police response, although that was an increase from both 2004 (45.7%) and 1999 (45.1%).
- The number of dispatched calls in 2008 was a slight 0.8% increase from 2004, but a large 9.3% increase from ten years ago (1999).
- Despite some improvement in response time for Priority 1 calls in the past few years, response times in general increased compared with ten years ago.
- The average time required to service a call was found to have increased significantly over the past ten years. Between 2004 and 2008, the average service time for Priority 1 calls increased 89.5%, while that for overall calls increased 21.0%. The increases over ten years ago were even larger: 153.6% for Priority 1 calls and 83.5% for all calls.
- Over the past ten years, despite a significant decrease (43.5%) in the number of Priority 1 calls serviced, the total time commitment for servicing calls increased (39.1%), due mainly to increased service time rather than to increased time waiting for the police to arrive. Adequately staffing the Primary Response – the officers who respond to calls – and other police programs, and delivering timely responses to emergencies will remain a serious challenge for the Service.



- There is a need to identify ways to stabilize the ever increasing service time for calls so that the drain on resources from such increases can be halted. There is also a need to identify reasonable service standards for response time for calls from the public for police assistance. The factors that affect response time should be taken into account so that realistic and achievable standards can be established to guide operations.

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. Those calls that are made directly to local police stations are also captured into the central records system.

After consistent increases between 1998 and 2003, decreases were noted in the number of calls for police assistance between 2004 and 2007. In 2008, a total of 1,814,519 calls were received by the police, primarily through the Communications Centre. This represented a 1.4% increase over 2007, a 4.6% decrease from 2004, and a 2.1% increase over 1999. Of the total calls recorded, 52.1% were received through the emergency line (9-1-1) and 47.9% were received through the non-emergency line.

Over the past ten years, while the number of non-emergency calls remained relatively stable, emergency calls have increased. In 2008, a total of 945,559 calls were received through the emergency line, representing a slight 1.8% increase from 2007, a 5.5% drop from 2004, and a 5.0% increase from 1999. The 868,960 calls received through the non-emergency line in 2008 were a slight 0.9% increase from 2007, a 3.6% decrease from 2004, and a slight 0.8% decrease from 1999.

Figure 5.1 shows the number of calls received through the emergency and non-emergency lines over the past ten years.

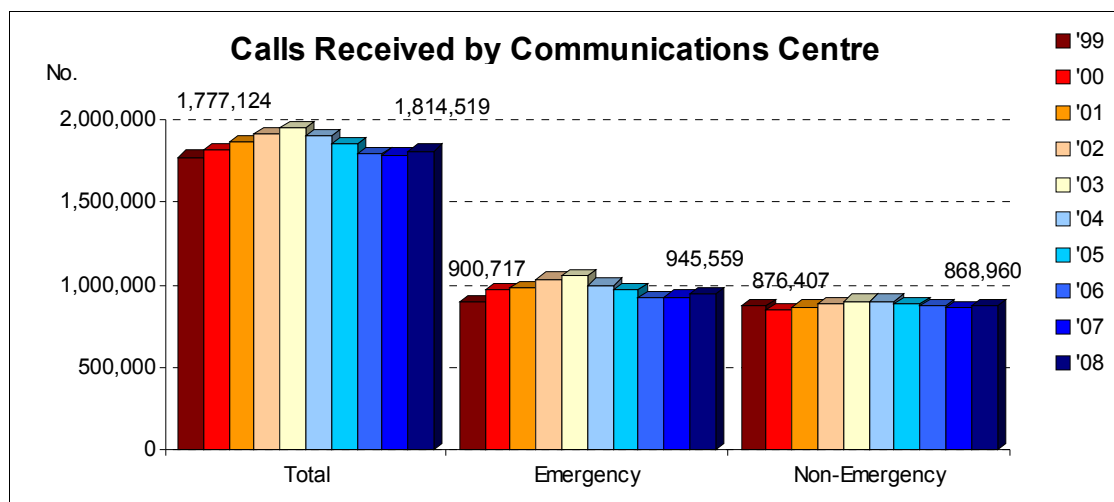


Figure 5.1

Source: TPS Communications Services



As noted previously, over the 10 year period between 1999 and 2008, the number of calls received through the emergency line increased (+5.0%), while calls received through the non-emergency line decreased (-0.8%). For this reason, the proportion of calls received through the emergency line increased, while that for calls through the non-emergency line decreased. The proportion of calls received through the emergency line increased from 50.7% in 1999 to 52.1% in 2008, while that for non-emergency calls decreased from 49.3% to 47.9% during the same period of time.

Statistics captured by Communications Services indicated that cellular phone calls constituted 40% to 50% of the calls received through the emergency line. It may have taken longer to process such calls since the locations of the callers were not readily shown on the call receiving system (unlike calls made through the conventional lines where the call line location was shown), and thus would have to be clarified by the call taker. It is also the perception of the call-takers at the Communications Centre that a considerable number of people called the police through the emergency line for non-emergency issues.

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 can range from providing the information or advice required, referring the caller to other emergency services such as ambulance and fire, dispatching a police unit to attend the incident, or a combination of these responses.

Calls requiring police intervention are dispatched to a police unit for response. In 2008, there were a total of 876,669 calls that involved one or more police units being dispatched. This represented a 2.7% increase from 2007, a slight 0.8% increase from 2004, and a 9.3% increase from 1999. In 2008, the dispatched calls constituted 48.3% of the total calls received, which was an increase from both 2004 (45.7%) and 1999 (45.1%). Figure 5.2 shows the changes in the proportion of dispatched calls over the past ten years.

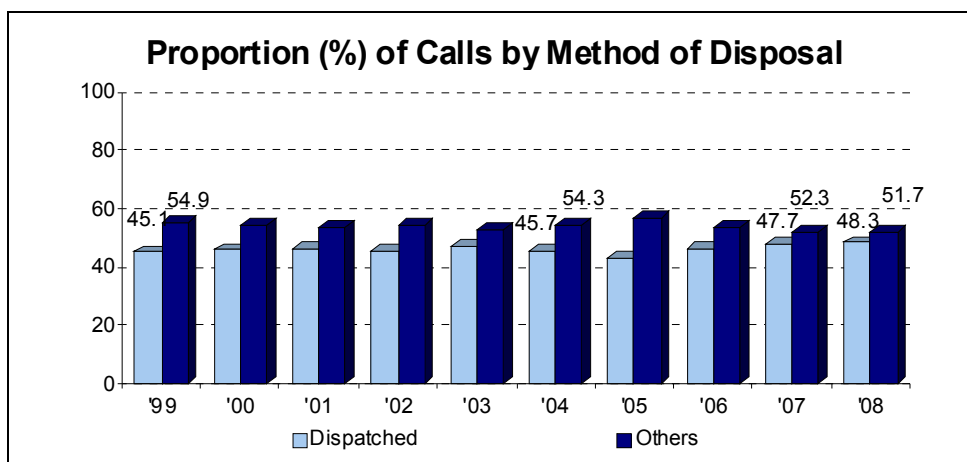


Figure 5.2

Source: TPS Communications Services

B. RESPONSE TIMES

Police performance in 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. speed 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. Police arrival time is captured by the central Computer Aided Dispatch (CAD) system when officers acknowledge their arrival time via their mobile workstation (MWS).

Information regarding officer arrival time has been recorded in the CAD data since 1996. Field officers are required to press the 'at scene' button of their MWS when arriving at an incident scene, to acknowledge their time of arrival. While operational and practical issues may at times make it difficult to comply, the overall compliance rate has generally continued to improve.⁷⁷ Starting at just 14.9% compliance in 1996, it increased to 42.5% in 2004, and to 47.3% in 2007, before dropping slightly to 45.1% in 2008. The compliance rate for Priority 1 calls alone in 2008 was 68.4%, a drop from the highest rate of 70.4% in 2007, but a significant improvement when compared to 65.2% five years ago (2004) and 45.8% ten years ago (1999).⁷⁸ For other emergency calls (Priority 2 and 3), the compliance rate was 66.2% in 2008, compared to 68.6% in 2007, 61.3% in 2004, and 40.8% in 1999. The compliance rate for non-emergency calls (Priority 4 through 6) was much lower at 33.0% in 2008, a slight decrease from 34.8% in 2007, but an improvement over 30.5% in 2004 and 18.7% in 1999.

Compared to the early years of such data being collected, the 2008 compliance rates were substantial improvements. Continual improvement in the compliance rate, particularly for non-emergency calls, will further enhance the accuracy of the measures on police performance in responding to calls.

There are cases for which the officer arrival time was entered by the dispatcher – for example, for police response units not equipped with MWSs 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 uncertain accuracy of the data on officer arrival time, are excluded from the following response time analysis.

Analysis of 'hotshots' (Priority 1 calls of all emergency calls (*Priority 1-3*)) with a valid officer arrival time revealed that the average response time for these calls decreased (improved) for a third year, though slightly, after consistent increases between 2001 and 2005. The average response time was 10.1 minutes in 2008, compared to 11.2 minutes in 2004 and 10.1 minutes in 1999.⁷⁹ The median response time for these calls in 2008 remained at 7 minutes (as in 2007), compared to 9 minutes in 2004.^{80,81}

For the remaining emergency calls (Priority 2 and 3), the median response time increased from 14 minutes in 1999 to 16 minutes in 2004; it then dropped to 16 minutes in 2007 and 15 minutes in 2008.

⁷⁷ Compliance rates are based on statistics from TPS I/CAD Query and Reporting System, Report 24.

⁷⁸ 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.

⁷⁹ Computation based on statistics from I/CAD Report 24, covering only cases with response time (MWS/MDT entered) from 0 to 60 minutes, i.e. 97.4% of total Priority 1 cases in 2008.

⁸⁰ The median is the middle value of a group of values arranged in ascending or descending order. Unlike the average, it is not affected by a very few long or short response times.

⁸¹ Based on statistics from TPS I/CAD Query and Reporting System, Report 24.



Figures 5.3(a) and 5.3(b) show the cumulative proportion (%) of Priority 1 and other emergency calls (Priority 2 to 3) by response time.⁸²

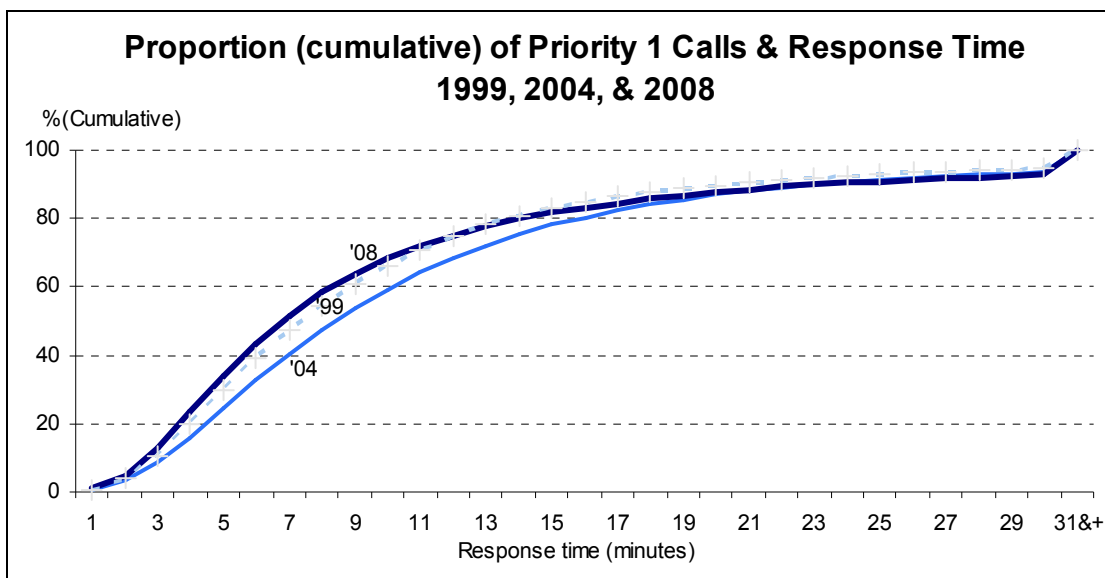


Figure 5.3(a)

Source: TPS I/CAD data

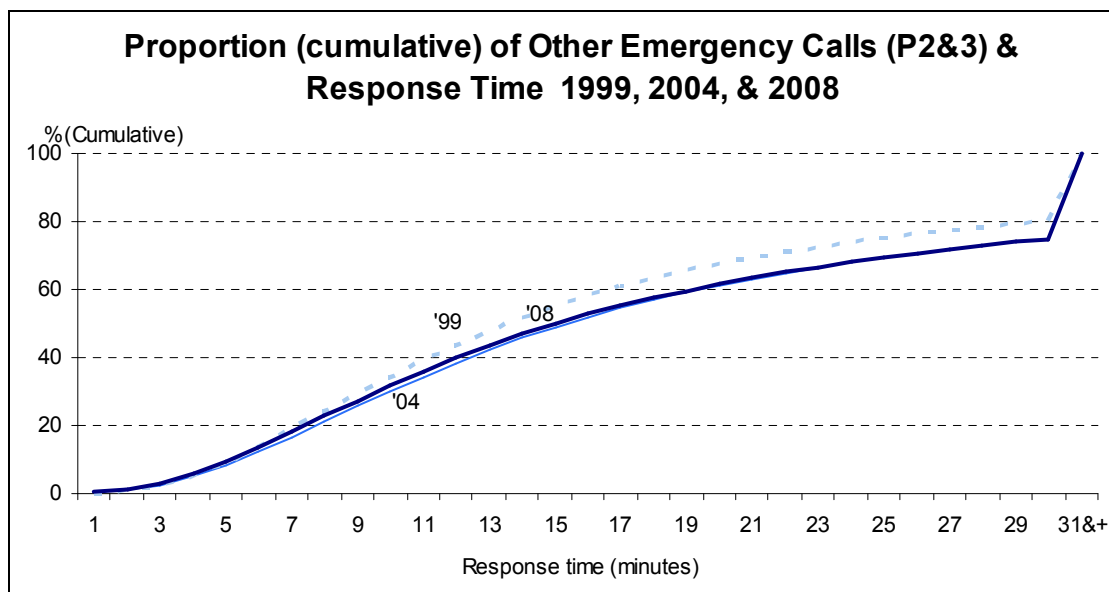


Figure 5.3(b)

Source: TPS I/CAD data

As shown in Figure 5.3(a), the line representing the 2008 Priority 1 emergency calls is well ahead of the same lines of 2004 and 1999 (closer to the vertical axis) during the first 14 minutes of response time, meaning that a larger proportion (%) of calls were being responded to within that time frame (i.e. being responded to more quickly). It took 18 minutes to cover/respond to 85% of Priority 1 calls in 2008, compared to 19 minutes in 2004 and 17 minutes in 1999.

