



IN THE COMMUNITIES' WORDS:

The Toronto Police Service's Race-Based Data
Collection Strategy

OCTOBER 2020



▶ CONTENTS

1. Forward	04
2. Introduction	05
3. Findings	07
Relationship Building	08
• Reconciliation and Trust	08
• Community Engagement	08
• Public Awareness	09
Data Management	09
• Data Purpose	09
• Good Faith Use	10
• Data Collection	10
• Data Protection, Analysis and Reporting	13
4. Our Commitment	14
Relationship Building	15
• Community Engagement and Public Awareness Campaign	15
• Building Trust through Training	15
• Community Advisory Panel	15
Data Management	16
• Data Analysis	16
• Data Collected through Self-Identification	16
• Data Protection	16
5. Next steps	17
6. Glossary of Terms	19
7. Appendix A: Community consultations and participants	22
• Socio-demographic profile of survey participants	24
8. Appendix B: Methodology	26



We would like to acknowledge the work of the community agencies who led the community focus groups on behalf of Toronto Police Service. We also appreciate all the participants who generously dedicated their time to share their experiences and perspectives. This report would not have been possible without their commitment and good faith.



➤ FORWARD

Thank you for participating in our engagements about the Toronto Police Service's Race-based Data Collection Strategy.

We recognize it can be difficult to come out and talk to us about race and racism.

But you gave us a chance. From the focus groups to the town hall meetings to the community sessions, you made yourself available, trusting that we would listen and make meaningful changes.

We did hear you. We heard that in order to get this right we must do much more to gain your trust and acknowledge our mistakes.

Many of you are concerned that race-based data collection will further stigmatize communities and deepen the divide that already exists. We cannot let that happen. We will use this data,

with your input, to identify how and why some people do not receive, or even have access to, the same level of policing services as others.

We also heard your concerns over the collection, storage, and access to the data. From privacy to community access, we listened and we hope you will see how your voices impact on our decision-making going forward.

We also heard your strong desire to keep being a part of the conversation. This report is one step in that journey. It is a reflection of our commitment to you to continue in a two-way exchange of ideas.

We hope you will see your voices reflected in this report and join us again as we move forward together.

- *Toronto Police Service*

INTRODUCTION

In order to appreciate the importance of the Race-based Data Collection (RBDC) Strategy to the Toronto Police Service (TPS), it is important to know where we are in our journey to become a modern and efficient police service.

The **Transformational Task Force** started its work in February 2016 and was mandated to look beyond the way policing was being done in order to propose a modernized policing model that is innovative, sustainable, and affordable. The final report – delivered in January 2017 – contained 32 recommendations including the disbanding of the Toronto Anti-Violence Intervention Strategy (TAVIS) and a comprehensive culture change within the Service. The new model for the Toronto Police Service places communities at its core, is intelligence-led, optimizes resources/technology; and embraces partnerships as a means of enhancing capability and capacity.

At the same time, in 2017, **Ontario's Anti Racism Act** was passed to establish a legal framework for eliminating **systemic racism** and advancing **racial equity**. Further, in April 2018, the provincial government mandated the collection of **race-based data** by organizations in the public sector, specifically child welfare, education and justice sectors, and established the **Anti-Racism Data Standards** to provide guidance on the collection and analysis of the data.

In response, the Toronto Police Services Board worked with stakeholders to develop and inform a new policy to identify, monitor and eliminate potential systemic racism through the collection of **race-based data**, starting with **use of force**.

This is not new. Various reports dating back to 1975 have touched on race-based data collection and thousands of police services across the world already engage in this practice. These reports and the best practices of those police organizations are also guiding our efforts to develop a strategy that works for us and the people of Toronto.

For instance, the recent report from the Office of the Independent Police Review Direction (OIPRD) on **Level 3 Searches** – otherwise known as Strip Searches – led us to go one step further than the provincial regulation and add those interactions to the collection of **race-based data**.

Community engagement represents an integral part of the RBDC strategy. Over the period October 2019 to February 2020, we engaged in our largest community engagement endeavor ever to raise awareness about this strategy and gather public feedback to inform TPS' decisions throughout the implementation process.

A multi-pronged approach guided the Service's community engagement to ensure feedback from a geographical and demographical diversity of voices. It represents the concerted effort of various units across TPS (Communities & Neighbourhoods Command; Equity, Inclusion & Human Rights; Corporate Communications) and a range of community organizations serving diverse groups across the city.



A series of 69 engagement opportunities led by 30 community organizations brought together over 880 members of diverse communities to voice their opinions about the Service’s RBDC Strategy. The map on the left shows the locations of community consultations across the city. More information on the types of engagements as well as the demographic information of attendees can also be found in Appendix A.

The next section of this report outlines the key findings and themes emerging from the series of engagements with diverse communities across the city. For those interested in the methodology used

to analyze the results of our surveys and the limitations of our community engagement approach, please review Appendix B.

While this report covers what we heard from communities and the steps we are taking to incorporate those voices in the RBDC strategy, it is just as important to recognize the shortcomings of this engagement effort.

First, we are mindful of the point in time in which these engagements took place. Our community discussions took place before the murder of George Floyd in May 2020 and the ensuing protests that galvanized North America. This has created a new sense of urgency; not only in how we move forward with future engagements but in how this report was written. Tragic incidents will continue to influence us going forward as we respond with fluidity and adjust our approach, cognizant of the trauma felt by racialized communities.

