



Race & Identity Based Data Collection Strategy

Understanding Use of Force in 2020 Methodological Report

Toronto Police Service

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Introduction

This report provides detailed description of the data sources, methodologies, definitions and supplementary findings of the race and identity-based data analysis of the Use of Force data collected by the Toronto Police Service (Service) over the period January 1 to December 31, 2020. It complements the [“Understanding Use of Force & Strip Searches in 2020: Detailed Report”](#) (Detailed Report) dated June 2022, and is intended for those interested in learning more about how the Service prepared and analysed the data in addition to useful contextual information to better understand the reported findings.

This supplementary report represents the first in a methodological series of interaction-specific academic reports under the Race and Identity-Based Data Collection Strategy (R.B.D.C. Strategy). Findings for 2020 data should be considered the baseline for trend analyses going forward.

The methodological series targets an audience of academics, researchers and people who are interested in a more nuanced understanding of policing operations, data collected and methodologies used. It is also part of a [broader package](#) of documents for any police service interested in implementing a race and identity-based data initiative to identify, monitor and address racial disparities in policing outcomes. This package contains the following resources:

- ***‘The Race and Identity-Based Data Collection Strategy: Integral part of the Toronto Police Service’s commitment to equity, transparency and accountability’*** – strategic document that lays out the key elements and principles guiding the R.B.D.C. Strategy.
- ***‘Data Analysis Framework for Racial Equity’*** – general framework guiding the analyses under the R.B.D.C. Strategy.
- ***‘Understanding Use of Force & Strip Searches 2020’*** – a detailed report of findings in Phase 1 of the R.B.D.C. Strategy.

This report is organized into the following sections:

- ‘Background & Context’ introduces the legislative and operational context relevant to ground the findings presented in the Detailed Report (June 2022).
- ‘Principled Approach to Data Analyses’ section describes the key research questions and approach to co-develop hypotheses to identify racial disparities that can support actionable insights.
- ‘Data Sources & Limitations’ describes where the data comes from, how it was collected and managed, and its limitations.
- ‘Methodology’ describes the analytic datasets, definitions, disproportionality and disparity indices, and multiple benchmark approach.

- ‘Summary of Key Findings’ discusses the insights provided in the Service’s public report and the impacts of the report for the Service, Members, and communities.
- ‘Supplementary Findings’ provides detailed results of various analyses that considered a range of variables relevant to use of force dynamics.
- ‘Potential Areas for Root Cause Analyses’ outlines possible areas for further investigations to better understand the concrete issues and identify changes needed to reduce racial disparities.
- ‘Open Data and Open Analytics’ describes the visualizations and summary data available to support the public to access the data.

Background and Context

On September 19, 2019, the Toronto Police Services Board (Board) approved the *Race-Based Data Collection, Analysis and Public Reporting Policy*¹ (Board Policy) to identify, monitor and address systemic racial disparities in policing. The Policy is guided by the legal principles of the *Ontario Human Rights Code* and Ontario’s *Anti-Racism Act, 2017*; and aligns with Ontario’s [Data Standards for the Identification and Monitoring of Systemic Racism](#) (also known as Ontario’s *Anti-Racism Data Standards*).

To implement the Board Policy, the Service developed the R.B.D.C. Strategy that takes a staged approach, starting in January 1, 2020 with the collection of race perception data in reportable use of force and Strip Searches.

Understanding Police Use of Force

The Service places the highest value on the protection of life and the safety of its members and the public. Members of the Service have a responsibility to use only such force that is reasonable to effectively and safely bring an incident under control.

Legislative and Service procedures govern when and how officers may use reasonable force as necessary for the administration or enforcement of the law. They also set responsibilities and accountabilities to prevent against any unjustified or excessive use of force.