⁸² Includes only Priority 1 to 3 calls having valid officer arrival time (entered via MWS); based on I/CAD Report 24.



The lines showing the response times of Priority 2-3 calls (other emergency calls) for 2008 and 2004 are very similar, as shown in Figure 5.3(b). When compared to 1999, the 2008 line has clearly shifted to the right (away from the vertical axis), which means that it took longer duration police to arrive. Police response time performance for this category of calls has declined within the past 10 years.

For the non-emergency or low priority calls (Priority 4 through 6), the median response time increased (deteriorated), from 24 minutes in 1999 to 33 minutes in 2004, and to 34 minutes in 2008. It was also found that 66.0% of Priority 4-6 calls received a police response within 60 minutes, which was a deterioration from the 67.9% in 2004 and the 81.6% in 1999

The above findings revealed that while there was improvement in the performance for Priority 1 calls, the trend of deterioration in overall response performance continued. There is a need to identify reasonable response time standards. To establish realistic and achievable standards to guide operations, a number of factors should be taken into account, including police staffing level, officer performance/productivity, and other operational constraints and feasibilities for enhancing performance.

C. SERVICE TIMES⁸³

Service time (or officer time spent on a call) is the time required by police to service a call, from dispatch to clearance. Service time per call has a direct impact on police resources required to respond to calls from the public. Given relatively 'fixed' police resources assigned to the Primary Response function, the longer the time required to service calls, the more police resources will be stretched and the longer will be the pending time for calls in general. An analysis of service time for calls revealed that the average service time for calls increased significantly over the past ten years (Figure 5.4).

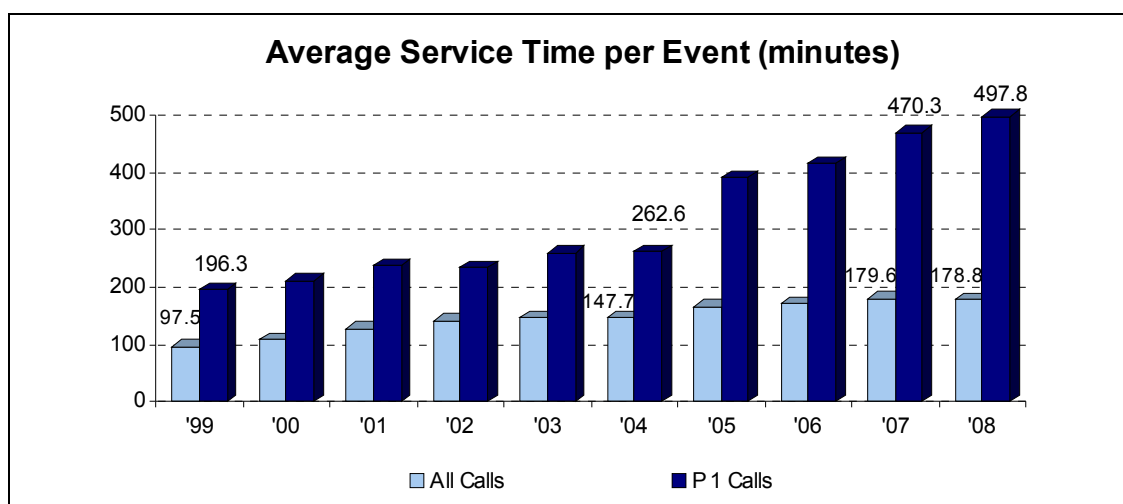


Figure 5.4

Source: TPS I/CAD data

⁸³ Service time refers to officer(s) time on a call, the difference in time between the 'dispatch time' of an event and the 'closure time' of an event, as defined by the TPS Computer Aided Dispatch Query & Reporting User Reference, pp. 14, 26, 27. All service time statistics used in this analysis were derived from I/CAD Query Report 52.



Figure 5.4 shows a clear trend of increase in service time for calls, with most of the increase occurring in the past five years. In 2008 compared to 2004, there was a 21.0% increase in the average service time for all calls; over the past ten years, the average service time for all calls increased 83.4%. The average number of officers dispatched per event also showed a steady increase from 2.0 officers in 1999 to 2.3 officers in 2004 and to 2.5 officers in 2008.

The average service time for Priority 1 calls, due to their emergency nature and the level of investigation required, is generally much longer than that for other calls. In 2008, Priority 1 emergency calls constituted 8.4% of all the calls serviced. As shown in Figure 5.4, for Priority 1 calls in 2008, the average service time (per event) was 497.8 minutes, representing a 5.8% increase from 2007, an 89.5% increase from 2004, and a 153.6% increase from 1999. The average number of officers dispatched per Priority 1 event also increased, from 3.1 in 1999 to 3.5 in 2004 and to 5.0 in 2008. Priority 1 calls took up about 23% of the total service time for calls.

Over the past ten years, there was an 18.4% decrease in overall calls attended and a 43.5% decrease in Priority 1 calls attended (based on I/CAD Report 52), partly as a result of the improved method of identifying duplicated calls for the same event, the more accurate categorization of emergency calls, and initiatives in managing calls via alternative modes of response. However, the total time commitment in servicing these calls showed a 52.2% increase for all calls and a 39.1% increase for Priority 1 calls over the past ten years. The reduced number of calls attended did not result in any saving on officer servicing time. On the contrary, the total time for servicing calls increased notably.

Table 5.1 shows the average service time of major types of calls (i.e. calls that took up 2% or more of the total service time) attended by the police in 2008 and the change in service time between 2004 and 2008.

As shown in the Table, all the listed major types of calls showed increases in average service time. These calls together constituted 44.9% of the total number of calls attended by the police in 2008, and took up 48.7% of the total service time. The increase in service time also applied in general to other calls. As a result of the increase in average servicing time for calls (21.0%), the total officer time spent on calls increased 12.5% over the past five years, even though there was a 7.1% reduction in calls attended for the same period of time.



Table 5.1
Major Types of Calls and Average Service Time

Calls/Events Attended by Police – 2008				% Change: 2004-2008	
Event Type	# Attended	Average Service Time (Min/event*)	Service Time%**	# Attended	Average Service Time (Min/E*)
Unknown Trouble	17295	288.4	5.6	13.2	16.9
Check Address	44432	111.6	5.6	1.0	13.0
Domestic	15877	275.1	4.9	8.8	20.6
Personal Injury Accident	13351	257.3	3.9	-0.2	10.5
Arrest	12215	232.7	3.2	14.3	5.1
Suspicious Event	16393	161.7	3.0	-10.8	20.8
Robbery	4319	607.1	3.0	6.8	8.6
B&E	9601	267.4	2.9	-23.7	30.7
See Ambulance	20475	111.1	2.6	2346.2	5.7
Emot. Disturbed Person	10653	213.4	2.6	10.6	11.9
Dispute	20482	108.9	2.5	-10.2	5.5
Domestic Assault	4610	447.4	2.3	-2.1	29.6
Wanted Person	7539	270.1	2.3	8.5	0.7
Assault Just Occurred	7436	269.7	2.3	18.6	15.0
Property Damage Accident	17558	100.7	2.0	-11.8	8.0
Total of above items	222236	193.9	48.7		
Total events/calls⁸⁴	494540	178.8	100.0	-7.1	21.0

* Average service time per event in minutes.

** Total service time of call type as a proportion (%) of the total service time for all calls.

*** There was an extremely large increase in number of requests from medical staff for police assistance after police ceased attending to calls of solely medical complaint.

Source: I/CAD Report 52

There are many factors that have a possible an impact on the service time for calls, including:

- the nature of call (seriousness and complexity);
- change in enforcement, investigation and/or other working procedures/practices as a result of changes in legislation, etc.;
- the training and experience of the officer(s) in handling calls; and/or,
- supervision by field supervisors.

As noted previously, the average service time for calls has increased 83.4% since 1999. The increase for priority 1 calls was even greater, at 153.6% for the same period of time. This trend of increase, if not addressed, will be a serious drain on police resources. Since servicing calls from the public is a major police function, managing a significant increase in service time

⁸⁴ The number of calls reported here is based on I/CAD Report 52, and is different from the number of dispatched calls reported in section A due to different counting rules. I/CAD Report 52 only counts events whose response agency is TPS.



without a commensurate increase in resources, or the remedy of other management measures to enhance productivity or optimize resource deployment, will necessarily be at the expense of other police programs. This means that the officers' time for other non-call related functions will continue to be reduced to make up for the ever increasing demand from calls.

The ever increasing response and service times for calls can be regarded as an indication of the need for service standards, which are required for justifying resource requirements and measuring performance, as well as guiding resource deployment. Determination of realistic and achievable service standards must take into account the factors that have an impact on officer response to calls. There is also a need to identify ways to stabilize the ever increasing service time for calls so that the drain on resources from such increases can be halted. Without addressing these issues, appropriately and adequately staffing the Primary Response and other police programs, and delivering timely responses to emergencies, will remain a serious challenge for the Service.





VI. POLICE RESOURCES

Changes in the nature and scope of police services needed and police services demanded require constant adjustment by this Service. In addition, the Toronto Police Service continues to strive to reflect the diverse community we serve. These factors affect the composition and organization of the personnel who deliver police service, how they are managed, and their priorities. Human resources are central to the organization and all external and internal trends have an impact, to some degree, on the recruitment, orientation, maintenance, and development of these resources.

HIGHLIGHTS

- In 2008, the total strength of Toronto Police Service was 7,648 members, up slightly from 7,596 members in 2007 and 10.2% from 6,943 members in 1999.
- Between 2007 and 2008, uniform strength increased from 5,681 in 2007 to 5,733 in 2008, while civilian strength remained constant - 1,915 in both years.⁸⁵ Uniform and civilian strengths increased 10.6% and 8.8%, respectively, from 1999.
- Over the past decade, the number of sworn police officers per 100,000 people in Toronto increased 5.8%, from 197.2 officers in 1999 to 208.7 officers in 2008.
- The median age of uniform officers in December 2008 was 39.3 years, up very slightly from 39.2 years in 2007. However, the proportion of officers over the age of 50 years almost tripled over the past 10 years, from 9.0% in 1999 to 17.6% in 2008.
- In 2008, almost one in three (32.7%) uniform members had 20 or more years of service, while almost half (46.4%) of the uniform members had less than 10 years of service. The average uniform length of service was 14.8 years.
- The median age of Primary Response constables was 34.6 years, compared to 38.1 years for all constables.⁸⁶ In 2008, the median length of service for Primary Response constables was 3.7 years, compared to 8.1 years for all constables.
- In 2008, 307 officers separated from the Service; of these officers, 192 retired and 60 joined other police services.
- During 2008, 44.9 non-traffic *Criminal Code* offences were reported per constable, a 3.6% decrease from the 46.6 reported in 2007 and a 10.2% decrease from 50.0 reported in 1999.

⁸⁵ Uniform strength includes all police officers and 276 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, 2008, the Human Resources Directorate reported 402 Parking Enforcement personnel, 296 part-time or temporary personnel, 613 Auxiliary personnel, and 734 school crossing guards; none of these positions are included in the total civilian strength.)

⁸⁶ Primary Response officers are those officers in the divisions who provide response to calls for service, crisis intervention, targeted patrol/enforcement, short-term problem solving, etc.



- The number of uniform officers assigned to front-line uniform duties in Divisional Policing Command units and specific Operational Services units (e.g. Traffic Services, Marine Unit, etc.), including supervisors decreased 2.2% from 2007, but increased 8.3% from 1999.
- While the Service's representation of visible minority and female officers remained below community representation, the proportions consistently increased each year over the past decade.
- In 2008, the uniform/officer strength was comprised of 1.8% visible minority or Aboriginal women, 17.1% visible minority or Aboriginal men, 15.5% non-minority women, and 65.6% non-minority men.
- Although the overall representation of female police officers in the Toronto Police Service (17.3%) was below both the national (18.7%) and provincial (17.5%) averages, women were better represented at senior officer and supervisory ranks in Toronto.

A. WORKFORCE DEMOGRAPHICS

Throughout the 1980s and very early 1990s, the total strength of the Service increased each year and peaked at 7,551 members in 1991. Between 1991 and 1997, total strength decreased, on average, about 2.0% per year. Total strength both increased and decreased year over year between 1999 and 2008, with an overall increase in the period. In 2008, the total strength of Toronto Police Service was 7,648 members, an increase over the highest staffing level ever, recorded in 2007. This level reflected an increase of 0.7% from the 7,596 members in 2007, and a 10.2% increase from the 6,943 members ten years ago (Figure 6.1).

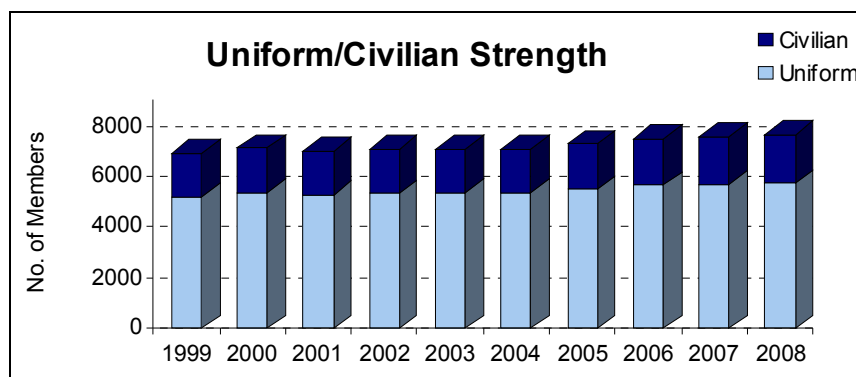


Figure 6.1

Source: TPS Human Resources

Between 2007 and 2008, uniform strength increased only slightly (0.9%) from 5,681 in 2007 to 5,733 in 2008. Over the past ten years, however, uniform strength increased 10.6%, with a 15.3% increase in senior officers, a 13.8% increase in supervisory officers, and a 9.7% increase in police constables and cadets. As of December 31st, 2008, the Uniform Establishment of the



Toronto Police Service was 5,548 uniform police officers.^{87,88} Between 2007 and 2008, civilian strength remained unchanged at 1,915. Overall, civilian strength increased 8.8% over the past ten years; however, the increase was driven solely by an increase in the number of Court Security Officers. The number of Court Security Officers increased 67.2% between 1999 and 2008 (from 274 to 458); staffing in all other civilian positions decreased by 2.0% over the same period (from 1,486 in 1999 to 1,457 in 2008).