Second, we acknowledge the compressed timelines we were working under and the limitation these placed on our ability to provide adequate notice, especially to the broader public. The Service attempted to compensate by making these sessions available online but we also appreciate that solution was not suitable for everyone. Though committed to ensuring all can participate, the truncated timelines also made it difficult to ensure that all facilities were accessible and all materials were presented in a way that aligned with our obligations under the Access for Ontarians with Disabilities Act. For that, we apologize.

Lastly, our engagement efforts did not, at the time, include a robust strategy to engage Indigenous Peoples in Toronto. The perspectives of Indigenous community members are particularly important given the unique history of colonization and forced assimilation. Therefore, an emphasis was placed on dedicated focus groups and a distinct strategy to meaningfully engage with Indigenous people in Toronto about the RBDC Strategy. A separate report will present findings from a series of focus groups with Indigenous community members currently under planning.

In the last sections, we will share how these lessons have informed our processes so far and what we are doing with our future plans for the Service’s RBDC Strategy. Appreciating the impact of Covid-19 pandemic on both the TPS and the communities we serve, the day-to-day work of policing and our commitment to building trust and working towards more equitable policing services will not stop.

As past and present events remind us, this work is more important than ever.



► FINDINGS

All across the city, trends and themes emerged from our engagement sessions. With cautious optimism, members of various community groups recognized the RBDC Strategy as an opportunity to identify and address racial disparities and develop cultural awareness amongst police officers to enable better interaction with diverse groups.

Collectively, community members provided clear opinions on how best to proceed with the Strategy both in terms of relationship building and data management.

RELATIONSHIP BUILDING

RECONCILIATION AND TRUST

Members of the communities asserted the need for the Service to acknowledge its mistakes and harm caused before embarking on new data collection. People consider it an act of humility that validates their experiences and an important step to reconciliation with various communities.

Community members hope that the RBDC Strategy will help improve the relationships between residents and police, especially in communities that experience tensions and tragic events involving police. They also emphasize that trust is key to the success of the Strategy.

”

“Police must be present, looking us in the eyes and realizing what we have been through; these conversations should be in front of them in their building. We would love to see everyone in the division, from the Chief to the police officer, attend these meetings and conversations.”

“We have to have a convo with how we are... it is part of reconciliation, which is validating what we have experienced. This is what we need from you to be accountable and improve going forward.”

“There is a narrative of mistrust, fear with TPS. What is TPS doing to change that narrative?”

“Build trust with the community. This program (RBD) requires a high degree of trust.”

- *Community members*

COMMUNITY ENGAGEMENT

Community members consistently voiced their expectation to stay engaged throughout the entire process of the RBDC Strategy’s implementation. Participants expect the Service to create a process that allows them to stay informed and provide feedback at key stages of the Strategy.

”

“Consult with the public every step of the way, analysis, interpretation and implementation. The public should have the most say in what happens because it is directly affecting them. If police are going to follow the ‘customer service’ approach they are trying to fulfill, they should allow the public to have majority input.”

“We need PARTICIPATION, not INPUT. Police should have public participation at every step of the process.”

“Police should come to the community face to face and share how they will move forward. As soon as change is about to happen within the institution, it’s important for communities to know about it, and communities should be consulted. Often and as soon as possible as it’s effecting us and our community.”

- *Community members*

PUBLIC AWARENESS

Most community members were unfamiliar with the Service's RBDC Strategy and the broader provincial mandate for collecting race and identity-based data. The Strategy was perceived by some as another version of "carding" or "carding 2.0". Given the lack of familiarity with the Service's Strategy, participants stressed the need for public awareness campaigns with clear and accessible messages about the RBDC Strategy, its connection with the broader provincial framework, and its role in advancing **racial equity** in policing.

While emphasizing the importance of broad campaigns to reach out to the public, participants also identified specific groups that would particularly benefit from these campaigns: new immigrants, youth, persons with mental health issues, and people with more frequent contact with police such as those experiencing homelessness and those working in the sex trade. Community members also advocated for accessibility and the inclusion of people with disabilities in the public awareness campaigns.

to take concrete steps now. Therefore, they did not see the value in collecting more information without making efforts to address **systemic racism**.

“Other reports say what we already know. What's new and what are you doing with it; how are you using it?”

“There has been a lot of research of how systemic racism plays out in TPS and in the country more generally. What is preventing the TPS from addressing systemic racism now?”

“For me it comes down to accountability. So now what is the TPS doing for you? How are they going to be held accountable? “

- Community members

“How did the race-based data get mandated? Who was engaged and decided that it should be collected?”

“After today it is fine, because I know what the purpose of race collection. I feel like a lot of people will feel scared, why are you asking about my religion and my race?”

- Community members

RELATIONSHIP BUILDING

DATA PURPOSE

The need for collecting new data was the number one question among participating community members. Participants felt that **racism** in policing was sufficiently documented in several high-profile reports for TPS



Despite skepticism and concerns about TPS collecting race and identity-based information, many community members hope for a positive impact of the RBDC Strategy.

