



# Race & Identity Based Data Collection Strategy

Understanding Use of Force &  
Strip Searches in 2020

*Detailed Report*

Toronto Police Service

*June 2022*



The Toronto Police Service has been on a journey of transformation that is anchored in the principles of diversity, equity, inclusion, transparency and fairness. This is part of our commitment to comprehensive police reform and internal culture change.

We are building these principles into all aspects of the Service to help repair community trust and commit to our members that the Service is a safe, bias-free and inclusive place to work.

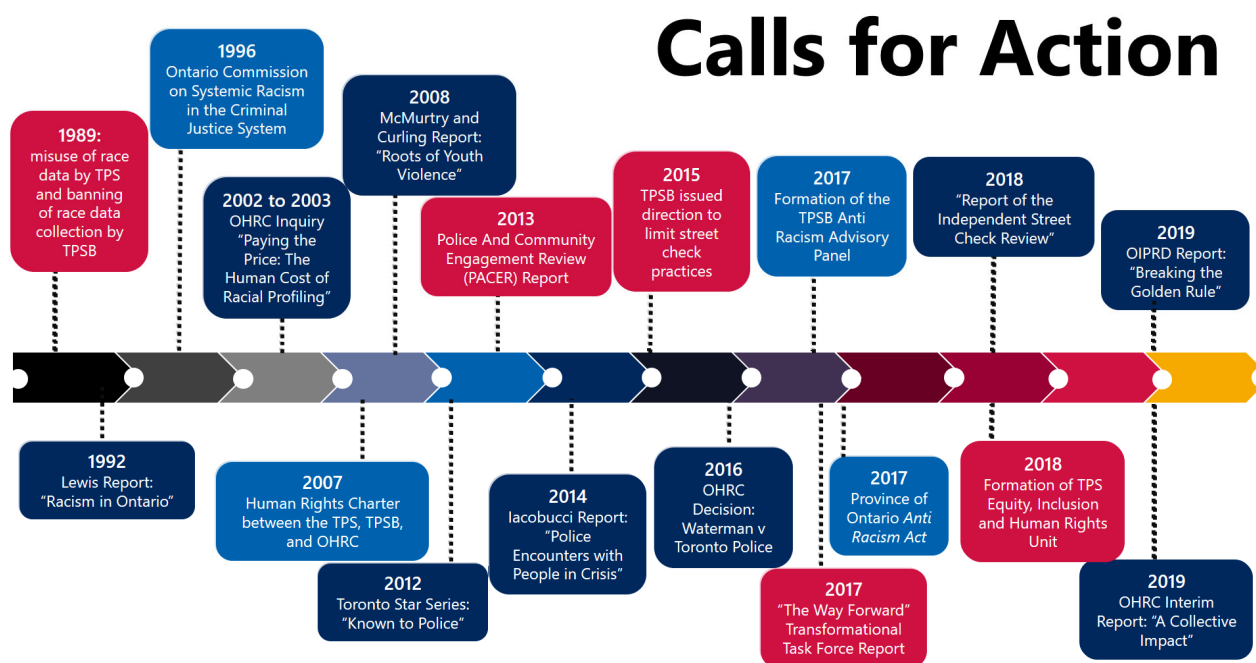
A key part of the Service's Commitment to Equity and Transparency is the *Race & Identity Based Data Collection Strategy*.



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# Calls for Action



## Timeline: Calls for Action

(see Appendix B for more detail)

Work to address systemic racism and discrimination faced by Black, Indigenous, and other racialized communities started long before the Race & Identity Based Data Collection Policy & Strategy. We want to acknowledge the calls for action that have led us here today.

Systemic racism and discrimination exist across all Canadian institutions, including law enforcement, and it requires a cross-sector approach.

We recognize that race-based data has been misused by the Toronto Police Service in the past. We will use the data to help us work more deeply with communities.

# The Year that Was

On January 1, 2020, all police services in Ontario began collecting race data in provincial use of force reports. New procedures and training were introduced to members to help them understand the RBDC Strategy and its purpose in eliminating systemic racism and advancing racial equity.

We recognize that 2020 was unique from other years, but this data serves as a baseline to help us understand our progress going forward. The issues we are addressing – anti-Black racism, policing, accountability and reform – remain as relevant as ever for the citizens of Toronto. The changes we are making are a reflection of the priorities highlighted in the feedback we received from thousands of Torontonians.

# Moving Forward Together

From focus groups to town hall meetings, we heard from communities about what it will take to earn their trust.

We will use this data, with community and member input, to identify what is driving disparities and to develop meaningful solutions.

**Data will not be used to further stigmatize communities or to deepen the divide that already exists.**

We are motivated to make cultural and systemic change, and to be better for our communities.

# Race Based Data Collection Policy

In accordance with the Ontario's *Anti-Racism Act (2017)*, public sectors in Ontario are required to collect race-based data. All police services in Ontario began collecting officers' perception of race in Use of Force reports starting in 2020. We expanded this scope to include race data collection for persons strip searched, in response to the Office of the Independent Police Review Director's report: *Breaking the Golden Rule: A Review of Police Strip Searches in Ontario*.

The Toronto Police Services Board's *Policy on Race Based Data Collection, Analysis and Public Reporting* governs how we should approach this important work, including the formation of a Community Advisory Panel, an independent academic review, the publishing of data on our Public Safety Data Portal, and working with the Information and Privacy Commissioner of Ontario.

The Board's Policy states that this Strategy shall not result in the stigmatization of communities or be used to identify Service members.

# Our Approach: What we are doing differently?

## Approach

Our approach is in line with police reforms currently being implemented, including the Toronto Police Services Board's *81 Recommendations for Police Reform* and the recommendations outlined in The Independent Civilian Review into Missing Person Investigations Report: *Missing & Missed*.

## Analysis

The analysis is led by external and internal subject matter experts in race data, equity, police data, and informed by engagement. Findings of racial disparities on their own do not tell us how, why, or where they exist. We are using our internal data like never before to better understand uses of force and strip searches. Our approach to analysis is a cycle, not a linear process. It takes into account the fact that decisions to use force or to search a person are made in situations that are unique, complex, and fluid.

## Community Advisory Panel

The Strategy is informed through engagement from the Community Advisory Panel that includes 12 diverse residents from Black, Indigenous and other racialized communities, as well as youth representatives. The members bring expertise in community organizing, academic, and social services.

## Independent Review

To ensure our work is transparent, the analysis process, practices, and findings are independently reviewed by Dr. Lorne Foster and Dr. Les Jacobs, leading experts in Race & Identity Based Data Collection and Analysis with a human rights lens.

# Analysis to Action Model: Roadmap to Equity



Policing Practices  
Measurement  
Outcomes  
Reflect & Engage  
Take Action

# Roadmap to Equity



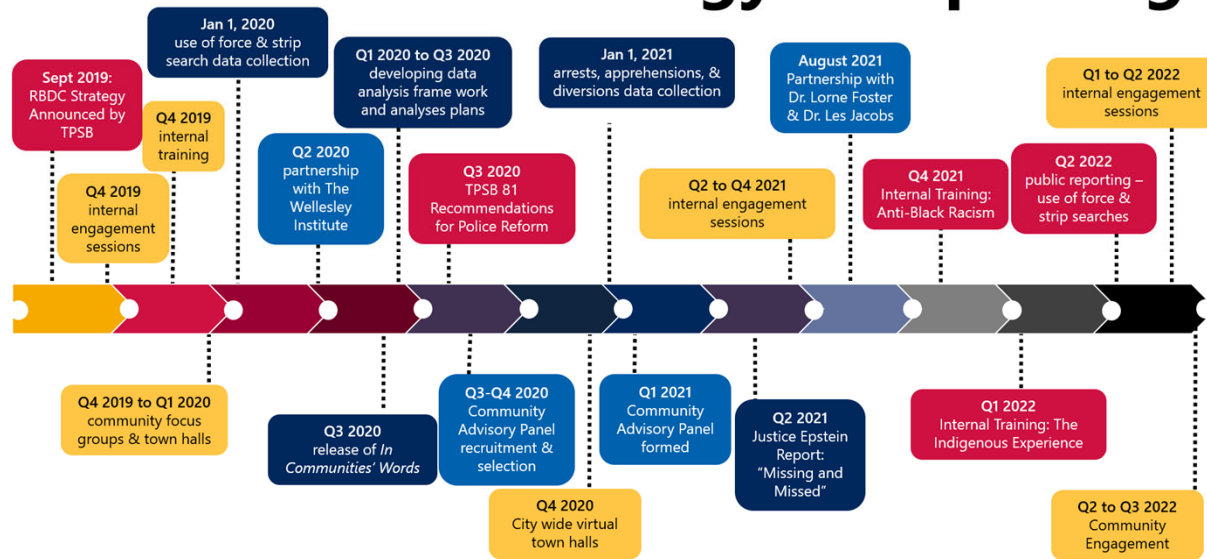
## Stage

## Process

<b>Policing Processes</b>	Identify Priority Interactions	We work with our partners and diverse communities to identify priority interactions, revise or create programs, policies and training and plan implementation for lasting impacts.
<b>Measurement</b>	Gather the Data	We cannot understand or change what we do not measure. In 2020, the Toronto Police Service began collecting race-based data in Use of Force & Strip Searches under the Race & Identity Based Data Strategy. In 2021, arrests, apprehensions, and diversions were added to the Strategy.
<b>Outcomes</b>	Analyze Data	The process of analyzing Use of Force & Strip Search data began in 2021. Analysis of arrests, apprehensions and diversions will start in 2022.
<b>Reflect &amp; Engage</b>	Identify Root Causes	Engagement is at the heart of the Strategy. Throughout the Strategy, we engage with communities, the Community Advisory Panel, Members and academic partners to build trusted relationships needed to guide the Service. We work together to understand root causes to inform partnerships and be innovative and effective in making changes.
<b>Take Action</b>	Take Action & Evaluate	We have leveraged our data to better understand our impact, but data is only one part of this work. In our commitment to police reform we are undertaking systems and organizational culture change, including through our investment in Information Management and strategies led by the People & Culture pillar.

# Strategy to Reporting

## Strategy to reporting



**Timeline: Strategy to Reporting**  
*(see Appendix B for more detail)*

The findings in this report are based on data collected in 2020. They will serve as a baseline as we continue to work on subsequent analysis and releases to understand trends and changes over time.

Our analysis seeks to identify disproportionalities and areas for organizational change.

Throughout this process we worked with the Wellesley Institute, the RBDC Community Advisory Panel, Dr. Grace-Edward Galabuzi, and Dr. Lorne Foster and Dr. Les Jacobs, leading experts in race-based data analysis.

We conducted internal engagement sessions with our members and RBDC unit representatives, and delivered mandatory training to all members, uniform and civilian.

Introduction

## **Reflect & Engage: Listening to Understand**

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# Reflect & Engage: Listening to Understand



# Listening to Understand

Engagement is an integral part of the Race & Identity Based Data Strategy

From **October 2019 to February 2020**, we engaged in our largest engagement endeavour ever to raise awareness about this strategy and to gather public feedback.

We heard community voices through 69 focus groups and town halls involving 886 participants, and 197,000 social media engagement points.

**In Communities' Words**, a report back on what we heard, was published in 2020 and followed by additional virtual town halls in **December 2020** in partnership with community agencies throughout Toronto.



# Listening to Understand

## Engagement is an integral part of the Race & Identity Based Data Strategy

This work is a collective effort by units across the Service, from data collection to data analysis and dissemination. **Internal support** of the strategy starts with ensuring that our members are confident in the direction we are taking and equipped to lead the change.

Starting in **December 2019 and throughout 2020**, we conducted in person and on-line mandatory member training on the strategy and data collection. In **2020 and throughout summer 2021**, the Service conducted internal member engagements to help inform the data analysis process.



# Listening to Understand

## Engagement is an integral part of the Race & Identity Based Data Strategy

The Strategy's success depends on how well the voices and perspectives of diverse communities are heard, which is why we established a **Community Advisory Panel** (CAP) in **January 2021** to work alongside the Service.

The CAP includes 12 diverse residents from Black, Indigenous and other racialized communities, as well as youth representatives. The **members bring expertise in community organizing, academic, and social services.**



# Listening to Understand

## Engagement is an integral part of the Race & Identity Based Data Strategy

Partnerships with government agencies, human rights organizations, and academics are fundamental to an accountable and robust data analysis process leading to actionable insights.

In **April 2020**, the Service partnered with the **Wellesley Institute**, leading experts in human rights; and, in **August 2021**, partnered with **Dr. Lorne Foster** and **Dr. Les Jacobs**, experts in race & identity-based data analysis to review our processes and analysis.



# What we Heard

## Actions

## Deeper Analysis

## Acknowledge

## Communicate

- |  |   |  |   |
|--|---|--|---|
| <ul style="list-style-type: none"> <li>- Identify areas of accountability for officers</li> <li>- Ensure the data is entered properly</li> <li>- Identify what we are doing to address outcomes but take a community approach towards developing additional solutions</li> </ul> | <ul style="list-style-type: none"> <li>- Conduct guided analysis and testing perspectives on the data to answer questions</li> <li>- Indigenous experiences in Toronto are distinct from Black &amp; other racialized groups</li> <li>- Incorporate other data and context that reflect the daily operations of policing</li> </ul> | <ul style="list-style-type: none"> <li>- The role of the Service in the strained relations with communities</li> <li>- History of calls to action</li> <li>- Psychological trauma from all levels of use of force</li> <li>- The work the Service is currently doing towards reform</li> </ul> | <ul style="list-style-type: none"> <li>- Deliver this information in a way that communities understand</li> </ul> |
|--|---|--|---|

Throughout our engagements, we heard perspectives from communities, our members, and academic partners to help guide the analysis and action plans

# Questions We Received

In addition to questions specific to Use of Force and Strip Searches, we heard general questions around the data, the analysis, and the Strategy.

Can we trust the data is being entered properly?

Does one stream of police interactions negatively impact some communities more than another?

Does this analysis look at the operational side of policing?

What about other outcomes for apprehensions and arrests?

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# Taking Action: Police Reform & Capacity Building



# Taking Action: Police Reform & Capacity Building

## Taking Action towards Police Reform

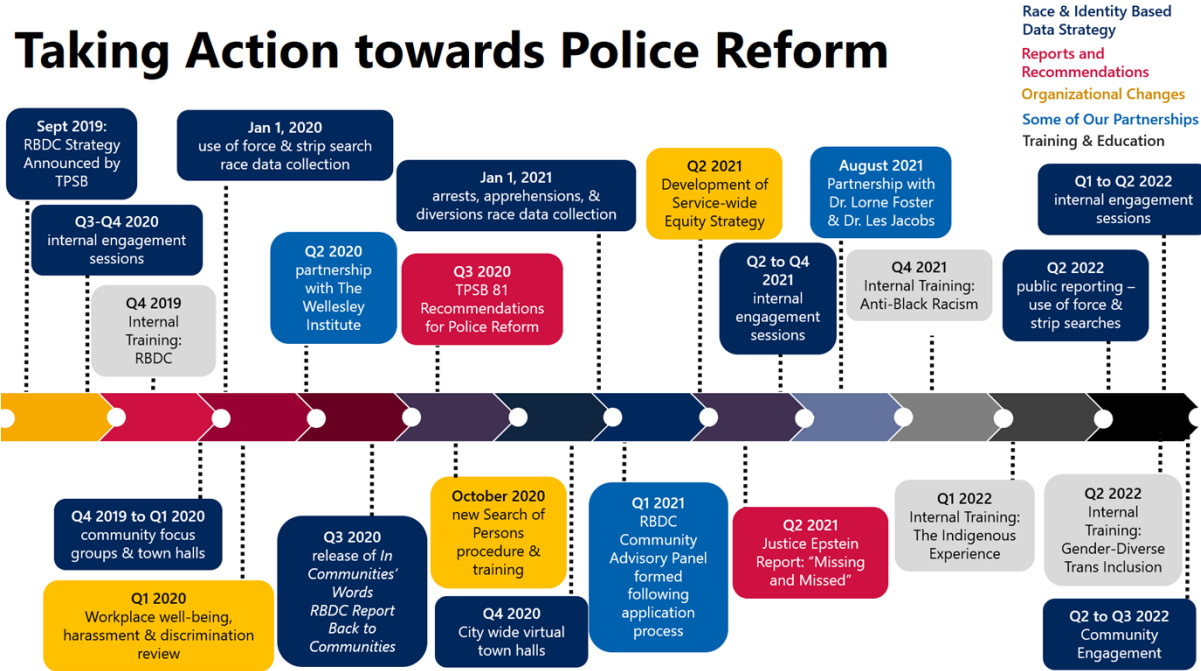


Image: Taking Action (see Appendix B for more detail)

Since 2020, we have been making changes to help our members understand the lived experiences of diverse communities.

Through our community partnerships, Neighbourhood Community Officer Program, models for alternative service delivery, and work with experts in human rights, we are working towards building trust, developing relationships, and changing our existing structures.

We conducted an academic review of our training curriculum and hired Equity & Inclusion training specialists who design and lead training, including: Anti-Black Racism, the Indigenous Experience, annual In-Service Training Program, and training for coach officers & new recruits.

Our Equity, Inclusion & Human Rights Unit supports the Service's modernization efforts and development of the Service-wide Equity Strategy.

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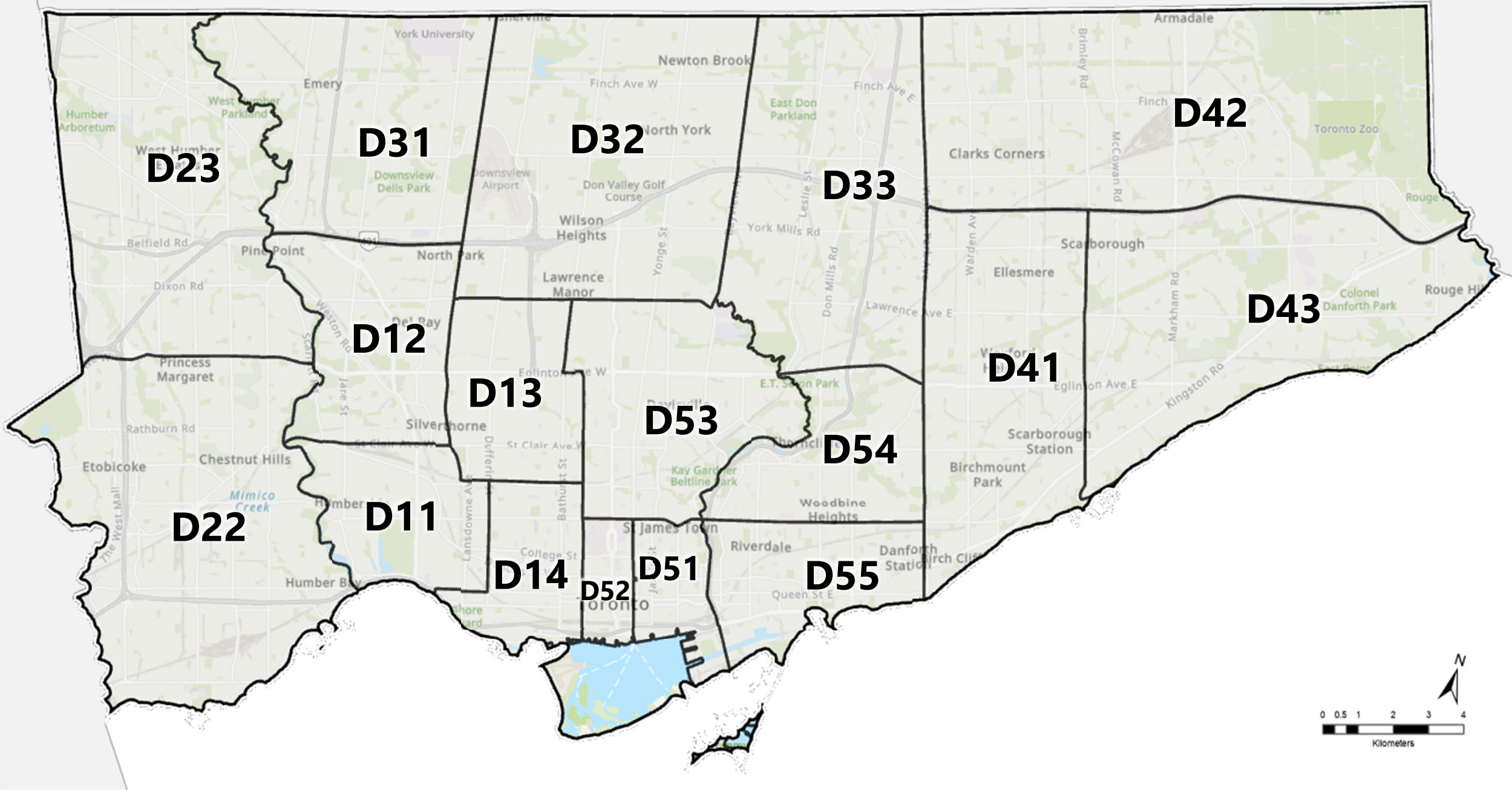
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# Policing Practices: All Interactions



# City of Toronto: Toronto Police Divisions



# Policing Practices: How Policing Is Perceived



Image: How Policing is Thought Of

People often think of policing as a linear process starting with a call for service and ending with an arrest or release, but it is more complex.

There are many ways an interaction may start: a call to 911 or the non-emergency line, a proactive interaction, investigative activities, community feedback, compliance checks, or public gatherings.

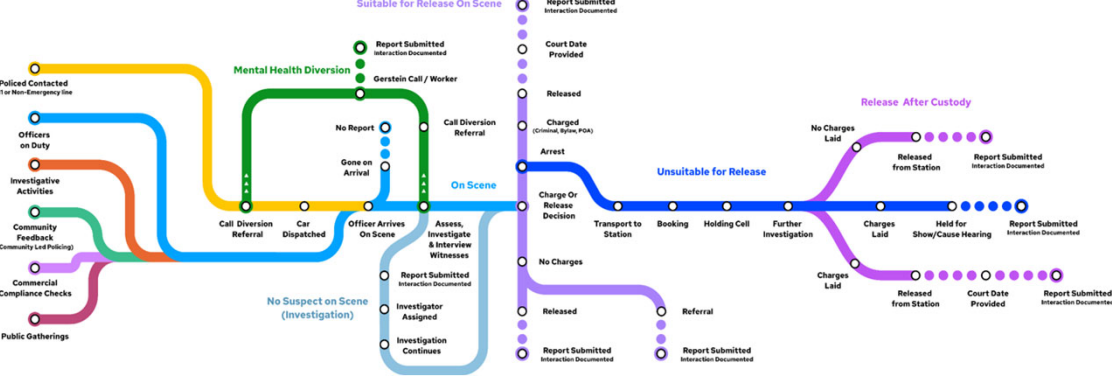


Image: How Policing is Thought of (Expanded)

*See Appendix B for more detail on each image to see how policing is thought of and how interactions with police may begin.*



# Policing Practices & Race-Based Data

Officers must select **one** race category based on their **perception** of an individual, as outlined in *Ontario's Anti-Racism Data Standards*: Black, East/Southeast Asian, Indigenous, Latino, Middle Eastern, South Asian, or White.

**Phase 1** commenced in Jan 2020 with the collection of race perception data for Use of Force and Strip Search incidents

**Phase 2** commenced in Jan 2021 with the collection of perception data in arrests, apprehensions, and youth diversion data

As the Strategy progresses, we will look to incorporate how members of the public can **self-report** their identities.

Before analysis, all personal information that could identify a member of the public, or an officer, is removed from the data.

Each phase of the data analysis is grounded in an analytical framework. This ensures that we apply similar analysis approaches to each interaction.

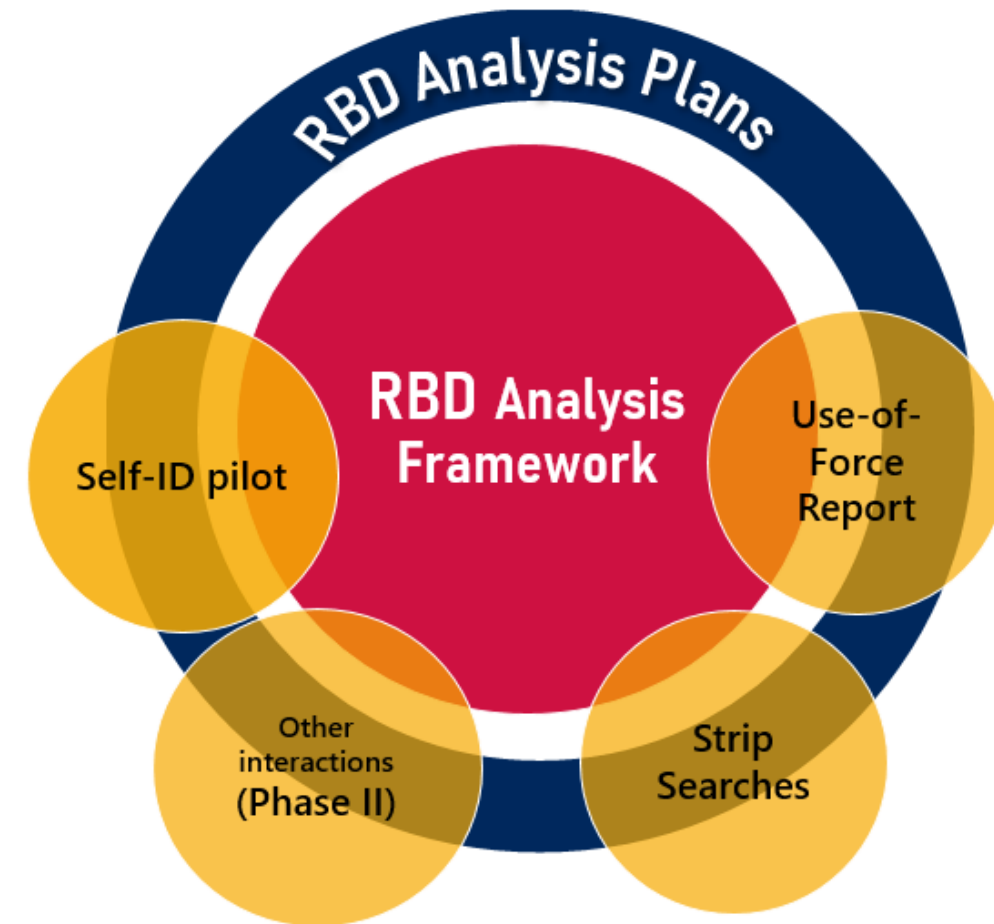


Image: RBD Analysis Framework

# Race-Based Data Collection & Analysis Framework



## Sound Methods

Methods used, including benchmarks, statistical models and techniques are based on best practices, and are explainable and transparent.

## Centre Race

The analysis centers race and racial disparities, and where possible, how race intersects with other social identities such as gender, age, and mental health status in order to assess systemic racial disparities in policing outcomes.

## Solution Oriented

Analyses are conducted in a manner that produces actionable insights and allows the Service to make evidence-based decisions to improve their policies, practices, and procedures.

## Reflect Engagement

Involve those with operational expertise, as well as youth, racialized and Indigenous peoples with lived experiences to help us understand the data and interpret results.

# Data Considerations

1. The level of analyses are incidents of reported use of force. If an incident involves people perceived as a different race from each other, it is categorized as “multiple race group”.
2. The small number of use of force incidents limits how finely we can cut the data.
3. Challenges with the provincial use of force report limits understanding of the dynamic contexts for uses of force. Connecting use of force with occurrence data expands our capability to explore deeper questions.
4. We were able to connect 889 (93.7%) Use of Force incidents to general occurrence data. Unconnected reports were due to data entry errors or locked occurrences (i.e. serious ongoing criminal investigations).
5. To understand the nature of incidents before and after officers arrive on the scene, we gathered dispatcher information (Calls for Service) as well as information recorded by officers. Calls for Service and primary offence/incident types are categorized in groups to identify meaningful trends.
6. The unit for spatial analysis is occurrence location that resulted in a use of force incident (for use of force analysis); and, arrest location (for strip search analysis).

This section explores Use of Force Reporting from Jan 1 to Dec 31, 2020.

It includes:

- Key Concepts
- A Background of Use of Force
- Use of Force Findings

# Use of Force



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# Policing Practices: Use of Force

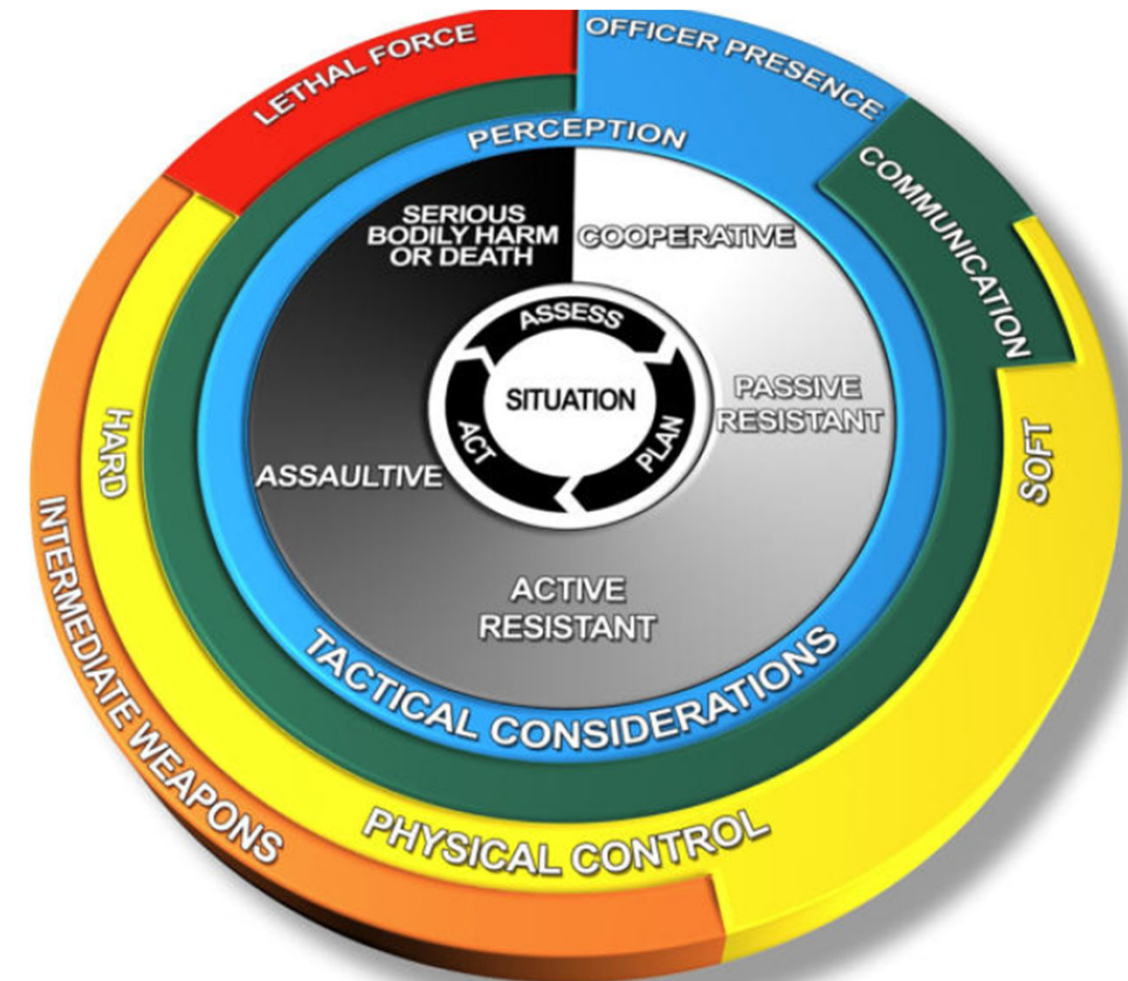


# Ontario Use of Force Model

The Toronto Police Service places the highest value on the protection of life and the safety of its members and the public, with a greater regard for human life than the protection of property.