Nationally, the number of police officers and civilians has also increased in each of the past ten years, increasing 18.0% for police officers and 27.1% for civilians over the period.⁸⁹ Despite a record high number of police officers, the national rate of police officers per 100,000 Canadians (196.5) was 4.7% lower in 2008 than the peak of 206.2 reached in 1975.

The civilian:officer ratio for the Toronto Police Service was about 1:3.0 in 2008 – the same as in 2007 and similar to 1:2.9 in 1999. Nationally, the civilian:officer ratio was 1:2.5 (65,283 officers and 25,626 civilians) in 2008, the same as in 2007, but a decrease from 1:2.7 a decade ago; the decreased national civilian:officer ratio reflects an increase in the number of civilians over the past ten years (27.1%) and a somewhat smaller increase in the number of police officers (18.0%) over the same period.⁹⁰ The civilian:police ratio in other Greater Toronto Area (GTA) police services ranged between 1:2.2 in Peel Region to 1:2.8 in York Region in 2008.

Officer to Population Ratio:

The number of sworn police officers per 100,000 population may be used as a very general indicator of potential workload and performance efficiency.⁹¹ Over the past decade, while the number of police officers per 100,000 Toronto residents both increased and decreased year over year, there was an overall increase of 5.8% from 197.2 officers per 100,000 in 1999 to 208.7 officers per 100,000 in 2008. This increase reflected a 9.4% increase in population and a 10.6% increase in officers. Statistics Canada reports that nationally there were, on average, 196.5 officers per 100,000 population in 2008; this was an 8.0% increase from the 182.0 officers per 100,000 population reported in 1999 (Figure 6.2).⁹²

⁸⁷ Uniform Establishment refers to the number of uniform personnel believed necessary to most effectively fulfil operational requirements, is approved by City Council, and is fully funded in the operating budget. The TPS hiring strategy targets an average annual uniform strength equal to the Uniform Establishment, but, at any time, actual staffing may be above or below this level, depending on the timing of separations and hires.

⁸⁸ As of September 2008, the Service will target a uniform strength of 30 officers in excess of the Uniform Establishment; these additional officers are assigned to the provincially funded School Resource Officer Program.

⁸⁹ Statistics Canada. (2008). *Police Resources in Canada, 2008*. Ottawa, ON: Canadian Centre for Justice Statistics, Statistics Canada. p. 10

⁹⁰ Ibid.

⁹¹ The officer to population ratio considers only Toronto residents and the number of sworn police officers in the Service. As it does not include transient populations (e.g. tourists, business commuters, visitors, etc.) or levels of crime, its usefulness is limited to trending and general comparison to other police services.

⁹² Statistics Canada. (2008). *Police Resources in Canada, 2008*. Ottawa, ON: Canadian Centre for Justice Statistics, Statistics Canada.

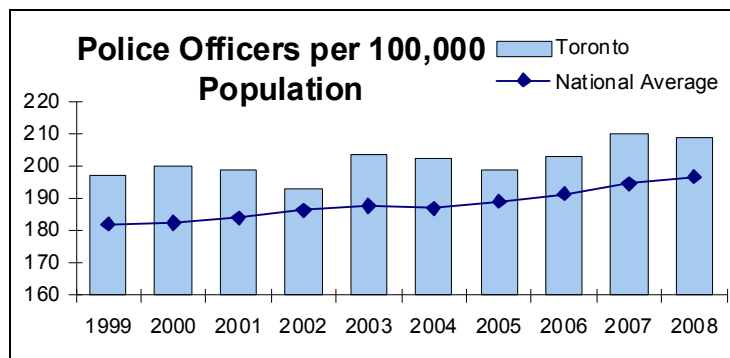


Figure 6.2

Source: Statistics Canada

In each of the past ten years, the number of police officers per 100,000 residents in Toronto has been higher than the national average, but well below other large urban centres, such as Montreal (239 officers per 100,000 population in 2008) and Vancouver (222 officers). However, Toronto had considerably more officers per 100,000 population than surrounding GTA regional police services, including Durham (139 officers), York (135 officers), and Peel (139 officers).⁹³

*Age & Length of Service of Uniform Members:*⁹⁴

Clear trends of an aging Toronto uniform workforce have been evident throughout the past two decades. Analysis of uniform age characteristics over the past decade illustrated a relatively constant proportion of officers under the age of 30 years, a decrease in the proportion of officers between the ages of 30 and 49 years, and an increase in the proportion of officers more than 50 years of age (Figure 6.3).

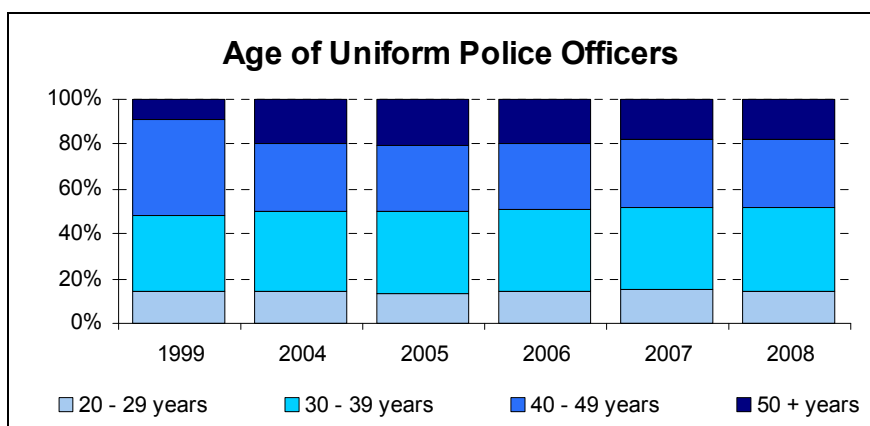


Figure 6.3

Source: TPS Human Resources

Over the past decade, officers between the age of 30 and 49 years have consistently accounted for the majority of the uniform strength. However, this proportion has generally

⁹³ Ibid.

⁹⁴ Cadets-in-training are not included in age/service analysis.



decreased each year over the past decade, falling from 76.4% in 1999 to 68.0% in 2008, largely due to a decrease in officers between 40 and 49 years of age. On the other hand, the proportion of officers over the age of 50 years almost doubled, from 9.0% in 1999 to 17.6% in 2008. The median age of uniform officers in December 2008 was 39.3 years, about the same as the 39.2 years in 2007.⁹⁵

Statistics Canada reported that for the first time ever, the median age of the Canadian workforce surpassed 40 years in 2006, rising from 39.5 in 2001 to 41.2 in 2006. The median age of the workforce in the Toronto region was 40.6 years.⁹⁶ However, while the median age of the Canadian workforce increased 5 years from 1991 to 2006, the median age of Canadian police officers has increased only 2 years.⁹⁷ In 2006, 57% of the Canadian workforce was between the ages of 25 and 49 years, compared to nearly 80% of Canadian police officers; 81% of Toronto police officers were between 25 and 49 years of age.

The relatively constant proportion of officers under the age of 30 years, given the unusually high hiring levels of the past few years, is largely explained by the age characteristics of new recruits. The average age of recruits hired over the past ten years was about 28 years: almost three in ten recruits (29%) were over the age of 30 years, and only 9 officers hired in the past ten years were under the age of 20 years. Prior to the resumption of hiring in 1995, the average age of a recruit was about 22 years and fewer than 3% of recruits were over the age of 30 years.⁹⁸

The length of service of uniform members gives some indication of the level of experience in the uniform workforce. As shown in Figure 6.4, the distribution of years of service has changed somewhat over the past decade.

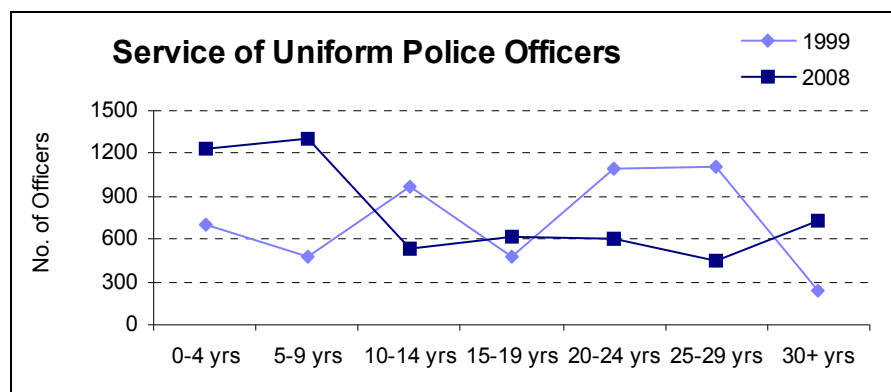


Figure 6.4

Source: TPS Human Resources

⁹⁵ The median is the middle value of a group of values arranged in ascending or descending order.

⁹⁶ Aging Workers, Booming Jobs; Workforce is Older. (2008, March 5). *The Toronto Star*. (Statistics Canada report (2008). *Canada's Changing Labour Force, 2006 Census*.)

⁹⁷ Charron, M., Racha, N. & Vaillancourt, R. (2009 March). *Aging of Justice Personnel*. (Catalogue no. 85-002-X, Vol. 29, no. 1) Juristat Article, Statistics Canada. (Retrieved from <http://www.statcan.gc.ca/pub/85-002-x/2009001/article/10782-eng.pdf>)

⁹⁸ Average age characteristics of those hired in previous years is based on the age and hire date of currently serving uniform members; due to internal recruiting and separations, the statistics may not exactly reflect the age of all recruits hired in specified years, but are close approximations.



In 2008, just fewer than one in three (32.7%) police officers had more than twenty years of service compared to almost half (48.2%) ten years ago. On the other hand, almost half (46.4%) of all officers had less than ten years service in 2008, compared to only one quarter of all officers (23.3%) in 1999. Over the past decade, the most frequent service level has shifted from 25-29 years in 1999, to 0-4 years in 2003, and to 5-10 years in 2008; over this period, the average length of service decreased from 16.5 years to 14.8 years.

It is interesting to compare the relative length of service distributions over the past ten years, as shown in Figure 6.4. It is possible to pinpoint periods of unusually high levels of recruitment/hiring and trace their impacts over time. For example, the unusually high level of recruiting in the 1970s was very evident in the 25-29 years service level in 1999, and is still evident to some extent in the current 30-plus years service level. Over time, as members separate, this peak has flattened, particularly as these officers move toward retirement. In contrast, the hiring moratorium in early-1990s is clearly evident in the 5-9 years service level in 1999 and the 15-19 years service level in 2008. Also evident is the flattening of peaks prior to the completion of a 30-year career. In 1999, 963 officers had 10-14 years service compared to only 607 officers with 20-24 years service a decade later; more than one-third of officers hired between 1989 and 1993 have separated from the Service.

While the Service has traditionally enjoyed a high level of corporate loyalty – members serving a full career in the same organization – there are some indicators that this may be less likely in the future. Broader social trends suggest that workers are increasingly less likely to remain in a single organization and are more likely to pursue multiple careers. This trend is, to some extent, evident both in those joining and separating from the Service. The age characteristics and prior work experience of the Service's more recent recruits – older with diverse employment backgrounds – would suggest that new members have moved on from other careers to enter policing. On the other hand, the age and service characteristics of, and exit interviews with, members separating from the Service indicate that they are moving to employment elsewhere.

Figure 6.5 presents a profile of uniform officers both by age and length of service. It illustrates a somewhat bi-modal distribution including younger, inexperienced officers with less than 10 years experience and older, more experienced officers with more than 30 years experience.

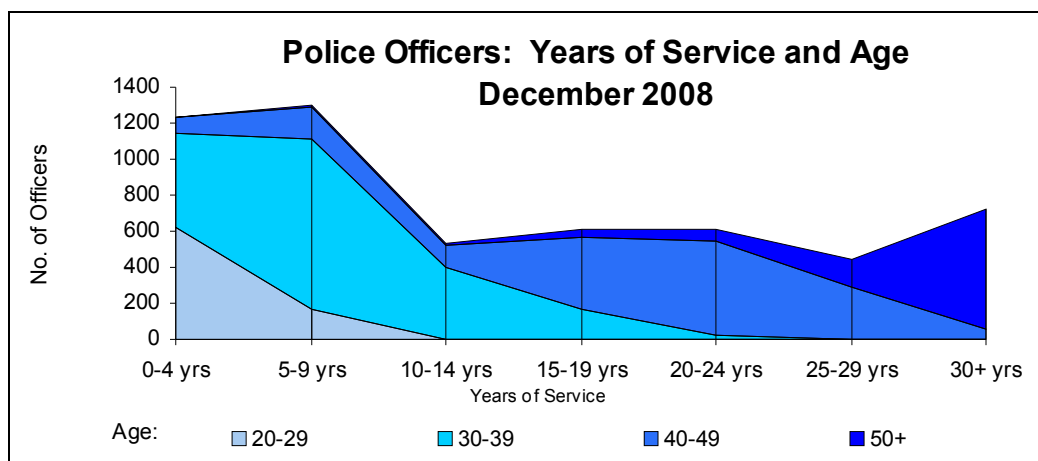


Figure 6.5

Source: TPS Human Resources



Police managers face a significant challenge in managing officers from two distinct and very different age groupings – officers with diverse and often conflicting demands on the organization. Officers over the age of 40 – the second half of the baby-boomer generation – require continued opportunities for challenge and development in a job they have performed for more than 15, 20, or 30 years. Workers under the age of 40, with a higher level of education, strong desire for work-life balance, and knowledge of their worth in the labour market, have increased expectations for rapid promotion and organizational accommodation for work-life balance.

As reported in previous *Scans*, Primary Response officers continue to be, in general, younger and less experienced than the average constable.⁹⁹ Almost four in ten (36.9%) police constables were assigned to Primary Response in the divisions. The median age of Primary Response constables was 34.6 years compared to 38.1 years for all constables. In 2008, 31.8% of the Primary Response constables were under 30 years of age, compared to only 19.1% for all constables (Figure 6.6).