A Use of Force incident is defined in the *Police Services Act (P.S.A) Regulation 926/90* as an interaction with the public when a police officer:

- uses physical force on another person that results in an injury that requires medical attention;
- draws, points, or discharges a firearm in public; or demonstrates force with a Conducted Energy Weapon (C.E.W.), regardless of the level of injuries; and,

¹ Toronto Police Services Board. (2019). *Race-Based Data Collection, Analysis and Public Reporting Policy*. <https://www.tpsb.ca/policies-by-laws/board-policies/177-race-based-data-collection-analysis-and-public-reporting>

- uses a weapon other than a firearm or C.E.W., such as an impact weapon (baton), aerosol spray (pepper spray), or a police service dog or horse that comes into contact with a person, regardless of the level of injuries.

The Service's Procedure 15-01, Incident Response (Use of Force/De-Escalation), governs the use of force by officers.

Provincial Use of Force model: The Ontario Use of Force Model (2004) was developed to assist in the training of officers and as a reference when making decisions and explaining their actions with respect to a use of force. The model is dynamic and fluid to support officer decision-making. It trains officers on how to continuously monitor and de-escalate situations and use only the amount of force reasonably necessary to bring a situation under control (Use of Force model included in Appendix A).

All officers must successfully complete required training courses on use of force and annual certifications, including de-escalation techniques. Any application of a use of force must be in keeping with the training received.

Use of Force Report: Under the *Police Services Act*, O. Regulation 926/90, all police services in Ontario are mandated to submit a standardized Use of Force Report (U.F.R.). The U.F.R. captures information about the interaction, including the type of incident officer(s) responded to, the type of force used, if a weapon was perceived, and level of injuries (see U.F.R. included in Appendix A). It is also used to identify individual and group training requirements or governance requirements about the Service's use of force.

It is important to keep in mind that the officers are not required to complete a U.F.R. in every incident where a physical force is used. The U.F.R. is not intended to capture all physical interactions between police and the public.

Collecting race in the U.F.R.: Under the *Ontario Anti-Racism Act, 2017* and its regulation, the Ministry of the Solicitor General added race to the U.F.R. form. As of January 1, 2020, the province revised their form to add perceived subject race to help identify and address any systemic racial bias and racial disparities in police use of force.

When completing the U.F.R. for incidents involving individual person(s), reporting officers must complete the race field by selecting a category that best describes the individual based on their observation; this is the officer's best estimate of the individual's race, and could be based on their knowledge of them, as well as their perception at the time of the incident. Under the *Police Services Act*, every police service must securely submit the revised U.F.R. to the Ministry electronically.

U.F.R. completion & accountability process: The U.F.R. is completed by the reporting officer following the incident, often when the officer returns to the station and the subject is assessed by the Officer-in-Charge. The U.F.R. records the officer's individual actions and assessments of the situation at the time of the incident. If more than one officer is involved in a reportable use of force incident, then each officer completes and submits a separate report, resulting in multiple reports for one incident.

Once the officer completes a U.F.R., the form undergoes several internal check points to ensure that data is recorded in accordance with legislation. The Service also put in place an accountability process that directs how information is collected, verified and managed,

including identified roles and responsibilities to ensure the accuracy of information collected (see **Figure 1**, page 8):

- The officer's supervisor and Unit Commander review and approve the U.F.R. completed by the reporting officer before the officer submits the electronic form to the Training Analyst at the Toronto Police College;
- The Training Analyst at the Toronto Police College reviews the U.F.R. and submits the final U.F.R. to the Ministry of the Solicitor General and the Risk Analysis & Assessment Unit. The Training Analyst also identifies trends within uses of force to augment supplementary training or mandatory annual officer training;
- The Risk Analysis & Assessment (R.A.&A.) Unit is responsible for further data quality control and data entry into the Service's Professional Standard Information System (P.S.I.S.). They also extract and prepare anonymized information from Part A and Part B of the U.F.R. to provide to E.I.H.R. for race-based data analysis.