Officers use the Ontario Use of Force model to **continuously assess the situation** and select the **most reasonable option** for those circumstances as perceived at that point in time.

Members of the Service have a responsibility to only use force which is reasonably necessary to bring an incident under control effectively and safely. **Service Procedure 15-01** governs the use of force by officers.



(Ontario Use of Force Model)

# Use of Force Reporting

Police Services are required to submit a **Use of Force Report** to the Ministry of the Solicitor General whenever an officer:

Team reports, animal dispatches & accidental firearm discharges in a police facility are not included in this analysis

## Medical Attention

Uses physical force that results in medical attention (ambulance or Hospital)

## Firearms & CEW

Draws, points, or discharges a firearm in public; or demonstrates force with a CEW (taser)

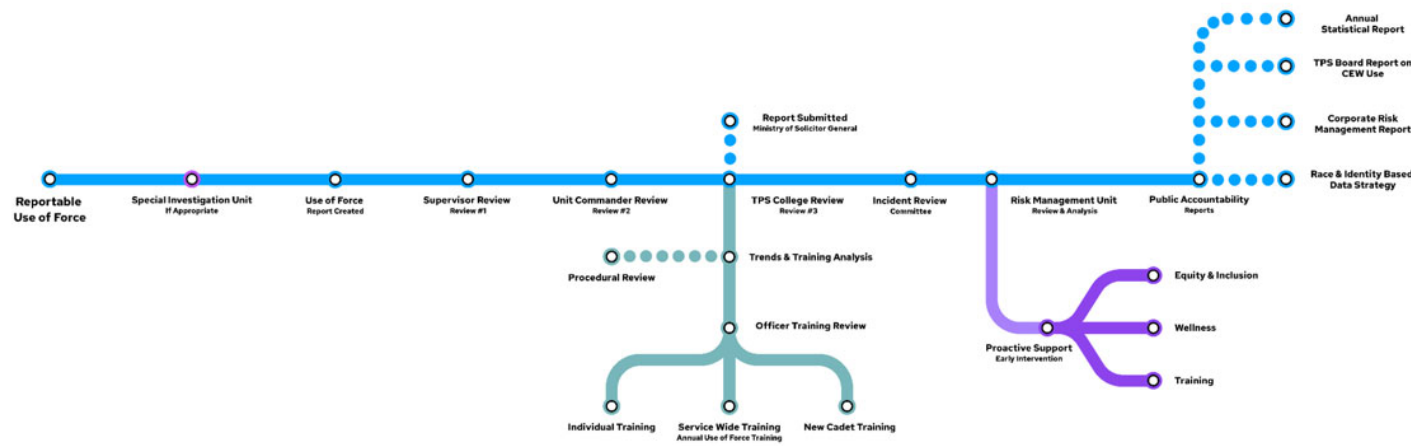
## Other Weapons

Uses a weapon other than a firearm or CEW, such as an impact weapon (baton), aerosol spray (pepper spray), or a police service dog or horse that comes into contact with a person

Required regardless of level of injuries



# Use of Force & Accountability



**Image: Use of Force & Accountability**  
*(see Appendix B for more detail)*

The Use of Force Report form undergoes several internal check points to ensure that data is recorded in accordance with legislation.

Following checks by divisional supervisors and Unit Commanders, the form is reviewed by the Training Analyst at the Toronto Police College who identifies trends within uses of force to augment mandatory annual officer training.

The data is then entered into the Service's Professional Standard Information System. Through this system, the Early Intervention program identifies performance patterns that require intervention before it results in misconduct or degrades a member's health and wellness.

# Use of Force & Weapons

In some situations, use of force may be necessary to protect members of the public and officers in incidents that may involve weapons, such as **responding to violent calls for service** or where **officers perceived weapons were present**.



Officers may be dispatched and respond to incidents as a result of a 911 call for service. Dispatchers must describe and record the nature of the type of call for service.

A **weapon** is any thing used, designed to be used, or intended for use in causing death or injury to any person, or for the purpose of threatening or intimidating any person.\*

Weapons include, but are not limited to, firearms, sharp objects, and blunt instruments.

\* <https://laws-lois.justice.gc.ca/eng/acts/c-46/page-1.html>

# Highest Type of Force Used

Reporting officers may use more than one type of force to de-escalate a dynamic incident.

For this analysis, types of force were categorized from lowest (**physical or other type of force**), intermediate (**less than lethal force**) and (**handgun drawn**) to highest (**firearms pointed or discharged**), across all officers involved in the same incident.

Types of force used can include one or more of:

- Aerosol Spray (OC/pepper spray)
- Impact Weapon (expandable baton)
- Police animal (dog, horse)
- Empty Hand Techniques (strike)
- Conducted Energy Weapon ("Taser")
- Less lethal shotgun (bean bag round)
- Handgun Drawn
- Firearm Pointed
- Firearm Discharged

\* Reporting officers may use more than one type of force in an incident and more than one officer may be involved in an incident. Types of force are categorized across all officers involved in the same incident.

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# Measurement: Use of Force



# Key Concepts

<b>Perceived Race</b>	An officer's perception of a person's race at the time of decision to use force. If the officer did not see the person, they must describe the circumstances in a text box to explain why (i.e., the person was covered, got away, etc.)
<b>Disproportionality</b>	The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the benchmark population
<b>Benchmark</b>	A point of reference against which outcomes can be compared, assessed, or measured
<b>Resident Population</b>	The population of Toronto, broken down by race group, based on 2020 projections by <i>Environics Analytics</i>
<b>Enforcement Action</b>	For the purposes of the analyses, incident reports of arrests resulting in charges (including released at scene) or released without charges; <i>Provincial Offences Act</i> Part III tickets; summons; cautions; diversions; apprehensions, and those with role type "subject" or "suspect"
<b>Multiple Race Group</b>	A derived variable where a use of force incident involved more than one person and people were perceived as different races from each other.
<b>Use of Force Rate</b>	The percentage of enforcement action incidents that are associated with a reportable use of force
<b>Highest Type of Force</b>	The highest level of force used across all officers in an incident
<b>Call for Service Type</b>	An emergency or non-emergency call for police service that results in an enforcement action. The type describes the nature of the call based on initial information provided to the Communications Operator – for the purposes of this analysis we have grouped them into categories
<b>Primary Offence</b>	The description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

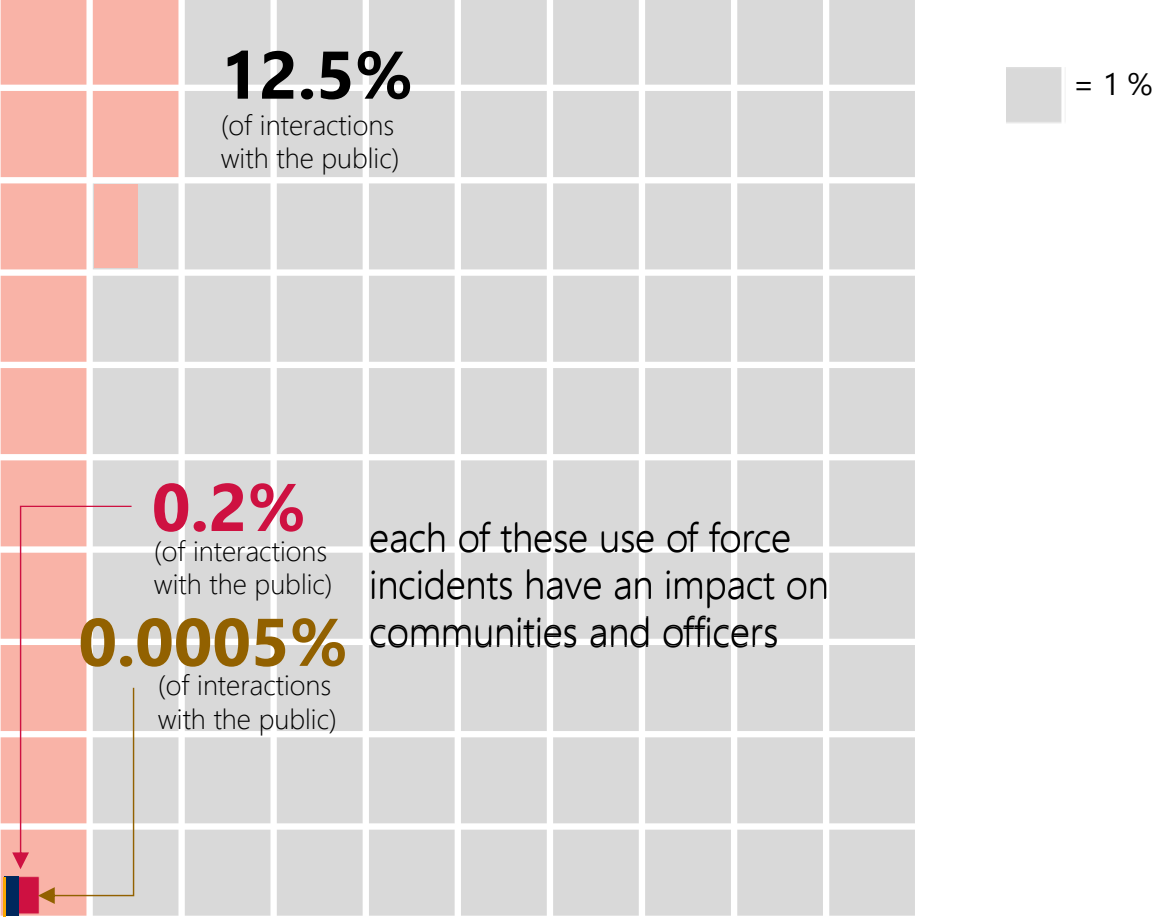
# Use of Force Reports: By the Numbers

In 2020, there were **692,837** interactions with the public in response to 911 calls, traffic and pedestrian stops, and other policing activities

**leading to**  
**86,520** enforcement actions\*  
*and*

**949** reportable use of force incidents involving 1,224 members of the public (a use of force report may involve more than one officer & more than one member of the public)

**of which**  
in **371** incidents firearms were pointed  
in **4** incidents firearms were discharged  
and in 2 incidents injuries were fatal



\* **enforcement action** includes incident reports of arrests resulting in charges (including released at scene) or released without charges; Provincial Offences Act Part III tickets; summons; cautions; diversions; apprehensions, and those with role type "subject" or "suspect"

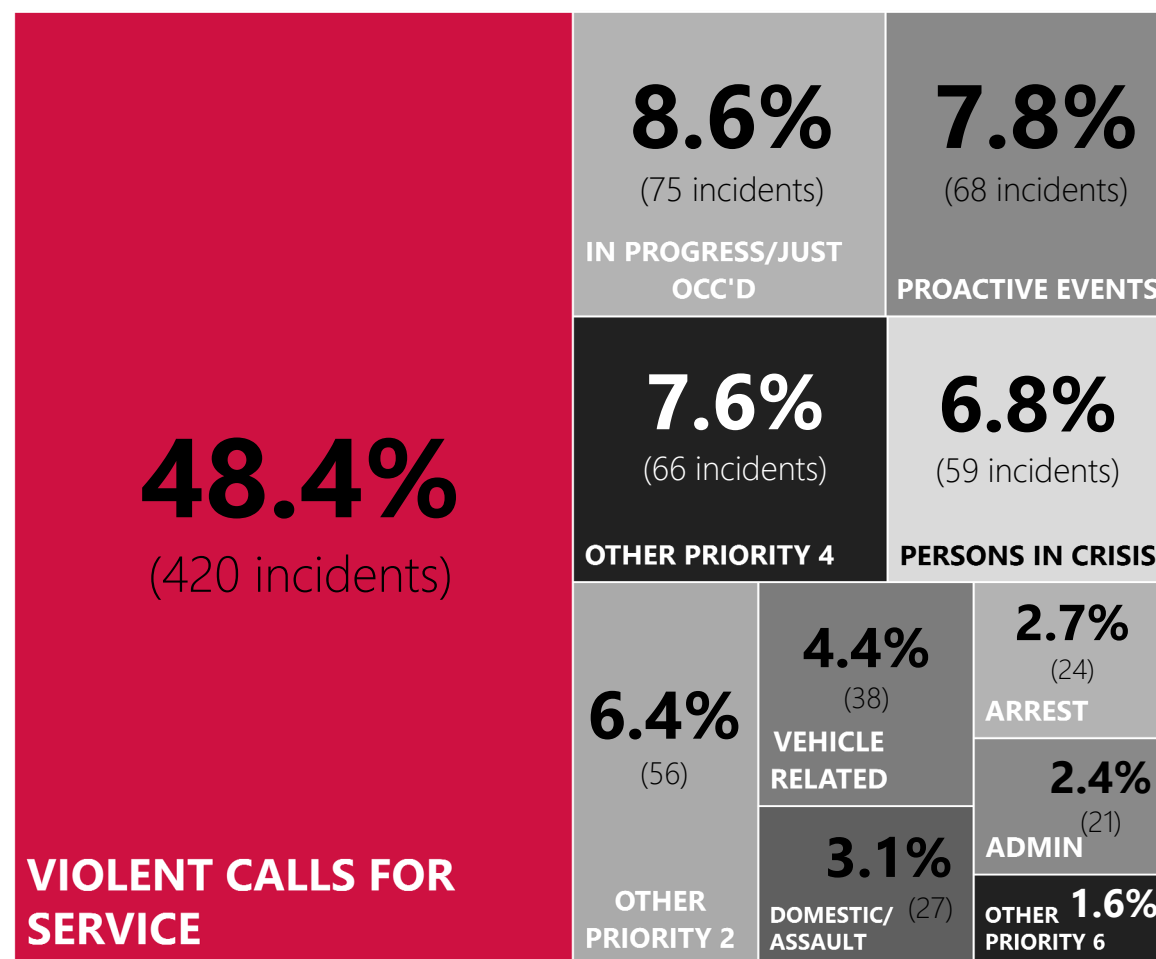
# Use of Force Reports: Association to Proactive Events and Calls for Service

Of the 949 reportable use of force incidents, we were able to collect calls for service information for 868 (91.5%) of them.

**Violent Calls for Service** made up the largest group of reported Use of Force incidents.

Calls for Service consist of calls from the public in response to 911 and non-emergency requests for police service that resulted in an enforcement action:

- Proactive Events consist of vehicle and subject stops, premise checks, compliance checks, etc.
- Violent Calls for Service include: assault in progress, assault just occurred, assist P.C., homicide, person with a gun, person with a knife, robbery, sexual assault, child sexual assault, shooting, sound of gunshots, stabbing, unknown trouble, wounding, assault, and fight
- See Appendix for Definitions of Calls for Service Groupings.



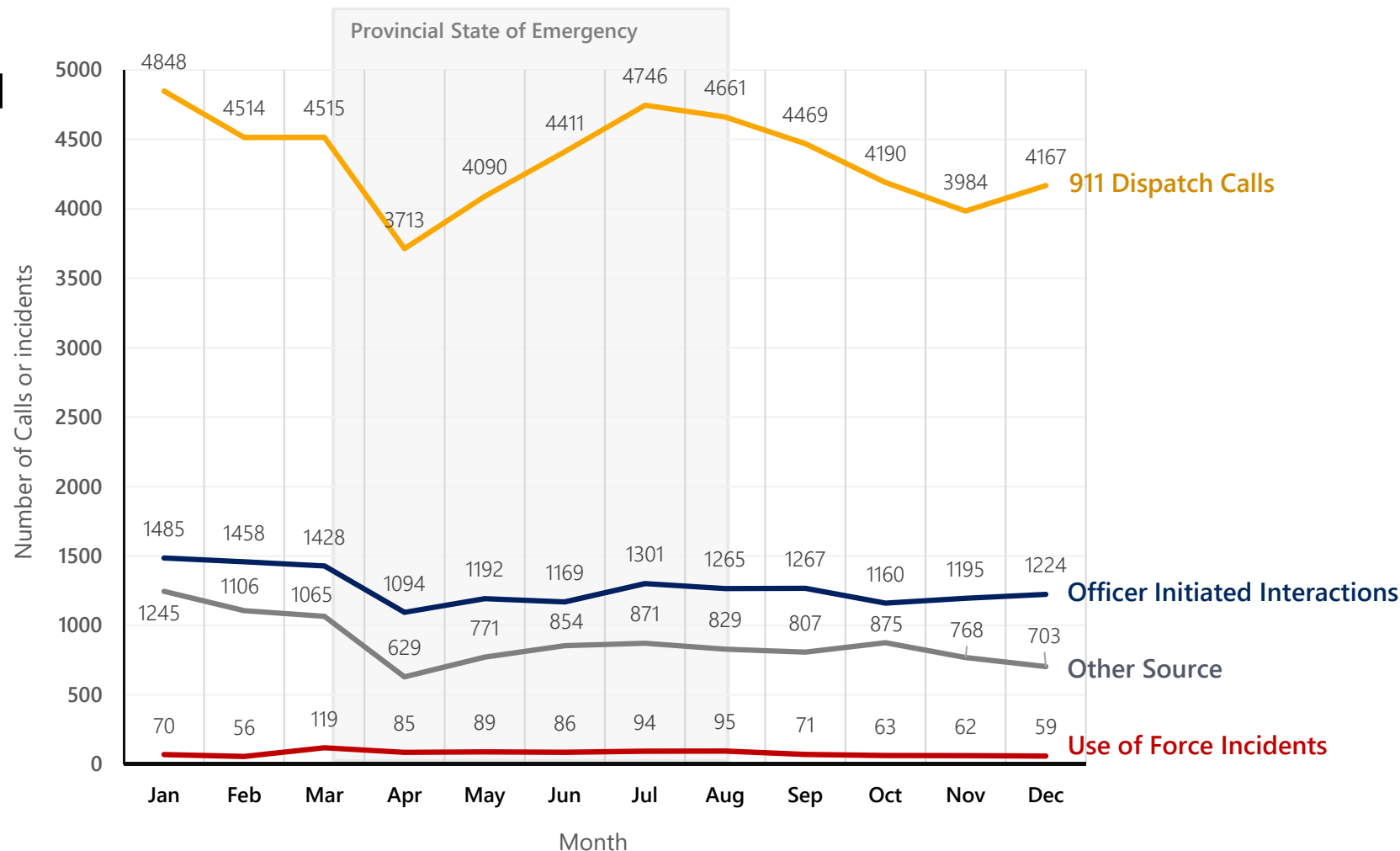
# Use of Force Reports: Relationship to Enforcement Actions

To look at relationships between use of force incidents and enforcement actions by dispatched calls and officer initiated interactions.

**Enforcement Actions** are made up of:

- **60.5%** Dispatched calls for service (i.e., **911 & non-emergency calls**)
- **18%** proactive policing (officer initiated i.e., vehicle and subject stops, compliance checks, etc.)

**1.1%** of enforcement actions are associated with a **reported use of force incident**



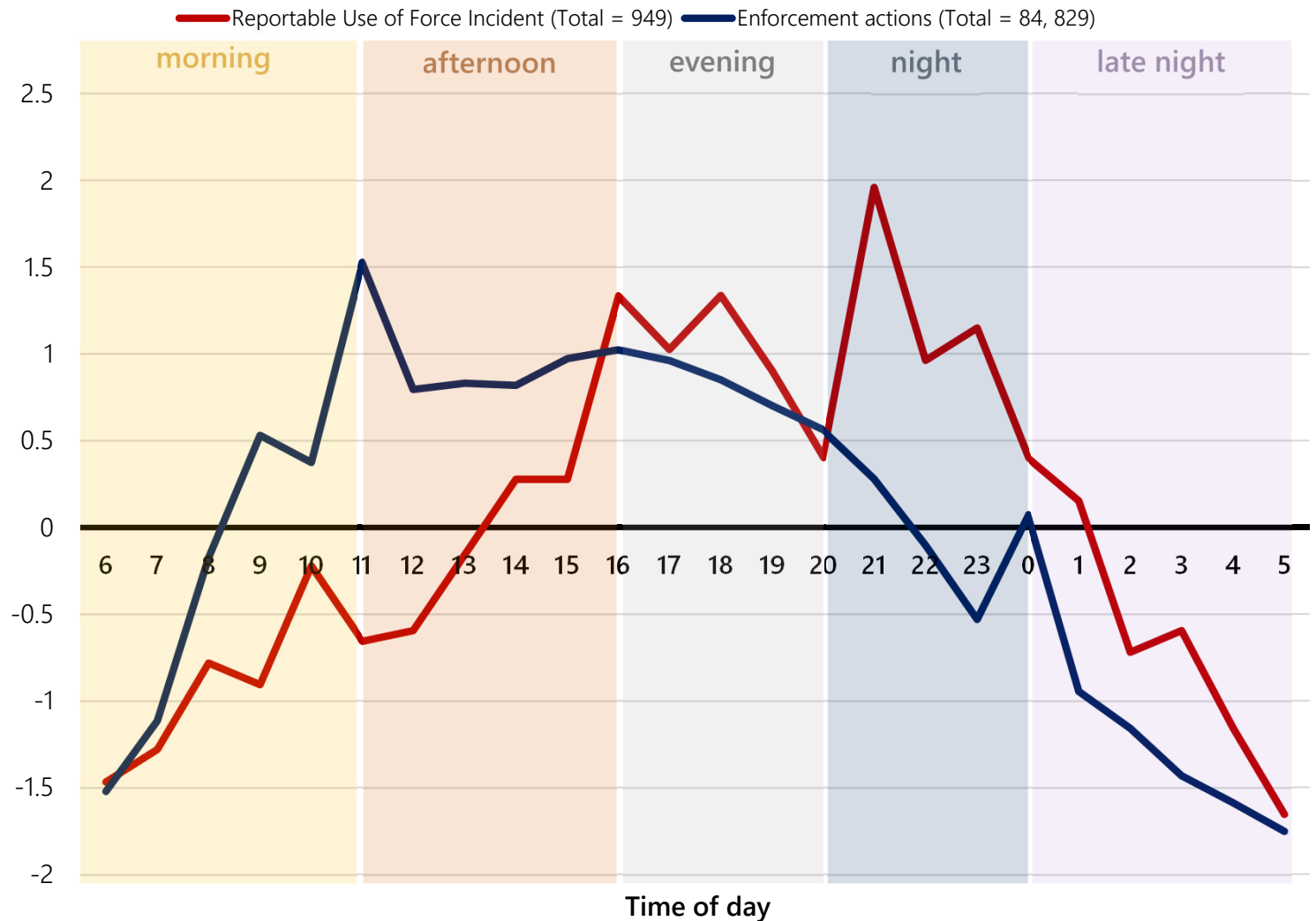
# Use of Force Reports: Relationship to Time of Day

To look at relationships between enforcement actions and reported use of force incidents at different times of the day.

Enforcement actions and use of force incidents varied by time of day and peaked at different times.

Use of Force incidents tend to be higher than average between 5PM and 2AM, peaking around 9PM.

Reportable use of force incidents were more likely to occur in the evening and night, compared to enforcement actions



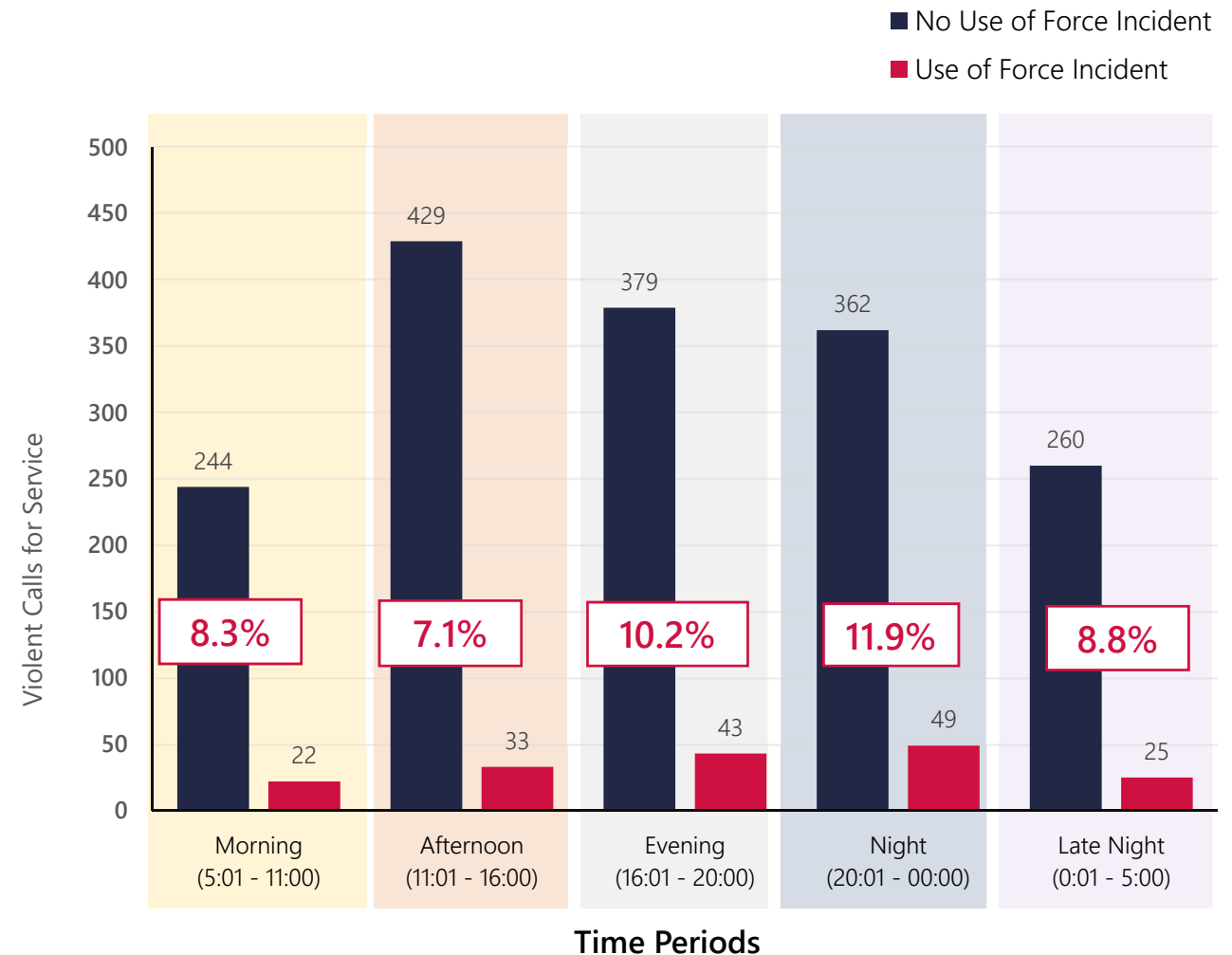
# Use of Force Reports: Relationship to Violent Calls for Service

To look at relationships between the time of day of violent calls for service involving weapons and reported use of force incidents.

Enforcement actions related to **Violent calls for service involving weapons** were more likely to occur between afternoon and late night.

**Use of force** was **more likely** for violent calls for service involving weapons that occurred in the evening (10.2%) and night-time (11.9%).

Enforcement actions related to violent calls for service involving weapons includes: Person with a gun, person with a knife, shooting, sound of shotgun, stabbing, and wounding.