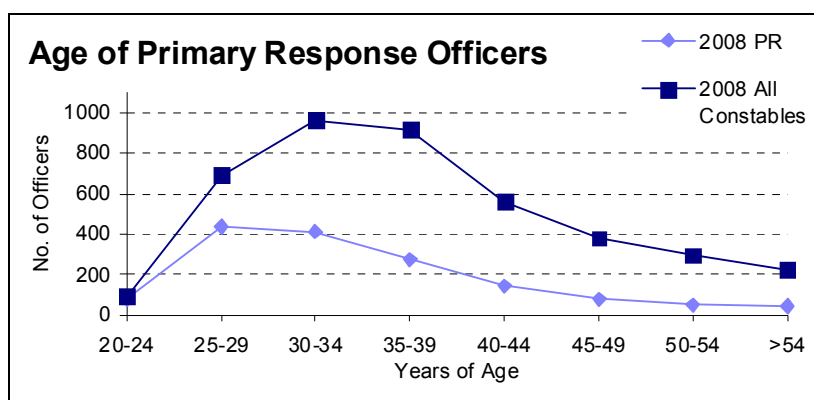


Figure 6.6

Source: TPS Human Resources

When the divisions were examined separately, the age distribution of Primary Response constables in most divisions closely resembled that of the overall Primary Response constable distribution, with average ages similar to the overall average age for Primary Response officers (34.6 years). However, there was some variation between divisions: the average age of Primary Response constables in 52 Division was 41.3 years, but only 31.8 years in 54 Division.

As would be expected, the length of service for Primary Response constables was also found to be lower than the Service average for all constables (Figure 6.7).

⁹⁹ Primary Response includes only constables assigned to Primary Response platoons in the divisions; it does not include constables assigned to other uniform divisional functions such as Traffic and Community Response. Primary Response officers are those officers in the divisions who provide response to calls for service, crisis intervention, targeted patrol/enforcement, short-term problem solving, etc.

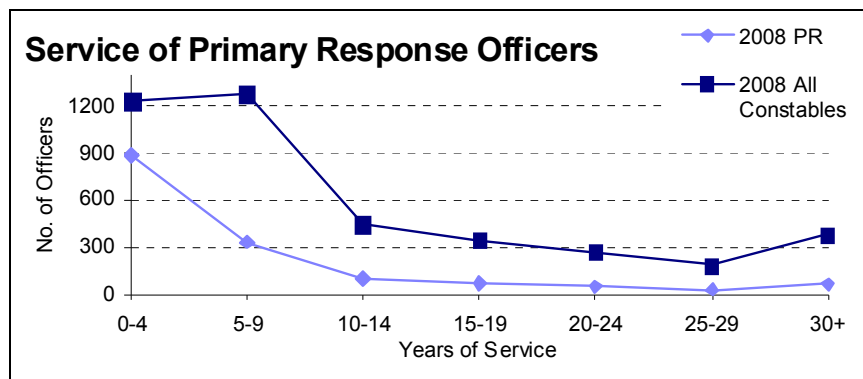


Figure 6.7

Source: TPS Human Resources

The median years of service for Primary Response constables in 2007 was 3.7 years, compared to 8.1 years for all constables; almost six in ten Primary Response constables (58.0%) had less than five years experience.

Retirements & Resignations:

Over the past ten years, a total of 2,646 officers separated from the Toronto Police Service; annual separation levels varied substantially, ranging from 138 in 1999 to 473 in 2001. Based on current established uniform strength, this level of separation represents a 47.6% turnover in uniform staff over the past ten years. In 2008, there were 307 separations, up from the 253 separations in 2007, more than double the 138 separations in 1998, and somewhat higher than the 275 separations projected in the 2008-2009 Human Resource Strategy which was received by the Board at their meeting in November 2007.¹⁰⁰ Separations include both retirements and resignations.¹⁰¹ It should be noted that over the past ten years, six in ten separations (62.6%) were retirements (Figure 6.8).¹⁰²

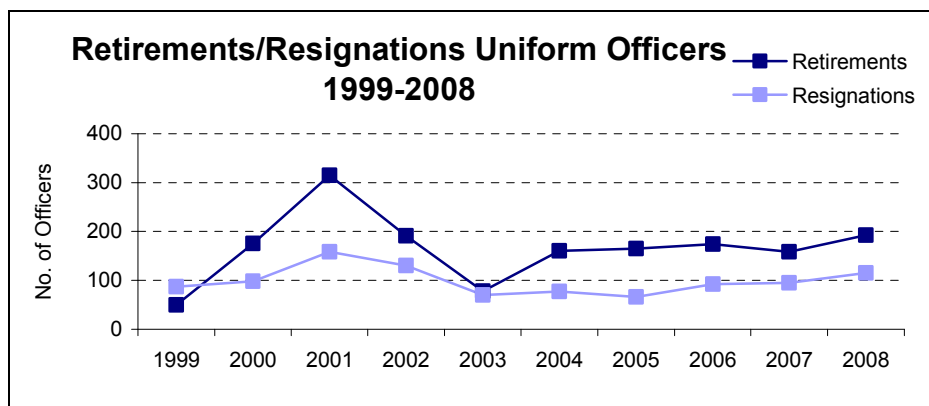


Figure 6.8

Source: TPS Human Resources

¹⁰⁰ Toronto Police Service's Human Resources Directorate. *Human Resources Staffing Strategy: 2008 to 2009*. Police Services Board Minute P385, meeting of November 15th, 2007. (Retrieved from <http://www.tpsb.ca/FS/Docs/Minutes/2007/>)

¹⁰¹ The 115 resignations in 2008 include 11 deaths and 2 termination of services.

¹⁰² The numbers of separations reported in previous *Scans* have been revised to include cadet-in-training resignations in the uniform separation levels.



Over the past ten years, a total of 1,658 uniform officers retired from the Service. After a record high level of retirements in 1996 (due to early retirement and retirement incentive packages), followed by a record low level in 1997, retirements consistently increased in each year until 2001, when the level started dropping again. Since 2003, however, the number of retirements has slowly, but steadily, increased. The dramatic variations in the number of retirements from one year to the next are generally associated with defined periods of aggressive retirement incentives and reduced pension factors; retirements tended to peak at the end of these periods. It should be noted that 2004 was the final year of the Ontario Municipal Employees Retirement System (OMERS) reduced factor program and the resumption of the 85 Factor for uniform members.¹⁰³

In 2008, 192 officers retired from the Service, a 21.5% increase from the 158 officers who retired in 2007. The average length of service of retiring members in 2007 was 32.9 years and retiring members were, on average, 55 years old. As of December 31st, 2008, a total of 551 officers, 9.6% of the total uniform strength, were eligible to retire and a further 83 officers will become eligible to retire during 2009. Further, of the 93 uniform senior officers, 41 officers (44.1%) are currently or will become eligible to retire by the end of 2009. The Human Resources Directorate estimates that 275 officers will separate – retire or resign – by year-end 2009.

As is evident in Figure 6.8, the number of resignations each year since 1999 has been somewhat more stable than retirement levels. The 115 resignations in 2008 reflect an increase from the 95 resignations in 2007, and the 87 resignations in 1999. Annual resignations remain much higher than the early to mid-1990s, when resignations ranged between 40 and 49 resignations per year. This may be partly attributable to an economy that has non-policing employment opportunities more readily available, but is largely due to officers joining other police services. As shown in Figure 6.9, officers separating from the Service to join other police services account for more than half (53.7%) of all resignations over the past decade. It is interesting to note that since 2005, the number and proportion of officers leaving to join other police services have generally increased, although they are still lower than ten years ago.

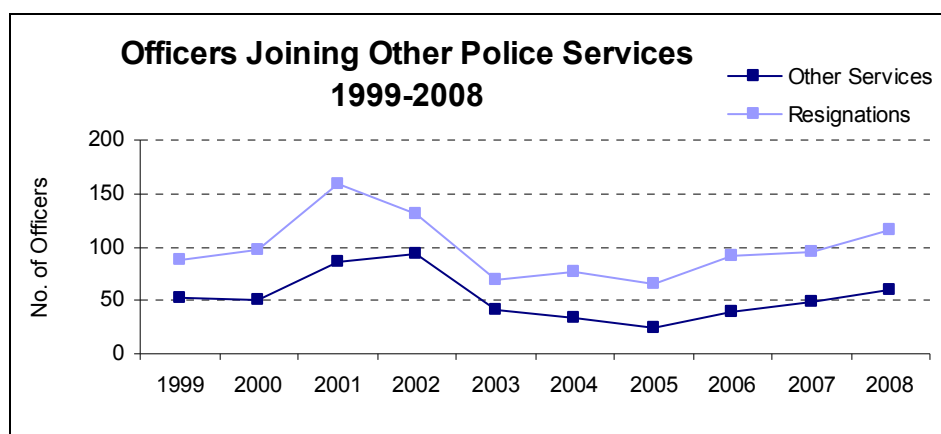


Figure 6.9

Source: TPS Human Resources

¹⁰³ To determine eligibility for retirement without penalty, the member's age and length of service, added together, must equal or exceed the eligibility factor. In past years, this factor had been set at 75 for uniform members, but returned to 85 in 2005.



Officers who separated to join other services in 2008 were, on average, 34.0 years old with 7.1 years experience – very valuable officers to this Service. Although the Toronto Police Service has hired some officers from other services and some former TPS members have returned, this is only a small portion of the number of TPS officers who have resigned to join other services.

Workload:¹⁰⁴

During 2008, 44.9 non-traffic *Criminal Code* offences were reported per constable, a 3.6% decrease from the 46.6 reported in 2007.¹⁰⁵ This decrease in the crime to strength ratio reflects a 6.0% decrease in the number of reported non-traffic *Criminal Code* offences and a 2.4% decrease in the number of constables from 2007. The 2008 ratio, the lowest level in the past 25 years, reflects an 10.2% decrease from the 50.0 *Criminal Code* offences per constable reported in 1999 (Figure 6.10).

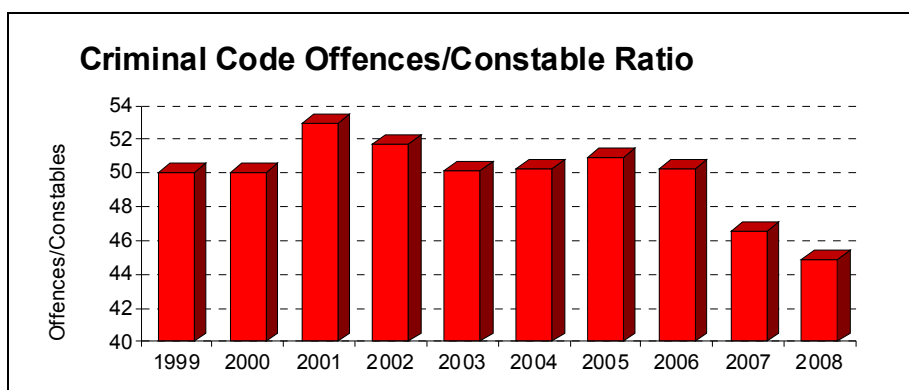


Figure 6.10

Source: TPS Database

Nationally, Statistics Canada reports that since 1991, *Criminal Code* incidents per police officer has generally decreased, consistent with a drop in the overall crime rate; in 2007, there were 35.9 incidents per officer, the lowest rate in 30 years.^{106, 107}

It should be noted that in addition to investigating *Criminal Code* offences, police officers spend considerable time training, working with the community, and attending court. Community policing requires police officers to be more involved with the communities they police – problem solving, crime prevention, and community mobilization are both time and labour intensive.

¹⁰⁴ Uniform officers in this section do not include cadets-in-training.

¹⁰⁵ Number of non-traffic *Criminal Code* offences were revised for years 2003 through 2007, due to regular updates to the Service's live database. Crime data are revised to reflect the latest data available and for the sake of fair comparison.

¹⁰⁶ Statistics Canada. (2008). *Police Resources in Canada, 2008*. Ottawa: Canadian Centre for Justice Statistics, Statistics Canada. p. 10

¹⁰⁷ Statistics Canada calculates *Criminal Code* incidents per sworn police officer, not including recruits, as opposed to the Toronto Police Service calculation of *Criminal Code* offences per sworn police constable; for comparative purposes, *Criminal Code* incidents per police officer for the Toronto Police Service in 2007 were 34.0 incidents per officer.



Resource Deployment:¹⁰⁸

In 2008, eight in ten (80.1%) uniform members, similar to the 80.5% in 2007, were assigned to Policing Operations Command divisions and specific Operational Support units (i.e. Traffic Services, Marine Unit, Mounted Unit, TAVIS Rapid Response Teams, Community Oriented Response, and Emergency Task Force). The number of officers assigned to visible, front-line uniform duties in these units (i.e. not plainclothes, etc.), including supervisors, increased 8.3% over the past ten years (from 3,350 to 3,627 officers) but decreased 2.2% from 2007 (from 3,709 to 3,627 officers) (Figure 6.11). The increase in uniform officers on the street between 1999 and 2008 reflects a 28.3% increase in supervisory officers (from 431 in 1999 to 553 in 2008) and a 5.3% increase in constables (from 2,919 in 1999 to 3,074 in 2008). In 2008, there were 7.2 uniform constables for every uniform sergeant assigned to a visible uniform function.¹⁰⁹

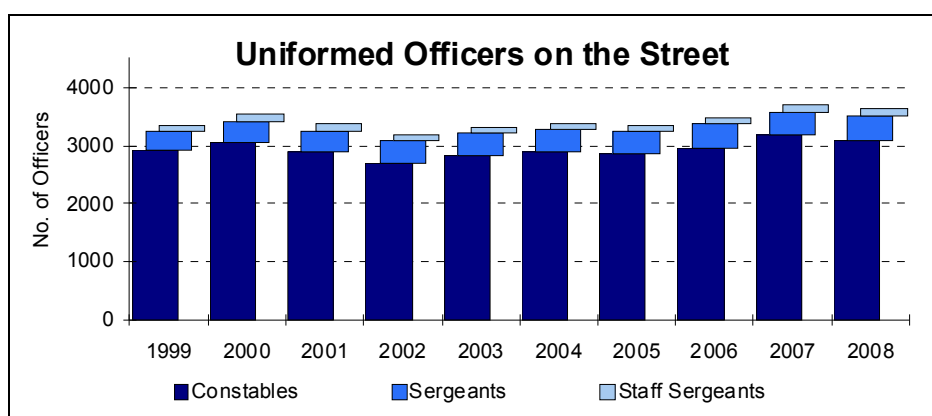


Figure 6.11

Source: TPS Human Resources

B. WORKFORCE DIVERSITY¹¹⁰

Toronto has a highly diverse community that is still growing. Based on a study by Statistics Canada, the *Toronto Star* reported that by 2017, 51% of Greater Toronto will be non-European, and nearly half of the nation's visible minorities will live in Toronto.¹¹¹ Achieving a workforce that reflects the community, and continues to reflect the community, will be a long-term challenge for the Service. It is the stated intention of the Toronto Police Services Board and the Toronto Police Service that the organization will continue to strive to reflect the community it serves through the use of equal opportunity employment practices.