Risk Analysis & Assessment is also responsible for managing the Early Intervention Program. The Early Intervention Program identifies performance patterns that require intervention before it results in potential misconduct or impacts a member's wellness. Use of Force reports are just one of many indicators factored into an officer's overall performance matrix.

Figure 1: Use of force accountability process

Use of Force & Accountability



Principled Approach to Use of Force Analysis

The Use of Force analysis is guided by the Data Analysis Framework for Racial Equity (Analysis Framework), which is a principled approach to data analysis and reporting. The Analysis Framework informs all analyses conducted under the R.B.D.C. Strategy for consistency, transparency and accountability in how the Service uses data for equity purposes.

The principles articulated in the general framework are applied to guide the analysis of use of force incidents. We start with translating the key research questions under the Analysis Framework to the specific context of use of force.

Key Research Questions

The main purpose of the analyses is to identify whether there are any racial disparities in police use of force and the different circumstances that may influence disparities. It is important to keep in mind that findings of racial disparities alone do not necessarily indicate conclusive evidence of systemic racial bias.

We need to dig deeper, possibly using other data sources and methods, to get to the root cause of differences so that we can take appropriate actions for real and lasting change.

The following questions translate the general research questions articulated in the Analysis Framework to the specific context of use of force. Data analysis should help assess whether and to what extent racial disparities exist in decisions to use force in interactions with the public and within the policing dynamics and contexts in which uses of force may occur.

1. Are there racial disparities in reportable use of force incidents?
 - Racial disproportionalities (comparisons within the same racial group): To what extent, if any, are certain racial groups over-represented in reportable use of force incidents?
 - Racial disparities (comparisons between different racial groups): To what extent, if any, are certain racial groups more likely than others to experience reportable use of force?
2. To what extent, if any, are there racial disparities in the *outcomes* of reportable use of force?

Co-developing Hypotheses

Through collaboration with Service Members, stakeholders, and the R.B.D.C. Community Advisory Panel, the Service was able to delve deeper into the key questions and ground analyses in operational contexts and community perspectives.

The Service co-developed specific hypotheses through ongoing engagements and took an iterative approach to analyses, as described in the Analysis Framework, by reviewing findings together, raising new questions and going back to the data to try to answer them (see **Appendix B: R.B.D.C. Hypotheses**). In this process, we identified where data was available to answer these questions and took note of data gaps for improvements to our data collection and management processes.

This aligns with the broader Service commitments to innovation and investments that bring greater value to public safety, transparency, and accountability as part of comprehensive police reforms.

Data sources, Limitations & Analytical Considerations

Two main sources of police administrative data were identified for use of force analyses:

1. Provincial Use of Force Report (U.F.R.) and
2. Occurrence records

The Service supplemented this data with neighbourhood and Division level information using population projections for 2020² as well as crime trends from the Service's Public Safety Data Portal.

For meaningful race-based analyses, the Service uses "incidents" as the unit of analysis, with disaggregated perceived race categories as the primary variable of interest. The analysis focuses on incidents that occurred between January 1 and December 31, 2020.

Reportable Use of Force incidents: There were 949 in-scope use of force incidents in 2020 that involved 1,224 individuals and 1,688 individual officer reports. In-scope use of force incidents were those for which police services are required to report under the P.S.A. and which involved at least one human subject, and excludes team reports. As such, animal dispatches and accidental firearm discharges in a police facility are not included in the analyses.

Occurrence incidents: To enhance use of force analyses, we used occurrence records from the Records Management System (R.M.S.) for 86,520 incidents in which individuals involved were arrested, ticketed for serious provincial offence tickets, cautioned, summoned, apprehended or received arrest diversions. It also includes those identified as "subject" or "suspect" in an incident.

The forms and systems used to record occurrences and use of force data by police services significantly impact the extent to which this data can be used to assess systemic racial bias.

² Population projections were provided by Environics Analytics

It is therefore critical to understand the systems used to collect data, including P.S.I.S. that stores the data collected through the U.F.R., and the limitations associated with the data collection process that might impact the race-based analyses.