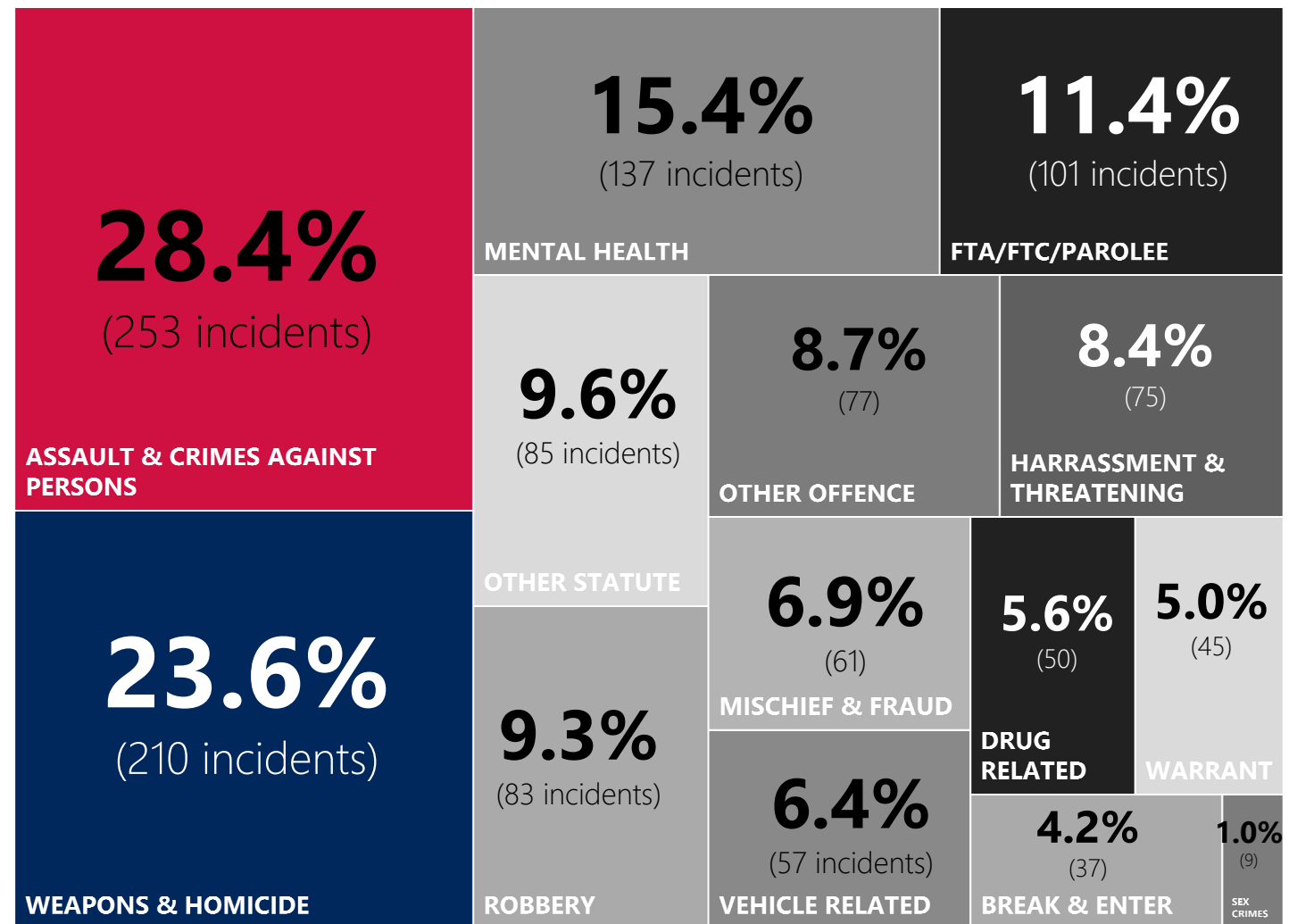
# Use of Force Reports: Association to General Occurrence Reports

Of the 949 reportable uses of force incidents, we were able to get general occurrence information for 889 (93.6%) of them.\*

Occurrences for **Assaults & Crimes against Persons** and **Weapons & Homicide** made up the largest groupings of Use of Force incidents

Primary Offence is the description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

- See Appendix for the occurrences within each primary offence group
- Linkages were based on the general occurrence



\* Each incident may involve more than one type of Primary Offence.

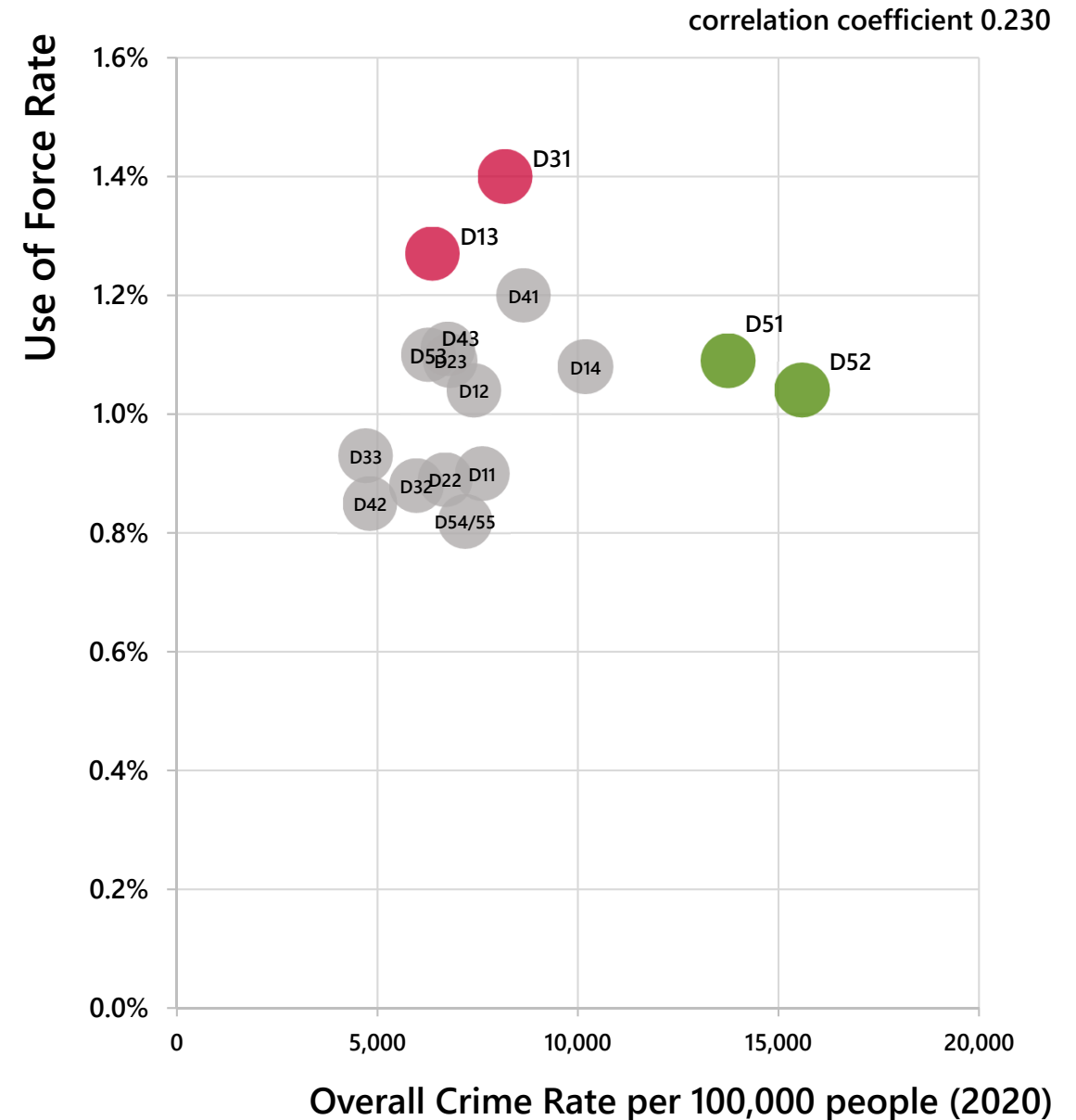
# Use of Force: Relationship to Overall Crime Rate

The crime rate in a division may impact police use of force within that division.

Use of force incidents and crime rate usually increase or decrease together at the same time.

Some exceptions are the downtown Divisions **D51** and **D52**, that had **lower** use of force rates compared to other divisions with lower crime rates (i.e. D13, D31, D41).

**D31** and **D13** showed higher use of force rates compared to other divisions with similar or higher crime rates (i.e. D41, D14, D51, D52).



Use of Force Rate is the percentage of enforcement action incidents that are associated with a use of force incident

# Use of Force: Benchmarks

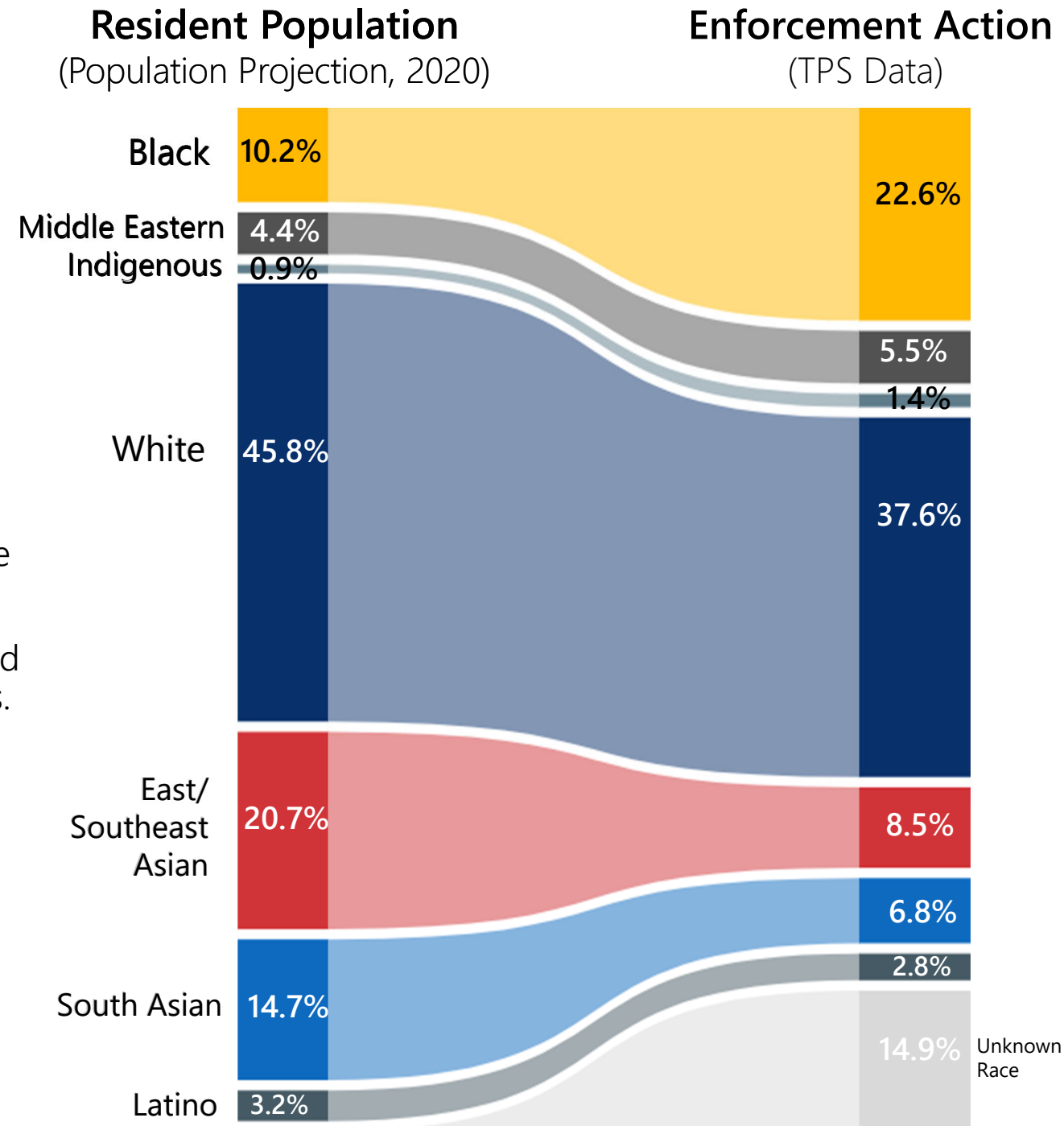
**We looked at the resident population of Toronto compared to the number of people involved in enforcement actions. This helps us see if a group is over or under-represented in police contacts, prior to any potential use of force.**

**Rationale:** In order to be subjected to a use of force, a person must first encounter police; therefore, Enforcement Action is the benchmark used for the analysis of Use of Force reporting.

The graph on the right shows the resident population compared to the presence of each race group in TPS Enforcement Actions.

Black People were **2.2x** **Over-represented in enforcement actions compared to their presence in Toronto**  
 Indigenous People were **1.6x**  
 Middle Eastern People were **1.3x**

\*While a person may experience **more than one** enforcement action per year, for comparison to resident population, we counted unique individuals, as population counts one person, one time.



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# Outcomes: Use of Force



# Outcomes: Use of Force

1. There were differences by race in use of force incidents showing distinct patterns for different race groups. Black, East/Southeast Asian, Middle Eastern and Latino people were over-represented in reported use of force incidents *compared to their presence in the enforcement action population*.
2. Officers may use multiple use of force options in an attempt to deescalate an incident. There were differences by race in highest types of force used by officers in an incident.
3. Differences by race remained in incidents after taking into account weapons, calls for service *that result in an enforcement action*, and frequency of recent involvement in *enforcement actions*.
4. There were differences across locations in use of force incident rates after taking into account crime rates and resident population.

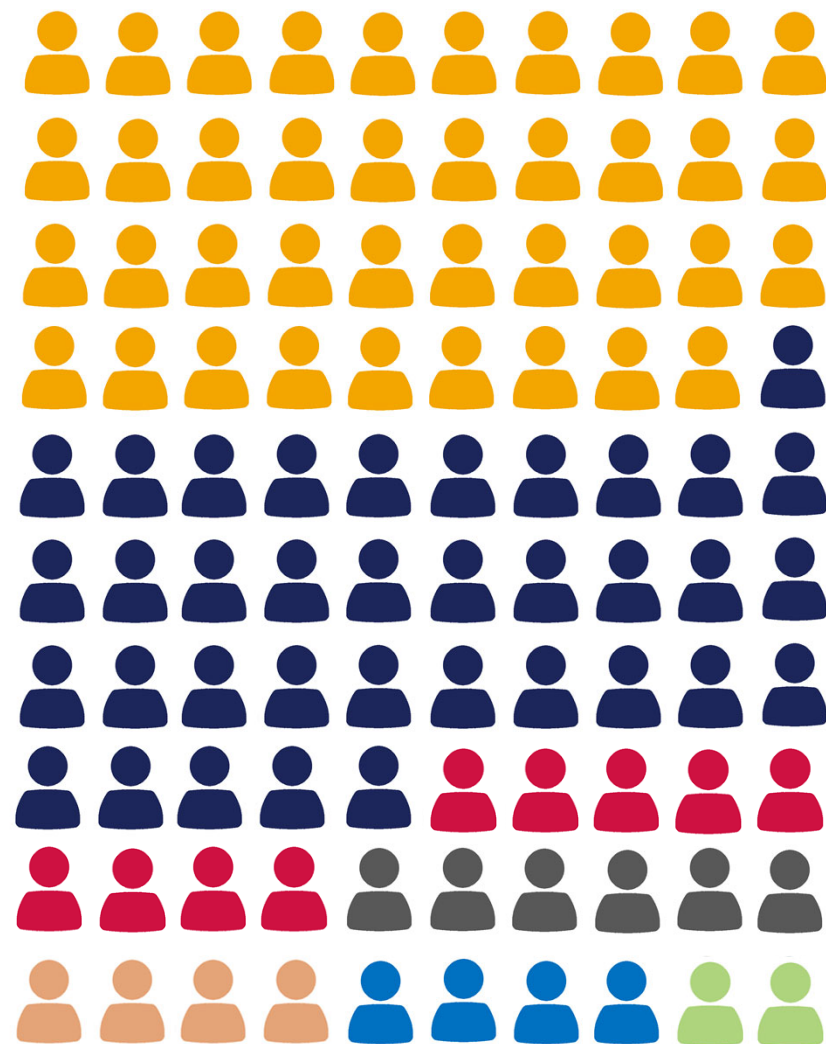
# Finding #1a: There were differences in Use of Force by race

We looked at the number of people involved in reported use of force incidents by race.

In 2020, there were **1,224** members of the public involved in use of force incidents.

(a use of force report may involve more than one member of the public)

- 482** (39%) people were perceived as Black
- 442** (36%) people were perceived as White
- 104** (9%) people were perceived as East/Southeast Asian
- 72** (6%) people were perceived as Middle Eastern
- 49** (4%) people were perceived as Latino
- 49** (4%) people were perceived as South Asian
- 26** (2%) people were perceived as Indigenous



= 1 %\*

\*percentage rounded to the nearest whole number

# Finding #1b: There were differences in Use of Force by race

**We looked at the number of people involved in use of force incidents compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force**

The graph on the right shows the presence of each race group in Enforcement Action incidents compared to reported Use of Force incidents.

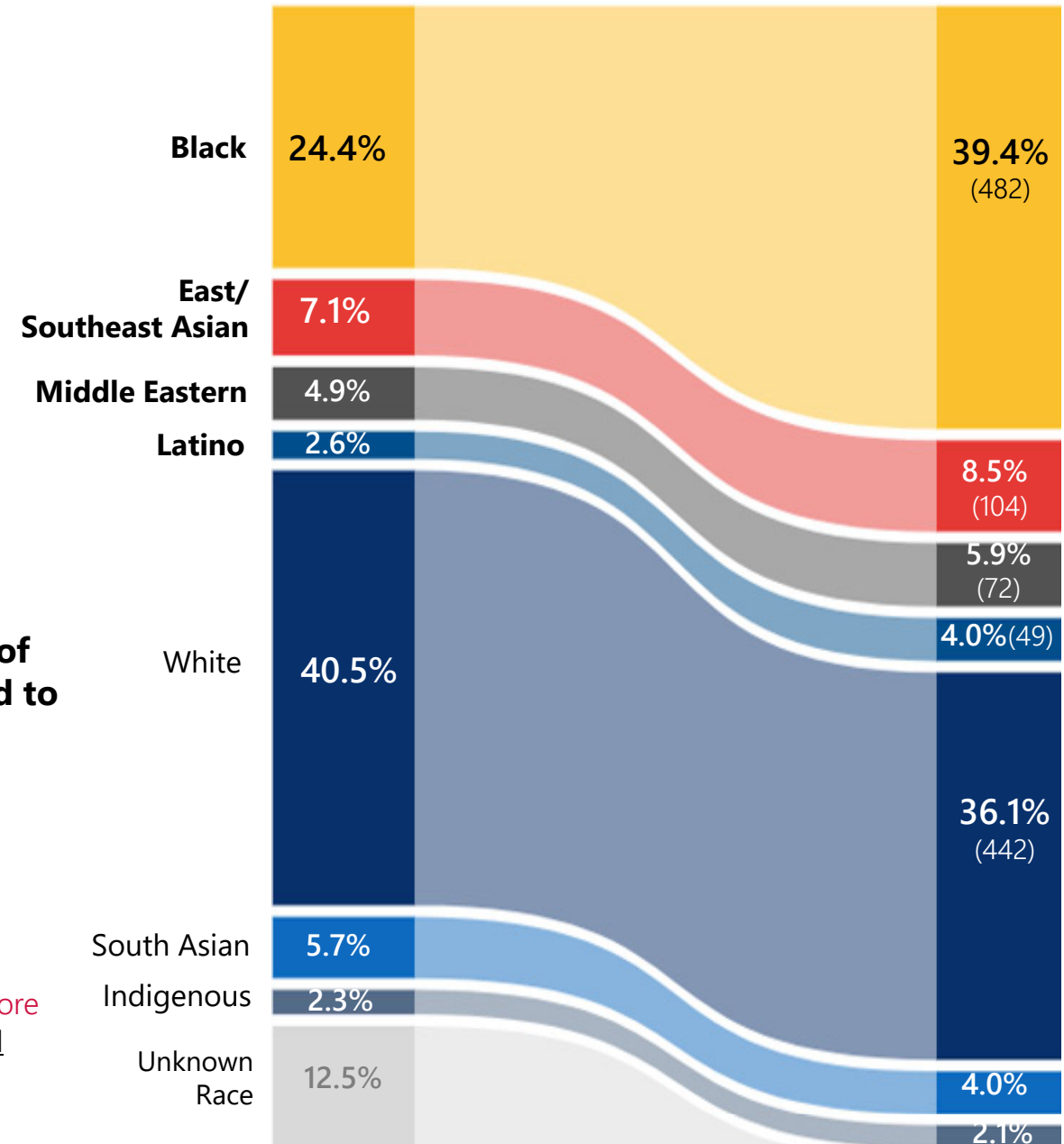
Black People were **1.6x**  
 East/Southeast Asian People were **1.2x**  
 Middle Eastern People were **1.2x**  
 Latino People were **1.5x**

**over-represented in Use of Force incidents compared to their presence in enforcement action population**

\*A person may experience **more than** one enforcement action per year and may experience **more than** one reportable use of force. For comparison of enforcement action to use of force, we did not remove duplicate enforcement actions (as was done for the comparison to resident population). The Use of Force Report form does not allow us to know how many use of force incidents a specific member of the public was involved in, as it is anonymized.

Enforcement Action Population (TPS Data)

Use of Force (TPS Data)



# Finding #1b: There were differences in Use of Force by race

A multiple benchmark approach lets us see the different outcomes in the police pathway for each race group. Identifying these patterns helps us to know where there may be opportunities for improvement to reduce use of force outcomes.

Each race group showed distinct data patterns. For example:

**Indigenous People** were over-represented in enforcement action **1.5x** their presence in Toronto, but were under-represented in use of force incidents **0.9x** (26 incidents) once they had an enforcement action. This data pattern may be characterized as **high contact, low conflict**.

**Black People** and **Middle Eastern People** were over-represented in enforcement action relative to their presence in Toronto, and over-represented in use of force incidents once they had an enforcement action. This data pattern may be characterized as **high contact, high conflict**.

**East/Southeast Asian** and **Latino** people were under-represented in police enforcement actions but over-represented in use of force once they had an enforcement action/police contact. This data pattern, **low contact, high conflict**, would have otherwise been missed if using a singular benchmark.

Each race group showed a distinct pattern when comparing their representation in enforcement action to their representation in reportable use of force incidents.

	Representation in Enforcement Action Population	Representation in Use of Force Incidents
Black People	over	over
Middle Eastern People	over	over
Indigenous People	over	under
Latino People	under	over
East/Southeast Asian People	under	over
South Asian People	under	under
White People	under	under

# Finding #1c: There were differences in Use of Force by race and Time of Day

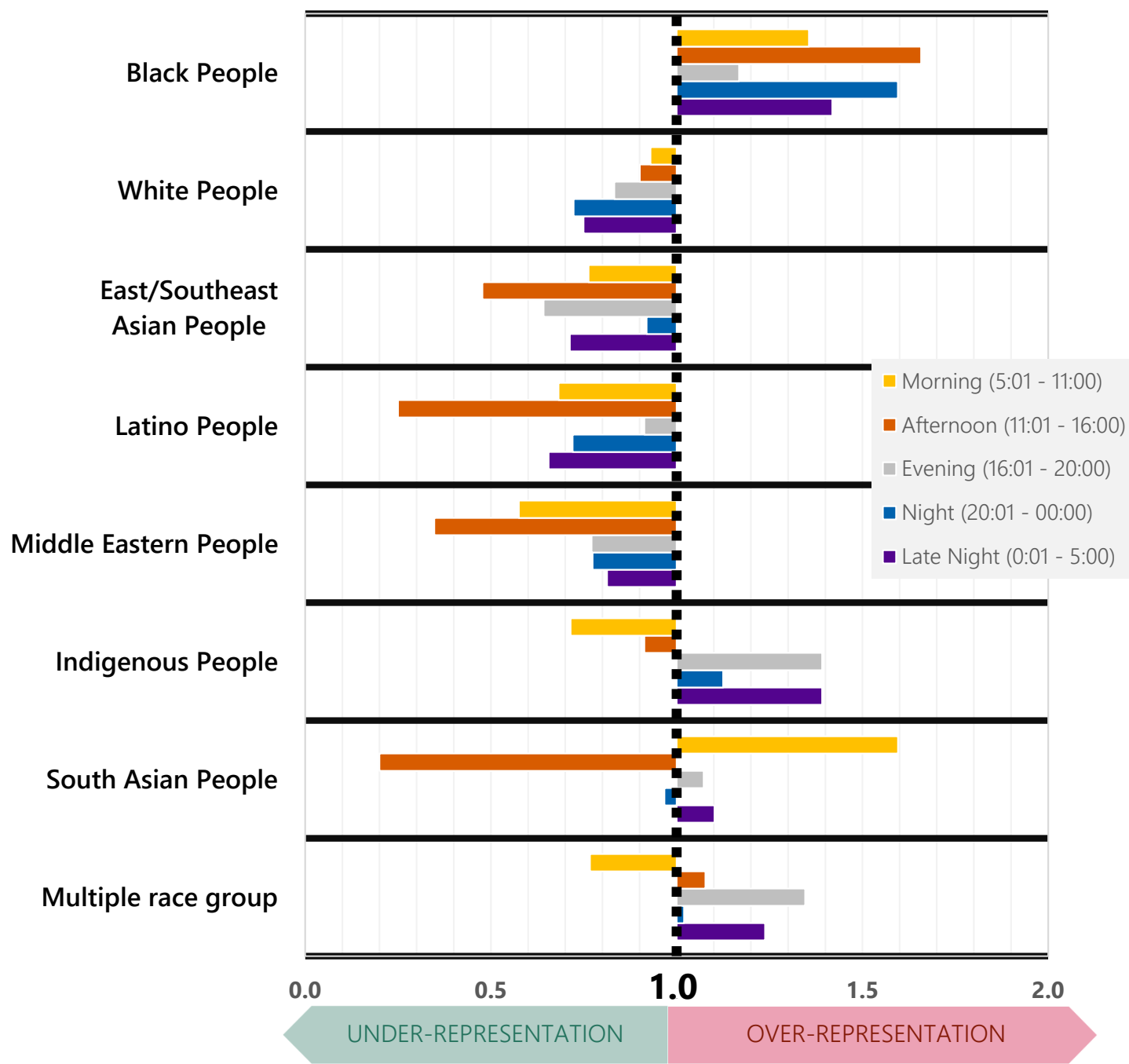
We looked at the relationship between time of day and uses of force by race to see if there is disproportionality by race groups at different times of day.

The chart on the right shows use of force incidents by race group relative to their presence in enforcement action. Values greater than 1.0 show over-representation; values less than 1.0 show under-representation.

Occurrences involving **White, East/South East Asian, Latino, and Middle Eastern** people were **under-represented** in reportable use of force incidents regardless of the time of day.

Occurrences involving **Black people** were **over-represented** in reportable use of force incidents regardless of time of day.

Occurrences involving Black People were over-represented in reportable use of force incidents regardless of time of day



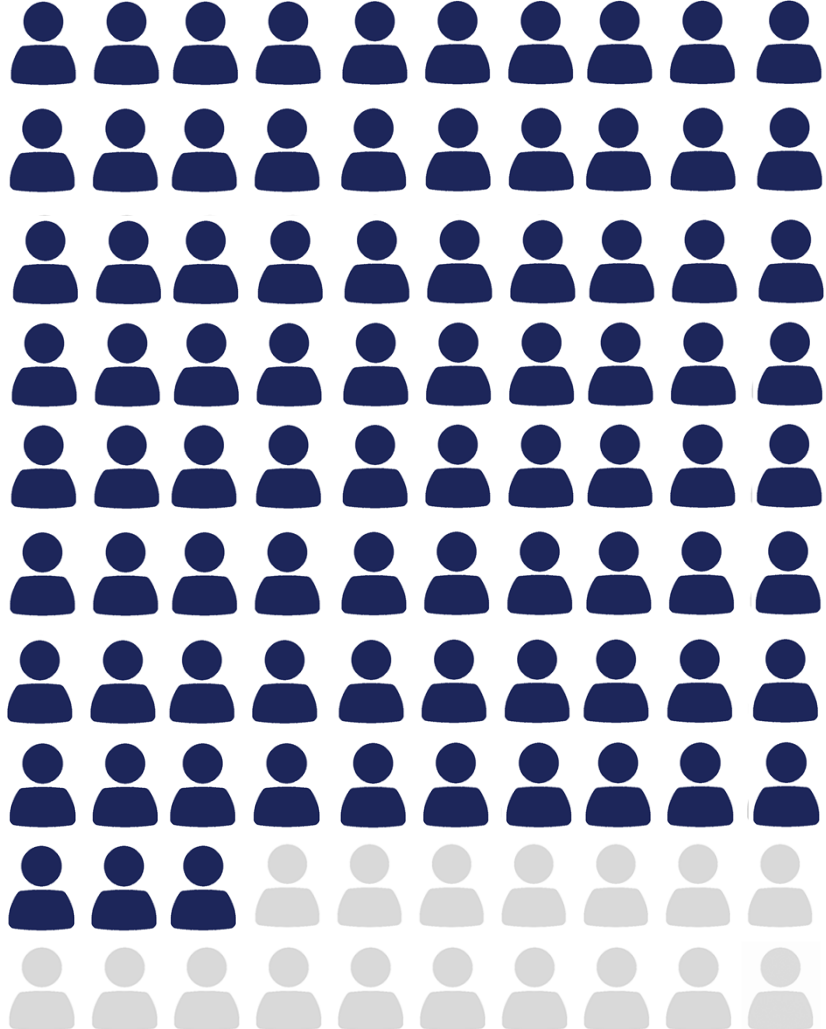
Finding #1d:


# There were differences in Use of Force by race and *gender*

We looked at the number of people involved in use of force incidents by race and gender compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force.

The majority (82.5%) of incidents associated to use of force incidents involved men. 5% of use of force incidents involved women and 12.5% of incidents involved men and women.

Reported Use of Force incidents that involved men were **more likely** to also involve **Black, Middle Eastern, South Asian, or multiple race groups** than those that involved only women.



 = 1 % of incidents

- Incidents involving Black Men were **1.4x**
- Incidents involving Middle Eastern Men were **1.6x**
- Incidents Involving South Asian Men were **1.3x**
- Incidents Involving Men in multiple race groups were **1.9x**

**over-represented** in Use of Force incidents compared to women from the same group

# Finding #1e:

## There were differences in Use of Force by race and age

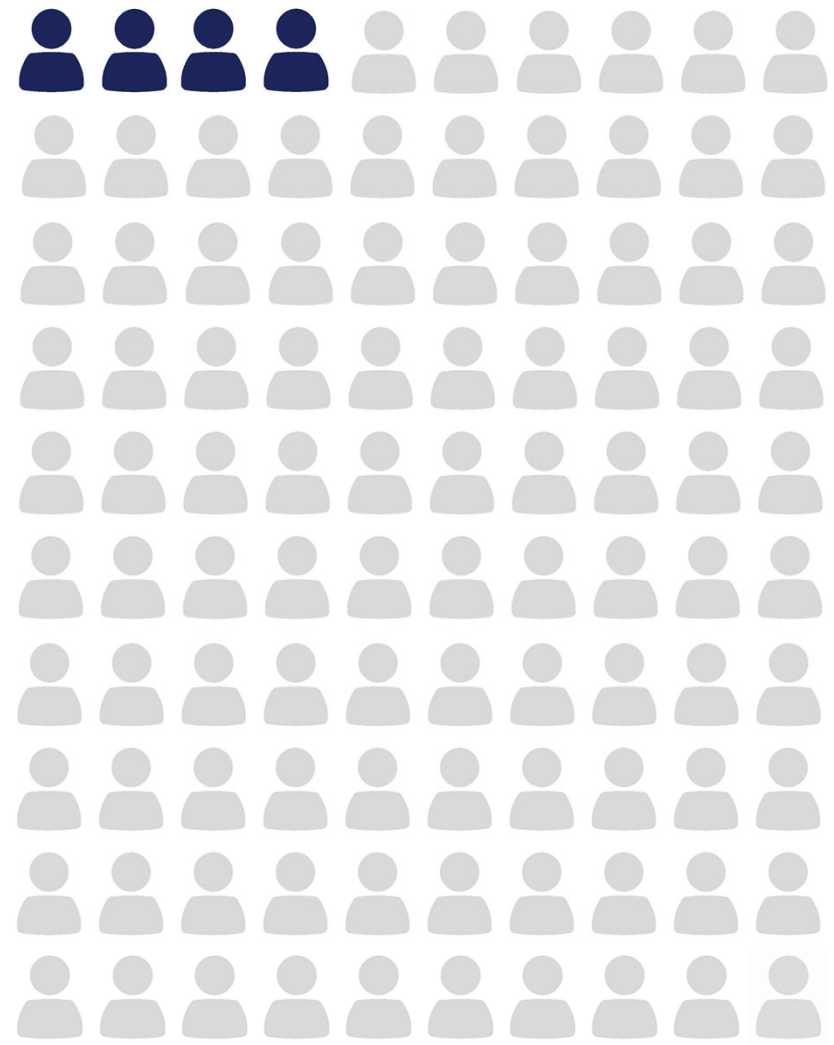
We looked at the number of people involved in use of force incidents by race and age compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or under-represented in uses of force for youth.