While the Service does not currently reflect the community it serves (which, according to Statistics Canada, is 46.9% visible minority, 0.5% Aboriginal, and 51.8% female), the representation is closer than it was in the past – 18.5% of Service members are visible minorities, 0.9% are Aboriginal, and 28.2% are female. Gains in the Service's community representation

¹⁰⁸ Uniform officers in this section do not include cadets-in-training.

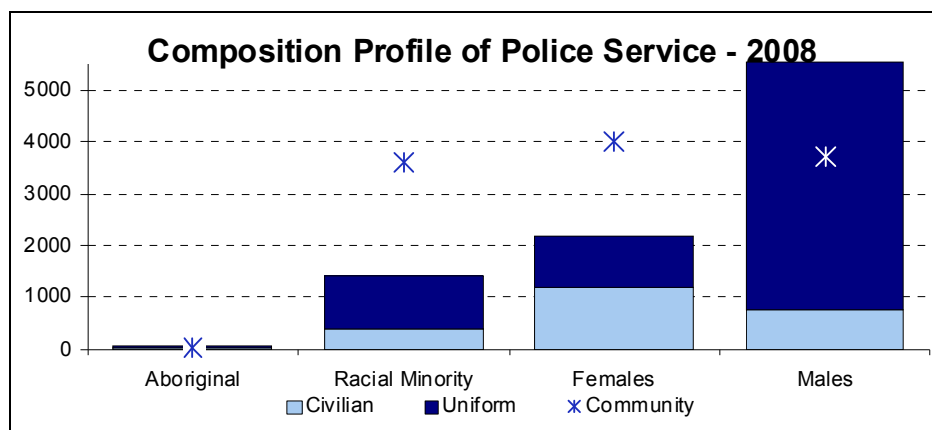
¹⁰⁹ The constable:sergeant ratio target range, as recommended in the Beyond 2000 Restructuring Task Force Final Report, based on research and information provided by a cross-section of Canadian and American police agencies, was between 8:1 to 10:1.

¹¹⁰ Uniform officers in this section include cadets-in-training.

¹¹¹ The way we'll be. (2005, March 23). *The Toronto Star*.



over the past ten years have largely been 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 (Figure 6.12).¹¹²

**Figure 6.12**

Sources: TPS Human Resources, Statistics Canada

The Service will continue to actively pursue a representative workforce. The Service recognizes the immense benefits and necessity of providing a policing service which is cognizant of and sensitive to the cultural, ethnic, religious, and lifestyle choices of community members; on the other hand, the Service also recognizes the potential challenges of a diverse workforce, both within the workforce and in the community. While advancements in workforce diversity are to be commended, both Service and community leaders have identified the requirement to address, through the education and training of all Service members, the need to harmonise potentially conflicting beliefs inherent in cultures, religions, ethnicities, and lifestyle choices.

Uniform Composition:

Figure 6.13 shows the diversity composition of police officers in Toronto in 2008; 1.8% of officers were visible minority or Aboriginal women, 17.1% were visible minority or Aboriginal men, 15.5% were non-minority women, and 65.6% were non-minority men.

¹¹² The civilian position category – Parking/Bylaw – is not included in the Service composition profile because it is not included in the determination of Total Service Strength. The overall composition profile for this position category generally exceeds the overall Service profile – 1.2% Aboriginal, 32.1% visible minority, and 25.6% female.

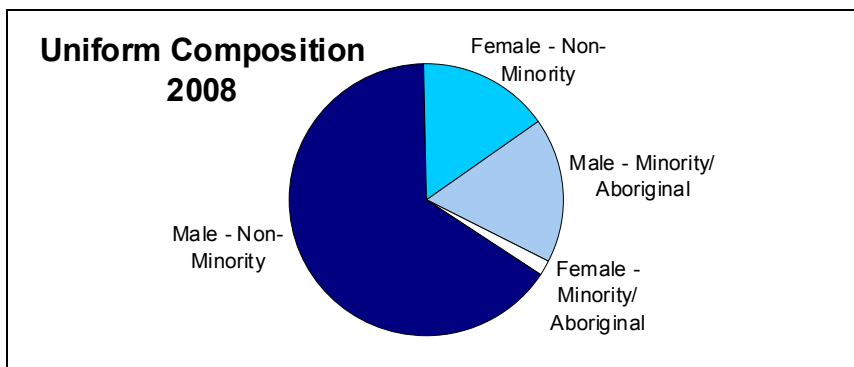


Figure 6.13

Source: TPS Human Resources

While the representation of visible minority and female officers remains well below community representation, the representation of Aboriginal persons on the Toronto Police Service exceeds the community representation. As noted previously, Aboriginal persons account for about 0.5% of the Toronto community; in 2008, they accounted for 1.1% of all police officers (63 officers), almost doubled from 0.6% (33 officers) in 1999.

Ten years ago, visible minority officers comprised only 8.8% of uniform police officers; with consistent recruitment efforts, minority officers as a proportion of all officers more than doubled to 17.8% in 2008. Although this remains well below the 46.9% community representation, it is interesting to note that while the total number of all officers increased only 10.6% over the past decade, the number of visible minority officers more than doubled, increasing 124.4% from 458 officers in 1999 to 1,028 officers in 2008.

Throughout the last decade, there was also a steady rise in female officers. In 1999, female officers accounted for 12.4% of the total uniform strength; by 2008, female officers accounted for 17.3% of police officers.

It is also important to the Service that uniform strength represents the community at all ranks and, over time, as overall uniform strength moves closer to community representation, so should the representation by rank. In 2008, while the representation by uniform rank was more reflective than it had been in the past, the cadet-in-training and constable ranks were more closely representative of the community than the supervisory or senior officer ranks (Figure 6.14).

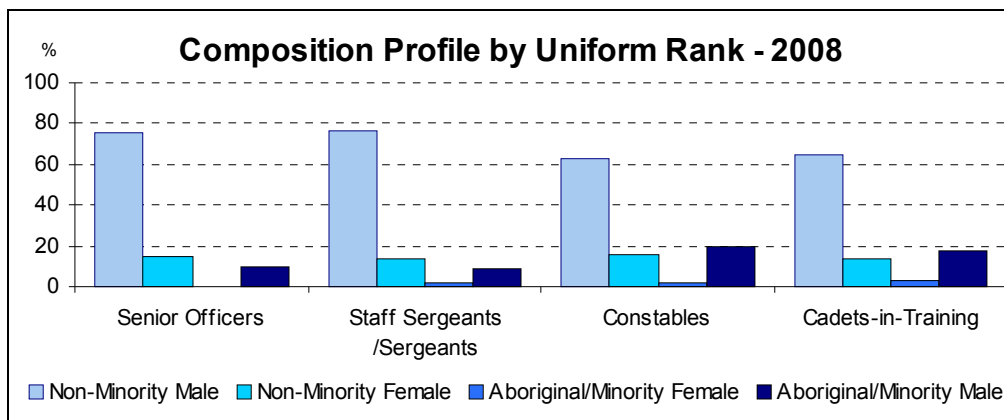


Figure 6.14

Source: Human Resources



The composition of entry-level ranks reflects the achievements of the targeted recruiting strategies in recent years. Generally, non-minority males accounted for the majority of officers, however, the proportions of non-minority males were considerably smaller at the recruit (64.5%) and constable (62.3%) ranks than at the senior officer (75.5%) and supervisory officer (76.3%) ranks.

Female representation by rank ranged from 14.3% of senior officers to 17.9% of constables, however, their representation was still well below the level of community representation. Likewise, visible minority and Aboriginal officers (male and female) were better represented at the recruit (21.4%) and constable (21.7%) ranks than at the senior officer (10.2%) and supervisory officer (9.9%) ranks.

While men continue to dominate police services across the country, the gender gap has narrowed slightly. The Canadian Centre for Justice Statistics (CCJS) reported that, in 2007, women accounted for almost one in five police officers (18.7%), compared to approximately one in ten a decade ago. The Police Sector Council predicts that over the next decade, however, the proportion of female officers is not likely to increase more than one or two percent.¹¹³

Although the representation of women in the Toronto Police Service (17.3%) was below both the national (18.7%) and provincial (17.5%) averages, women were better represented at senior and supervisory ranks in Toronto. Nationally, in 2008, women accounted for 7.7% of senior officers, 13.3% of supervisory officers, and 21.2% of police constables. In the Toronto Police Service, women represented 14.3% of senior officers, 15.3% of supervisory officers, and 17.9% of police constables.

Uniform Equity Hiring:

As was mentioned previously, recruit hiring over the past ten years has noticeably changed the overall community representation of police officers in Toronto. Recruit hiring, which resumed in 1995 after a three-year moratorium, specifically focused on broadening and diversifying the applicant pool. Since 1999, more than 3,000 recruits were hired and 2,646 police officers separated from the Service. Figure 6.15 illustrates the impact of diversity recruiting efforts and separations on the overall uniform composition.

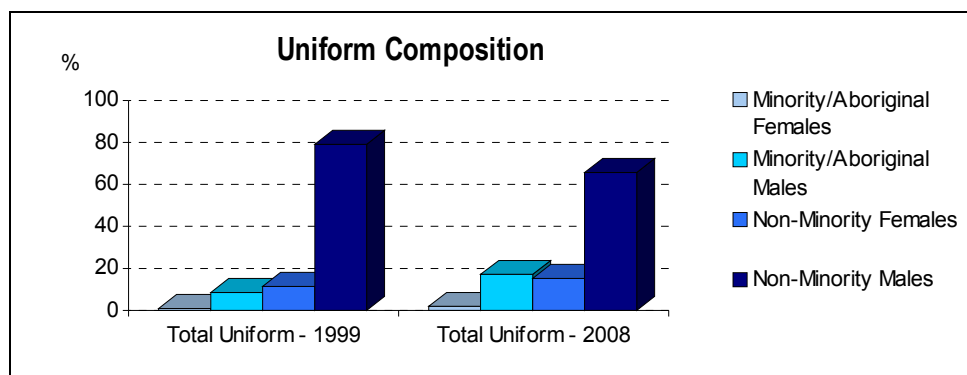


Figure 6.15

Source: TPS Human Resources

¹¹³ Police Sector Council. (2008). *The Future of Recruitment*. Ottawa, ON: Recruiters Network Meeting, January 22nd, 2008.



VII. PUBLIC PERCEPTIONS

The police provide a necessary service for the public, and the police, in turn, depend on the public for support. The importance of this interdependence is reflected in ongoing efforts to improve police-community relations. Public perceptions of police performance and personal safety are major indicators of the effectiveness of police services and strategies and of the success of the deployment of Service resources. Trends in these indicators can, therefore, be useful in establishing Police Service priorities.

HIGHLIGHTS

- Most people (90%) felt their neighbourhoods were very or reasonably safe in 2008, similar to 2007 (91%) and up from 2000 (74%). Fewer people felt that Toronto in general was very or reasonably safe in both 2007 and 2008 (82% and 83%, respectively).
- While most Toronto residents said they felt safe in their neighbourhoods, they did show increased concern about a number of crime and disorder issues. Crime, feeling safe, youth hanging around, homeless people/panhandlers, noise, graffiti, prostitution, and being harassed on the street, were all of more concern in neighbourhoods in 2008.
- Most Toronto residents were satisfied with the Toronto Police Service overall in 2008, however, the proportion of those satisfied did drop somewhat compared to the previous year (89% in 2008, 93% in 2007). Similarly, slightly fewer people said that they were satisfied with the delivery of police service to their neighbourhood in 2008 than in 2007 (87% in 2008, 89% in 2007).
- While people generally felt that police-community relations were good, there was some improvement between 2007 and 2008. In 2008, people were more likely to say they felt that the relationship was excellent or good between police and people in their neighbourhood, between police and people in the city in general, and between police and members of minority communities. The latter category showed the greatest increase.
- Similarly, fewer Toronto residents said that they believed Toronto police officers targeted members of minority or ethnic groups for enforcement: 21% in 2008, down from 29% in 2007 and 26% in 2000.
- Of those in 2008 who'd had contact with police, most people (84%) said they felt the officer(s) treated them with respect during the contact. This proportion was, however, slightly lower than the proportion in 2007 (88%). Of those who'd had police-initiated contact with police, 87% said they felt the officer(s) had treated them fairly, up from 80% in 2007.
- According to the results of the Service's annual survey of high school students, most students said they felt safe in and around the school at any time of the day, with the proportion showing a slight increase in 2008 over 2007 (88% in 2008, 86% in 2007).



- When asked about the **most** serious policing problem in and around their school, the most common answers in 2008 were drugs and assaults/fighting. In 2007, assaults/fighting and bullying were the most frequent answers, with drugs being the third most frequent answer. The largest proportion of students in both 2008 and 2007 said that there were no serious policing problems in or around their school (20% and 19%, respectively).
- When asked about the level of violence, if any, at their school, the largest proportion of students in all years of the survey have said that, generally, their school and school grounds weren't violent. In 2008, the proportion of students who thought their school was 'very' or 'somewhat' violent was 18%, down significantly from 33% in 2007.
- In 2008, 57% of students said they would feel comfortable talking to police, down from 65% in 2007. In both years, the most common reasons for not feeling comfortable were that police made them nervous, that it wasn't their place to talk about what others were doing, and that they didn't want to be a snitch.
- The Service conducted telephone surveys with just over 100 victims of domestic violence in early 2008 and early 2009. Fewer victims said they felt safe in their neighbourhood in 2009 (78%) than in 2008 (82%), and victims felt considerably less safe in their neighbourhoods than those in the general community survey (90% at the end of 2008).
- The small sample of victims of domestic violence surveyed were asked about their experience with police. About the same proportion in both 2008 and 2009 said they got the service they expected from the officers (83% in 2009, 84% in 2008), and most victims in both years said that, overall, they were satisfied with the way police handled the incident (81% in 2009 and 2008).