Protecting Privacy

The *Police Services Act, 1999* and Ontario regulation 926 dictates what information must be collected; under what circumstances; and how it is to be managed, used and retained. This includes protecting personal information contained in Part B of the form and when that information must be destroyed.

In addition, all personal information collected by the Toronto Police Service is subject to the rules under the *Municipal Freedom of Information and Protection of Privacy Act, 1990*. The *Anti-Racism Act, 2017*, and Anti-Racism Data Standards also contains guidance to ensure that personal information accessed and used for anti-racism purposes under the *Anti-Racism Act, 2017* are managed and protected responsibly.

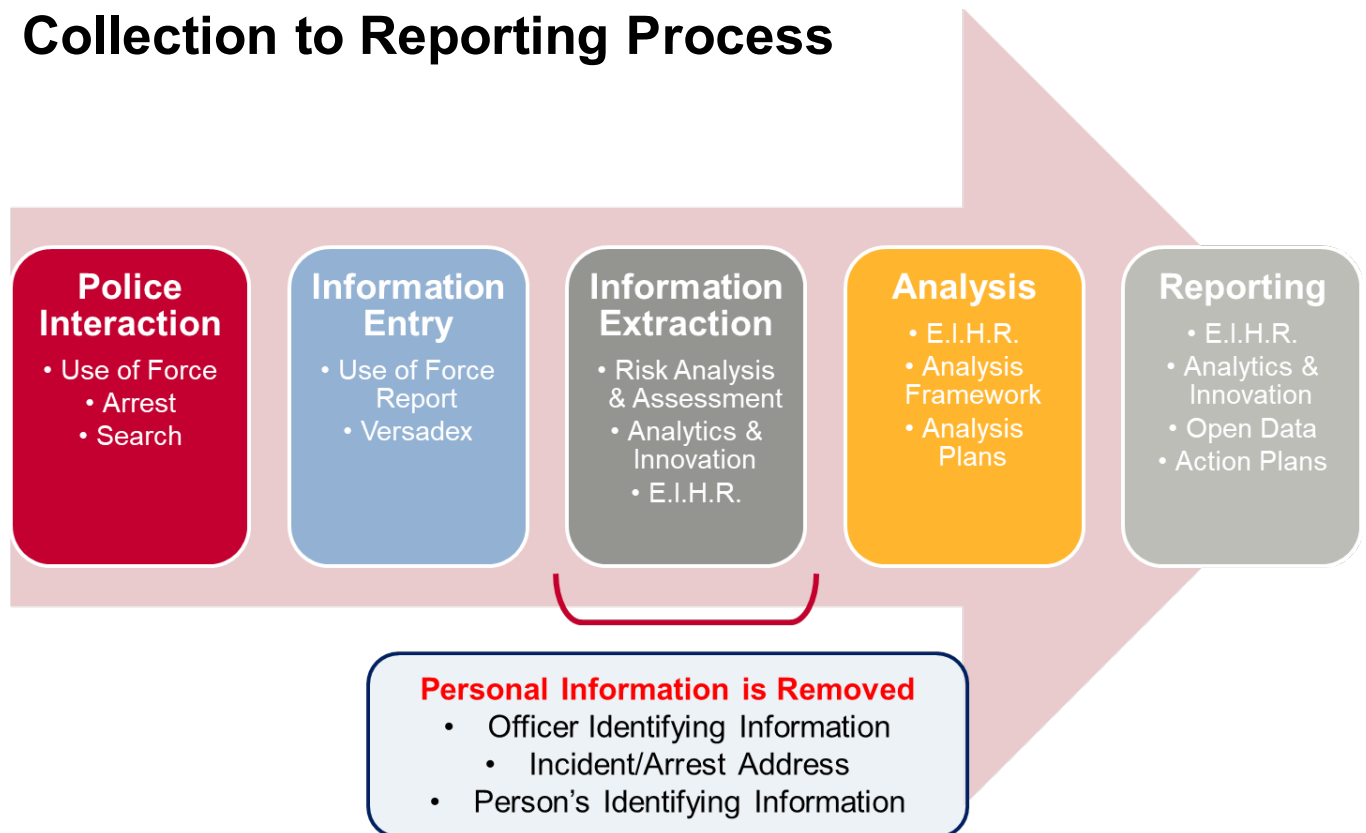
The Board Policy directs the Service to consult with the Information and Privacy Commissioner on its data practices under the R.B.D.C. Strategy. The collection of race in occurrence records supports robust analyses that are governed by clear policies and procedures that protect against unauthorized use of data. It allows the Service to be responsive to the needs of communities for evidence-based approaches to equity in policing, and to meet the purposes of the Board Policy.