32 use of force incidents (3.6%) involved youth\*. Overall, youth are less likely to have a use of force compared to their presence in enforcement actions (5.7%). The majority (96.4%) of use of force incidents did not involve youth.

Incidents involving youth who were Black, South Asian, Middle Eastern and multiple race groups were over-represented in use of force incidents, relative to their presence in enforcement actions.

Youth who were White, East/Southeast Asian, Indigenous, and Latino were less likely to have a use of force incident relative to their presence in enforcement actions.

Incidents involving Black youth were	<b>1.5x</b>	<b>over-represented in Use of Force incidents compared to their presence in enforcement action</b>
Incidents involving South Asian youth were	<b>1.2x</b>	
Incidents involving multiple race group youth were	<b>1.1x</b>	



= 1 %

\*In accordance with the YCJA, youth are persons under age 17

Finding #2:

# There were differences in *highest type of force used by race*

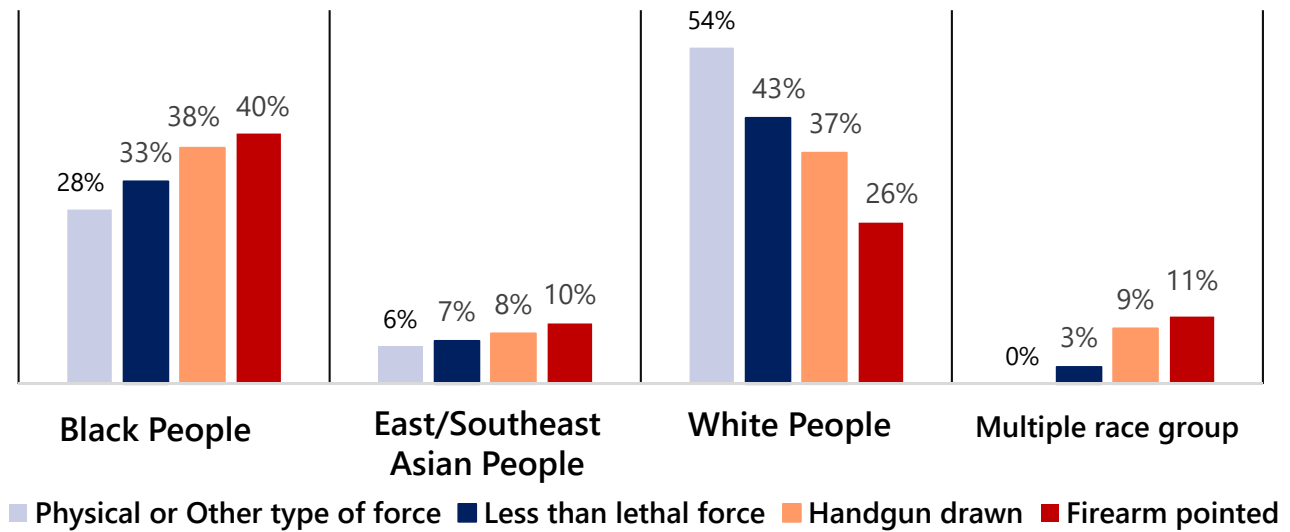
Officers may use multiple levels of force in an attempt to deescalate a situation. We looked at the highest level of force used across all officers in an incident to see if different race groups experience different levels of force.

**Black, South Asian and East/Southeast Asian** people were **more likely** to experience higher uses of force compared to White people across all use of force incidents.

Compared to **White people**, incidents with firearms pointed as the highest level of force were:

- 1.5x more likely to involve Black people
- 1.6x more likely to involve East/Southeast Asian people
- 2x more likely to involve South Asian people

Proportions of Black, East/Southeast Asian people and multiple race group increased in incidents with higher types of force used, compared to White people



Use of Force Incidents by Highest Type of Force and Race

	Black People	East or Southeast Asian People	Indigenous People	Latino People	Middle Eastern People	South Asian People	White People	Multiple race group	Total
Physical or Other force	14	4	3	2	0	1	27	0	51
Less than lethal force	131	28	17	13	22	9	172	11	403
Handgun drawn	47	10	0	3	3	4	46	11	124
Firearm pointed	149	36	3	9	19	19	96	40	371
Total	341	78	23	27	44	33	341	62	949

Finding #3a:

# Differences by race remained after taking into account perceived weapons

We looked at the relationship between the perception of weapons by Race and Use of Force decisions. The analysis was done for Black and White people only due to the small numbers of incidents.

Black People were:

**1.5x** more likely than White People to have weapons were perceived

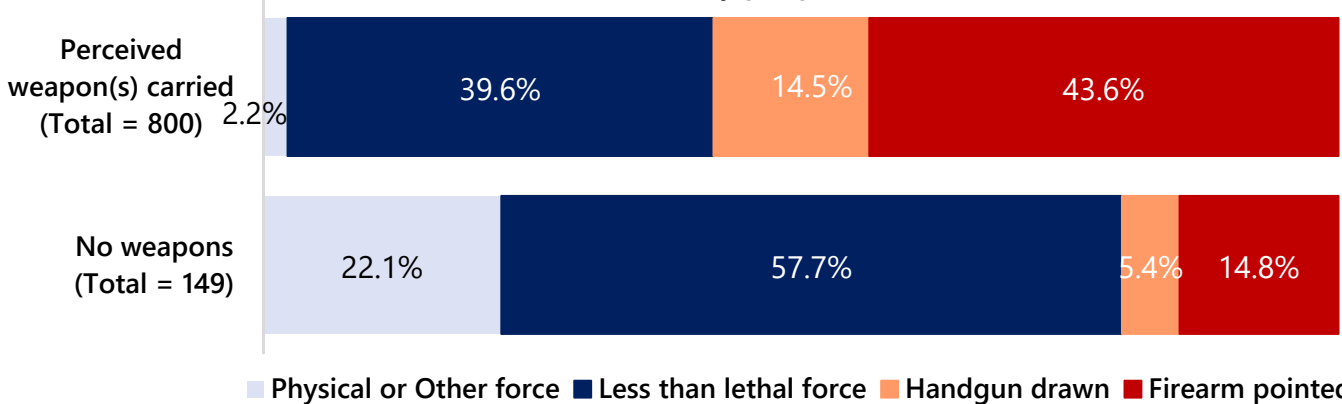
**2.3x** more likely than White People to have firearms pointed where: no weapons were perceived

White People were:

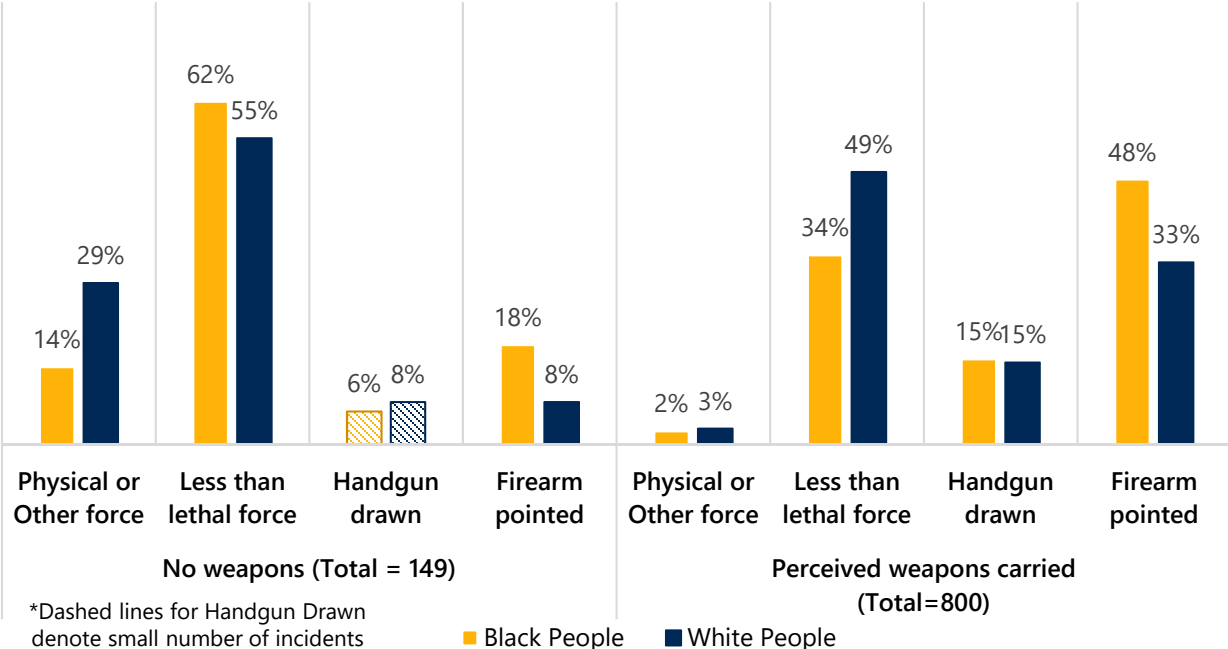
**1.4x** more likely than Black People to have less than lethal force where weapons were perceived

**2.7x** more likely than Black People to have physical or other force used where no weapons were perceived

Highest types of force used in incidents where officers perceived weapon(s) carried by people (Total = 949)



Proportion of firearms pointed is higher in incidents involving Black people compared to White people, regardless of weapons perceived



Finding #3b:

# Differences by race remained after taking into account *types of Calls for Service*\*

Types of Calls for Service may influence use of force, and this could have different effects on different race groups.

## Violent Calls for Service (469 use of force incidents)

involving:

- Black people were **more likely** to have a use of force by 1.2x
- Indigenous people were **more likely** to have a use of force by 1.4x

## Person in Crisis Calls for Service (59 use of force incidents)

involving:

- Black people were **more likely** to have a use of force by 1.9x
- Indigenous people were **more likely** to have a use of force by 1.4x

Disproportionality in Use of Force by Call for Service or Interaction Type Group

	Violent CFS	In Progress/ Just Occurred CFS	Other Priority 2 CFS	Proactive Events	Person in Crisis CFS	Other Priority 4 CFS
Black People	1.2	0.8	1.5	1.5	1.9	1.3
East/Southeast Asian People	0.6	1.6	0.8	0.5	1.0	0.6
Indigenous People	1.4	1.1	N/A	N/A	1.4	0.6
Latino People	1.0	N/A	1.7	N/A	N/A	N/A
Middle Eastern People	0.6	0.4	N/A	0.5	0.9	1.3
South Asian People	1.0	1.3	1.4	1.1	0.8	0.7
White People	0.8	1.1	0.9	0.3	0.8	0.9
Multiple race group	1.2	1.1	1.0	2.2	1.2	1.2

- Values over 1 indicate an over-representation in use of force for the calls for service
- N/A indicates the race group does not have any use of force incidents for that call for service/interaction type

\* **Call for Service Type:** an emergency or non-emergency call for police service that results in an **enforcement action**. The type indicates a brief description of the type of call based on initial information provided to the Communications Operator – for the purposes of this analysis we have grouped them into categories.

## Finding #3c:

# Differences by race remained after taking into account *Primary Offence*

We looked at the relationship between primary offence and Use of Force incidents for each race group to see if the primary offence impacts disproportionality

In incidents related to Weapons & Homicide offences, there were small or no racial disproportionalities in use of force.

Black people were **more likely** to have a use of force in incidents in occurrences involving assault & crimes against persons, mental health-related, mischief & fraud, and robbery & thefts.

Across most categories, those involving **White people** and **Middle Eastern people** were **less likely** to have a use of force.

\*Other Crimes Against Persons include: Criminal Negligence Bodily Harm or Death, Failure to Provide Necessaries of Life, Forcible Confinement, Kidnapping, and Administering Noxious Thing

Disproportionality in Use of Force by Primary Offence Groups

	Assault & Other Crimes Against Persons	Weapons & Homicides	Mental Health Related Incident	Robbery	Drug-Related	Failure to Appear/ Comply, Parolee & Warrant	Mischief & Fraud	Other Offence
Black people	1.4	1.0	1.3	2.0	1.0	1.2	1.8	1.1
White people	0.8	0.9	0.9	0.7	0.7	0.8	1.1	0.7
East/Southeast Asian people	0.6	0.9	0.5	1.0	0.4	1.3	0.3	1.9
Middle Eastern people	0.6	0.8	0.7	N/A	N/A	0.9	0.8	N/A
Latino people	1.2	0.7	1.0	N/A	N/A	0.3	N/A	0.6
South Asian people	1.2	1.0	1.3	0.6	2.3	1.7	1.2	1.0
Indigenous people	1.9	1.1	1.2	0.9	N/A	0.8	2.2	1.3
Multiple race group	1.0	1.2	1.5	0.9	1.8	1.3	0.3	1.5

- Values over 1 indicate an over-representation in use of force for the primary offence type
- N/A indicates there were no use of force incidents for that race group and primary offence

# Finding #3d: Differences by race remained after taking into account *frequency* *of enforcement action*

We looked at the frequency of involvement in enforcement actions and the relationship to Use of Force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action and uses of force.

	Among those with one recent enforcement action:	Five or more recent enforcement actions:
Those involving <b>Black people</b> were <b>more likely</b> to have a use of force by:	<b>1.6x</b>	<b>1.5x</b>
Those involving <b>Indigenous People</b> were <b>less likely</b> to have a use of force by:	<b>0.7x</b>	<b>0.6x</b>
Those involving <b>White People</b> were <b>less likely</b> to have a use of force by:	<b>0.9x</b>	<b>0.8x</b>

Use of force was more likely for those with more recent interactions with police



### Finding #3e:

# Differences by race remained after taking into account involvement with weapons or homicide primary offences

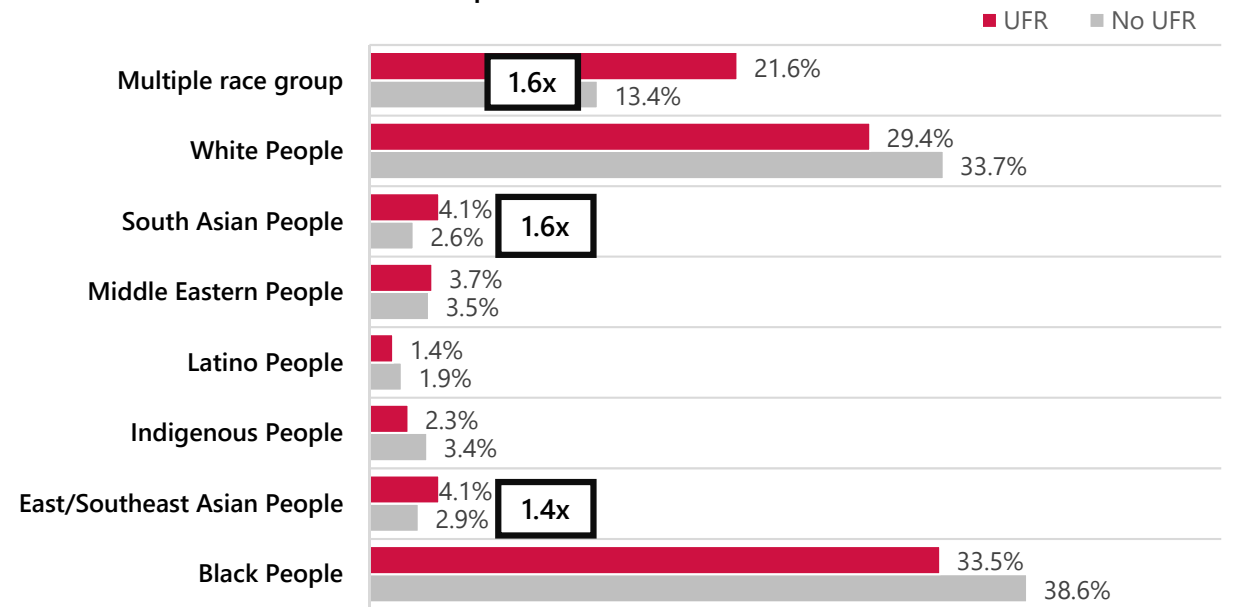
We looked at the frequency of involvement with weapons or homicide-related offences to see if there's a relationship to disproportionalities in use of force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action involving weapons or homicide primary offence and uses of force.

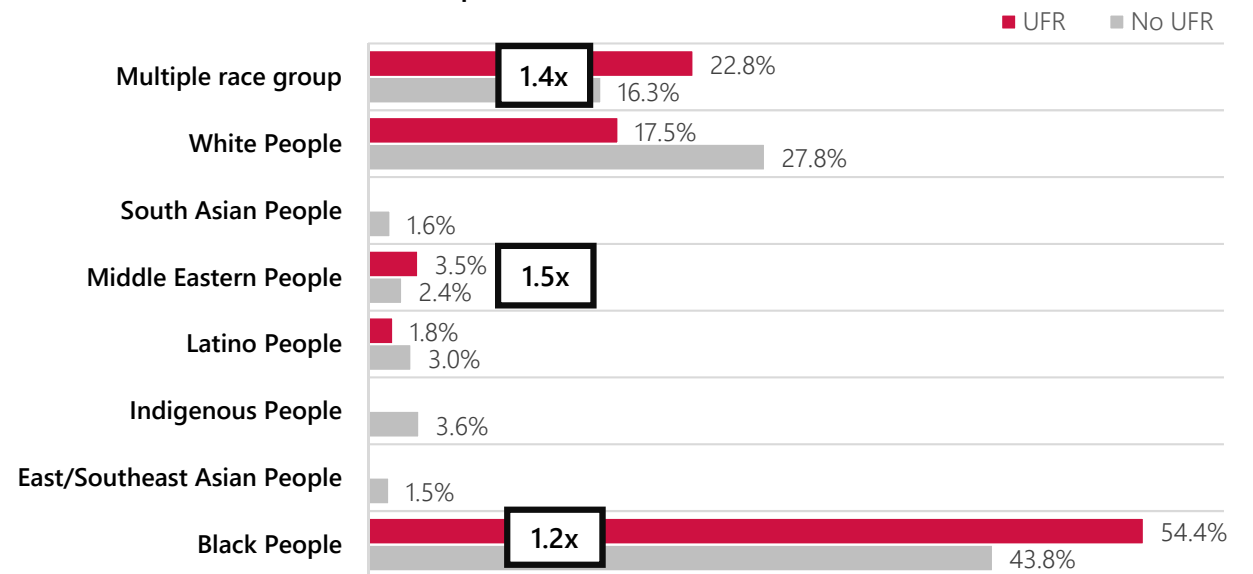
Regardless of the frequency of involvement in recent enforcement actions involving weapons offence, **Multiple Race Groups** were **more likely** to have a use of force incident.

For those with more frequent enforcement actions involving weapons, **Middle Eastern** and **Black people** were **more likely** to have a use of force incident.

Among people with **one recent** weapons offence (Total = 4, 676), Incidents involving East/Southeast Asian, South Asian people and Multiple Race groups were over-represented in uses of force incidents



Among those with **two or more recent** weapons offences (Total = 1, 146), incidents involving Middle Eastern, Black People and Multiple Race groups are over-represented in uses of force incidents



# Finding #3f: Differences by race remained after taking into account involvement with assault & crimes against person\* primary offences

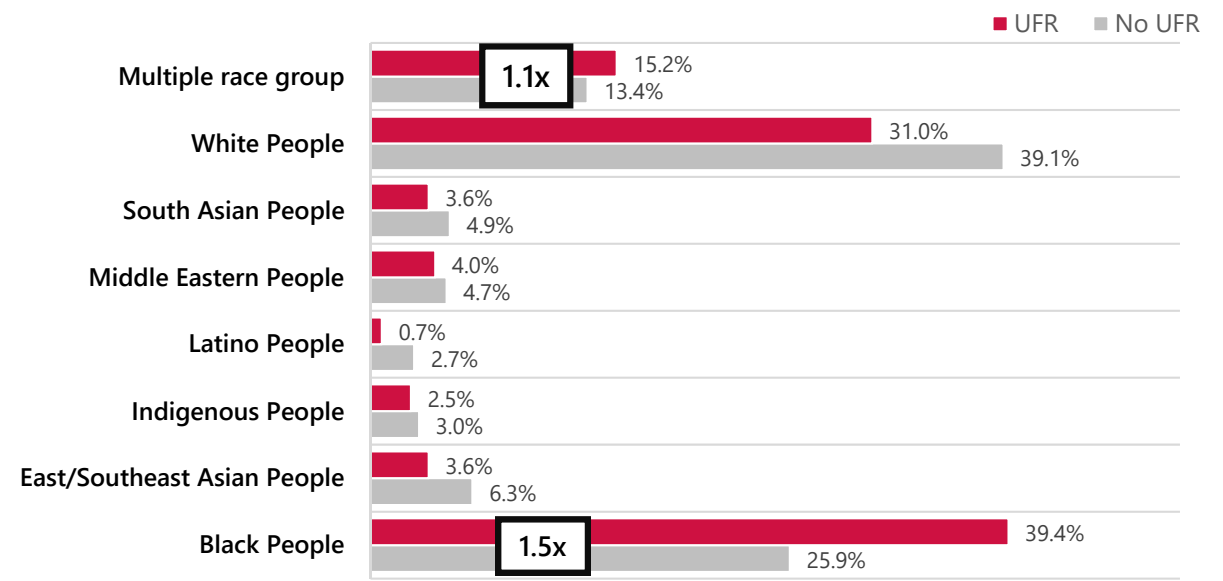
We looked at the frequency of involvement with assault & crimes against person offences to see if there's a relationship to disproportionalities in use of force incidents.

Recent enforcement actions include enforcement actions within 2020. The graphs to the right show the relationship between recent enforcement action involving assault & crimes against person primary offence and uses of force.

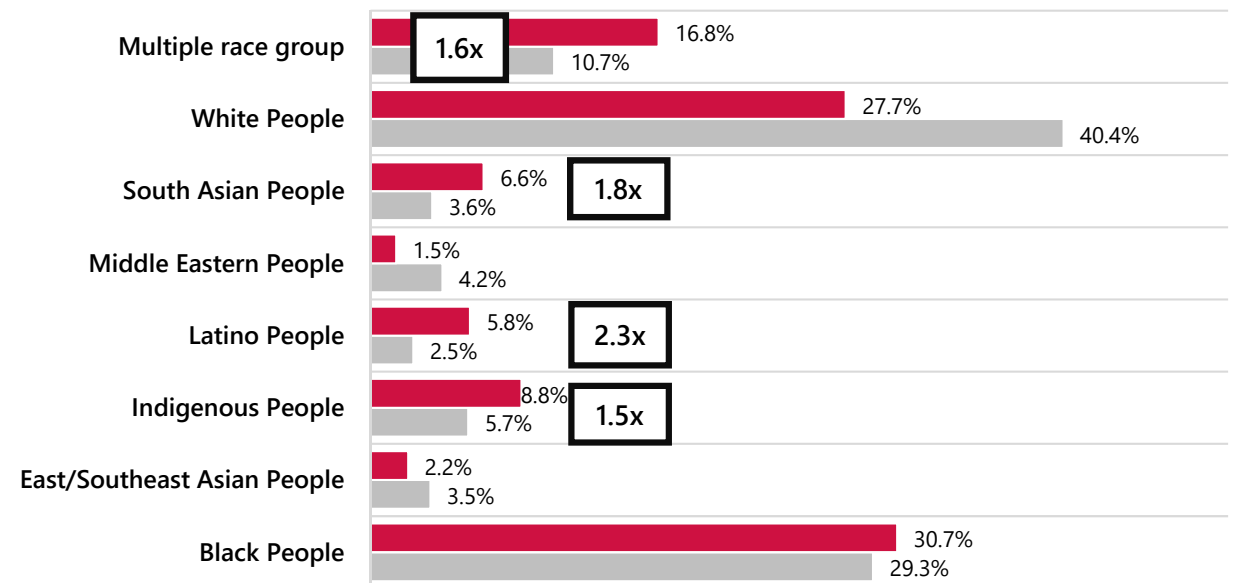
Among those with recent assault and crimes against persons offences, those involving **White people** were **less likely** to have a use of force while those involving **Black people** were **more likely** to have a use of force.

\*Crimes Against Persons include: Criminal Negligence Bodily Harm or Death, Failure to Provide Necessaries of Life, Forcible Confinement, Kidnapping, and Administering Noxious Thing

Among those with **one recent** assault offence (Total = 17, 020), incidents involving Black People and Multiple race groups are over-represented in use of force incidents



Among those with **two or more** recent assault offences (Total = 7, 559), incidents involving South Asian, Latino, Indigenous, and Black People are over-represented in use of force incidents



# Finding #4a: There were differences by race across locations

We looked at the use of force rate by location of occurrences to see how it is spread out across the city.

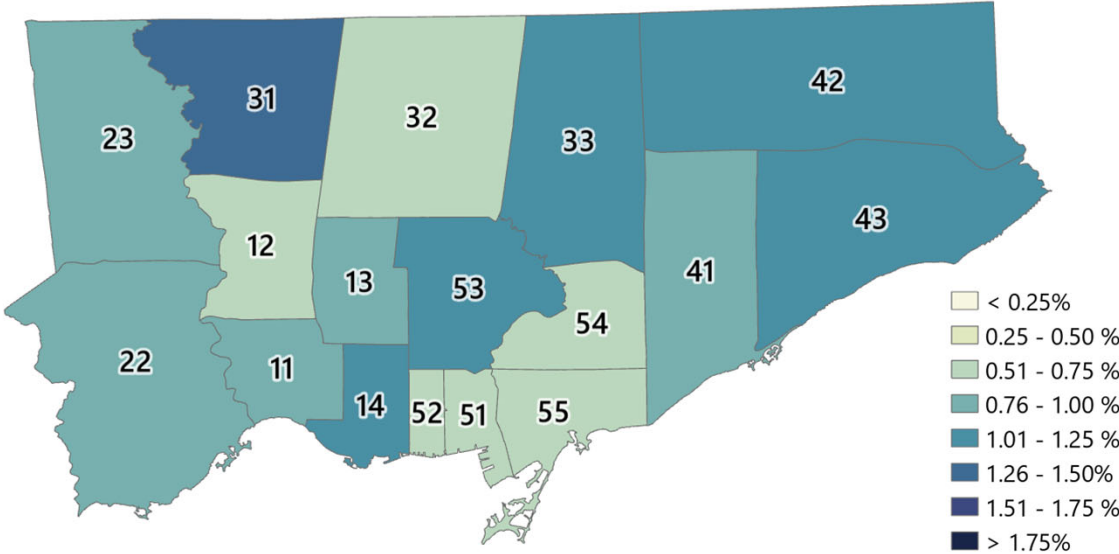
The maps on the right show the use of force rate compared to enforcement action by location. The location is based on the division where the occurrence happened, and may not necessarily reflect the use of force location.

**We focus on findings for Black and White people for 2020 given the small number of use of force incidents across 17 Divisions.**

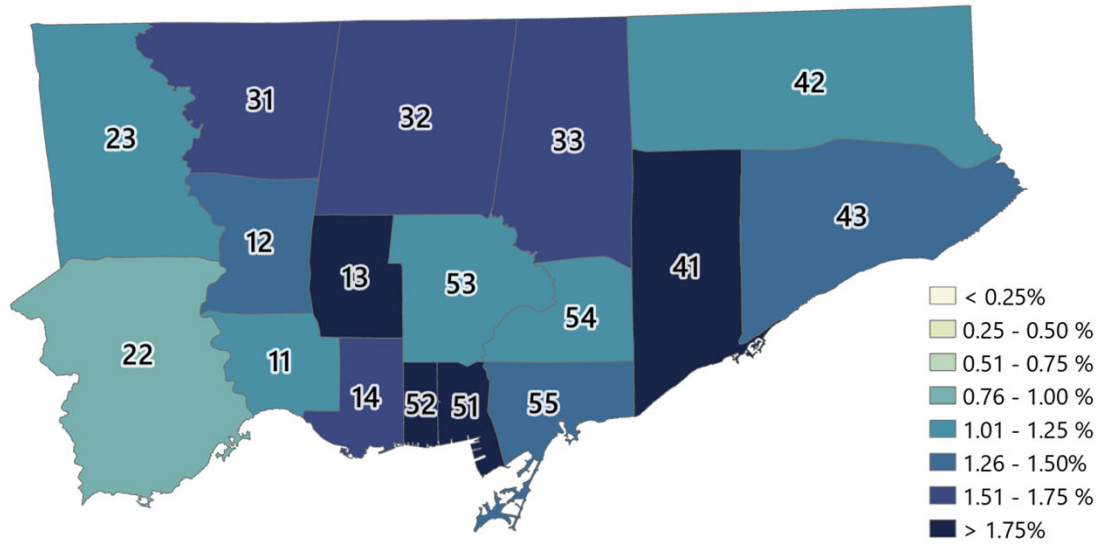
Overall, incidents involving **White people** had lower uses of force rates, while those involving **Black people** had higher use of force rates, with variations across locations.