A. GENERAL COMMUNITY – TORONTO

Perceptions of Safety:

Fear of crime and perceptions of safety are important indicators of the way people feel about their cities and neighbourhoods. They can also be indicators of confidence in police and how well people feel their police services are performing, and can shape the demands they place on those police services. The perceptions of safety can be influenced by many things, including personal experiences or the experiences of family, friends, or neighbours, and the media reports about the 'crime problem' in the city or neighbourhood. Perceived disorder or incivility (physical and social) in the neighbourhood can also affect feelings of safety. When people become sufficiently uneasy about incivilities like littering, drug use, public drinking, and the like, they may begin to feel that their neighbourhood is unsafe.¹¹⁴

In the final quarter of each year, the Toronto Police Service typically contracts for a community telephone survey of 1,200 Toronto residents; in 2008, 1,203 Toronto residents were

¹¹⁴ Keown, L.A. (2008). A Profile of Perceptions of Incivility in the Metropolitan Landscape. *Canadian Social Trends*, No. 86, 3-10.



surveyed.¹¹⁵ In each year, the survey focuses on the respondent's perception of crime and personal safety, satisfaction with the delivery of policing services to their neighbourhood and in Toronto in general, and, where the respondent has had contact with the police in the past year, satisfaction with the service provided.

Toronto residents were more likely to rate their neighbourhoods as safe than they were to rate the city in general as safe. Most people (90%) felt their neighbourhoods were very or reasonably safe in 2008, similar to 2007 (91%) and up from 2000 (74%) (Figure 7.1). Fewer people felt that Toronto in general was very or reasonably safe in both 2007 and 2008 (82% and 83%, respectively).

People are probably more able to assess the safety of their neighbourhood using their direct experiences; they may, however, have to rely more on the media for their impressions of the city in general. This possible reliance on the media, and the media tendency to focus on incidents of violent crime rather than 'good news' stories, may have contributed to the lower perceptions of safety for the city in general.

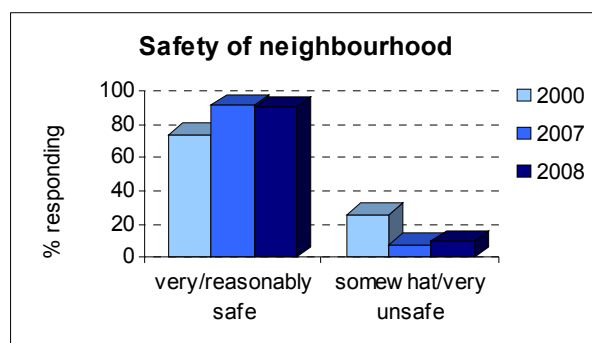


Figure 7.1

Source: TPS survey

Over recent years, when asked about the **most** serious policing problem in their neighbourhood, responses have been relatively consistent, with people typically naming drugs, youth, break & enters, or traffic/parking.¹¹⁶ This changed slightly in 2008: while break & enters and drugs remained among the most frequently cited neighbourhood problems, vandalism and guns were also cited. Both vandalism and guns were mentioned as serious neighbourhood problems more frequently than in any previous year. It should also be noted that while 21% of respondents in 2000 and 16% of respondents in 2007 said that there were no serious policing problems in their neighbourhoods, this decreased to 12% in 2008.

For Toronto in general, people considered guns the most serious policing problem each year since 2005, although the proportion decreased from 52% in 2005 to 32% in 2008. There were a relatively large number of shootings and shooting homicides in 2005, named 'the year of the gun' in the media; both shootings and shooting homicides decreased in 2008 compared to levels seen in 2005. As in 2007, only 3% said there were no serious policing problems in the city in 2008.

¹¹⁵ The community survey conducted for the Service is a randomly selected sample of adult residents. For years in which 1,200 adults are surveyed, the results are considered accurate within $\pm 2.8\%$, 95 times out of 100, of what they would have been had the entire adult resident population of Toronto been surveyed. For 2007, when a sample of 600 adults was surveyed, the results are considered accurate within $\pm 4.0\%$, 95 times out of 100.

¹¹⁶ In previous years, 'youth' as an issue was captured in the category 'youth/gangs'; in 2004, this category was separated into 'youth' and 'gangs'.



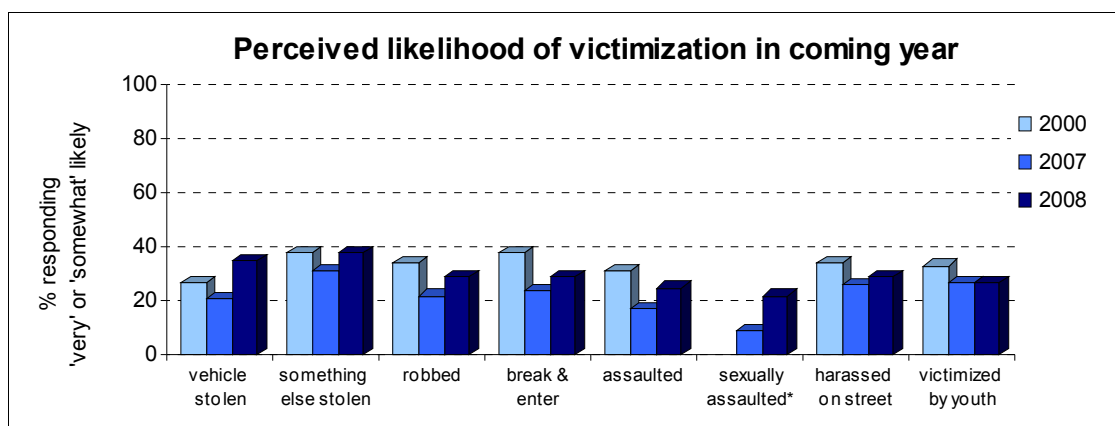
While most Toronto residents said they felt safe in their neighbourhoods, they did show increased concern about a number of crime and disorder issues. As shown in Table 7.1 below, the only disorder issues that were not of increased concern in neighbourhoods were guns, litter, vandalism, and drugs.

Table 7.1
Concern About Crime and Disorder in Neighbourhoods

	2007 'very' or 'somewhat' concerned	2008 'very' or 'somewhat' concerned
Crime	65%	69%
Feeling Safe/Secure	60%	65%
Youth Hanging Around	51%	56%
Guns	60%	59%
Gangs	54%	58%
Homeless People/Panhandlers	44%	53%
Litter/Garbage	60%	56%
Noise	35%	45%
Vandalism	60%	51%
Graffiti	45%	48%
Drugs	59%	56%
Prostitution	29%	43%
Being Harassed on the Street	42%	47%

Source: TPS survey

Survey respondents were also asked how likely they felt it was that they would be victimized during the next year. In 2008, people generally felt they were more likely to be victimized in the coming year than they had in 2007. However, except for having their vehicle stolen, people were less likely in 2008 to feel they'd be victimized than they had in 2000 (Figure 7.2).



* new question in 2006

Figure 7.2

Source: TPS survey



As noted in the Victimization chapter, slightly more people in 2008 said that they had actually been the victim of a crime in the past 12 months (8% in 2008, 6% in 2007). In both years, people had generally had their home broken in to. In 2008, the second most common response was that they'd had their business broken in to, changing from assault in 2007. However, more people reported their victimization to police in 2008 (74%) than in 2007 (66%). Given the change from personal to property-related victimization, the increase in reporting may have been for reasons related to insurance. In 2008, the most common reason for not reporting was that people didn't think the incident was serious enough, compared to 2007 when people said they dealt with the incident themselves.

When asked if there was any place in their neighbourhood where they would be afraid to go during the day, most people in each year said there was not. However, in 2008, the proportion of people who said there *was* somewhere in their neighbourhood where they'd be afraid during the day, increased slightly over 2007, even though, as noted previously, most people said they felt their neighbourhood was safe. In 2008, 15% said there was a place in their neighbourhood they were afraid to go during the day, up from 13% in 2007, but still lower than 16% in 2000. Conversely, fewer Toronto residents also said that there was a place in their neighbourhood where they would be afraid to go at night (36% in 2008, compared to 50% in 2007 and 56% in 2000).

Although in 2008 compared to 2007 people were more likely to say there was a place in their neighbourhood they'd be afraid to go to during the day, felt they were more likely to be victimized, and were generally more concerned about crime and disorder issues in their neighbourhood, fewer people said that worry about crime kept them from doing things they'd like to do (23% in 2008, 25% in 2007).

Perceptions of Police/Policing:

As with perceptions of safety, the perceptions of police and police delivery of services can be influenced by many things, including personal experiences or the experiences of family, friends, or neighbours, and media reports relating to police in the city, province, or country.

The Toronto Police Service telephone survey of Toronto residents in November 2008 found most were satisfied with the Toronto Police Service overall. The proportion of those satisfied did, however, drop somewhat compared to the previous year (89% in 2008, 93% in 2007).

Similarly, slightly fewer people said that they were satisfied with the delivery of police service to their neighbourhood in 2008 than in 2007 (87% in 2008, 89% in 2007). However, more people were satisfied in 2008 than had been in 2000 (74%) (Figure 7.3).

Of those who said they were not satisfied with the delivery of police service in their neighbourhood, the most common reasons were that they felt the police could do more/better, that response took too long, and that police weren't visible/around enough in the neighbourhood.

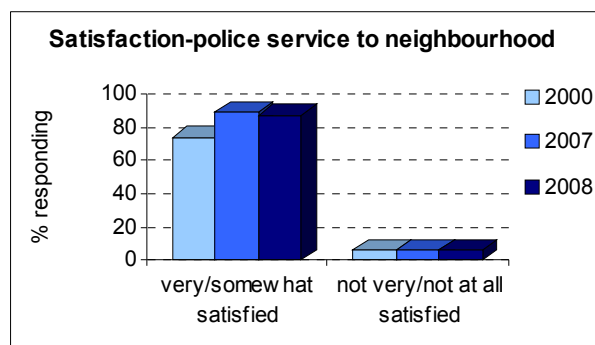


Figure 7.3

Source: TPS survey



In 2008, 83% of Toronto residents said they were satisfied with the number of police patrolling their neighbourhood in cars, up from 81% in 2007. While in both years considerably fewer residents were satisfied with the number of officers patrolling their neighbourhood on foot, this proportion also increased: in 2008, 60% said they were satisfied with the number of foot patrols, up from 51% in 2007.

With regard to specific aspects of policing in their neighbourhoods, perceptions in all six areas were less positive in 2008 than they had been in 2007 (that is, fewer people rated the police as 'good'), and only one area showed improvement over 2000: providing services to ethnic/racial groups. In particular, there was a marked decrease in the proportion of people who thought the police did a 'good' job of being approachable (Figure 7.4).

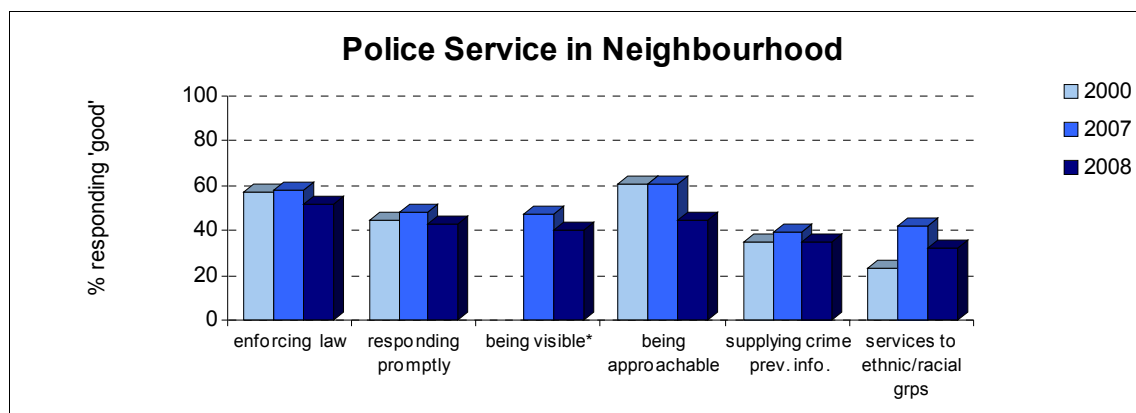


Figure 7.4

Source: TPS survey

Those who responded to the telephone survey were also asked how well they felt the Police Service overall did in a variety of policing tasks. In contrast to the results above related to their neighbourhoods, more people in 2008 than in 2007 thought the police did very or fairly well in addressing almost all the responsibilities asked about. All results are shown in Table 7.2. Those areas that showed an increase in perceived police effectiveness between 2007 and 2008 are shaded.

Table 7.2
Perceptions of Police Effectiveness

	2007 police do 'very' or 'fairly' well	2008 police do 'very' or 'fairly' well
Policing major events in the city	88%	88%
Dealing with gun crimes	55%	73%
Investigating child abuse/exploitation	66%	66%
Investigating hate crime	60%	64%
Dealing with youth violence	60%	67%
Dealing with victimisation of youth	51%	63%
Dealing with organised crime	59%	66%
Dealing with gangs	56%	65%
Investigating crimes committed against members of minority communities	59%	63%



	2007 police do 'very' or 'fairly' well	2008 police do 'very' or 'fairly' well
Supporting victims and witnesses	54%	63%
Enforcing drug laws	61%	68%
Reducing crime and disorder	76%	71%
Consulting with the public	66%	69%
Improving public safety and security	81%	73%
Dealing with traffic collisions	77%	77%
Dealing with traffic congestion	65%	74%
Enforcing traffic laws	82%	77%
Dealing with aggressive cycling	42%	62%
Dealing with speeding	75%	76%
Dealing with aggressive/dangerous drivers	69%	73%

Source: Toronto Police survey

While people in both 2007 and 2008 generally felt that police-community relations were good, there was some improvement (Figure 7.5). In 2008, people were more likely to say they felt that the relationship was excellent or good between police and people in their neighbourhood (70% in 2007, 74% in 2008), between police and people in the city in general (62% in 2007, 66% in 2008), and between police and members of minority communities (40% in 2007, 54% in 2008). The latter category showed the greatest increase.