For the purposes of the R.B.D.C. Strategy, information from the U.F.R. and R.M.S. was anonymized, extracted and prepared for analyses. In consultations with the Community Advisory Panel, stakeholders and Service Members, the Service identified the necessary data to extract to support analyses. Analytics & Innovation (A.&I.), Risk Analysis & Assessment (R.A.&A.) and E.I.H.R worked together to identify what information was available, useful and relevant to understand police use of force and strip search incidents.

All personal identifiers, such as names, birthdates, officer badge numbers, etc. were removed prior to the data being used for analyses (**Figure 2**). Other identifiers, which could be used to re-identify records such as occurrence numbers, person entity numbers, etc. were replaced with randomly generated unique identifiers to ensure that personal information remains protected while pertinent information is still available for analyses. This is consistent with data minimization principles promoted by the Information and Privacy Commissioner and the Anti-Racism Data Standards.

Figure 2: A process to anonymize information and protect personal privacy

Collection to Reporting Process



The Service developed a secure, privacy-protecting procedure to temporarily link anonymized information from the U.F.R. and Occurrence Records for analyses. The two anonymized data sources are kept separately in secure folders accessible only to designated E.I.H.R. staff members responsible for managing and using the data under the Strategy.

Limitations of the Provincial Use-of-Force Report

A standardized U.F.R. form is completed by each officer who uses force as defined under the *Police Services Act*. Typically, it is completed following the incident, often when the officer returns to the station, and before the end of their shift.

The U.F.R. records the officer's individual actions and assessments of the situation at the time of the incident. If more than one officer is involved in a reportable use of force incident, then each officer completes and submits a separate report, resulting in multiple reports for one incident (see **Table 1** below for use of force incidents and reports submitted).

Table 1: Reportable Uses of Force – Incidents and Reports Submitted

	2013	2014	2015	2016	2017	2018	2019
Incidents	1,150	1,041	1,095	1,179	1,246	1,412	1,495
Officer Reports	1,710	1,521	1,699	1,699	1,817	2,077	2,114

Source: Toronto Police Service, Corporate Risk Management Reports

The information collected through the standardized provincial U.F.R. provides both opportunities and limitations to understand reportable use of force incidents. The Service regularly reports use of force incidents to the Board through the annual Corporate Risk Management Reports, Annual Statistical Reports, and C.E.W. Reports. The ability to analyze and understand racial disparities in use of force is constrained by the information collected in the standardized provincial U.F.R. and how it is recorded in P.S.I.S. Assessments of racial disparities in police use of force requires a solid understanding of the data, including what is omitted and how data are inputted.

For the purposes of the R.B.D.C. Strategy, the data collected from the U.F.R. is anonymized prior to being used. It represents the perceptions and actions of each officer involved in relation to a specific incident that may involve one, two or three subjects³. The majority (80% or 760) of reportable use of force incidents involved only one subject. Incidents involving two subjects made up 11% (105) of reportable use of force incidents and 9% (84) involved three subjects.