\*Use of Force Rate is the percentage of enforcement action incidents that are associated with a use of force incident

Use of Force Rate for incidents involving **White people**:



Use of Force Rate for incidents involving **Black people**:



# Finding #4b:

# These differences were *not explained* by the demographic make-up of the local resident population

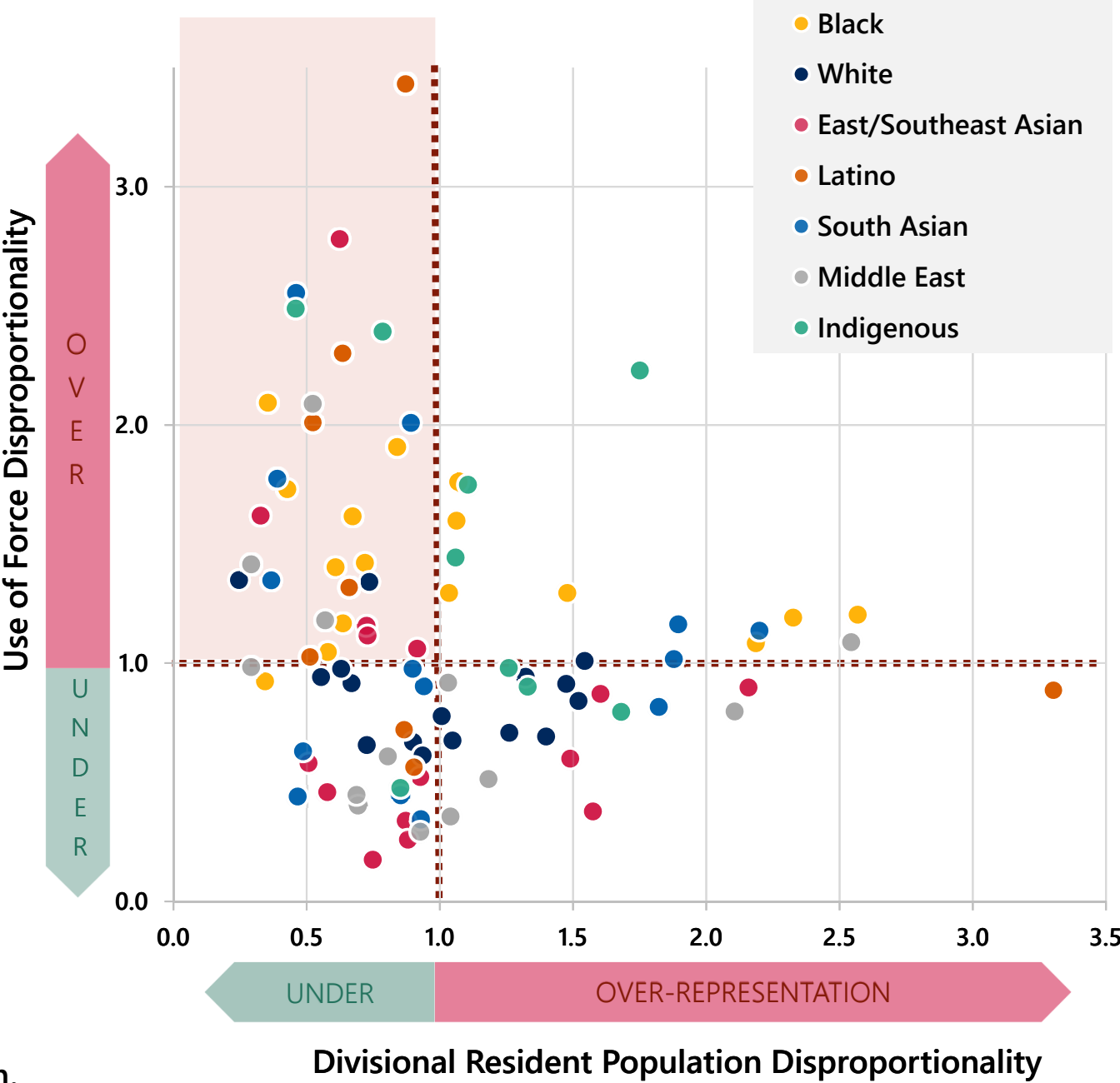
Each TPS Division differs in their resident population. We looked at use of force incidents by location to take area-level information into account, including the racial make-up of the local resident population.

The graph on the right shows the relationship between the disproportionality in Resident Population (relative to the City of Toronto) and Use of Force (relative to Enforcement Action) for each race group.

Each dot depicts a race group by location (Division). As there are 17 Divisions, there are 17 dots per race group indicated on the chart. Race groups are denoted by the colours identified in the legend.

The red shaded box notes **over-representation** in use of force but **under-representation** of that group in the local resident population.

Divisions with the highest over-representations in use of force incidents involving Black, South Asian, Latino, East/Southeast Asian people, had lower proportions of that group in the local population



This section explores Strip Searches from Jan 1 to Dec 31, 2020.

It includes:

- Key Concepts
- A Background of Strip Searches
- Strip Search Findings

# Strip Searches



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# Policing Practices: Strip Searches



# Search of Persons

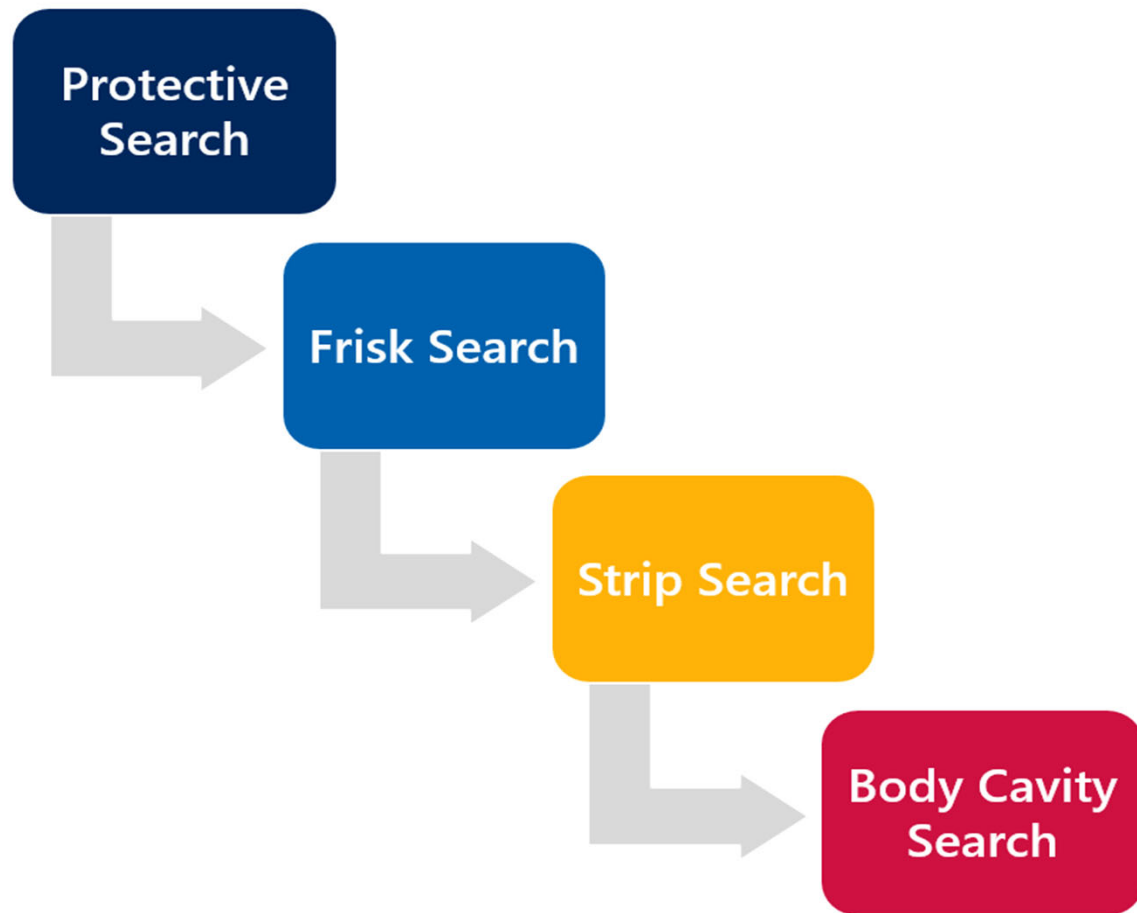
The authority to search a person is of paramount importance to the safety of prisoners, members, and all other persons employed within the criminal justice system.

Searches of the person shall not be conducted in an abusive fashion or be conducted to intimidate, ridicule or induce admissions. Regardless of what type of search is undertaken, the dignity and the privacy of a person must always be given consideration.

It is critical that officers make a proper evaluation of the potential risks, ensure that the appropriate type of search is conducted, and they are diligent while searching persons in custody.

Toronto Police Service **Procedure 01-02 Search of Persons** governs and outlines possible risk factors for the search of persons; however, the decision as to what type of search is appropriate must be assessed on a case-by-case basis.

# Strip Searches: Considerations



Officers contemplating a strip search of a person shall consider all the circumstances, including:

- details of the current arrest
- history of the person
- any items already located on the person during a protective or frisk search
- the demeanour or mental state of the individual
- the risks to the individual, the police, or others, associated with not performing a strip search
- the potential that the person will come into contact with other detainees, creating an opportunity for the person to hand off contraband, weapons, etc. to another prisoner

Heightened safety concerns that are common to all persons held for a Show Cause (or bail) hearing should be considered.

# Search of Persons & Accountability

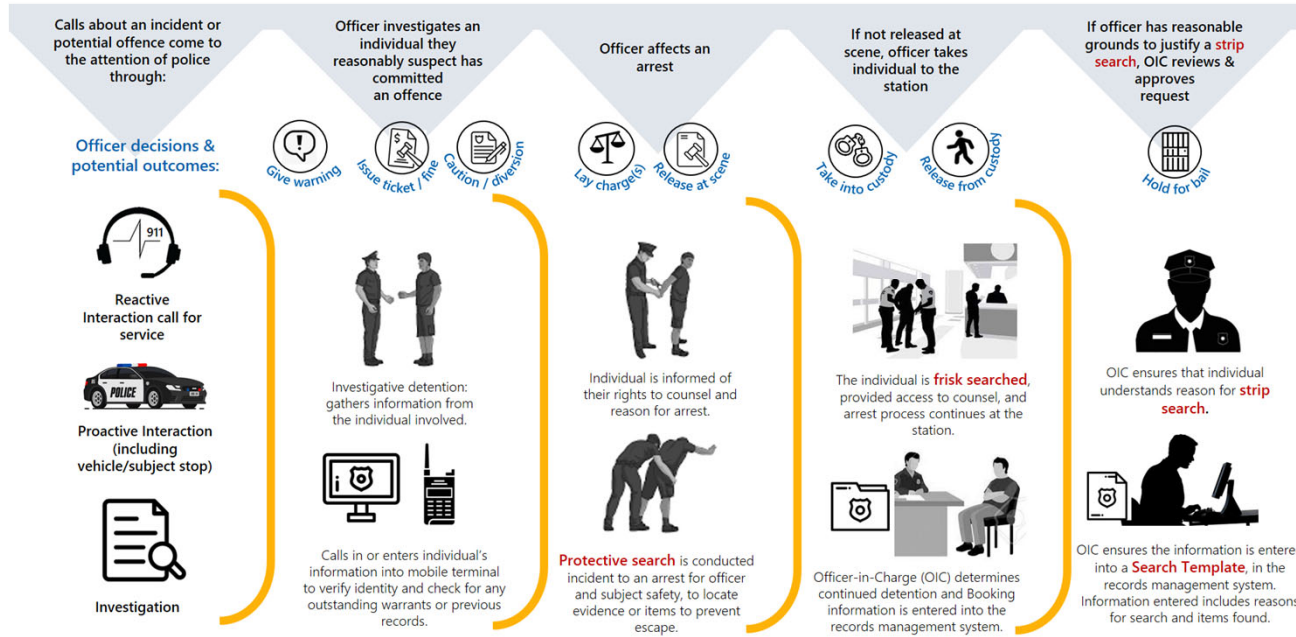


Image: Search of Persons Process  
(see Appendix B for more detail)

In **October of 2020**, we updated our Search of Person Procedure.

All protective and frisk searches are now captured on **audio and video**, wherever possible, to allow for transparency and accountability.

We developed a robust training module of search of persons including a review of case law.

We also require that **all** strip searches are **authorized by a supervisor** and are accurately documented and **audited at a divisional and senior management level.**

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# Measurement: Strip Searches



# Key Concepts

**Perceived Race**

The arresting officer's perception of a person's race, based on their observation of the individual.

**Disproportionality**

The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the benchmark population.

**Arrested Population**

The number of people arrested in 2020, broken down by race.

**Strip Search Rate**

The percentage of arrests that resulted in a strip search.

**Valid Race Group**

Race categories aligned with the Anti-Racism Data Standards; does not include "Unknown" values or legacy Race groups (i.e.: Brown, Asian, etc.) that were used prior to standardization

**Primary Offence**

The description of a general occurrence, as determined by the police officer. Categories are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved.

# Outcomes: Strip Searches



In 2020, there were **31,979** arrests made by the Toronto Police Service (an individual may be arrested more than once in a year)

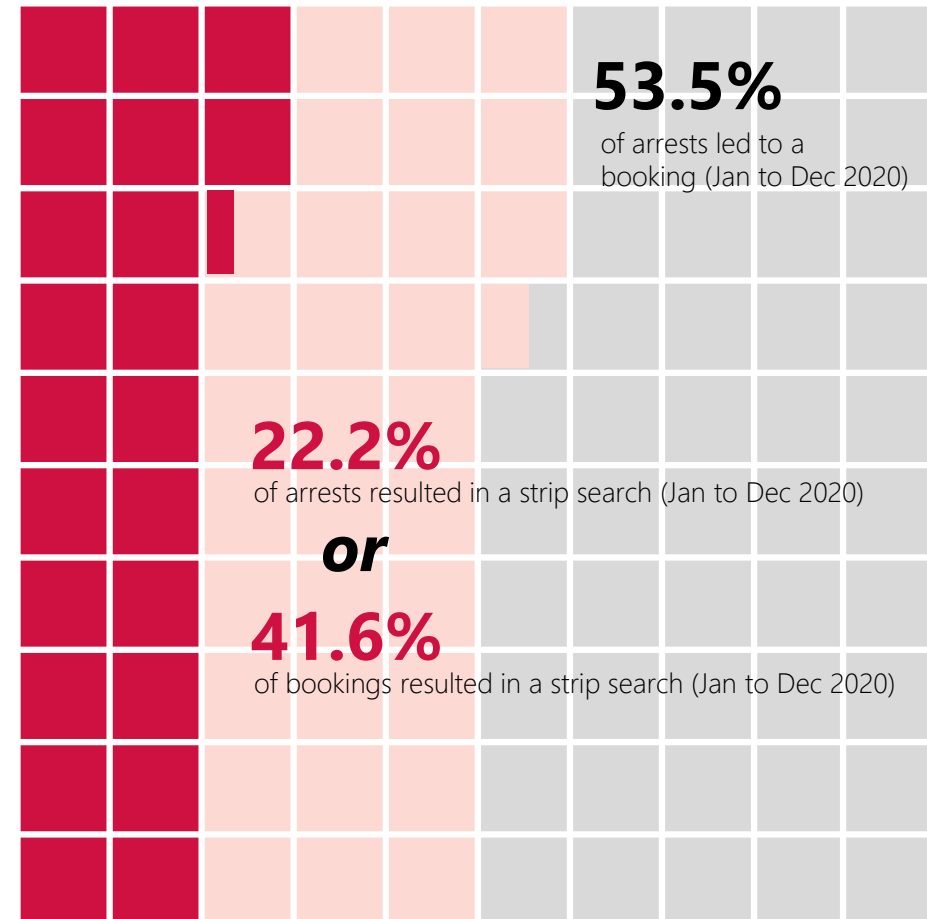
**leading to**

**17,096** bookings of persons into custody (an individual may be booked more than once in a year)

**that resulted in**

**7,114** strip searches

(an individual may be strip searched more than once in a year).



**53.5%**  
of arrests led to a booking (Jan to Dec 2020)

**22.2%**  
of arrests resulted in a strip search (Jan to Dec 2020)

**or**

**41.6%**  
of bookings resulted in a strip search (Jan to Dec 2020)

■ = 1 %

# Strip Searches: People Strip Searched

In 2020, there were **7,114** strip searches conducted on members of the public  
a person may be searched more than once in the reporting period

**46%** (3240) of people were perceived as White

**31%** (2223) of people were perceived as Black

**4%** (286) of people were perceived as Indigenous

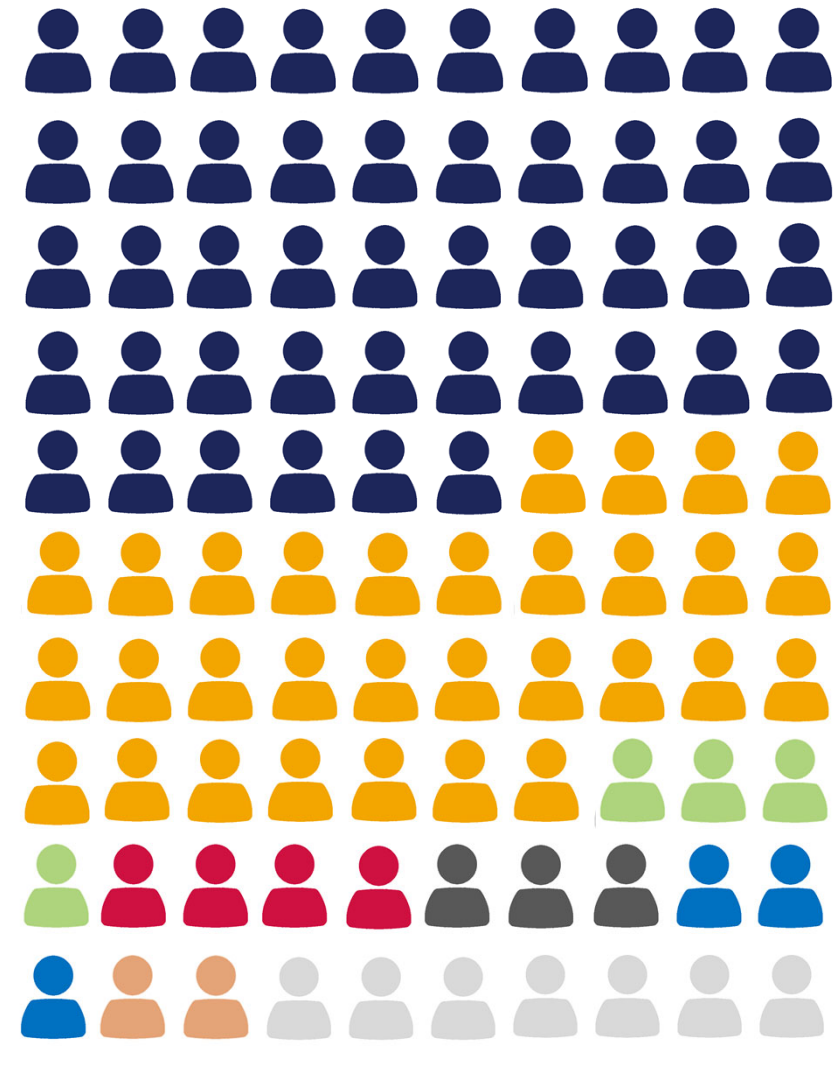
**4%** (295) of people were perceived as  
East/Southeast Asian


**3%** (206) of people were perceived  
as Middle Eastern

**3%** (241) of people were perceived as South Asian

**2%** (126) of people were perceived as Latino

**7%** (497) of people did not have a valid race category identified



 = 1 %

\*percentage rounded to the nearest whole number

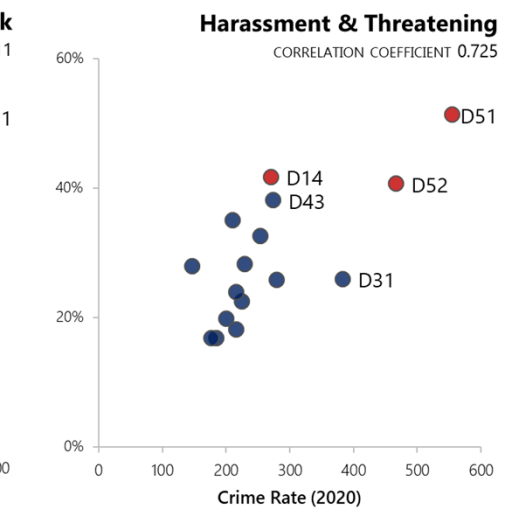
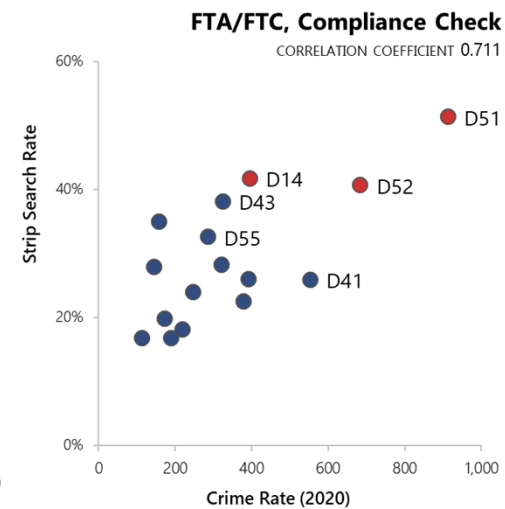
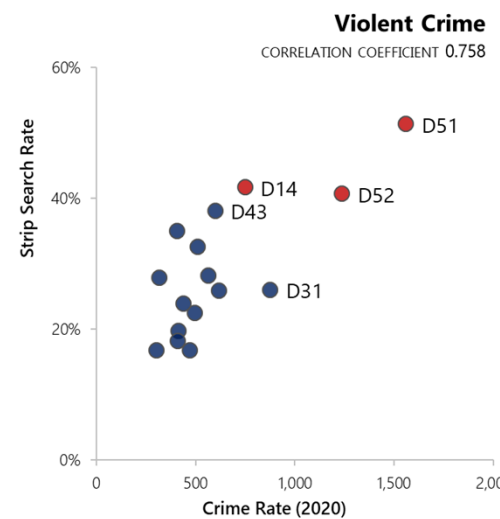
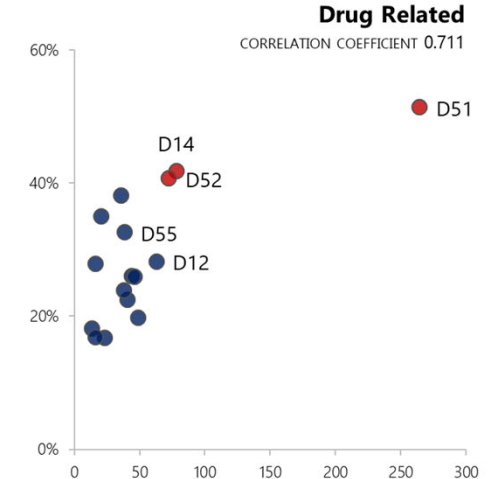
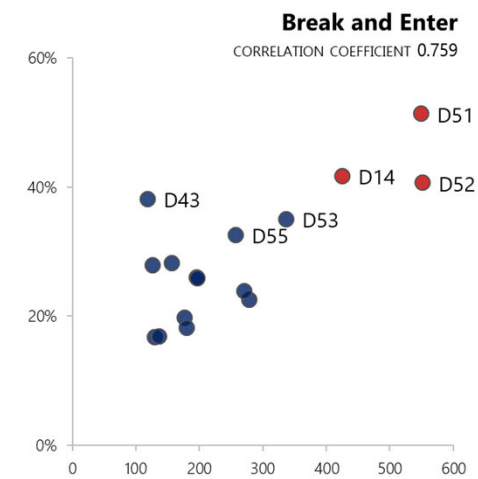
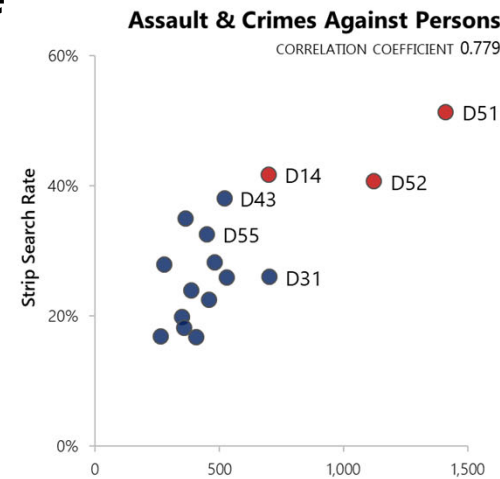
# Strip Searches: Relationship to Crime Rate

Strip searches may be related to the crime rates in a Division.

The scatterplots on the right show the relationship between strip search rate and crime rate.

Strip Search rates were **positively correlated** with crime rates for several categories.

The downtown Divisions **D14**, **D51** and **D52** consistently show high crime rates across all categories.



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# Outcomes: Strip Searches



# Strip Searches: Outcomes

1. Strip search rates varied throughout the year and dropped significantly following changes in policy and procedures.
2. There were differences by race in strip search rates that were reduced following the changes in policy and procedure.
3. There were differences by race after accounting for repeat arrests, including drug-related and weapons offences.
4. There were differences across arrest locations by Divisions in strip searches conducted in 2020.

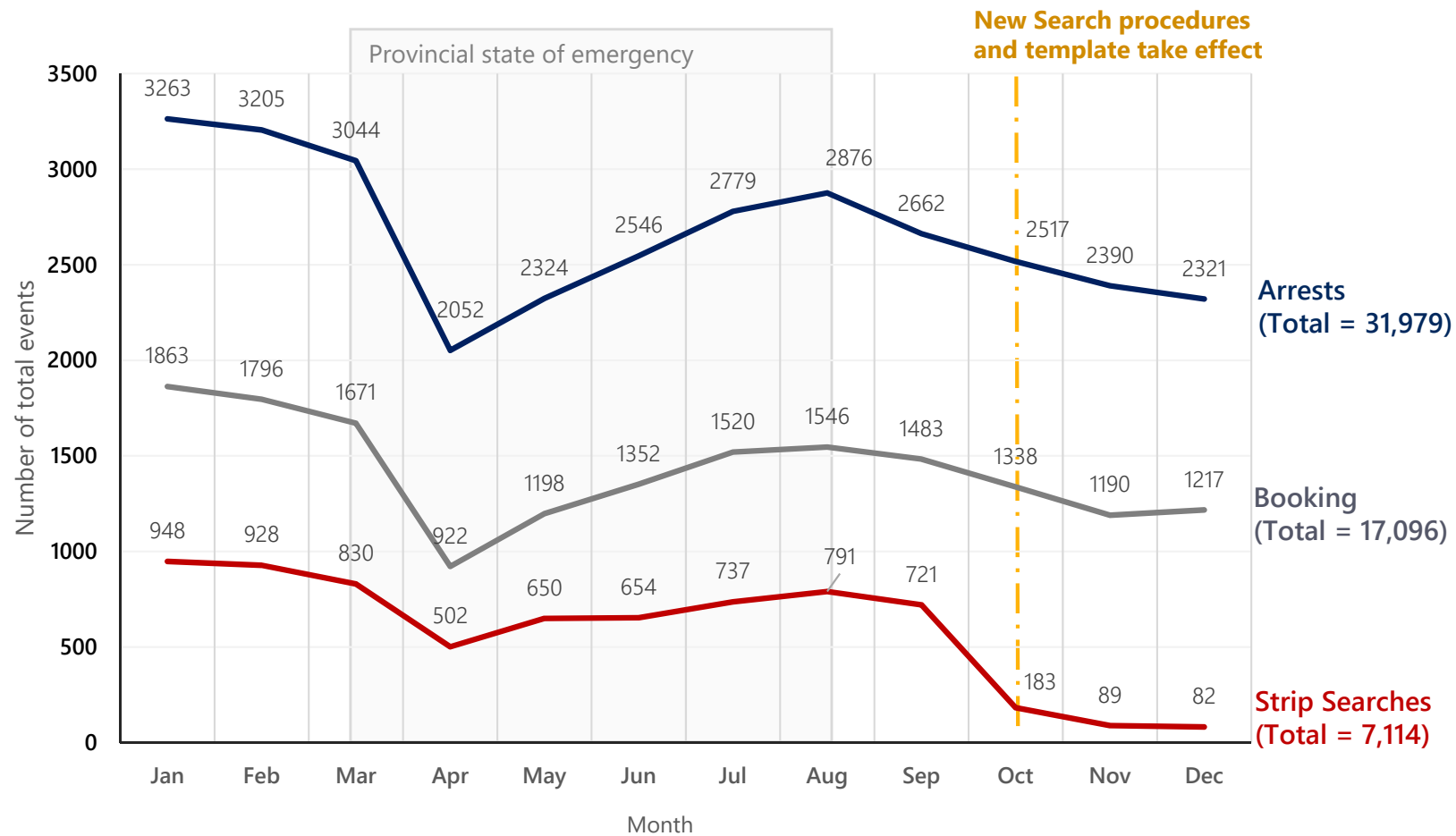
Finding #1:

# Strip Search Rates Dropped Following Policy Changes

**We looked at the impact of the change to the Search of Persons Procedure on the number of Strip Searches.**

The graph on the right shows the impact of the Provincial State of Emergency on arrests and strip searches.

Prior to the policy change **27.3%** of **arrests** resulted in a **strip search**. Following the announcement of the changes to the Search of Persons policy in September, and the implemented changes in October, there was a **significant decrease** in strip searches. Post-policy change, **4.9%** of arrests resulted in a strip search.