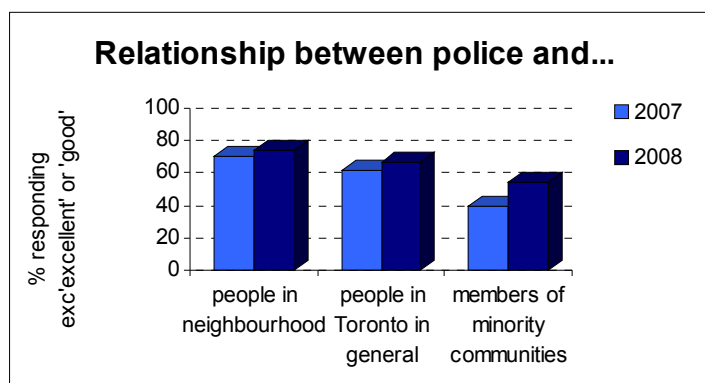


Figure 7.5

Source: TPS survey

In both years, respondents were most likely to say they felt the relationship between police and the people in their neighbourhood was good or excellent, and least likely to say they felt the relationship between police and members of minority communities was good or excellent.

Fewer Toronto residents said that they believed Toronto police officers targeted members of minority or ethnic groups for enforcement: 21% in 2008, down from 29% in 2007 and 26% in 2000.

Most people in both 2007 and 2008 said they agreed with the statement: I believe that Toronto police officers carry out their jobs to the best of their abilities. And while fewer people agreed in 2008 than in 2007 (87% and 92%, respectively), more people agreed than in 2000 (84%).

In sharp contrast to the generally high satisfaction with police and perception of improved police-community relationships, and perhaps reflecting media coverage of such issues as the BC/RCMP taser death inquiry, only 69% of Toronto residents said they believe that Toronto police are trustworthy, down from 88% in 2007. The 2008 proportion was the lowest seen since the question was first asked in 2002.



General Community Respondents who had Contact with Police during Past Year:

While the good opinion and confidence of the general community is vital to the Service, the perceptions of those who had contact with an officer are an even more important indication of police ability to provide a high quality service.

Of those in 2008 who'd had contact with police, 81% said they were satisfied with the police during that contact, similar to the 82% in 2007 and up from 79% in 2000 (Figure 7.6).¹¹⁷ For those who were not satisfied, the

most frequently reported reason has changed over the years. In 2008, the largest proportion were not satisfied because they felt the officer(s) failed to understand their situation. In 2007, the largest proportion of dissatisfied people said they felt the police did not behave professionally, while in 2000, they said the police took too long to arrive.

Compared to the previous year, more of those who'd had contact with police in 2008 said that the contact had changed their opinion of the police: 24% in 2008, up from 19% in 2007; in 2000, 27% said the contact had changed their opinion of the police. In both 2007 and 2008, of those who said their opinion changed, most said their opinion was more positive as a result of the contact: 70% in 2008 and 71% in 2007 – a considerable increase from the 52% who said their opinion became more positive in 2000.

Just over one-fifth (21%) of those who'd had contact with an officer in 2008 said that the officers they'd had contact with were part of the Toronto Anti-Violence Intervention Strategy or Rapid Response Teams. This was up from only 7% in 2007, and may partially reflect the focused neighbourhood deployments during the summer of 2008.

As in previous years, most people in 2008 (84%) said they felt the officer(s) treated them with respect during the contact. This proportion was, however, slightly lower than the proportion in 2007 (88%) or 2000 (87%) (Figure 7.7).

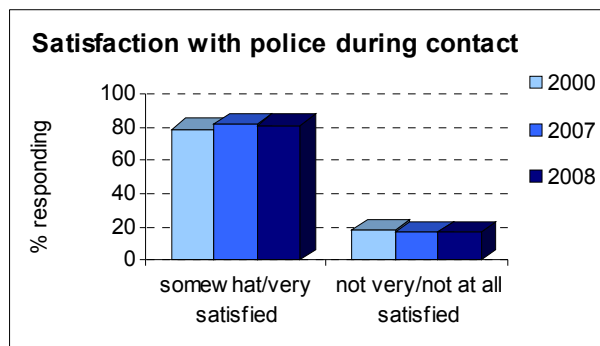


Figure 7.6

Source: TPS survey

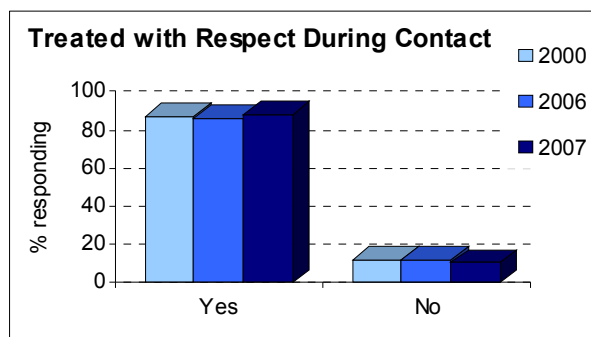


Figure 7.7

Source: TPS survey

Of those who'd had contact with the police, while officers were rated as more polite than in previous years, they were also rated as being less helpful and professional. In 2008, 84% rated the officer's courtesy as good or excellent during the contact, up from 79% in 2007 and 81% in 2000. In contrast, 69% rated the officer's helpfulness as good or excellent in 2008, down from

¹¹⁷ 17% of respondents in 2008 said they'd had contact with the police in the past year, compared to 36% in 2007 and 25% in 2000.



76% in 2007 and 75% in 2000, and 73% rated the officer's professionalism as good or excellent, down from 80% in 2007 and 83% in 2000. Of those who rated the officer's overall professionalism as fair or poor during contact, the most commonly reported reasons in 2008 were "bad attitude" and "didn't take the situation seriously enough".

Perceptions of those involved in police-initiated contact can be an even more important indication of the quality of officer-public interaction. Two in five people (40%) who said they'd had contact with police in 2008 had police-initiated contact; 32% in 2007 and 28% in 2000 said they'd had police-initiated contact with police.

In all years, most of those who said they'd had police-initiated contact felt that the officers had treated them fairly (Figure 7.8). In 2008, 87% said they felt the officer(s) had treated them fairly, up from 80% in 2007 and 76% in 2000.

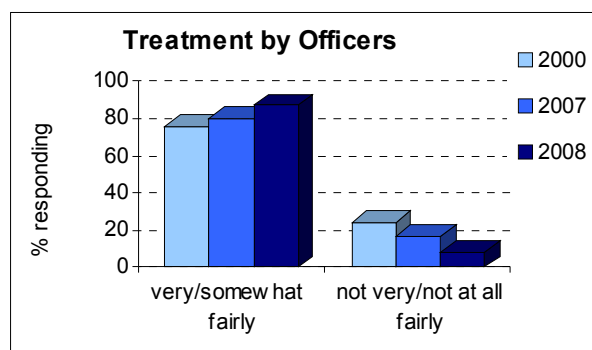


Figure 7.8

Source: TPS survey

B. COMMUNITY FOCUS GROUPS

In November 2008, six focus groups were conducted for the Police Service by the company that conducted the general community survey. Participants in three of the focus groups were 16 to 21 years of age, while participants in the remaining three focus groups were members of visible minority groups (Chinese, Black, and South Asian – the three largest visible minority groups in Toronto as of the 2006 Census). Each group had 8 to 10 participants, and participants in all six groups lived and/or worked in high-crime areas within the city.¹¹⁸ The purpose of the focus groups was to gain a better understanding of opinions and perceptions of the Toronto Police Service relating to performance, how services could be improved, and interactions with communities.

Perceptions of Safety:

Overall, most youth, Chinese, and South Asian participants felt relatively safe in their neighbourhoods, even though some did not consider their neighbourhoods to be in particularly safe areas. Black participants, in contrast, felt relatively unsafe in their neighbourhoods, and generally felt that they were living in unsafe areas that were known for problems like shootings, assaults, etc. Some participants said that increased police presence in their neighbourhoods improved their feelings of safety.

Drugs, shootings, robberies/theft were mentioned by all groups as problems, but a number of participants seemed to refer to the city as a whole rather than their neighbourhoods. Given discussions about 'hot topics' in the media, it seemed that media coverage affected participant perceptions.

¹¹⁸ A 'high-crime area' was defined as a police zone that had a violent crime rate greater than the median rate. The boundaries of these areas were provided to the company by the Police Service.



Most of the participants in the youth, Chinese, and Black groups felt that crime in their neighbourhoods had decreased or remained the same as the previous year; all South Asian participants, in contrast, felt that crime had increased in their neighbourhoods.

Many participants said that, if they were victimized, depending on the type of crime, they would probably not call the police. The main reasons were that it would be a hassle, that they might be suspected themselves, or that police wouldn't take their report seriously and nothing would be done. Some participants who had actually called police for assistance with problems said that either no actions were taken or that the actions taken did not meet their expectations. While participants did not feel any particular pressure in their communities not to report a crime, many said that if they felt threatened with violence, they would most likely not report.

A number of participants also agreed that, depending again on the type of crime, they might be more willing to go to a community agency to make a report that could be passed on to police. Their main reasons were ease of reporting, an agency would be more approachable/less intimidating, and that an agency would listen to them.

Perceptions of Police/Policing:

Many participants felt that police were not approachable or welcoming (with a number saying that the police were intimidating), and that police made little or no effort to get to know the people in the community. They felt that police did not act with the community, but in opposition to them. These views were particularly noted in the youth, Black, and South Asian groups. The groups strongly felt that police had to do more relationship building, with a particular emphasis on youth.

However, participants also noted positive aspects of police services, such as response time to and handling of domestic calls and calls dealing with children, and proactive initiatives dealing with drinking/driving enforcement.

Few participants felt that the police treated all members of the community equally; visible minority participants especially felt that unequal treatment was a serious problem. In particular, Black participants felt that they were often discriminated against and profiled by police, and that the Black community was not given the same level of response as other communities. Again, all participants felt that building relationships should be a priority for the police.

Participants also felt that the income level of a community affected how they were treated, with high-income communities receiving more services (from both police and other community agencies) than low-income communities. And, most participants felt that police treated women much better than men.

Few participants were aware of, or had participated in, any police crime prevention activities or initiatives in their neighbourhoods, although youth and South Asian participants mentioned police presence in schools. Participants in all groups said they received no information about activities being carried out by their local police divisions; they didn't know information was available or where to look for it. Suggestions for distributing information included newsletters, pamphlets, the Internet, and television, although face-to-face contact was felt to be the best approach to increasing awareness. All felt police should be more visible and part of the community, especially in schools.



Participants were, in general, quite willing to participate in crime reduction or prevention activities, particularly organizing or attending meetings to discuss crime/disorder issues, volunteering time to provide activities for children and youth, working with neighbours to identify safety concerns (Crime Prevention Through Environmental Design issues), distributing crime prevention information, and attending community events. There were some differences between groups: Chinese participants said they would mainly be willing to organize or attend neighbourhood meetings to discuss issues, while South Asian participants said they would mainly be willing to distribute crime prevention information in their neighbourhoods. Many participants said they would be more willing to work with agencies than with police on initiatives, although they felt police should be a resource and support activities that were undertaken.

C. HIGH SCHOOL STUDENTS

Perceptions of Safety:

At the end of each year, the Toronto Police Service's Corporate Planning unit distributes surveys to all the high schools of the Toronto District and Toronto District Catholic School Boards for students in Grades 9 through 12. In 2008, 934 students responded.

Each year, students are asked whether they think crime in and around the school had increased, decreased, or remained the same over the last year. In 2008, just under 1 in 4 students (23%) felt that crime had increased, down from 27% in 2007 and 26% in 2001. The largest proportion of students in each year felt that the level of crime had remained at about the same.

As shown in Figure 7.9, most students, in all years the survey has been carried out, said they felt safe in and around the school at any time of the day, with the proportion showing a slight trend of increase (88% in 2008, 86% in 2007, 85% in 2001).

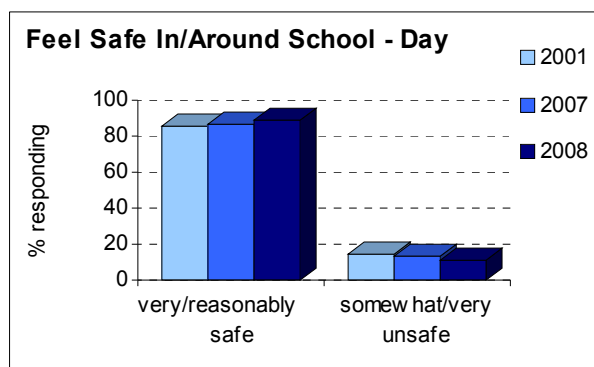


Figure 7.9

Source: TPS survey

When asked about the **most** serious policing problem in and around their school, the most common answers in both 2008 and 2001, were drugs and assaults/fighting. In 2007, assaults/fighting and bullying were the most frequent answers, with drugs being the third most frequent answer. It should be noted, however, that the largest proportion of students in both 2008 and 2007 said that there were no serious policing problems in or around their school (20% and 19%, respectively). Only 11% of students in 2001 said that there were no serious policing problems in or around their school.

Students were asked to rate how concerned they were about a number of issues in relation to their school, the school grounds, and the area around their school (Figure 7.10). Students were generally less concerned about these issues in 2008 than in 2007 or 2001. The only issue to remain



relatively unchanged was concern about being robbed, which showed a very slight increase between 2007 and 2008. Drugs was one of the top two issues of concern in all three years. The other top issue varied between the years: robbery in 2008, litter in 2007, and weapons and gangs (tied) in 2001. It should also be noted that the proportion of students saying they were concerned about drugs dropped to 45% in 2008, from 48% in 2007 and 57% in 2001.