There are different limitations in the collection or capture of information in the U.F.R. and in P.S.I.S.:

- The reporting requirements exclude lower levels of force, such as physical force that does not require ambulance or hospital treatment, but may nevertheless be injurious to a person's dignity as well as have psychological impacts;
- Information collected in the U.F.R. does not identify what type of force was used on which subject if more than one subject is involved;
- It does not allow for understanding the dynamics of the interaction leading up to or following a use of force (i.e., was the use of force incident associated with an arrest, apprehension, etc.)
- It does not capture gender identity, age, other descriptors or behavioural information.
- Individual subjects are anonymized, hence there is no capacity to know if specific individuals were involved in other use of force incidents, or match individuals in use of force incidents with those involved in specific occurrence incidents (if more than one person was involved).
- There is information in the U.F.R. that is *not* captured in P.S.I.S. and therefore cannot be used in analyses:
 - the sequence of actions taken (if multiple types of force were used); however, all types of force used are captured

³ Where more than three subjects are present, officers would record the information for the three primary subjects deemed most involved in the incident.

- officer attire (plain clothes, tactical gear, uniform, etc.);
- number of subjects greater than 3; and,
- police presence at time of incident (alone or police assisted).

These limitations were taken into consideration in analytic decisions as they impact what information can be accessed and used. In addition, the situations for which U.F.R. are created were taken into consideration and a determination made about which reports were relevant for identifying and understanding racial disparities. For example, analyses of the U.F.R. excluded reports for the following situations:

No subjects present: Incidents that do not involve individual subjects, such as animal-related incidents or accidental discharge of a firearm during training. In both cases, a U.F.R. has to be completed and submitted by each officer who used reportable force. We exclude all such incidents in the race-based data analysis.

Subject encountered but not perceived: Officers may respond to a call for service involving gunshots and arrive with their guns drawn but encounter no individuals; or officers managing crowds at an event respond to gun shots by drawing their handguns but do not encounter any specific subject. In rare cases, the subject may have already fled, or may be fleeing the scene and the officer never directly encounters a subject(s). This is noted in the narrative box on the form and in 2020, one report was excluded because subject race could not be perceived.

Team Reports: In some cases, an incident may involve a call for assistance from an Emergency Task Force (E.T.F.) team who typically arrives on the scene with weapons drawn. In these cases, a team report must be completed using the U.F.R. and is typically completed by an assigned officer on the team. The team report captures every action taken by each E.T.F. officer and reflects the perceptions of the officer completing the U.F.R.

- If individual officers on the E.T.F. engage further, for example by using physical force or discharging their firearm, each individual officer must also complete and submit an individual U.F.R. form to capture their own actions and perceptions of the incident, including perceptions of the subject(s) involved.
- For purposes of the race-based analysis, 351 team reports were excluded and of those, 52 individual officer reports were submitted and included in analyses.

In 2020, the province's revised U.F.R. included a field to collect the incident number that relates to the associated occurrence record, such as the event to which police were responding. This gave the Service the ability to use information collected outside of the U.F.R. to help better understand incidents. The experience we gained working with the new form in its first year provided opportunities to improve how we internally track incidents for more accurate reporting and oversight. The Service continues to work with the province to help improve its processes and address issues with the U.F.R. form itself.

Limitations of Occurrence Records

Occurrence records are a valuable source of information about incidents that contain details about situations and individuals involved. These records are generated by officers as soon after the events occurred as possible, and captures information which they are required to collect as part of policing operations and procedures.

The R.M.S. used by the Service includes applications that are integrated to allow information to be entered in different ways from different sources: mobile reporting terminals in police cars, desktop applications at the stations and the Computer Assisted Dispatch (C.A.D.) system used by Communications Services responding to emergency calls from the public. Combined, these applications contribute to the collection of information in records of incidents to which police respond or are engaged in during the course of their duties to enforce the law and promote public safety.

On January 1, 2020, the Service updated the way that race-based data is collected in the R.M.S. to align with the Anti-Racism Data Standards and to support robust analyses under the R.B.D.C. Strategy. Through the comprehensive collection of race in the R.M.S., the Service was able to broaden analyses of use of force and other outcomes within the context of policing practices in order to identify, monitor and address any systemic racial disparities.