Participants recognized this initiative as an opportunity to hold the Service accountable for its actions in the community. They also underscored the opportunity for police officers to develop cultural awareness and acquire skills to enable their better interaction with diverse groups, which will ultimately lead to improved police services. They also hope that the Strategy will provide evidence to bring more resources into disadvantaged communities.

“If focus is on using the data to improve diverse experience and appreciation of TPS officers, it’s worthwhile and shall bear positive results.”

“It is very important that police officers receive good training. Anti-racism training should be provided to every police.”

“Could the data be used by community to assess needs for funding? I am sensitive to the exposure of this data but on the other hand, it could be useful to put funding to certain communities based on the findings.”

- Community members

GOOD FAITH USE

Community members are concerned about the Service not using the data in good faith. People worried that the data will be used to reinforce stereotypes and further stigmatize certain communities. Participants also questioned whether the RBDC Strategy would result in the Service genuinely acting upon the data findings. They also questioned whether a single strategy would be enough to address systemic racism, which is deeply ingrained in Canadian society.

“It might be used to confirm deep seated biases against racialized communities, with officers seeking examples and stimuli to further stereotypes and victimize particular sections of racialized minorities, resulting into over policing.”

“Although the data could serve as evidence of racial discrimination, the data alone would not be sufficient to solve the systemic racial discrimination.”

- Community members

DATA COLLECTION

Participating community members debated the merits of **perception** versus self-reported race and identity-based data collection. Most participants considered perceived race ‘guesswork’ and inaccurate as officers’ perceptions might differ from an individual’s **self-identification**.

Some community members recognized the importance of collecting **perception data** as perception could influence an officer’s reaction and decision-making in an interaction and lead to disparities in outcomes. Participants also recognized **perception data** as an alternative to self-reported data, as many people are reluctant to share their information.

“Perception is difficult because of diversity and heterogeneity in Toronto, specifically immigration, mixed marriages and others. What you see may not be what someone is.”

“Would a police officer go through a list on a form (check box) and without asking just check off a box? There would be an element of error.”

“Perception is the one that matters because the officers are acting on their perceptions.”

“People don’t want to identify; we need to bring people to the point where they think giving this information will benefit them and the community.”

- Community members

In contrast to **perception data**, participants considered self-reported data as accurate information and a more respectful approach to data collection. They also regarded **self-identification** as a form of ownership, as people have the opportunity to self-identify instead of being labelled by others in pre-determined boxes.

Though **self-identification** was considered more respectful, many participants gave nuanced feedback on the factors that would be barriers or enablers to sharing that information.

“I think that’s better because with self-reported there is an opportunity to describe yourself. This is a good way to go about it.”

“I prefer the police do not assume where I am from. I feel more respected if I am asked where I am from.”

- Community members

In general, people were reluctant to share their information. Survey results show that about four in ten (44.9%) of the participants in the focus groups said that they would prefer not to be asked about their identity by police officer. Specifically, respondents were more likely to disagree/strongly disagree that they would feel comfortable with police officers asking them about their sexual orientation, ethnicity, race, and Indigenous identity. However, they would be more comfortable to provide information about their gender identity and age.