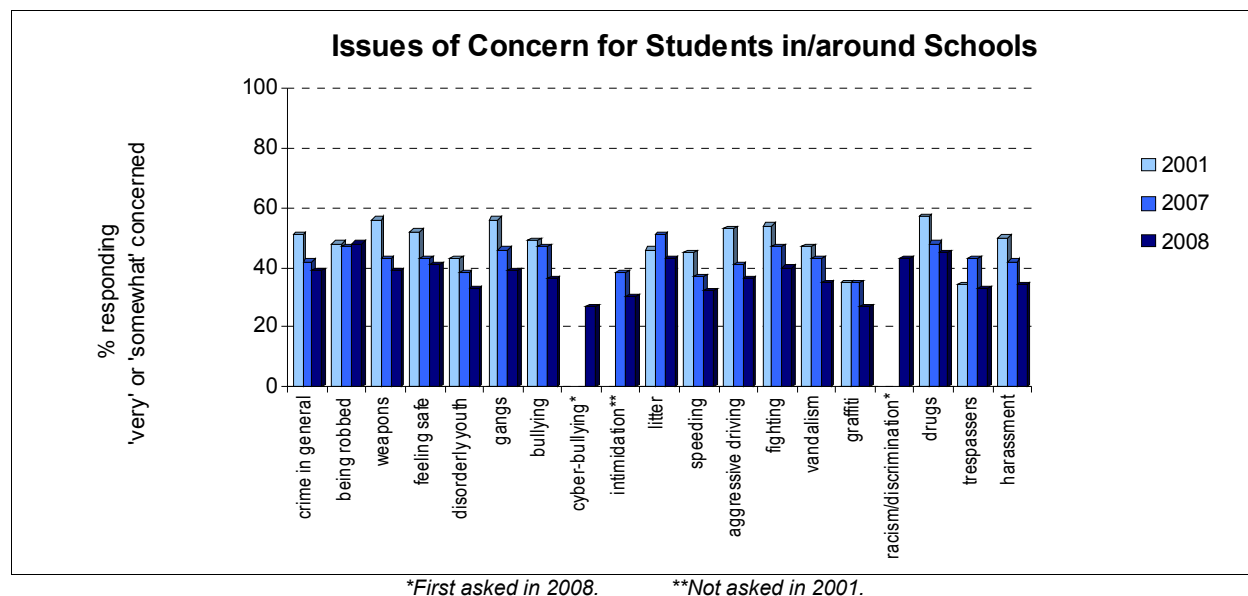


Figure 7.10

Source: TPS survey

If students said they were concerned about gangs, they were asked what they were most concerned about. Of the students who said they were concerned about gangs, the largest proportion in all three years said they were concerned about their personal safety, although this proportion decreased in 2008: 68% in 2008, 75% in 2007, and 77% in 2001. The other most frequent concern in all years was of confrontations/being harassed (47% in 2008, 51% in 2007, 55% in 2001).

When asked about the level of violence, if any, at their school, the largest proportion of students in all years said that, generally, their school and school grounds weren't violent (Figure 7.11). The 82% of students in 2008 who said that their school wasn't violent was a large increase from the 67% who felt this way in 2007 and 2001. Correspondingly, the proportion of students who thought their school was 'very' or 'somewhat' violent was 18% in 2008, down from 33% in 2007 and 2001.

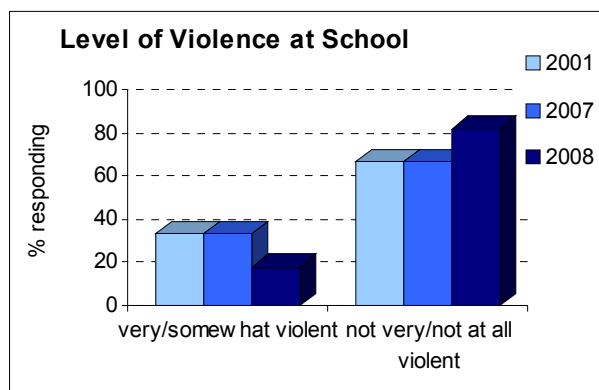


Figure 7.11

Source: TPS survey

Students were also asked about victimisation. As in 2007, in 2008 fewer than 1 in 10 students reported that they had been the victim of a crime at school during the past year (9% in



2008, 8% in 2007). This was down slightly from 11% of students in 2001 who said they'd been a victim of crime.

In 2008, students who said they'd been victimized most commonly said they'd been the victim of theft. This represented a change from both 2007 and 2001, when students who said they'd been victimized most commonly reported being threatened. Robberies and then threats were the next most common crimes in 2008, compared to thefts and robberies in 2006, and thefts and assaults in 2001. Asked specifically about bullying for the first time in 2008, 12% of students said that they'd been bullied in the past 12 months, and 11% said that they'd been 'cyber' bullied in the past 12 months.

In 2008, 24% of those who said they'd been victimized said they reported the crime(s) to police, up from 21% in 2007 and 12% in 2001. Students were asked, if applicable, why they didn't report their victimization(s) to the police. In 2008, the most common reasons were that the police wouldn't do anything or they dealt with it themselves. The most common reasons in 2007 were that the police wouldn't do anything or that it was too minor to report.

Over two-thirds of students in 2008 (67%) said they did not know if there was a Crime Stoppers program at their school, up from the 57% of students who said they did not know in 2007. In contrast, 47% of students in 2008 said they did not know if their school participated in the Empowered Students Partnership (ESP) program, down from 51% in 2007.

Perceptions of Police/Policing:¹¹⁹

Students reported seeing police officers more frequently at their schools in 2008 than in 2007, but still less frequently than in 2001. Just over 1 in 5 students (22%) in 2008 said they saw police more than once a month, up from 15% in 2007, but down from 26% in 2001. When asked why the police were usually at their school, most students in 2008 and in 2001 said the officers were 'just visiting/patrolling'; in 2007 most said the officers were there to give presentations. In 2008, 17% said they would like to see police around their school more often, down from 23% in 2007 and 24% in 2001.

In 2008, when students were asked if they thought the level of police presence at their school had changed over the past year, 22% said they thought it had increased. Of these students, 33% said they thought the increased police presence was needed, 48% said it made them feel safer, and 25% said it made them feel less safe.

While the largest proportion of students in all years have said they would feel comfortable talking to police about crime or a problem at their school, this proportion decreased. In 2008, 57% of students said they would feel comfortable talking to police, down from 65% in 2007 and 67% in 2001. When asked in 2007 and 2008 why they wouldn't be comfortable talking to police, in both years, the most common reasons were that police made them nervous, that it wasn't their place to talk about what others were doing, and that they didn't want to be a snitch.

For the first time in 2008, students were asked whether they would report a crime if they witnessed it or if they were the victim. Less than one-quarter of students (23%) said that if they witnessed a crime during the school year, they would report it to police. More students, though still less than half (46%), said that if they were the victim of a crime during the school year, they would report it to police.

¹¹⁹ Schools that had a School Resource Officer assigned were not included in the analysis.



In addition to fewer students feeling comfortable talking with police, fewer students felt positive about the relationship between police and the students in their school (Figure 7.12). Fewer students in 2008, compared to 2007 and 2001, felt that the relationship between police and students was good or excellent (34% said either good or excellent in 2008, 44% in 2007, 36% in 2001).

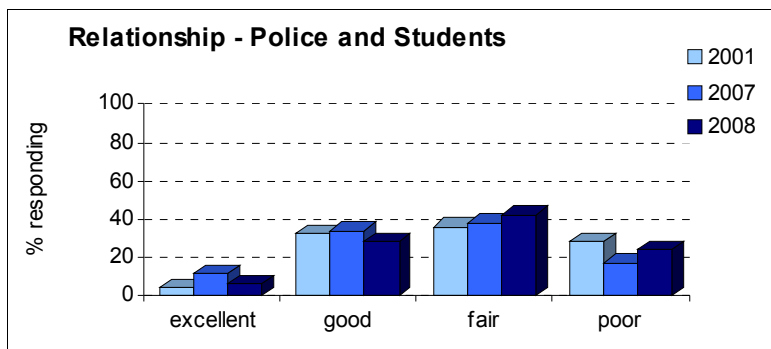


Figure 7.12

Source: TPS survey

Students were less likely than people in the general community to say that police did a good job with regard to specific aspects of policing. Students in 2008 were also less likely than in previous years to say that police did a good job in all aspects (Figure 7.13).

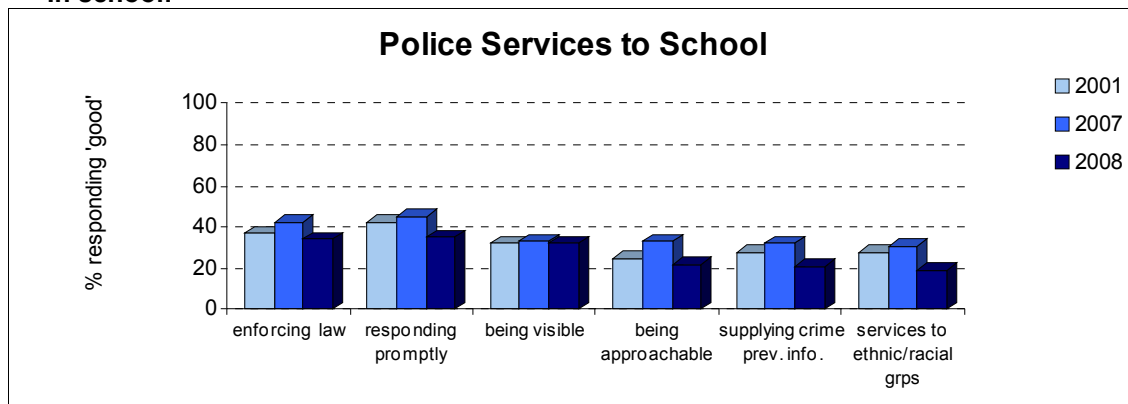
In school:

Figure 7.13

Source: TPS survey

Students were more likely than the general community to believe that officers target minorities for enforcement. Just over one-quarter of students in 2008 (27%) said they believed Toronto officers targeted members of minority or ethnic groups for enforcement, compared to 21% of the general community. The 2008 proportion also represented an increase from the 23% of students who said they believed this in 2007.



In all years, however, most students said that they were satisfied with the delivery of police services to their school, although again the proportion decreased in 2008 (78% in 2008, 82% in 2007 and 2001) (Figure 7.14).

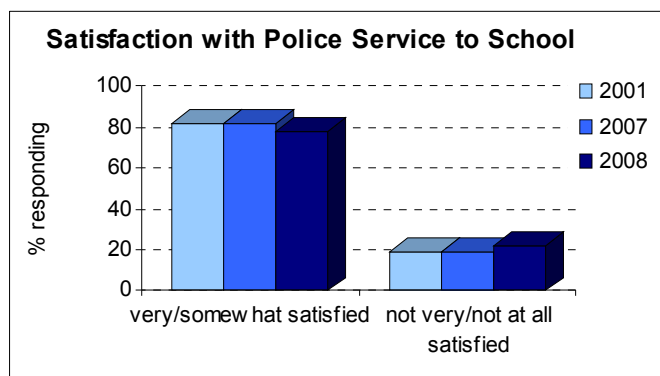


Figure 7.14

Source: TPS survey

D. VICTIMS OF DOMESTIC VIOLENCE

Perceptions of Safety:

In early 2007, 2008, and 2009, the Toronto Police Service conducted small telephone surveys of people who had reported domestic violence to get feedback on their satisfaction with the police and the services received, as well as general perceptions of safety. Just over one hundred people were interviewed by telephone in each year (114 in 2007, 118 in 2008, 116 in 2009).¹²⁰ In all years, women made up the largest proportion of the sample (91% in 2007, 99% in 2008, and 81% in 2009).

Fewer victims said they felt safe in their neighbourhood in 2009 (78%) than in 2008 (82%) or 2007 (80%), and victims felt considerably less safe in their neighbourhoods than those in the general community survey (90% at the end of 2008).

Reflecting the decrease in 2008 in the proportion of victims who said they felt safe in their neighbourhood, this group were also more likely to say that there was someplace in their neighbourhood where they would be afraid to go during the day. In 2009, 21% said there was someplace they were afraid to go, up from 11% in 2008 and 15% in 2007. Similarly, victims surveyed in early 2009 were more likely than those surveyed in 2008 or 2007 to say that there was a place in their neighbourhood where they would be afraid to go after dark (58% in 2009, 54% in 2008, 46% in 2007). Given the very small sample size of the victim surveys (see footnote 120), the proportion of this group who said there was somewhere in their neighbourhood where they'd be afraid to go was not so very different from the perception of the general community, as noted earlier. At the end of 2008, 15% of Toronto residents said there was someplace in their neighbourhood where they'd be afraid to go during the day. However, the victim group was apparently more likely to say that there was someplace they'd be afraid to go at night than the general community (36% in 2008).

Victims of domestic violence were also somewhat more likely than the general community respondents to say that worry about crime kept them from doing things they'd like to do. And, while the general community showed a decrease in this worry between 2007 and 2008, the victim group showed an increase. The proportion of victims who said that worry about crime kept them

¹²⁰ With these small samples, the results are only considered accurate within about $\pm 9\%$, 95 times out of 100, of what they would have been had the entire population of these victims of crime had been surveyed. With the possible wide variation in responses for the victim surveys, results are presented in this section only to give a very general comparison to the community survey results.



from doing things increased from 25% in 2007, to 28% in 2008, and to 35% in early 2009 (compared to 23% of general community at the end of 2008).

Perceptions of Police/Policing:

Similar to the finding in the general community, while most of the victims of domestic violence were satisfied with the delivery of police service to their neighbourhoods, the proportion decreased slightly. The Service's telephone survey of victims of domestic violence found that 85% in 2009, down from 89% in both 2007 and 2008, said they were satisfied with the delivery of police service to their neighbourhood.

Victims were also asked about the police service they had received in response to their call for assistance. While more victims said they were satisfied with the time it took police to respond to their call (86% in 2009, 80% in 2008, 81% in 2007), slightly fewer said they got the service they expected from the officers (83% in 2009, 84% in 2008, 87% in 2007). Most victims in all years said that, overall, they were satisfied with the way police handled the incident (81% in 2009 and 2008, 82% in 2007).

When asked about the officer(s) they dealt with, 85% of the respondents in early 2009 said they were satisfied with the helpfulness of the officer(s), compared to 89% in 2008 and 86% in 2007. And most in all years said they were satisfied with the level of professionalism the officer(s) showed, 86% in 2009 and 2008, compared to 89% in 2007.

Three-quarters (75%) of the domestic violence victims surveyed in 2009 said they had received follow-up support or referrals after the initial call, up from 68% in 2008, but down from 80% in 2007. As in 2008, in 2009, about half of those who did not receive follow-up said they would have liked to receive it (48% in 2009, 53% in 2008); these proportions were up from 28% in 2007.



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