Finding #2:

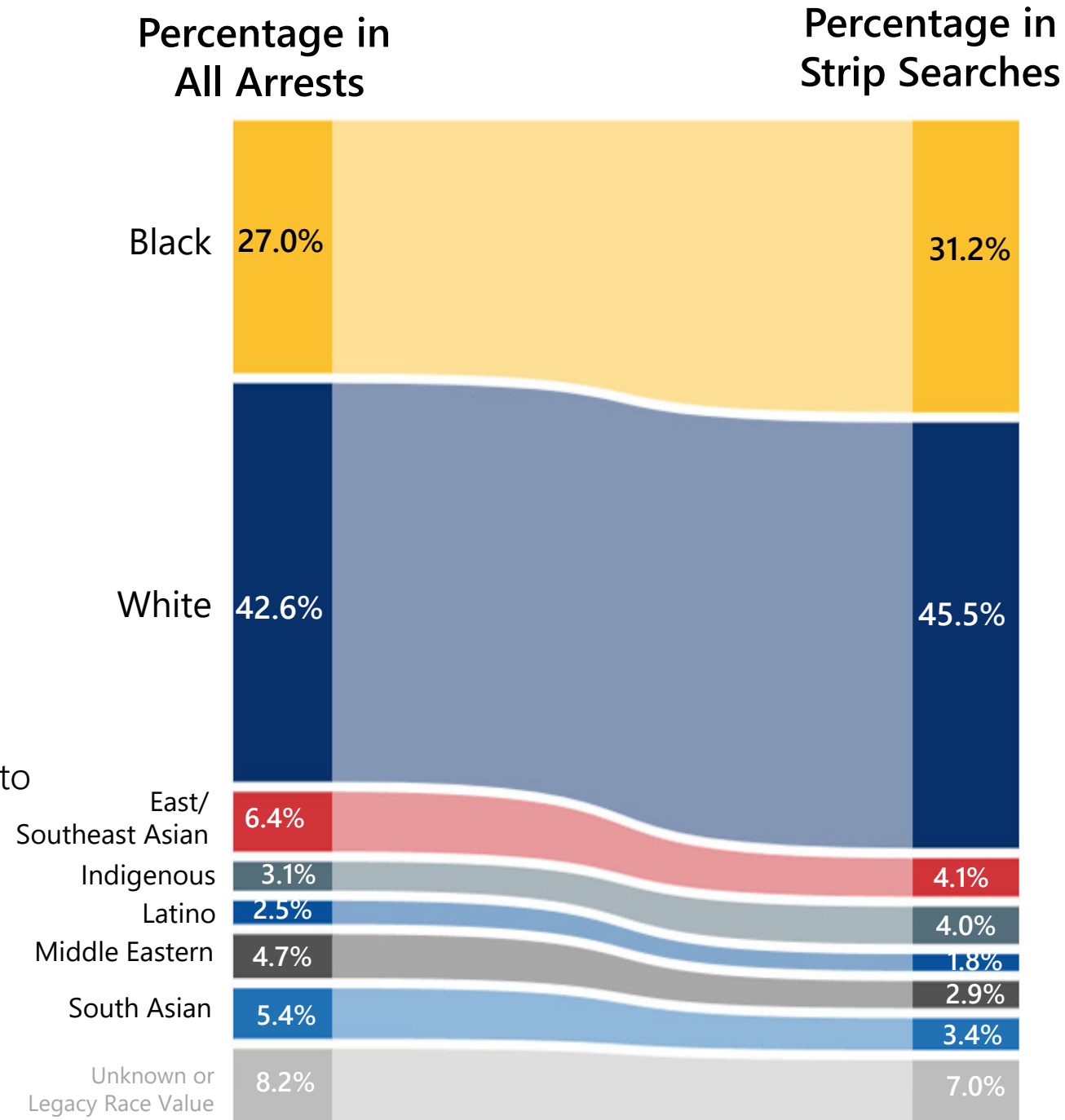
# There are differences by race by Strip Search Rates

We looked at strip searches by race group compared to that group's proportion in 2020 arrests. We then compared this to 2021 data to see if the procedural change reduced disproportionalities.

**Rationale:** In order to be strip searched, a person must first be arrested; therefore, Arrested Population was the benchmark used for Strip Search analysis. Looking at people who were taken to the station ("booked"), was also considered as a benchmark; however, disproportionalities with the booking benchmark were consistent with those seen when using arrested population. The relationship between booked persons and arrested persons will be explored in Phase II of the strategy.

The graph on the right shows the arrested population compared to strip searches.

Indigenous People were **1.3x** **Over-represented in strip searches compared to their presence in all arrests**  
Black People were **1.1x**  
White People were **1.1x**



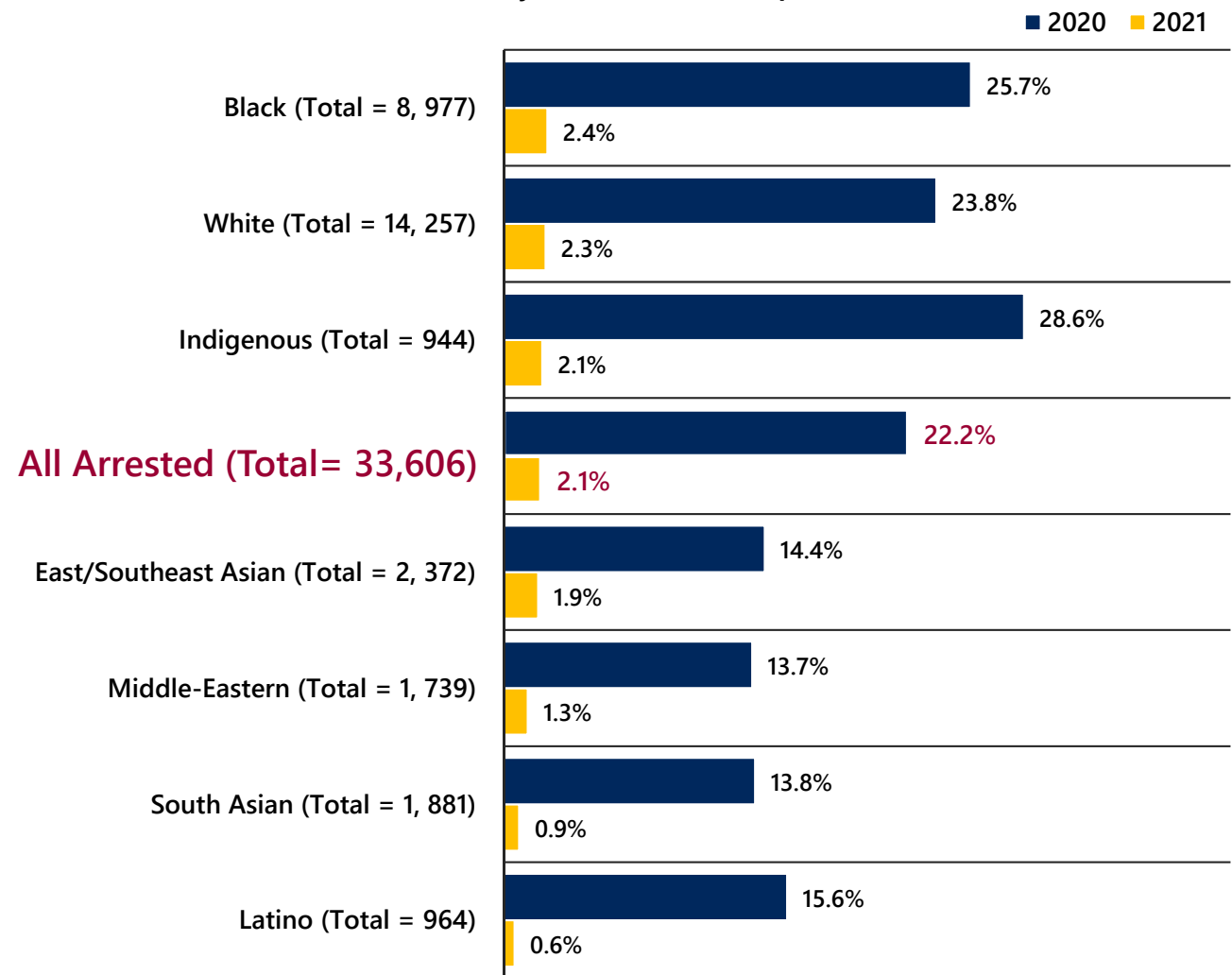
# Finding #2b: These differences were reduced following procedural changes

We looked at strip searches by race group compared to that group's proportion in 2020 arrests. We compared this to 2021 data to see if the procedural change reduced disproportionalities

While trends in strip searches reflect the overall reduction that occurred in 2021, arrests involving White and Black people were still **more likely** to result in a strip search, compared to the average.

**White people** were strip searched in 2.5% of arrests (328 searches) and **Black people** were strip searched in 2.4% of arrests (214 searches)

Percent of those arrested who were strip searched by race group, comparing 2020 and 2021. Despite the overall reduction in search rates, arrests involving White and Black people were still more likely to result in a strip search



Of the 33,606 arrests in 2021, there were 692 strip searches.

Finding #3a:

## There were differences by race based on frequency of arrests in 2020

We looked at people who were arrested more than once in 2020 to see if this impacts strip searches.

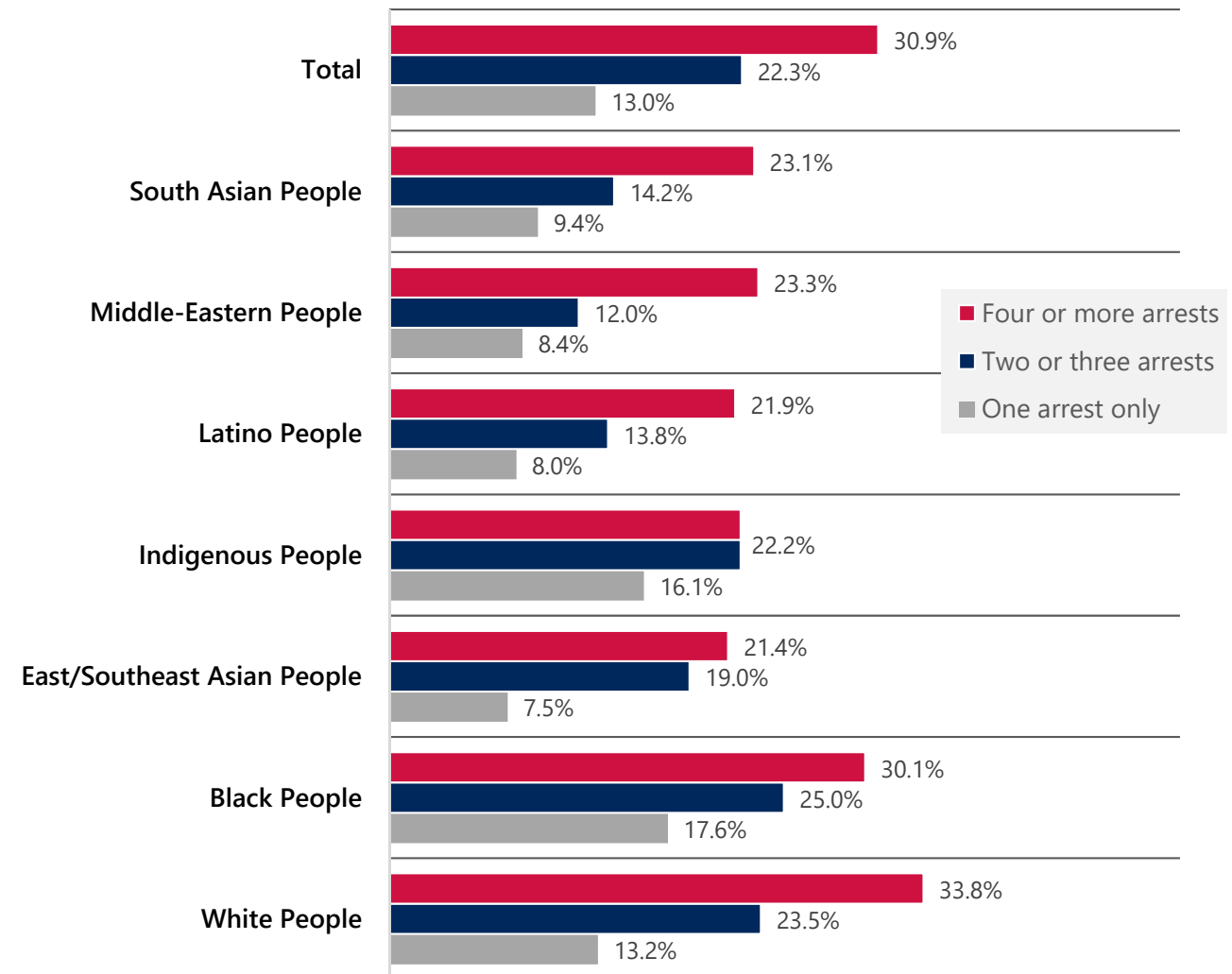
Overall, those with more frequent arrests were **2.4x** more likely to be strip searched following an arrest.

For **Indigenous People**, number of arrests made less of a difference on their chance of being strip searched

For those with 4 or more recent arrests, strip search rates **increased** (compared to those with one arrest) by:

- **2.9x** for **East/Southeast Asian** people
- **2.6x** for **White** people
- **1.7x** for **Black** people
- **1.4x** for **Indigenous** people

Across all groups, individuals with more frequent recent arrests had higher chances of being strip searched in 2020



# Finding #3b: There are differences in strip search rates by race after taking into account primary offences involved

We looked the primary offence to see if this impacted racial disproportionalities

White People were 1.5x and Indigenous people were 1.2x **more likely** to be strip searched relative to their presence in arrests for Break & Enter offences.

Black, Latino, and Middle-Eastern People were **over-represented** in strip searches compared to their presence in arrests for Weapons & Homicide offences.

Black, East/Southeast Asian, and South Asian People were **over-represented** in strip searches compared to their presence in arrests for Drug-related offences.

Arrests involving drug-related offences, break and enters, weapons offences & failure to appear/comply were more likely to result in a strip searches

	Assault & Other crimes against persons	Break & Enter	Drug Related	FTA/FTC, Compliance Check & Parollee, Warrants	Harassment & Threatening	Robbery & Theft	Weapons & Homicide
White people	0.9	1.5	0.9	1.1	0.9	1.1	0.6
Black people	1.0	0.4	1.2	0.9	1.2	1.0	1.7
East/Southeast Asian people	1.0	1.0	1.3	1.0	1.2	0.5	0.9
Indigenous people	1.4	1.2	0.5	0.9	0.8	1.5	0.6
Latino people	1.4	0.7	0.3	0.8	1.5	1.1	1.2
Middle-Eastern people	1.3	0.3	0.6	1.0	1.3	0.7	1.5
South Asian people	1.4	0.6	1.1	0.9	1.2	0.7	0.3

# Finding #4a: There were differences in Strip Search Rates by location

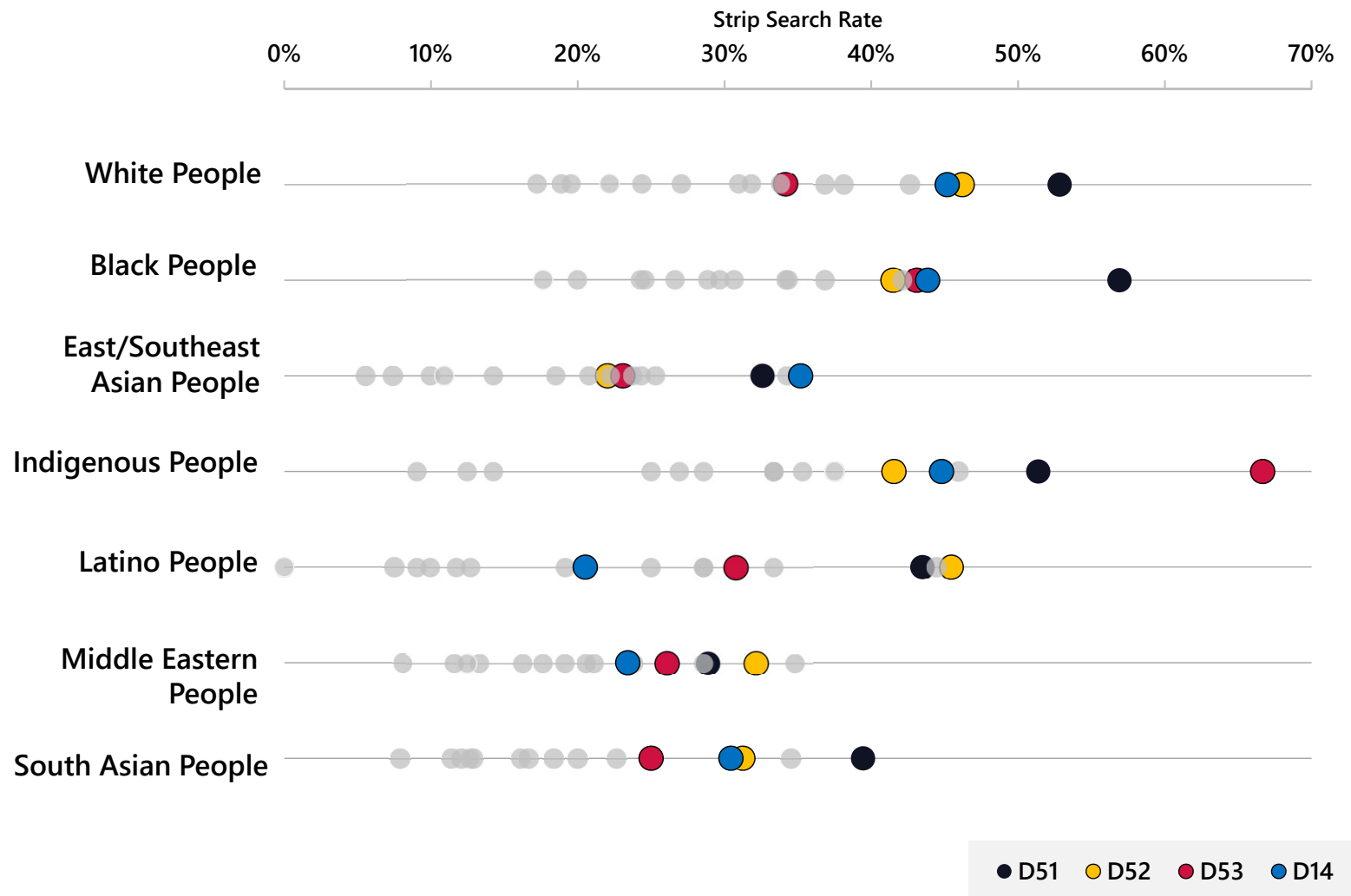
We looked at arrest location to see how strip search rates varied across Toronto by Division.

The scatterplot on the right shows strip search rates by race group.

Each dot represents strip search rate for each race group by location (Division). As there are 17 Divisions, each race group will show 17 dots along the line to show the range of strip search rates across race groups by Divisions.

Strip Search Rates were high across all groups arrested in downtown divisions and midtown. These divisions (D14, D51, D52, and D53) are highlighted in a different colour.

Strip Search Rates were high across all groups arrested in downtown divisions and midtown, specifically D14, D51, D52, and D53.

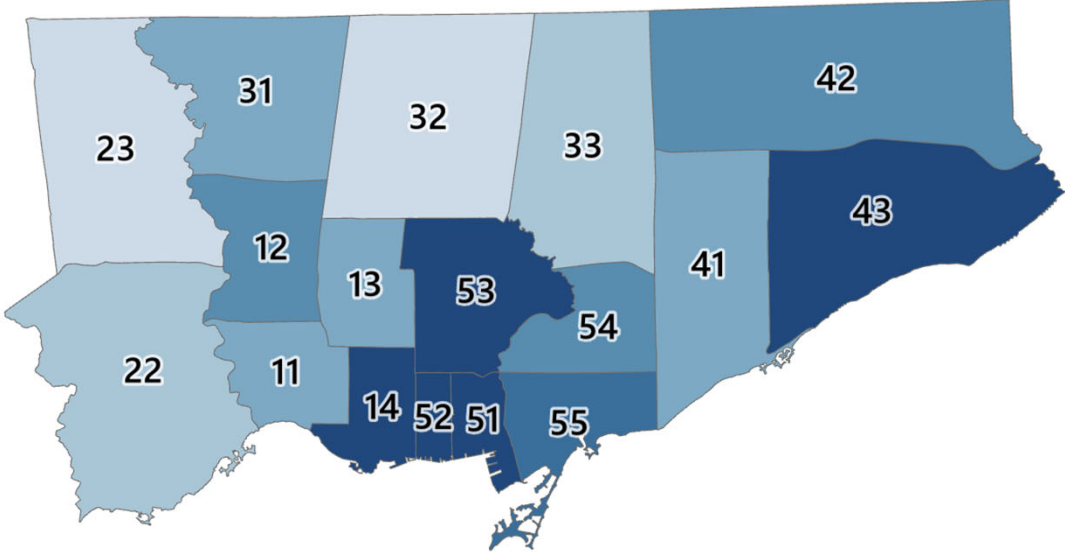


Finding #4b:  
**There were differences by location for White, Black & Indigenous people**

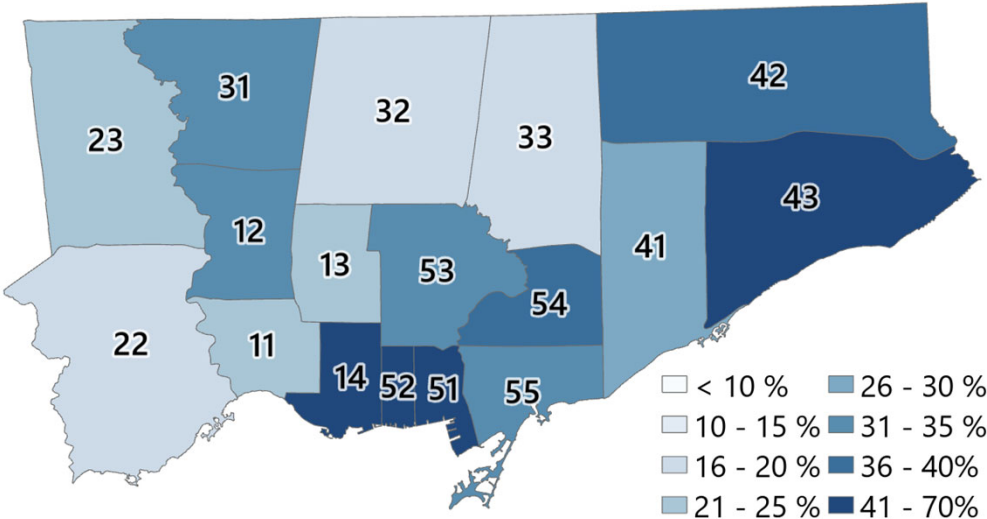
**We looked at arrest location to see how strip search rates varied across Toronto by Division.**

Strip Search Rates were high for arrests that took place in downtown divisions: **D14, D51, and D52**. For Black and Indigenous People, strip search rates were also high for arrests that took place in **D53**.

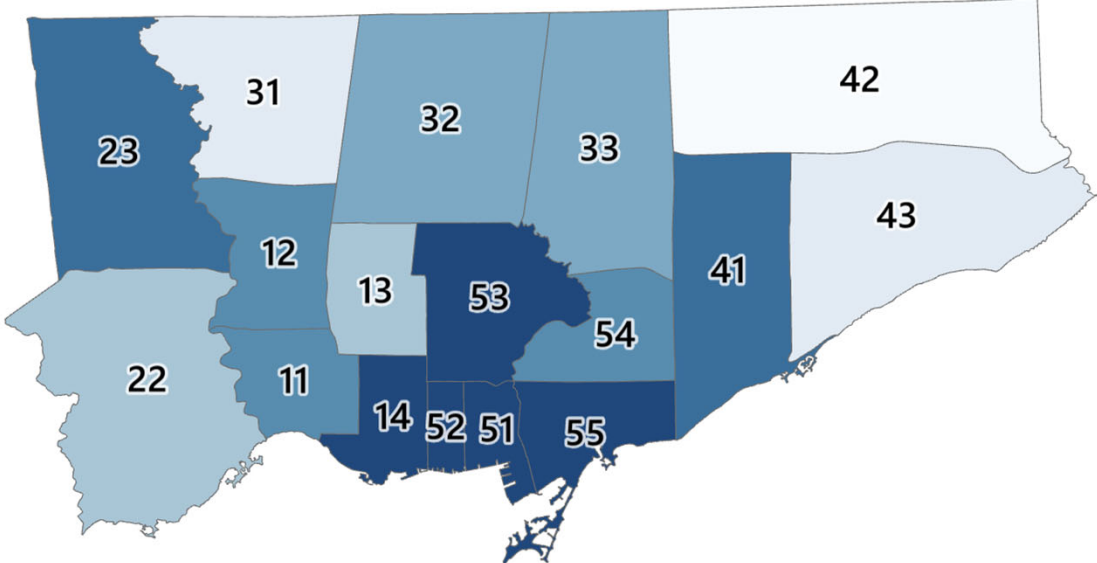
Strip Search Rate (compared to arrests) for Black people:



Strip Search Rate (compared to arrests) for White people:



Strip Search Rate (compared to arrests) for Indigenous people:



< 10 %    26 - 30 %  
 10 - 15 %    31 - 35 %  
 16 - 20 %    36 - 40 %  
 21 - 25 %    41 - 70 %

# Finding #4c: These differences remained after looking at population demographics

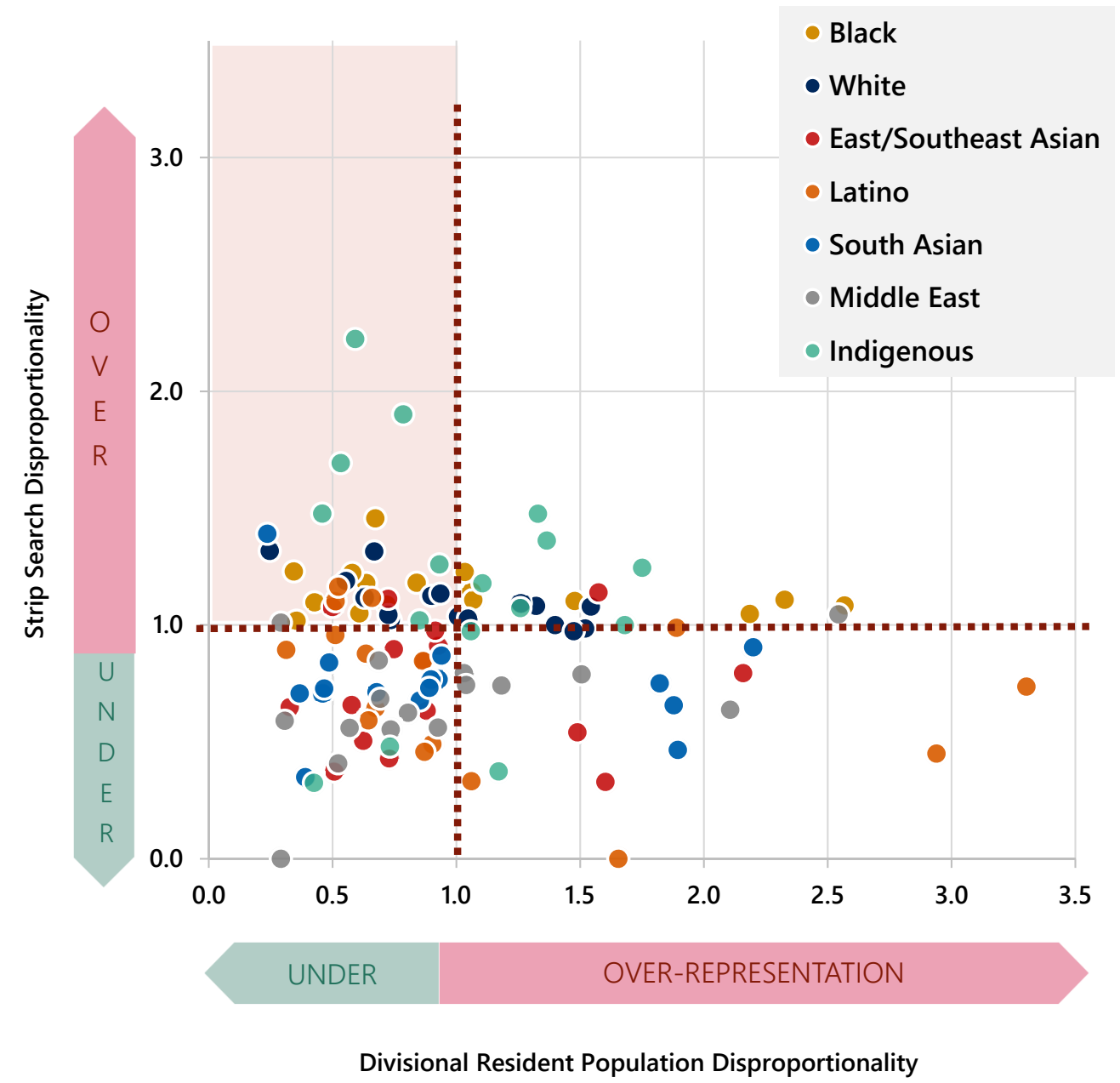
We looked at strip searches by location to take into account the racial make-up of the local resident population.

The graph on the right shows the relationship between the disproportionality of the Divisional resident population and strip search rates for each race group.

Each dot depicts a race group by arrest location (Division). As there are 17 Divisions, there are 17 dots per race group indicated on the chart. Race groups are denoted by the colours identified in the legend.

The red shaded box notes **over-representation** in strip search rate but **under-representation** of that group in the Division's resident population compared to the city average.

Divisions with the highest over-representations of Indigenous, Black, and White people in strip searches, had lower proportions of the local population of that group



# Other Perspectives We Looked at

The relationship between arrests, booked persons, and strip searches; including using booked persons as a benchmark for strip searches:

- This **did not change** the substantive findings but were less reliable due to data quality issues with the booking templates in 2020.
- Once booked, **White** and **Black people** were 10% more likely to be strip searched, while **Indigenous people** were 20% more likely to be strip searched.
- The relationship between arrested and booked persons will be part of Phase 2 RBDC Analysis

# Other Analysis of Interest:

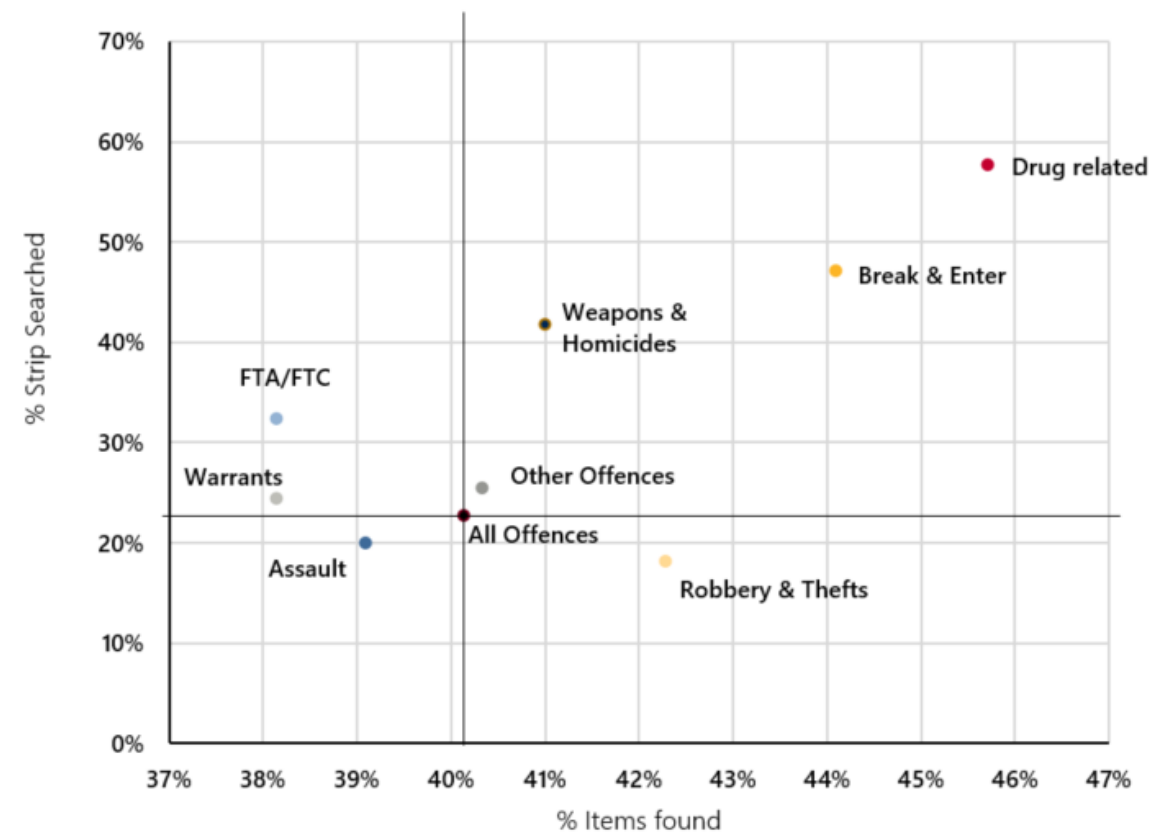
## Items Were Found in 40% of strip searches

We looked at each strip search to see how many searches resulted in items found. There were several data quality issues that the Service has worked towards resolving. Despite the data quality issues, we are reporting on this data in the interest of transparency following questions from communities and our members.