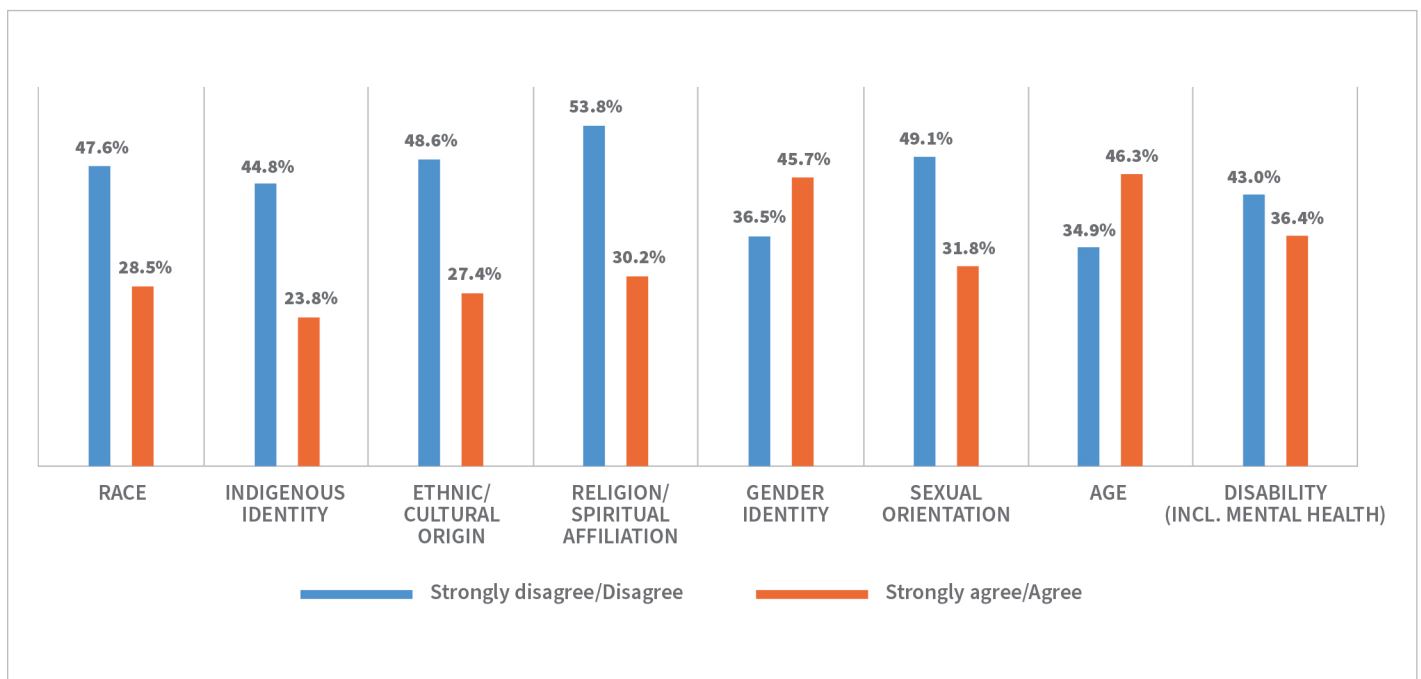


Figure 1: Levels of agreement or disagreement to whether respondents feel comfortable with police officers asking about their social identity (N = 453 -496); Neutral responses not shown.

Regardless of the type of interaction, participants made it clear that explaining the ‘why’ behind the officer’s request for their information should be a prerequisite. Participants also emphasized they need to know how that information is relevant to their specific interactions with police. Almost three quarters of survey respondents (74.1%) agreed or strongly agreed that they would feel more comfortable with police officers asking them about their race-based information if they are told why the information is requested.

Participants also indicated they would feel more open about sharing their information if the officers reveal their names and badge numbers first. People would also feel most comfortable to provide their information to a **Neighbourhood Community Officer**, compared to other police officers, which highlights the value of this program and its ability to build trust with the public.

The timing of the request for self-reported information is a critical factor in voluntary disclosure, given the personal nature of asking for race and identity-based information. Over 7 in 10 survey participants (75.2%) reported that they would prefer to be asked about their information either at the end or after the interaction. After the interaction was the most preferred timing to ask for race-based data (40.3%).

“I can see quite a lot of our marginalized communities being triggered when asked this question. Do an information campaign and let the public know about this policy and WHY, so people are not triggered.”

“I feel uncomfortable answering questions about my race/religion without knowing the purpose for why I am being asked for this information.”

“I would answer these questions if the officer disclosed the reasoning why this information was being taken, and what would be done with the information.”

- Community members

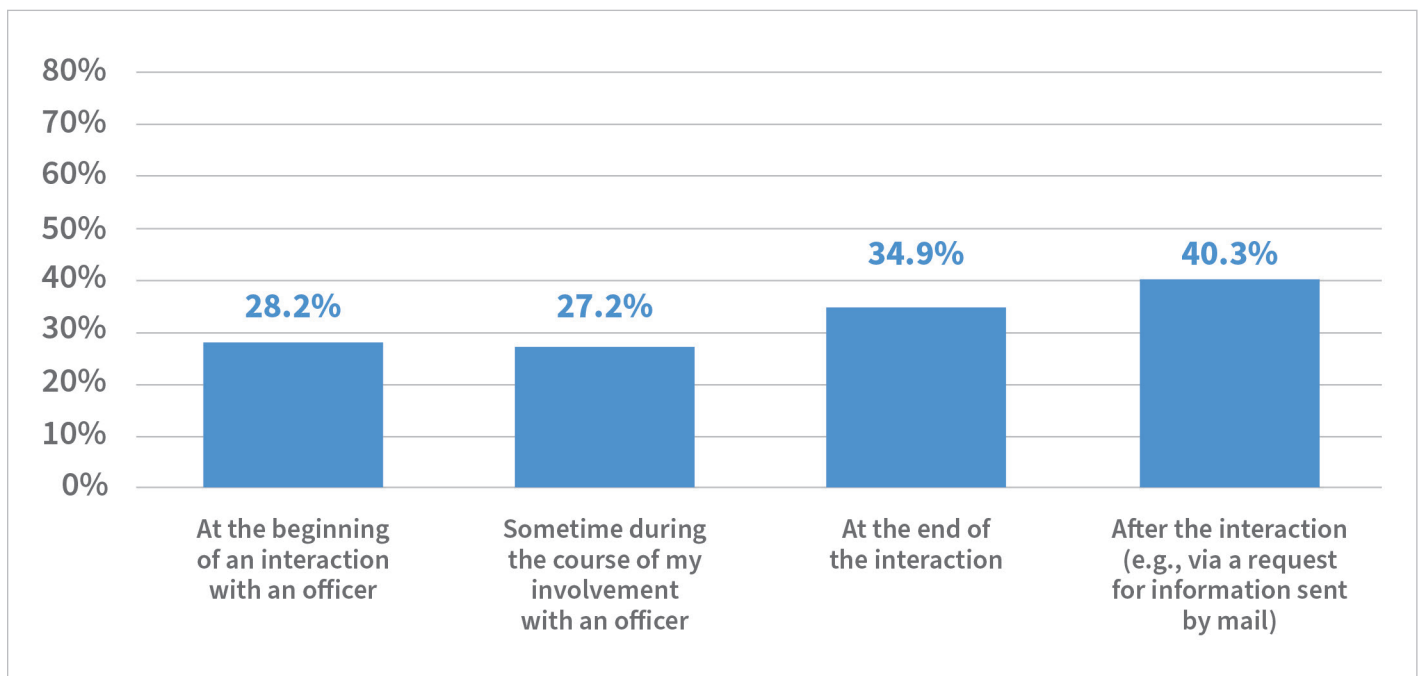


Figure 2: Those who indicated they would be more likely to provide their social identification information if asked. (check all that applies) (N=390)

Community members also made recommendations on how to increase individual comfort during the collection of self-reported data. Some participants recommended that an officer who was not involved in the interaction should collect the information. This way, people would be less concerned about how their information might affect the outcome of their interaction with police.