For the purposes of the R.B.D.C. Strategy and use of force analyses, E.I.H.R., working with the Community Advisory Panel and Service Members, identified relevant, quality data needed to provide nuance and depth in understanding use of force incidents and factors that may influence differences in outcomes by race group. In assessing the quality of the data for use in analyses, the Service identified the following issues to consider when interpreting results and note for future improvements:

- The number of individuals involved in an occurrence incident may be greater than the number of individuals recorded in the use of force report (which captures information for up to 3 subjects).
 - Given the fact that individuals are anonymized, it is not possible to match individual information from the use of force reports with their information in the occurrence record.
 - The vast majority of occurrences (88% or 76,313 incidents) involved one individual, while 8% (or 6,943 incidents) involved two individuals.
 - There were 62 reportable use of force incidents in which the number of individuals involved in the occurrence was greater than four. Of those, more than 10 people were involved in four incidents.
- The Service was able to relate occurrence records for 889 (or 93.7%) reportable use of force incidents. For 60 incidents, the occurrence records could not be identified due to officer error or the record was not accessible because it was associated with a high profile case or an ongoing investigation.
- “Unknown” race and legacy values: Updated race categories were available in the R.M.S. as of January 1, 2020. All officers completed training to ensure they use the new categories, discontinue use of old values (i.e., “Brown,” “Asian,” and

“Aboriginal”) and to only use “unknown” in cases where there was no interaction with a person, such as when entering warrant information.

- In about 12.5% of occurrence records for individuals, “unknown race” was selected.
- “Unknown” race is not a valid category in the Use of Force Report (U.F.R.) form.
- Due to differences between the U.F.R. and occurrence records, the racial composition of people involved in incidents of use of force and in occurrences may not always be the same.
 - For example, an occurrence may involve two people, each perceived to be a different race from each other (i.e., race groups X and Y). Reportable use of force was used on only one person (race group Y) and is reported in the U.F.R. The U.F.R. incident is identified as involving an individual of race group Y, while the associated occurrence incident would be categorized as multiple race group.
 - In occurrences that involved multiple people, reportable use of force was used on an individual from one race category for 116 use of force incidents.
- Information in R.M.S. is not always stored in the same place, but is often made up of inter-related records. Some information may be collected in certain circumstances, depending on the values selected in particular fields. This means that some data of interest were not available for all incidents, such as sobriety, behavior, mental health condition, language needs, etc.
- Like most organizations, the Service collects some information using paper forms and stored as scanned pdfs or filed in cabinets. Information stored in these ways are not available for analyses without immense use of staff time and resources.

This is the first time the Service assessed the quality of information in a comprehensive manner and used the data collected for analyses. Our experiences with implementing Phase 1 of the R.B.D.C. Strategy increased understanding of our current systems; what works, what doesn't work, and areas for improvement. This aligns with the Service's efforts in information management and technology innovation as part of the *Way Forward*, the Service's Strategy for transformative change.

Methodology

This section describes how the Service's E.I.H.R. analysts and researchers used the data accessed for the R.B.D.C. Strategy and answered the questions identified in the hypothesis development process. Analytic decisions reflect underlying assumptions about how policing works and impact how we understand disparities. To be transparent in our approach, we describe the benchmarks used and why, and how we constructed variables to reflect operational realities and support meaningful insights. We begin with a discussion of using police administrative data for analyses.

Working with Administrative Data

Our interest in this research is to understand policing as a system and its impacts on the population that is policed. Using police administrative data means that we are working with data that was collected to meet operational needs and as such, reflect working definitions, processes and outcomes designed for case management purposes, investigations and other policing functions.