The graph on the right shows the percent of people strip searched with the percent of searches that resulted in items found by primary offence associated with the arrest.

The top right portion of the graph shows the primary offences (**drug-related**, **break & enter**, **weapons & homicide-related**) that had higher than average strip searches and higher than average items found.

There were higher rates for items found in drug-related, weapons & homicide, and break and enter offences



# Other Analysis of Interest: Items Were Found in 40% of Incidents

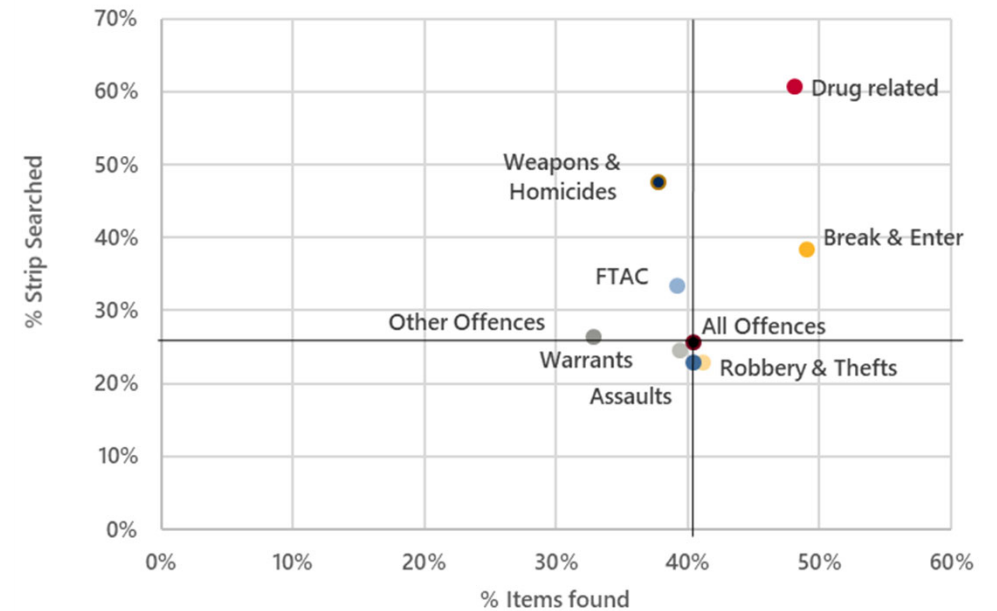
We looked at each strip search to see how many searches resulted in items found. There were several data quality issues that the Service has worked towards resolving. Despite the data quality issues, we are reporting on this data in the interest of transparency following questions from communities and our members.

The graphs on the right show the percent of people strip searched with the percent of searches that resulted in items found for the two race groups that were strip searched the most: **Black people** and **White people**.

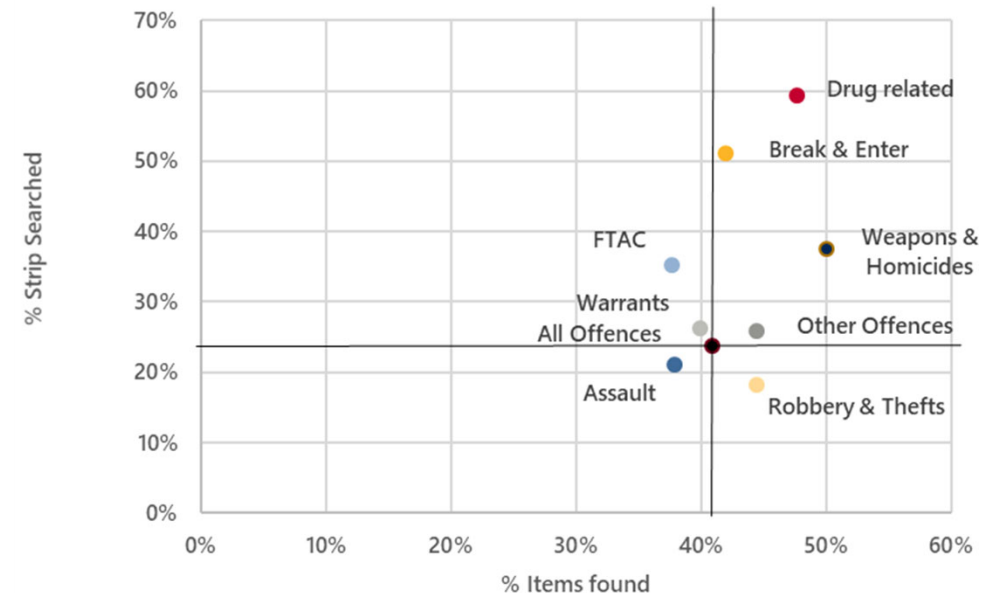
The top right portion of the graphs shows the primary offences that had higher than average strip searches and higher than average items found for each group.

There were small differences by race group. Of note, for **Black people**, strip search rates were higher than average for weapons & homicide related offences, but the percent of searches resulting in items found is lower than the average.

Drug-related and Break and Enter Offences resulted in higher percent of strip searches with items found for Black people (Total = 2, 223)



Drug-related, Break and Enter, Weapons & Homicide Offences resulted in higher percent of strip searches with items found for White people (Total = 3,240)



# Other Analysis of Interest:

## Reasons for Search

**We looked at the reasons for strip searches by race to see if there was an impact on disproportionalities. Officers must select a reason for search from a list that includes: Cause Injury, Possess Evidence, Possess Drugs, Assist Escape, and Possess Weapons.**

The most common reason given for strip searches was Cause Injury. Among those strip searched, there were over-representations in certain reasons for strip search by race group. The most variation and highest over-representations were seen in Possess Weapons where:

**Latino People were over-represented by 1.3x**

**Black People were over-represented by 1.1x**

**Indigenous People were over-represented by 1.1x**

There were few differences by race in reasons for search, and the over-representation of some groups in search reasons was relatively small.

Disproportionalities in Reasons for Search by Race

	Cause Injury	Assist Escape	Possess Weapons	Possess Evidence
White people	1.0	1.0	0.9	1.0
Black people	1.0	1.0	1.1	1.1
East/Southeast Asian people	1.0	0.9	0.9	1.0
Indigenous people	1.0	1.1	1.1	0.9
Latino people	1.0	1.0	1.3	0.9
Middle-Eastern people	1.0	0.9	1.0	1.1
South Asian people	1.1	0.8	0.9	1.0

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# Reflect, Engage & Take Action



# Take Action



We have identified **38** actions to address the outcomes in Use of Force and Strip Searches addressed this report.

These actions are **one part** of our commitment to reduce disparate outcomes. They are what we can do as a Service as we continue to make organizational change and information management investments.

They are in line with recommendations identified in the 81 Recommendations for Police Reform and other recommendations by the Anti Racism Advisory Panel (ARAP) Mental Health & Addictions Advisory Panel (MHAAP), and the Police and Community Engagement Review (PACER).

We know it is not enough and we will work together with communities to develop these actions and identify additional areas where we can do better.

A list of actions can be found in Appendix A

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# Acknowledgements



# Toronto Police Service Race & Identity Based Data Team

## Command Sponsors

Colin Stairs, Chief Information Officer  
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A/Deputy Chief Kim Yeandle  
Community Safety Command

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Inspector Jacqueline Baus  
Inspector Justin Vander Heyden



*Former Toronto Police Service members who contributed to the Race & Identity Based Data Strategy*

Deputy Chief Peter Yuen	Sueelyn Knight
Deputy Chief Barbara McLean	Erica Procter
Deputy Chief Shawna Coxon	Ty Smith
Meaghan Gray	Frederick Martin
	Bethel Woldemichael

# We would like to thank these individuals and groups for their engagement, participation, and feedback on the Strategy

## Community Advisory Panel

Dr. Apondi J. Odhiambo (co-chair)	Haris Khan
Gerald Mak (co-chair)	Reyhana Patel
Rayon Brown	Patrick Roncal
Paula Davis	Nate Wilson-Taylor
Dr. Ardavan Eizadirad	Caspar Hall
Stephanie Hill	Avvy Go
Dr. Sean Hillier	Michael Kerr
Robb Johannes	Dr. Sara Thompson

## Toronto Police Service

Chief of Police James Ramer	Internal Unit Champions
Community Safety Command <i>A/Deputy Chief Kim Yeandle</i>	Internal Support Networks
Corporate Services Command <i>CAO Tony Veneziano</i>	Analytics & Innovation
Information & Technology Command <i>CIO Colin Stairs</i>	Corporate Communications
Specialized Operations Command <i>A/Deputy Chief Myron Demkiw</i>	Equity, Inclusion & Human Rights
	Legal Services
	Professional Standards
	Strategy Management
	Toronto Police College

## Academic Partners

Wellesley Institute  
 Dr. Lorne Foster, York University  
 Dr. Les Jacobs, York University, Ontario Tech University  
 Dr. Grace-Edward Galabuzi, Ryerson University

## Stakeholders

Anti-Racism Advisory Panel (Toronto Police Services Board)  
 Anti-Racism Directorate, Ministry of Citizenship & Multiculturalism  
 Confronting Anti-Black Racism (City of Toronto)  
 Indigenous Justice Division, Ministry of the Attorney General  
 Information and Privacy Commission (IPC)  
 Police And Community Engagement Review (PACER)

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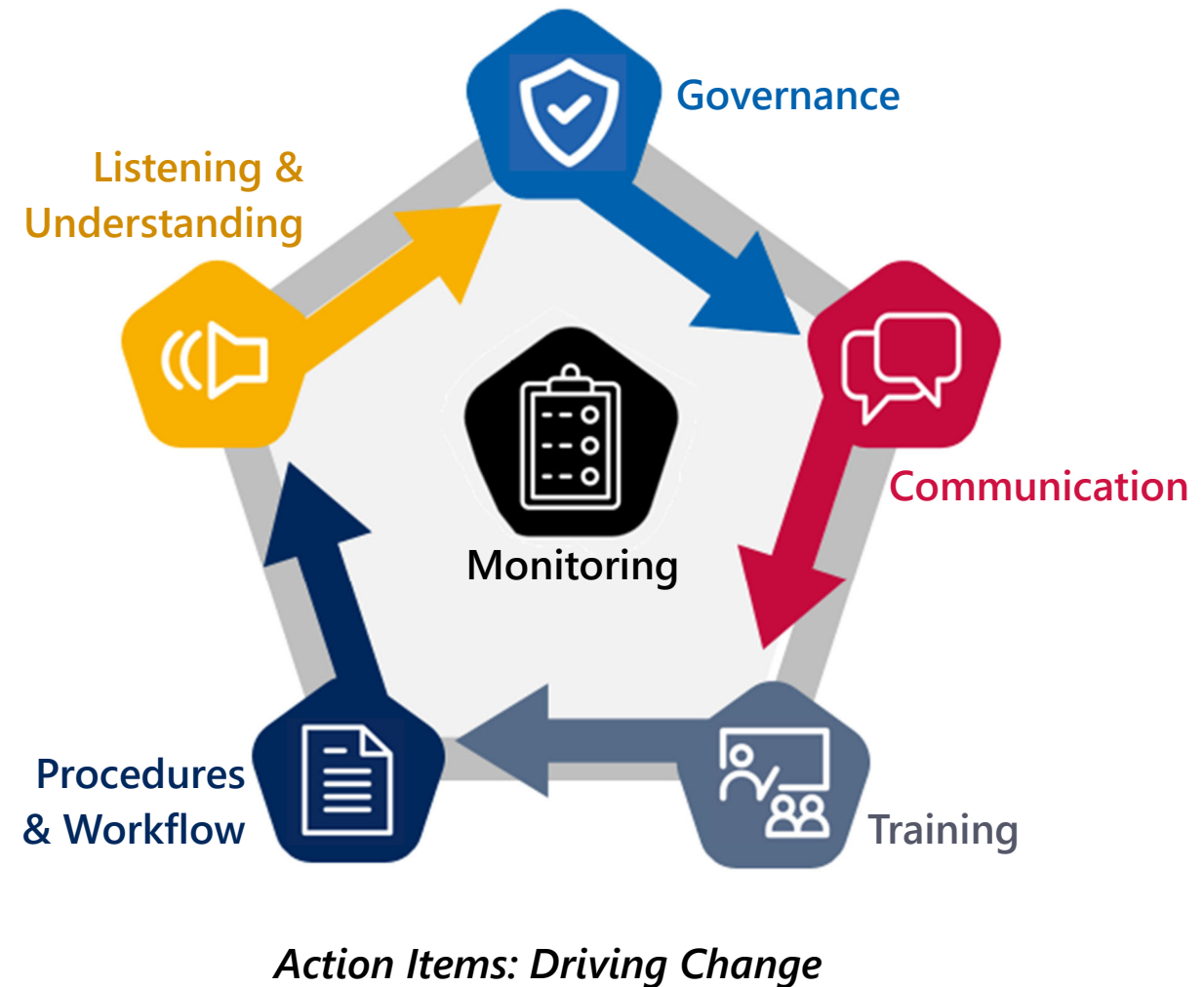
# Appendix A: Action Plan



**The 38 action items identified in this Appendix are one part of our commitment to reduce disparate outcomes.**

These actions are in line with recommendations identified in the *81 Recommendations for Police Reform* and other recommendations by the Anti Racism Advisory Panel (ARAP) Mental Health & Addictions Advisory Panel (MHAAP), and the Police and Community Engagement Review (PACER).

We will work with communities, our Members, and our partners to affect change by further developing the items that are in progress or that we have not yet started, and identifying additional areas where we can do better.





## Driving Change: Action Items

Action Item	Description	Status	Theme	Area
<b>WORK WITH MINISTRY OF SOLICITOR GENERAL AND OTHER POLICE AGENCIES TO IMPROVE REPORTING REQUIREMENTS IN USE OF FORCE</b>	Develop a Working Group with other police services and the Ministry of Solicitor General to discuss race-based data collection, analysis, and approaches, including reporting challenges.	<b>Completed</b>	Governance Procedures & Workflow Monitoring	Use of Force
<b>IMPROVE AUDITING PRACTICES AT THE SENIOR MANAGEMENT LEVEL FOR ITEMS FOUND DURING STRIP SEARCHES</b>	This data field contained all items found during a search, and not necessarily what was located during a strip search (i.e. shoe laces and belts, that may be found during lower levels of search). Improved auditing on this specific data point allows for proper categorization of items found as a result of strip searches.	<b>Completed</b>	Governance Procedures & Workflow	Strip Searches
<b>REVISE EXISTING STRIP SEARCH PROCEDURE AND IMPROVE REPORTING REQUIREMENTS</b>	Review Search of Persons procedure and reporting/booking template to document the search within the Records Management System that allows for data analysis and extraction, including the reason for search, time of search, and items found during a search.	<b>Completed</b>	Governance Procedures & Workflow Monitoring	Strip Searches
<b>DEVELOP AND IMPLEMENT MANDATORY MEMBER TRAINING ON ANTI-BLACK RACISM AND THE INDIGENOUS EXPERIENCE</b>	Develop and implement training for all Members on Anti-Black Racism and the Indigenous Experience that includes third-party bias training, in partnership with subject matter experts and members of the community. In line with the 81 Recommendations for Police Reform, PACER, ARAP, and CABR.	<b>Completed</b>	Training	Use of Force Strip Searches
<b>HIRE SPECIALIZED EQUITY AND INCLUSION INSTRUCTORS TO DEVELOP AND LEAD TRAINING, INCLUDING ENHANCEMENT FOR NEW RECRUIT PROGRAM</b>	Create an Equity & Inclusion section within the Toronto Police College to develop and lead training for members. In line with the 81 Recommendations for Police Reform and ARAP.	<b>Completed</b>	Training	Use of Force Strip Searches
<b>IMPROVE TRAINING ON STRIP SEARCHES</b>	Develop and implement training for all police officers and special constables on Search of Person, including reasons for a strip search, relevant case law, and how to properly complete the Search of Persons template.	<b>Completed</b>	Training	Strip Searches
<b>HOLD TOWN HALLS AND ENGAGEMENT SESSIONS TO DEVELOP MEANINGFUL ACTIONS AND A PATH FORWARD</b>	Following public data release, hold town halls in partnership with community leaders and agencies to discuss the outcomes of analysis and a path forward	<b>In Progress</b>	Listening & Understanding Governance Communication	Use of Force Strip Searches



## Driving Change: Action Items

Action Item	Description	Status	Theme	Area
<b>DEVELOP AN INDIGENOUS-SPECIFIC REPORT ON THE OUTCOMES OF USE OF FORCE &amp; STRIP SEARCHES</b>	Indigenous perspectives are important given the unique experiences and challenges communities face. In order to understand the findings, and seek input from Indigenous Communities, a separate Indigenous Engagement Strategy and report will be developed to engage stakeholders and community agencies around the data to help shape the analyses.	In Progress	Listening & Understanding Communication	Use of Force Strip Searches
<b>CONDUCT AN ACADEMIC AND COMMUNITY REVIEW AND AUDIT OF EXISTING TRAINING CURRICULUM</b>	Ongoing review the current training curriculum by academic partners and members of the community through a Community Advisory Panel. In line with the 81 Recommendations for Police Reform, PACER, ARAP, and CABR.	In Progress	Governance Training	Use of Force Strip Searches
<b>REVIEW OF NON-EMERGENCY INTERACTIONS SUITABLE FOR CALL DIVERSION</b>	Identify non-core policing services that can be delivered by alternative service providers. In line with 81 Recommendations for Police Reform and MHAAP.	In Progress	Governance Procedures & Workflow	Use of Force Strip Searches
<b>REVIEW AND REVISE USE OF FORCE PROCEDURE (15-01)</b>	An organizational review of the Toronto Police Service's Use of Force Procedure in line with the development of the revised TPSB Policy on Use of Force.	In Progress	Governance Procedures & Workflow	Use of Force
<b>IMPLEMENT MANDATORY DEBRIEFS WITH A SUPERVISOR FOR ALL USE OF FORCE REPORTS WITHIN AN OFFICER'S PROBATIONARY PERIOD</b>	All officers involved in a use of force report shall debrief with a supervisory officer within their probation period.	In Progress	Governance Procedures & Workflow	Use of Force
<b>IMPLEMENT MANDATORY REVIEWS OF BODY WORN CAMERA AND IN CAR CAMERA SYSTEM FOR ALL USE OF FORCE INCIDENTS</b>	The Body Worn Cameras and In Car Camera System for all officers involved in a use of force incident will be reviewed by supervisor(s).	In Progress	Governance Procedures & Workflow	Use of Force



## Driving Change: Action Items

Action Item	Description	Status	Theme	Area
<b>MEASURE OTHER POINTS OF POLICE CONTACT</b>	Identify areas where police interact with members of communities and add these interactions to the Race & Identity Based Data Strategy. This will help us learn where opportunities for improvement could lie.	<b>In Progress</b>	Governance Procedures & Workflow Monitoring	Use of Force Strip Searches
<b>PROVIDE ADVERSE CHILDHOOD EXPERIENCE TRAINING TO OFFICERS</b>	Expand Adverse Childhood Experience Training to all uniform members. Currently this training is provided to Neighbourhood Community Officers.	<b>In Progress</b>	Training	Use of Force
<b>REVISE COACH OFFICER TRAINING COURSE</b>	Enhance the Coach Officer Training Course to ensure our coach officers have an understanding of community centric service delivery, embracing collaboration, and an understanding of, and are sensitive to, the unique needs/perspectives of people of diverse communities.	<b>In Progress</b>	Training	Use of Force Strip Searches
<b>INCLUDE OPEN ANALYTICS AND DATA ON STRIP SEARCHES ON THE PUBLIC SAFETY DATA PORTAL</b>	To increase transparency, public accountability, and understanding of data, open data will be published on strip searches on the Public Safety Data Portal. In line with the 81 Recommendations for Police Reform.	<b>In Progress</b>	Communication Governance Monitoring	Strip Searches
<b>INCLUDE OPEN ANALYTICS FOR USE OF FORCE DATA</b>	To increase transparency, public accountability, and understanding of data, open analytics for Use of Force will be published on the Public Safety Data Portal. In line with the 81 Recommendations for Police Reform.	<b>In Progress</b>	Communication Governance Monitoring	Use of Force
<b>DEVELOP SCENARIO-BASED TRAINING BASED ON USE OF FORCE TRENDS</b>	Incorporate anti-racism and unconscious bias elements into scenario-based and dynamic training to simulate real-world conditions where officers must make split-second decisions, that emphasizes and prioritizes de-escalation. In line with the 81 Recommendations for Police Reform, ARAP, and MHAAP.	<b>In Progress</b>	Training	Use of Force
<b>COLLECT INTERNAL DIVERSITY AND DEMOGRAPHIC DATA</b>	Collect workforce diversity data internally	<b>In Progress</b>	Governance Procedures & Workflow Monitoring	Use of Force Strip Searches



## Driving Change: Action Items

Action Item	Description	Status	Theme	Area
<b>IMPROVE USE OF FORCE REPORTING AND DATA ENTRY</b>	Ensure that the proper general occurrence is referenced within the Use of Force report to allow for contextual information to be collected during the Race & Identity Based Data Collection Strategy; and improve data systems to allow for order of force used to be analyzed.	<b>In Progress</b>	Governance Communication Training Procedures & Workflow	Use of Force
<b>DEVELOPMENT OF A SERVICE-WIDE EQUITY STRATEGY</b>	To commit the Service to do the work needed and creates accountability for driving systemic change that results in fair and unbiased policing	<b>In Progress</b>	Listening & Understanding Communication Governance Monitoring	Use of Force Strip Searches
<b>DEVELOP POST-POLICE INTERACTION SURVEY WITH COMMUNITIES</b>	Post-interaction surveys are a part of the Service's investment in Information Management. The information collected in these surveys will allow for communities to provide information on their interaction with officers.	<b>In Progress</b>	Monitoring	Use of Force Strip Searches
<b>COLLECT DATA AND ANALYZE OTHER OUTCOMES FOR ARRESTED PERSONS INCLUDING DIVERSIONS, BOOKING, PROTECTIVE, AND FRISK SEARCHES</b>	Incorporate arrests, charges, releases, bookings, diversions, and other search of person outcomes into the Race & Identity Based Data Collection strategy to better understand outcomes by race.	<b>In Progress</b>	Governance Procedures & Workflow Monitoring	Strip Searches
<b>CONDUCT INTERCULTURAL DEVELOPMENT TRAINING FOR RECRUITS AND NEW SUPERVISORS</b>	Ensure that all new recruits and supervisors complete Intercultural Development Training to develop intercultural competence and cultural sensitivity. This tool will assist Members in assessing their level of intercultural competence and will allow the Service to adapt training to meet the level of intercultural competence shown in aggregate results.	<b>In Progress</b>	Training	Use of Force Strip Searches
<b>DEVELOP AND IMPLEMENT ANTI-BIAS WORKSHOPS FOR SENIOR LEADERS WITHIN THE SERVICE</b>	In line with recommendations from the 81 Recommendations for Police Reform and PACER, training for all Senior Officers, uniform and civilian, on how to address bias in policing and re-build trust with communities, through the exploration of policies and procedures of bias free policing adopted by police departments across North America and potential best practices for the Toronto Police Service.	<b>In Progress</b>	Training	Use of Force Strip Searches



## Driving Change: Action Items

Action Item	Description	Status	Theme	Area
<b>DEVELOP AND IMPLEMENT NEW FAIR AND IMPARTIAL POLICING COURSE</b>	This training will include a focus on confirmation bias and be mandatory for all uniform and civilian members. In line with the 81 Recommendations for Police Reform.	<b>In Progress</b>	Training	Use of Force Strip Searches
<b>CREATE AND DELIVER AN ACTIVE BY-STANDERSHIP COURSE FOR ALL MEMBERS</b>	The Toronto Police College will develop training for all members on active by-standership in partnership with the Equity, Inclusion and Human Rights Unit.	<b>In Progress</b>	Training	Use of Force Strip Searches
<b>RE-AFFIRM THE ROLE OF THE INCIDENT REVIEW COMMITTEE AND INCLUDE REPRESENTATION FROM EQUITY, INCLUSION &amp; HUMAN RIGHTS ON THE COMMITTEE</b>	The mandate of this committee is to review incidents where force was used by members of the Service; assess the effectiveness of the Service's training, practices and associated Service Governance; and, report its findings to the Senior Management Team (SMT). This committee will now include a member of the Equity, Inclusion & Human Rights Unit.	<b>Not Yet Started</b>	Governance Procedures & Workflow	Use of Force
<b>IMPLEMENT STRIP SEARCH REVIEW COMMITTEE WITH SERVICE-WIDE REPRESENTATION , INCLUDING EQUITY, INCLUSION &amp; HUMAN RIGHTS</b>	The mandate of this committee is to review strip searches to assess the effectiveness of the Service's training, practices and associated Service Governance and report its findings to the Senior Management Team (SMT). This committee will include a member of the Equity, Inclusion & Human Rights Unit.	<b>Not Yet Started</b>	Governance Procedures & Workflow	Strip Searches
<b>REVISE OFFICER PERFORMANCE REPORTS</b>	To include additional metrics pertaining to community focus, including: referrals to agencies and diversion	<b>Not Yet Started</b>	Monitoring Governance	Use of Force Strip Searches
<b>REVISE THE PROBATIONARY CONSTABLE PROGRAM TO ENSURE EVERY PROBATIONARY CONSTABLE HAS A DIVISIONAL SPECIFIC COMMUNITY EXPERIENCE</b>	Revise the probationary constable program to ensure every probationary constable has a divisional specific community experience (40 hrs.) and 3 cycles (12 weeks) assigned to a Neighbourhood Community Officer to build an enhanced foundation to community centric policing and exposure to the community with a proactive lens.	<b>Not Yet Started</b>	Governance Procedures & Workflow Training	Use of Force



## Driving Change: Action Items

Action Item	Description	Status	Theme	Area
<b>ENHANCE RISK MANAGEMENT THROUGH THE INTRODUCTION OF AN AUDIT AND QUALITY CONTROL SUPERVISOR IN EVERY DIVISION</b>	Effective risk management requires an integrated and coordinated approach. Early indication of risk or non-compliance, assessment of root causes, and implementation of recommendations to resolve causative factors is required to reduce risk and maintain public and internal member trust and confidence. This includes review of all appropriate reviews of information sets, occurrences, and other operational records, and recordings to ensure compliance with Service governance including Use of force and Strip Search incidents. Identifying compliance issues, risks and mitigation recommendations including training or internal complaint as appropriate.	<b>Not Yet Started</b>	Governance Procedures & Workflow	Use of Force Strip Searches
<b>ASSESS EQUITY IMPACT FOR CRIME MANAGEMENT PLANS</b>	An Equity Assessment for operational plans will help determine how projects and deployments will impact Equity-Deserving Groups, specifically on Black, Indigenous and Racialized communities, within the City, a Division, or a neighbourhood. Criteria applied to each Operational Plan should include the Equity-Deserving Group(s) impacted (if applicable), the level of impact, and actions taken to reduce negative impacts or increase positive impacts. The full criteria will be developed in partnership with the Equity, Inclusion & Human Rights Unit and be in line with best practices and the Equity Strategy. This will ensure that each Service operational plan is viewed with an equity lens, rather than solely a crime reduction focus.	<b>Not Yet Started</b>	Governance Listening & Understanding Monitoring	Use of Force
<b>DEVELOP AND CONDUCT MANDATORY SPECIALIZED TRAINING FOR CRIME AND INVESTIGATIVE ANALYSTS ON EQUITY AND IMPLICIT BIAS</b>	The creation of specialized anti-bias and equity training for all crime and investigative analysts. This training will include the impact of over-policing and under-policing on communities, as well as how to develop equity impact statements for operational planning.	<b>Not Yet Started</b>	Training	Use of Force
<b>IMPLEMENT MANDATORY SPECIALIZED TRAINING FOR COMMUNICATIONS OPERATORS ON EQUITY AND IMPLICIT BIAS</b>	The creation of specialized anti-bias and equity training for all Communications Operators. This training will include the impact of over-policing and under-policing on communities, with a focus on third party bias	<b>Not Yet Started</b>	Training	Use of Force



## Driving Change: Action Items

Action Item	Description	Status	Theme	Area
<b>REVIEW EXISTING CORPORATE RISK MANAGEMENT REPORT AND USE OF FORCE PUBLIC REPORTING</b>	Better alignment between the Corporate Risk Management Report and public reporting to include non-race contextual information of Use of Force reports, including order of force and unit/assignment.	<b>Not Yet Started</b>	Governance Communication Monitoring	Use of Force
<b>CONDUCT MULTI-YEAR REGRESSION ANALYSIS ON USE OF FORCE &amp; STRIP SEARCH DATA TO ASSESS ACTIONS AND CHANGES THAT WE ARE MAKING</b>	Use sophisticated data modelling techniques to more precisely identify the relative contribution of different factors to outcomes, and track our progress over time.	<b>Not Yet Started</b>	Monitoring	Use of Force Strip Searches