Another recommendation most endorsed by focus group participants was to conduct a follow-up call or survey with individuals upon conclusion of the interaction. While some participants would be comfortable with police sending the survey, most community members preferred third party rather than police collect this information.

“The way this info is collected must not exacerbate the lack of trust. People can be asked after an interaction by a person who is not the officer that engaged in the interaction against the person in question.”

- Community member

Participants inquired whether the Service would collect race and identity-based information of the officers. They considered it both a matter of fairness and relevant information to better understand an interaction and its outcome. During internal engagement sessions, officers had also proposed collecting their self-reported race information, regarded as a relevant factor to include in **intersectional** analyses, which help to understand the combined influence of a range of factors on the outcome of an interaction.

“The demographics of the officer should be included to give a better picture of the process and outcome.”

“Officers demographics are important so that their situation, origins and factors/ stimuli affecting their actions can be analyzed alongside the racial profiles of their subjects.”

- Community members

DATA PROTECTION, ANALYSIS, REPORTING

Community members asked about the protection of race and identity-based data, and the mitigation strategies the Service would implement in order to protect the data. Participants unanimously supported open access to data and long-term retention to enable trend analysis and inform the Service’s decision-making for **systemic change**.

Participants also stressed the need for an independent party to analyze the race and identity-based data, to ensure transparency. They suggested the creation of a committee comprised of diverse members with analytical skills to audit the process of data collection and analysis.

Focus group discussions raised the importance of applying an **intersectional** lens in analyzing race and identity-based data to understand how various aspects of a person’s identity such as race, gender, class, sexuality, and ability might combine and interact with contextual factors to create unique modes of discrimination. Participants spoke about the importance of considering individual characteristics, such as the subject’s mental health, in combination with broader contextual factors. They also said that it is critical to understand the neighbourhood-specific conditions as well as other broader factors such as poverty rates when interpreting data findings.

“What likely risks has TPS identified for this process of data collection and what mitigation measures have been taken?”

“Data should be kept indefinitely. It should also be anonymized and privacy regulations should be followed.”

“TPS should keep the data for long time and do the research and check if the data is working to help fix things. That’s the only way they know if they did a good job, or a bad job, you understand?”

- Community members



➤ OUR COMMITMENT

Sharing back what we heard in our engagements with members of communities represents only the first step from which to move forward. We are committed to acting upon what we heard, be transparent and accountable in our actions, and continue to engage with communities throughout our journey together to continuously improve policing.

We will work to acknowledge mistakes and harms caused and remain committed to work hard to restore our relationship with you. The Service also recognizes the importance of involving communities throughout the RBDC Strategy.

RELATIONSHIP BUILDING

COMMUNITY ENGAGEMENTS AND PUBLIC AWARENESS CAMPAIGN

Genuine engagement with Indigenous Peoples and other missing voices is critical to the success of the RBDC Strategy. Indigenous perspectives are particularly important given the unique experiences and challenges Indigenous communities face. Public awareness campaign is also important for clear and transparent communication with the public on the RBDC Strategy.

- The Service is committed to developing a dedicated Indigenous engagement strategy in collaboration with Indigenous groups to inform the implementation of the RBDC Strategy.
- The Service is committed to developing mechanisms that facilitate engagement with young people, those living with disabilities, including mental health, and other members of vulnerable groups.
- The Service is working to develop a public awareness campaign to reach out to diverse communities and clearly communicate the scope, relevance, and key undertakings under the RBDC Strategy.

BUILDING TRUST THROUGH TRAINING

It is critical for Service members to understand the purpose and foundational concepts of race and identity-based data collection to promote bias-free policing and enhance community trust.

- The Service is developing a training curriculum that builds on community feedback and it will roll out the training across the entire Service to enable transformation from within.

COMMUNITY ADVISORY PANEL

A Community Advisory Panel (CAP) comprised of community members with lived experiences, academics, and subject matter experts will work closely with the Service to advise data analysis, interpretation of results and reporting.

- The Service is working with thought leaders with expertise in this area to develop a transparent process to forming the CAP.



DATA MANAGEMENT

DATA ANALYSIS

Identifying, monitoring and eliminating **systemic racism** and **racial bias** relies on robust data analysis that considers the complexity of interactions and the contexts in which they occur. This analysis must be focused on **systemic changes** and be grounded in the literature and best practices in evaluating systems change efforts.

- The Service is developing an analytic framework to guide the analysis of race and identity-based data and will engage internal and external stakeholders to reflect operational and community realities.
- The Service is procuring an independent third party to conduct and publish an independent data analysis.

DATA COLLECTED THROUGH SELF-IDENTIFICATION

Collecting self-identification data is a complex and sensitive process that requires thoughtful planning to ensure respect for individuals, cultural dignity, safety and protection of personal privacy.

- The Service will develop, roll out, and evaluate a pilot to collect self-reported race and identity-based data and continue to engage communities to build trust in the process and inform post-pilot decision-making.

DATA PROTECTION

It is critical to address the genuine concerns of community members about data protection, access, and retention, and how the data will be used.

- The Service is consulting with the Information and Privacy Commissioner and other key stakeholders with expertise in this area to develop robust protocols for data privacy protection.
- An open data framework will be developed to provide public access to de-identified data and analytics for research, policy making, and advocacy.





➤ NEXT STEPS

As we move forward with implementing the suggestions we heard during our 2019/2020 community engagements, it's important to note that this is only the first phase of the RBDC Strategy. Within the landscape of a global pandemic, we are looking for more appropriate ways in which we can reengage with members of our diverse communities.

As we committed to during phase one, our next opportunity must be a more thorough conversation with the community on data collection through self-identification. Coinciding with the future launch of the **self-identification** pilot project, we need to hear from you about when, where, and how that data collection could take place.

We are also mindful of the next phase of the **Anti Racism Act** which requires police services to collect **race-based data** for all other types of interactions where a police report is completed. Understanding what that means for police officers and for the public is key to our future relationships and engagements.

All of this work continues to unfold within a more robust discussion at the Toronto Police Service. Anti-Black racism actions are initiated at every level of the organization. The Service knows it's not enough to apply the regulations under legislation, nor is it enough to simply reflect on incidents of anti-Black racism and anti-Black violence.

We are motivated to make cultural and **systemic change** and we are motivated to be better for our communities. We hope you will continue to join us on this journey.



ACKNOWLEDGEMENTS

Numerous people have contributed to the community engagement and the report, without whom this work would not have been possible. We would like to thank the community organizations for their hard work and dedication in organizing and facilitating the focus groups and to members of the community who participated in the focus groups for their time and valuable insights. Our thanks also go to the Anti-Racism Directorate for providing feedback on drafts of the report.

There are also many TPS colleagues we would like to thank: Deputy Peter Yuen and the team at the Communities & Neighbourhoods Command for leading the town halls and engagements sessions with the TPS' Community Consultative Committees and Community Police Liaison Committees; Meaghan Gray and her colleagues in Corporate Communications for providing communications support throughout the community engagement and report dissemination.

EQUITY, INCLUSION & HUMAN RIGHTS TEAM

Suelyn Knight
Mihaela Dinca-Panaitescu
Rose-Ann Bailey
Dr. Mai Phan
Ty Smith
Staff Sergeant Andrew Ecklund
Laura Flyer
Orane Bailey

LIST OF COMMUNITY ORGANIZATIONS LEADING THE FOCUS GROUPS

Agincourt Community Services Association
Arab Community Centre of Toronto
Association of Sri Lankan Graduates of Canada (ASGC)
Caribbean African Canadian Social Services (CAFCAN)
Canadian Multicultural Council
Canadian Tamil Congress
Chinese Professionals Association of Canada (CPAC)
Council of Agencies Serving South Asians (CASSA)
Creative Nepalese Community
Delta Family Resource Centre
Dixon Community Services
Frontier College
Hong Fook Mental Health Association
Lawrence Heights Interagency Network
Midaynta Community Services
Nikki Knows / Project LUCID
MJKO (Mentoring Juniors Kids Organization)
Noor Cultural Centre
One Mic Educators
Possibly Thinkers Group
Progress Place
RISE Edutainment
Scarborough Food Security Initiative
SEAS Centre
Somali Women and Children's Support Network
South Asian Alliance Against Aids Prevention (ASAAP)
South Asian Legal Clinic
TAIBU Community Health Centre
The Chinese and Southeast Asian Legal Clinic (CSALC)
Toronto Development Association of Youth (TODAY)

GLOSSARY OF TERMS

• ANTI-RACISM DATA STANDARDS

Data standards to guide public sector organizations to fulfill their obligations under the Anti-Racism Act and establish the consistent collection, management, use (including analyses), de-identification and public reporting of race-based information. They are also known as Ontario's Anti-Racism Data Standards.

• INTERSECTIONAL / INTERSECTIONALITY

The process by which people's lives are shaped by their multiple identities which altogether can produce unique and distinct experiences for an individual or group, creating additional barriers, opportunities, and/or power imbalances.

• LEVEL 3 SEARCH

A Level 3 Search includes the removal of some or all clothing and a visual inspection of the body; it is also known as a Strip Search.