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Appendix A: Action Plan

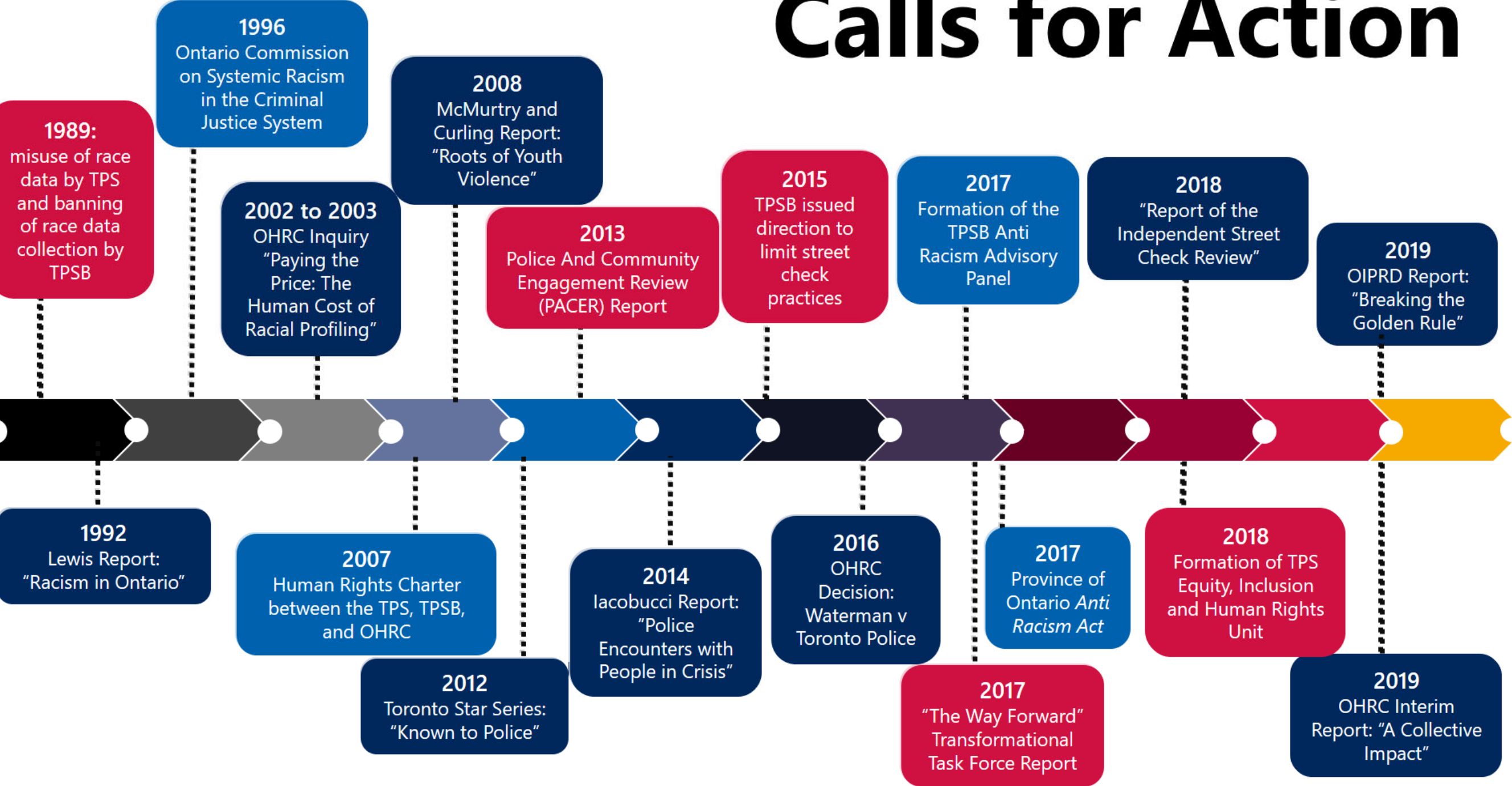
**Appendix B: Process Maps**

Appendix C: Glossary of Terms

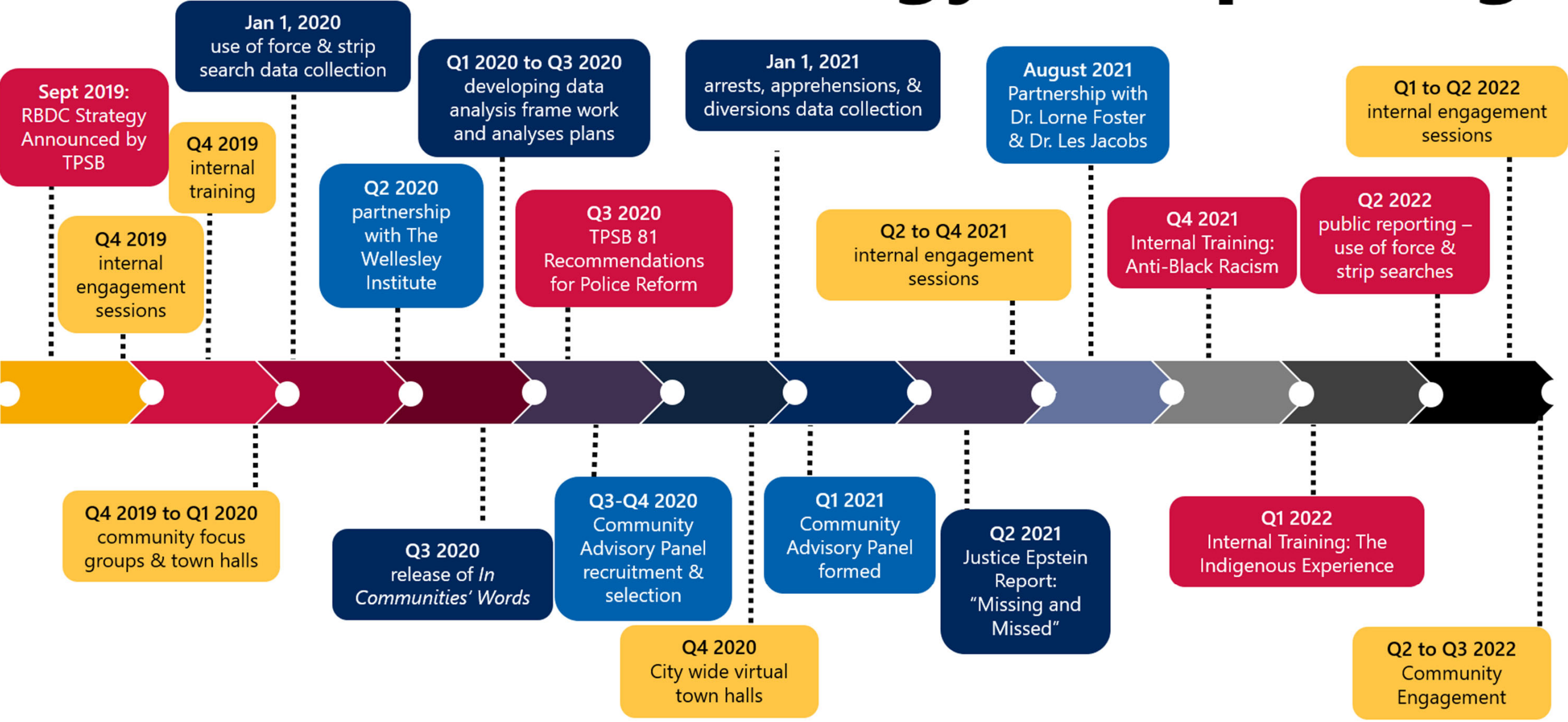
# Appendix B: Timelines & Process Maps



# Calls for Action

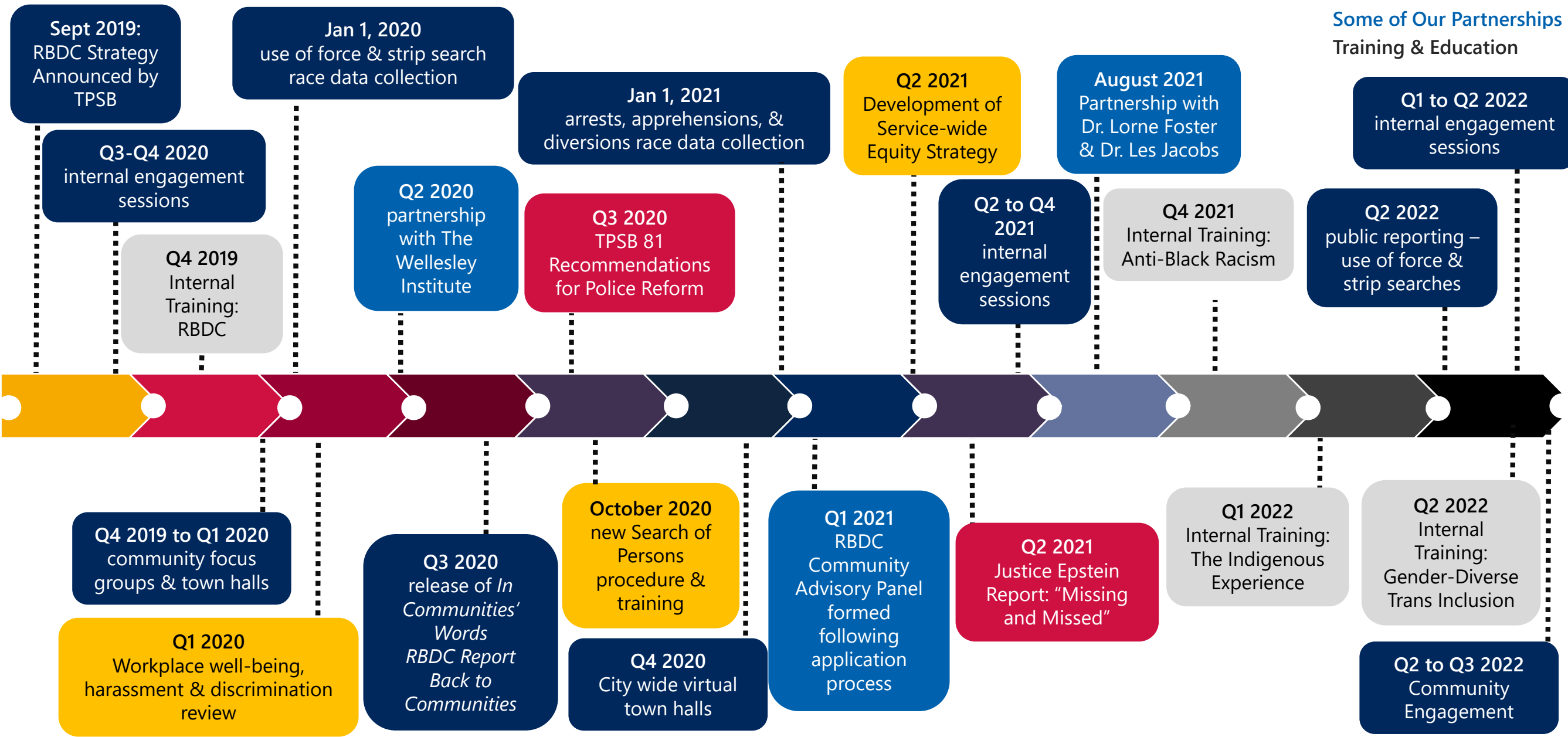


# Strategy to reporting



# Taking Action towards Police Reform

Race & Identity Based Data Strategy  
 Reports and Recommendations  
 Organizational Changes  
 Some of Our Partnerships  
 Training & Education



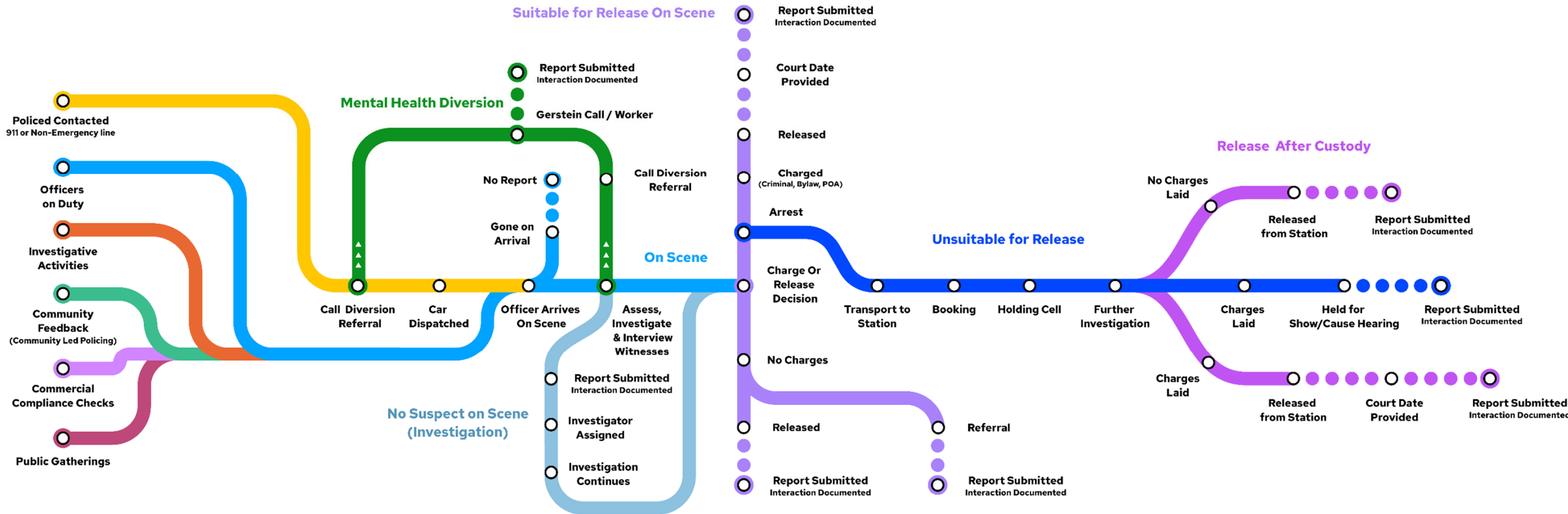
# How Policing Is Thought Of

THE STEPS (1 OF 3)



# How Policing Is Thought Of

THE STEPS (2 OF 3)



# Police Interactions

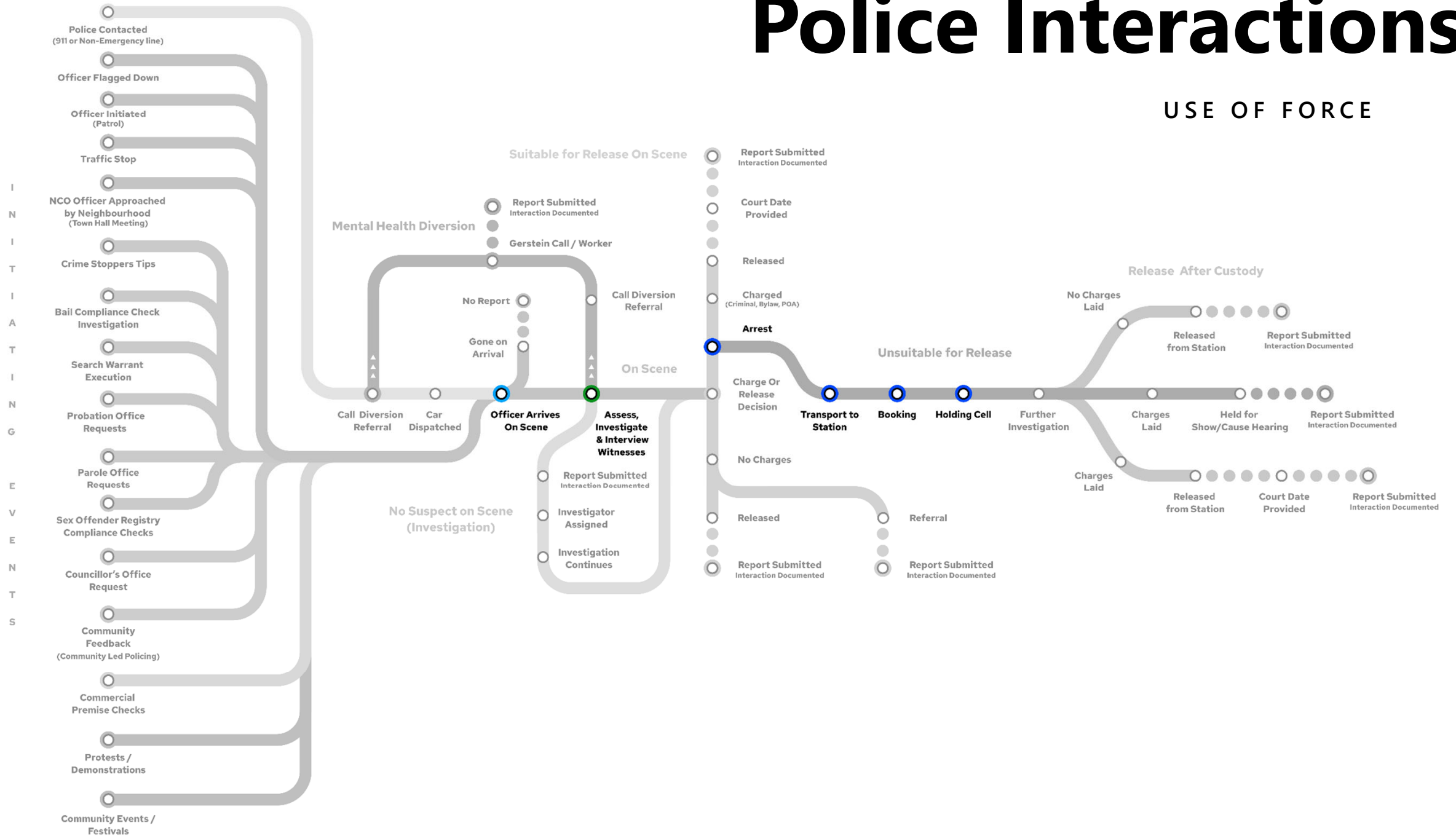
OVERVIEW (3 OF 3)

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# Police Interactions

## USE OF FORCE





# Use of Force & Accountability



# Search of Persons Process:

Calls about an incident or potential offence come to the attention of police through:

Officer investigates an individual they reasonably suspect has committed an offence

Officer affects an arrest

If not released at scene, officer takes individual to the station

If officer has reasonable grounds to justify a **strip search**, OIC reviews & approves request

Officer decisions & potential outcomes:

-  Give warning
-  Issue ticket / fine
-  Caution / diversion

-  Lay charge(s)
-  Release at scene

-  Take into custody
-  Release from custody

-  Hold for bail



Reactive Interaction call for service



Proactive Interaction (including vehicle/subject stop)



Investigation



Investigative detention: gathers information from the individual involved.



Calls in or enters individual's information into mobile terminal to verify identity and check for any outstanding warrants or previous records.



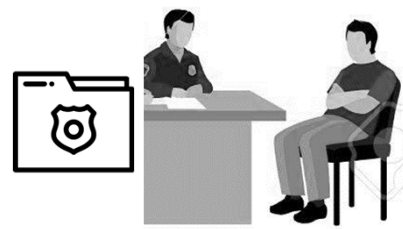
Individual is informed of their rights to counsel and reason for arrest.



**Protective search** is conducted incident to an arrest for officer and subject safety, to locate evidence or items to prevent escape.



The individual is **frisk searched**, provided access to counsel, and arrest process continues at the station.



Officer-in-Charge (OIC) determines continued detention and Booking information is entered into the records management system.



OIC ensures that individual understands reason for **strip search**.



OIC ensures the information is entered into a **Search Template**, in the records management system. Information entered includes reasons for search and items found.

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Appendix A: Action Plan

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**Appendix C: Glossary of Terms**

# Appendix C: Glossary of Terms



### **Administrative records**

Information collected for the purpose of carrying out and providing various programs and services. For example, administrative records are maintained to manage cases and people, to respond to the legal requirements for recording details of particular events such as arrests, detentions and charges, or use of force, and to support the administration of justice. Examples include: **general occurrences reports**, use of force forms, and arrest records among others.

### **Affected communities**

Refers to communities or groups that are affected by systemic racism in ways that negatively impact or disadvantage individual members and/or groups as a whole.

### **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* (ARDS).

### **Anti-Black racism**

Prejudice, attitudes, beliefs, stereotyping or discrimination that are directed at people of African descent. This form of racism is rooted in our history of slavery and its legacy that continues to negatively affect Black people. Anti-Black racism is deeply entrenched in Canadian institutions, policies and practices, and manifests through unequal opportunities, lower socio-economic status, higher unemployment, significant poverty rates, and overrepresentation in the criminal justice system.

### **Arrest Population**

For the purpose of Toronto Police Service's race-based data analysis, people who were arrested by the Service in 2020.

### **Benchmark**

A point of reference against which various outcomes can be compared, assessed, or measured.

### **Call for service (type)**

An emergency or non-emergency call for police service that results in an **enforcement action**. The call type indicates how a call was characterised based on initial information provided to the Communications Operator. For the purpose of Toronto Police Service's race-based data analysis, calls for service were grouped into broad categories in order to identify meaningful trends.

### **Crime rate**

Number of crimes per 100,000 population.

### **Assault & crime against persons**

For the purpose of Toronto Police Service's race-based data analysis, a grouping of **primary offence** categories within general occurrences of crimes involving actions (with intent to do harm) or threat of such actions by one person against another. Examples include: assaults (various levels, including aggravated), criminal negligence causing bodily harm or death, failure to

provide necessities of life, forcible confinement, kidnapping, and administering noxious thing.

**Data set** (or Dataset)

An organized collection of data. The most basic representation of a data set is data elements presented in tabular form. A data set may also present information in a variety of non-tabular formats, such as an extensible mark-up language (XML) file, a geospatial data file, or an image file.

**De-escalation**

Verbal and non-verbal strategies intended to reduce the intensity of a conflict or crisis encountered by the police, with the intent of gaining compliance without the application of force, or if force is necessary, reducing the amount of force required to bring a situation safely under control.

**De-identify**

In relation to the information of an individual, it means to remove any information that could be used to identify a specific individual or for which it is reasonably foreseeable in the circumstances that it could be utilized, either alone or with other information, to identify the individual.

**Disaggregated data**

Data which is broken down into component parts or smaller units of data for statistical analysis. For the purpose of Toronto Police Service’s race-based data analysis, it means breaking down the (aggregate) “racialized” category into its component parts such as Black, South Asian, East/Southeast Asian, Indigenous, Latino, Middle Eastern, and White.

**Diversity**

The range of our visible and invisible qualities, experiences, and identities that shape who we are, how we are perceived, and how we engage with the world. These can include race, gender, age, sexual orientation, physical or mental abilities, socio-economic status, religious or spiritual beliefs, personality, and perspectives. Each person has many layers of diversity that intersect and make our lived experiences unique.

**Division**

A geographic unit used by the Toronto Police Service to divide the city of Toronto in order to provide law enforcement services (e.g. assign and dispatch police officers to respond to calls for service). The Service has 17 divisions.

**Enforcement action**

For the purpose of Toronto Police Service’s race-based data analysis, this includes all incident reports of arrests resulting in charges (including released at scene) or released without charges, *Provincial Offences Act* Part III tickets (serious offences), summons, cautions, diversions, apprehensions, and those with the role type of “subject” or “suspect.” It *excludes* police interactions related to victims, complainants, witnesses, traffic or pedestrian stops, lower levels of tickets, and parking enforcement.

**Equity**

Fair treatment and access to opportunities for everyone. Equity recognizes that people have different needs and experience different barriers, so they may need different supports and provisions to access certain opportunities. It

is different from equality, which is about treating everyone the same and providing the same support, regardless of the person's starting point. Equity is both a process and an outcome.

### **General occurrence reports**

Records that are created by Toronto Police Service to record information about a person and incident, required to support operations, investigations, and the management of cases and persons (if held in custody).

### **Highest type of force used**

The highest level of force used across all officers in an incident. For the purpose of Toronto Police Service's race-based data analysis, types of force are ranked in order from Physical or other force, Less Than Lethal Force, Handgun Drawn, and Firearm Pointed or Discharged.

### **Implicit bias (or Unconscious bias)**

The attitudes or stereotypes that affect our understanding, actions or decisions in an unconscious manner. These biases can be positive or negative and are usually outside the person's awareness.

### **Intersectionality**

The way in which people's lives are shaped by their multiple and overlapping identities, which, together, can produce a unique and distinct experience for that individual or group, such as presenting additional barriers, opportunities, and/or power imbalances. In the context of race and Indigenous identity, this means recognizing the ways in which people's experiences of racism or privilege may vary depending on the individual's or group's relationship to

other social identities such as religion, ethnic origin, gender, age, disabilities, socio-economic status, and immigration status.

### **Location**

The division where an occurrence incident or arrest took place.

### **Mental health incident**

For the purpose of Toronto Police Service's race-based data analysis, a group of **primary offence** categories within a **general occurrence report** that describe the incident as being related to mental health. Examples include: threatening or attempted suicide, overdose, or jumper.

### **Multiple race group**

For the purpose of Toronto Police Service's race-based data analysis, a derived variable where an incident involved more than one person and people were perceived as different races from each other.

### **Ontario's Anti-Racism Act**

An act 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. It also empowers the government to establish regulations and data standards for public sector organizations to collect, manage and use race-based data for purposes under the act.

### **Open data**

De-identified data that are released free of charge to the public in one or more open and accessible formats.

### **Perceived race**

A police officer's perception of a person's race at the time of an interaction. If the officer did not see the person, they must describe the circumstances in a text box to explain why (i.e., the person was covered, got away, etc.).

Perceived race is collected to help us understand if there is systemic racial bias in policing practices, processes and decision-making.

### **Person in crisis (call for service type)**

For the purpose of Toronto Police Service's race-based data analysis, a call for service that results in an enforcement action, for an event relating to a person who appears to be in a state of crisis or experiences a mental health crisis.

Person in crisis call for service include: emotionally disturbed person, threatening or attempted suicide, and overdose.

### **Primary offence**

The description of a **general occurrence**, as determined by the police officer. Categories pertaining to criminal offences are determined based on Uniform Crime Reporting (Statistics Canada) of the most serious offence involved in an incident.

### **Proactive event**

For the purpose of Toronto Police Service's race-based data analysis, interactions with a member of the public that was initiated by a police officer.

Examples include: vehicle and subject stops, premise checks, or compliance checks.

### **Qualitative data**

Information that is hard to measure using numbers; it is often about qualities such as ideas, images, qualities (of experiences, behaviours, etc.), emotions, or processes.

### **Quantitative data**

Information that can be measured, counted and expressed using numbers.

### **Race or race group**

Term used to classify people into groups based mainly on physical traits (phenotypes) such as skin colour, eye colour, hair texture, and other visible features. Racial categories are not based on science or biology but on differences that society has created (i.e. "socially constructed"), with significant consequences for 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**

Predisposition, prejudice or generalization about a group or persons based principally on race (see definition of race).

### **Racial disparity**

Unequal outcomes in a comparison of one racial group to another racial group.

### **Racial disproportionality**

The proportion of a race group that is greater than (over-representation) or is less than (under-representation) their presence in the **benchmark** population.

### **Racial equity**

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

### **Racial profiling**

Any action undertaken for reasons of safety, security or public protection, that relies, in part, on stereotypes about race, colour, ethnicity, ancestry, religion, or place of origin, or on a combination of those traits, rather than on a reasonable suspicion, to single out an individual for greater scrutiny or different treatment.

### **Racialization**

A process of drawing group boundaries (races) and allocation of persons within those boundaries by primary reference to (supposedly) inherent and/or biological (usually phenotypical) characteristics that are related to race. In this process, societies construct races as 'real,' different, and unequal in ways that matter to economic, political, and social life.

### **Racism**

Ideology or belief system that either directly or indirectly asserts that one group is inherently superior to others based on race. 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.

### **Reported 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 that meets the provincial definition. A police officer is required to report any interaction with the public whenever a police officer 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. Not all uses of force are included – for example, physical force such as a hand strike, push, or use of handcuffs that results in no or minor injuries are not included.

### **Resident population**

For the purpose of Toronto Police Service's race-based data analysis, the population of people living in the city of Toronto, broken down by race group, based on 2020 projections by Environics Analytics.

### **Self-identified race**

Information provided by an individual about their race in response to being asked this information by a police officer.

### **Social identity**

An individual's sense of who they are based on which social group(s) they are part of or affiliate with. Social identities allow individuals to have a sense of belonging to a group or community. These groups can consist of, but are not

limited to, race, gender, religion, social class, and memberships in different organizations/clubs.

### **Strip search**

A search conducted by a police officer on a person, which includes the removal of some or all clothing that reveals under-garments and/or a visual inspection of the body.

### **Strip search rate**

The percentage of arrests which resulted in a strip search.

### **Systemic barriers**

Obstacles or barriers that intentionally or unintentionally exclude individuals, groups and/or communities, and are often out of the control of any individual person. Systemic barriers or obstacles can occur when systems, policies, programs, and services are created and/or delivered without benefiting from a range of perspectives during their development or implementation.

### **Systemic change**

Change that transforms how the whole system functions, including culture, leadership, rules, and processes in all its components and the relationships between them.

### **Systemic racism**

Organizational culture, policies, directives, practices or procedures that exclude, displace or marginalize some racialized groups or create unfair barriers 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.

### **Threshold**

A value that, if met or exceeded, indicates a notable inequality of concern for attention or action. Determining an appropriate threshold helps to interpret the meaning of the numerical results and indicates whether the magnitude of the disproportionality and disparity indices represents a notable difference for further investigation, monitoring, and/or potential action.

### **Use of force rate**

The percentage of enforcement action incidents that are associated with a reportable use of force incident.

### **Unknown race**

A category for **perceived race** in the Records Management System typically used in situations where a record is created in relation to warrants in which a police officer has not interacted with a specific individual.

### **Violent call for service**

For the purpose of Toronto Police Service's race-based data analysis, calls for service from members of the public for police intervention in relation to events or actions by a person that poses pending or immediate physical harm to another person. Violent call for service are: assault in progress, assault just occurred, assist P.C., homicide, person with a gun, person with a knife, robbery, sexual assault, child sexual assault, shooting, sound of gunshots, stabbing, unknown trouble, wounding, assault, and fight.

## **Weapons**

A weapon is any thing used, designed to be used, or intended for use in causing death or injury to any person, or for the purpose of threatening or intimidating any person.

## **Weapons carried**

Any weapons carried by an individual involved in a **reported use of force** incident, as perceived by the reporting officer at the time of the decision to use force. This information is collected in the provincial Use of Force Report.

## **Youth**

A person who is 17 years of age or younger. While there can be different definitions of youth used elsewhere, for the purpose of Toronto Police Service's race-based data analysis, this definition has been used to be consistent with the Youth Criminal Justice Act.