• NEIGHBOURHOOD COMMUNITY OFFICER

The Toronto Police Service implemented its first Neighbourhood Officer Program (NOP) in 2013 in selected neighbourhoods across all of its 17 Divisions. The primary objectives were to reduce crime, increase public safety, and improve public trust in the police by increasing police presence and addressing community problems associated with crime patterns within particular neighbourhoods. The enhanced Neighbourhood Community Officer Program was launched as a six-month pilot on October 1, 2018 in divisions 11, 22, 41 and 42. The program has now been enhanced and there are Neighbourhood Community Officers (NCO) in every division. The NCOs attend a five-day, basic training program at the Toronto Police College. This training was created in consultation with Command Officers, Senior Officers, Police Officers, community members, current best practices and a review of academic literature. Neighbourhood Community Officers wear distinctive uniforms, which include "Neighbourhood Community Officer" wording on their vests and baseball hats. This helps them to be readily recognized as NCOs. The NCOs have designated NCO vehicles with "Neighbourhood Community Officer" decals displayed on them. This helps the community easily identify them while on patrol in a neighbourhood.

• OFFICER PERCEPTION

The information that is derived from a police officer making a determination about the race of an individual, solely based on the officer's own perception.

• ONTARIO'S ANTI RACISM ACT

The act was passed in 2017 to provide a framework for the Ontario government to identify and eliminate systemic racism and advance racial equity in the province. The legislation sets out requirements to maintain an anti-racism strategy and establish targets and indicators to measure the effectiveness of the strategy.

GLOSSARY OF TERMS

- **RACE**

A term used to classify people into groups based mainly on physical traits such as skin colour. Racial categories are not based on science or biology but on differences that society has created, with significant impact on people's lives. Racial categories may vary over time and place and can overlap with ethnic, cultural or religious groupings.

- **RACE BASED DATA**

Information about an individual's race, ethnic origin, Indigenous identity, and religion. It is also referred as race and identity-based data.

- **RACIAL BIAS**

A predisposition, prejudice or generalization about a person or group based mainly on race.

- **RACIAL EQUITY**

The condition that would be achieved if one's racial identity no longer predicts, in a statistical sense, how one fares and fair treatment, opportunities and outcomes apply across race. Racial equity is the systemic fair treatment of all people. It results in equitable opportunities and outcomes for everyone.

- **RACIALIZED**

Persons and/or groups that have racial meanings attributed to them in ways that negatively impact their social, political, and economic life; it may include people impacted by antisemitism and Islamophobia.

- **RACISM**

Racism is an ideology that either directly or indirectly asserts that one group is inherently superior to others. It can be openly displayed in racial jokes and slurs or hate crimes but it can be more deeply rooted in attitudes, values and stereotypical beliefs. In some cases, these are unconsciously held and have become deeply embedded in systems and institutions that have evolved over time. Racism operates at a number of levels, in particular, individual, systemic and societal.

- **SELF-IDENTIFICATION**

The information that is derived from an individual providing their race in response to being asked this information by a police officer.

- **SYSTEMIC CHANGE**

Change that transforms how the whole system functions, with all its components and the relationships between them.

GLOSSARY OF TERMS

• SYSTEMIC RACISM

Systemic racism consists of organizational culture, policies, directives, practices or procedures that exclude, displace or marginalize some racialized groups or create unfair barriers for them to access valuable benefits and opportunities. This is often the result of institutional biases in organizational culture, policies, directives, practices, and procedures that may appear neutral but have the effect of privileging some groups and disadvantaging others.

• TRANSFORMATIONAL TASK FORCE

In 2016, the Transformational Task Force, co-chaired by Andy Pringle, then-Chair of the Toronto Police Services Board and Mark Saunders, then-Chief of the Toronto Police Service, conducted a comprehensive review of policing in Toronto. A vision document, “The Way Forward: Modernizing Community Safety in Toronto Interim Report”, was tabled with the Toronto Police Services Board in the summer and over the next several months, significant work was done to obtain feedback - through consultations, livestreams, town halls, informal conversations, focus groups and working groups - which validated the interim report’s 24 recommendations. Eight new recommendations were added because of feedback from the public, communities and the Service. The Transformational Task Force final report was released in January 2017, entitled “Action Plan: The Way Forward” and proposed a modernized policing model for the city, one that was innovative, sustainable, and affordable. The model placed communities at its core, was intelligence-led, optimized the use of resources and technology, and embraced partnerships as a means of enhancing capacity and capability. The work of the Transformational Task Force and the goals set out in The Way Forward continue to guide the Toronto Police Service.

• USE OF FORCE

All police services in Ontario are mandated to submit a report under the Police Services Act every time an officer uses force. Use of force is defined as every time a member uses physical force that results in an injury requiring medical attention; draws a handgun in the presence of the public; discharges a firearm; points a firearm; and/or uses a weapon other than a firearm (including a CEW – Taser) on another person.

APPENDIX A

Community consultations and participants

A series of 69 engagement opportunities brought together over 880 community members to voice their opinions about the Service's Strategy. While varying in format, these engagements started with a presentation about the RBDC Strategy and the broader provincial framework for race and identity-based data collection to ground the conversations in consistent messaging.

The TPS' community engagement enabled the following series of engagement opportunities:

• COMMUNITY ENGAGEMENT SESSIONS

The Communities & Neighbourhoods Command led eight sessions that involved members of the Community Police Liaison Committees and Community Consultative Committees – Asia Pacific, Black, Chinese, Indigenous, Muslim, French, Disability, Seniors, and Lesbian, Gay, Bisexual, Transgender, Queer, Two-Spirited (LGBTQ2S) Committees. About 120 people (15 on average per session) participated in these sessions. Deputy Chief Peter Yuen delivered the presentation on the RBDC Strategy and opened the floor for questions, opinions and concerns.

• TOWN HALLS

Four public town halls took place in neighbourhoods representing different areas of the city - Alexandra Park, Black Creek, Regent Park, and Malvern. The town halls had a similar format to the sessions described above. About 60 people (15 on average per town hall) participated in the town halls. They were also livestreamed on Facebook in an attempt to reach a broader audience.

• FOCUS GROUPS

Fifty-one focus groups led by 30 community organizations created a safe space for conversations. About 665 people participated in the focus groups (15 on average per focus group), mainly from Black, East/Southeast Asian and South Asian communities, immigrants, and people with lower economic status.

Participating organizations received financial support to recruit, plan and facilitate focus groups on behalf of the Service over the period of November 2019 to February 2020. They were selected because of their diverse geographical locations across the city and their trusted relationships with members of the community. Without police presence at the sessions, community members could freely express their views and engage in deeper conversations about the RBDC Strategy.

Participants also completed a survey right after the Service's 30 minute presentation to understand the demographics of focus groups and capture general attitudes and feelings. The survey was voluntary and anonymous.

APPENDIX A

Community consultations and participants

• ANNUAL ENGAGEMENTS ON PUBLIC SAFETY

A third party organization hosted six focus groups as part of the Service’s annual community engagement to better understand how safe the public feels in Toronto and how policing services impact residents’ feelings of safety. The 2019 focus groups were leveraged to include a conversation about the RBDC Strategy and how people feel about sharing their race and identity-based information. Forty-one people of diverse backgrounds and living in various neighborhoods participated in these focus groups.

TYPE OF COMMUNITY ENGAGEMENT	NUMBER OF EVENTS	EVENT STATISTICS (I.E. ATTENDANCE)
Sessions	8	120 participants
Town halls	4	60 in-person participants 33, 653 reached on Facebook 10, 800 views on Facebook livestream 152, 652 reached on Instagram and Twitter
Focus groups conducted by community organizations	51	665 participants 30 organizations leading the focus groups
Focus groups conducted by research entity as part of TPS’ annual community engagement on public safety	6	41 participants
TOTAL	69	886 participants

APPENDIX A

Community consultations and participants

• SOCIO-DEMOGRAPHIC PROFILE OF PARTICIPANTS IN FOCUS GROUPS WHO COMPLETED THE SURVEY

	PERCENTAGE	FREQUENCY
GENDER IDENTITY		
Man	34.9%	176
Woman	64.0%	323
Transgender	0.2%	1
Non-binary	0.6%	3
Two-spirit	0.6%	3
None of the above	1.0%	5
TOTAL		505
AGE		
Under 24	21.5%	107
25-34	15.7%	78
35-44	12.7%	63
45-54	16.1%	80
55-64	20.7%	103
65+	13.5%	67
TOTAL		498
EDUCATION		
Less than high school	18.8%	94
High school diploma	16.2%	81
Trades certificate/college diploma	20.0%	100
Some university education	5.6%	28
University degree	25.0%	125
Post-graduate degree	14.6%	73
TOTAL		501
IMMIGRATION STATUS		
Born in Canada	29.9%	157
Not born in Canada	70.2%	369
TOTAL		526

APPENDIX A

Community consultations and participants

	PERCENTAGE	FREQUENCY
RACE		
Black	43.2%	215
East/Southeast Asian	27.9%	139
Indigenous (First Nations, Métis, Inuit)	1.0%	5
Latino	2.0%	10
Middle-Eastern	5.0%	25
White	4.2%	21
South Asian	15.7%	78
Another Race Category	5.6%	28
TOTAL		498
HOUSEHOLD INCOME		
Less than \$20,000	37.4%	167
\$20,000 - \$49,999	32.3%	144
\$50,000 - \$69,999	12.1%	54
\$70,000 - \$89,999	7.6%	34
\$90,000 - \$149,999	6.7%	30
\$150,000+	3.8%	17
TOTAL		446
DISABILITY		
No disability	73.0%	354
Sensory	4.7%	23
Physical	9.7%	47
Cognitive	6.2%	30
Communication	2.5%	12
Mental health-related	13.2%	64
Other	3.7%	18
TOTAL		485

*Total numbers differ as some respondents skipped certain socio-demographic questions.

APPENDIX B

Methodology

This report is grounded in a qualitative study design to facilitate gathering in-depth information on the perceptions and opinions of diverse members participating in the TPS' community engagement about the Service's RBDC Strategy.

• ANALYSES OF RESULTS

Data analysis consisted of identifying themes among focus groups, engagement sessions, and town halls notes using NVivo 12 software. Descriptive analyses were conducted on data collected through the survey completed by focus group participants to complement the information and insights captured through the series of community conversations. Quotes included in this report underwent minor edits for readability, without affecting the original statement.

While extensive, this community engagement approach is not without limitations. The recruitment strategy includes a targeted sample rather than a representative sample as a more appropriate approach to ensure that diverse groups, especially racialized, immigrant, and low-income groups that are most impacted, had the opportunity to provide feedback on the RBDC Strategy. Furthermore, a qualitative approach rather than a large-scale quantitative survey better reflects the scope of this community engagement, mainly directed at an in-depth understanding of the views, attitudes and concerns of communities about the Service's Strategy.