Under the R.B.D.C. Strategy, we are accessing and using this data for another purpose -- statistical analyses to understand how policing works and outcomes recorded for different groups of people. It is necessary to critically examine and understand the data systems and assess them for quality, completeness, and comprehensiveness⁴ before determining what can be used and what are the data gaps, as discussed in the previous section.

As we are not working with a randomly sampled population but with data from police operations, common statistical approaches such as statistical tests based on parametric or non-parametric methods are not applicable. The benefit of using police administrative data is that information is collected for all individuals in the transactions of interest (see scope of analyses below). We are therefore not making inferences based on samples and will not generalize the results to a broader population.

Scope of Analyses

The scope of the analyses includes all incidents that occurred between January 1, 2020 and December 31, 2020 in which there was an enforcement action by the Service, which includes arrests (for any reason), tickets for serious provincial offences⁵, caution or summons, apprehensions, or diversions as well as incidents where individuals involved were recorded as “suspects” and “subjects”. There were 86,520 enforcement action incidents in 2020.

For each incident that results in an enforcement action, we identified whether they were associated with reportable uses of force or not. We were able to associate 93.7% (889) use of force incidents with the original occurrence records to which they were associated. Of the 60 incidents for which we were not able to associate to the occurrence record, the majority were due to errors in how officers recorded the incident number and a few were privatized records due to serious ongoing or high profile criminal investigations.

Importantly, in order to preserve privacy and confidentiality of the U.F.R. within legislative requirements, information from R.M.S. and the U.F.R. data from P.S.I.S. remain separate and are only associated in a temporary way to yield aggregate summary data tables and findings. The U.F.R. and P.S.I.S. provide data on all reportable use of force, as defined by the P.S.A. regulation. It does not include incidents where there are no reportable uses of

⁴ Hand, D.J. (2018) Statistical challenges of administrative and transaction data. *Journal of the Royal Statistical Society, Series A*, 181: 555-605.

⁵ Examples of serious Provincial Offence Act tickets (POA Part 3) are: failure to have insurance, driving while under suspension, stunt driving, failure to stop for a police officer, failure to remain.

force, including uses of force that are below the legally required reports, such as those that result in no injuries or injuries from physical force that do not require medical attention.

The Annual Corporate Risk Management Report for 2020 contains detailed information about all reportable uses of force by the Service. This should be consulted for the breakdown of types of force used, types of weapons, officer assignments, etc. In addition to the Corporate Risk Management Report, we provide a breakdown of enforcement action incidents and reportable use of force incidents by the types of calls for service or incident type.

For reasons already described above, excluded from the R.B.D.C. analysis are incidents:

- submitted as a team report (i.e., Emergency Task Force), except where Emergency Task Force officers took additional actions and were required to submit individual U.F.R.;
- with no subjects involved (i.e., involves animals only or accidental use of force);
- involved crowds (i.e., more than 3 subjects); and
- subject(s) involved were not perceived (i.e., subject’s face was covered and had gotten away)

The focus of interest are in-scope incidents of reportable uses of force that occurred between January 1, 2020 and December 31, 2020 for which individual officers submitted a U.F.R. During this time, there were 949 reportable use of force incidents involving 1,224 people.

How many people and officers were involved in a use of force incident?

Table 2 shows that in the vast majority (80.1%) of use of force incidents, only one person was subject to force. In addition, reportable use of force incidents typically involve one officer who used force (56.8%). There were 77 incidents (8.1%) in which four or more officers used force.

Table 2: Number of people involved in reportable use of force incidents, 2020

	Number of: Individuals experiencing use of force		Reporting officers	
	Count	%	Count	%
One person	760	80.1%	539	56.8%
Two people	105	11.1%	254	26.7%
Three people	84	8.9%	79	8.3%
Four or more people	n/a		77	8.1%
Total Incidents	949		949	

Collecting Information about Race

Race is a social construct that has tangible impacts on people’s lives. It can influence people’s experiences and relationships with others, as well as shape our perspectives of the world and each other. As such, how someone understands ‘race,’ whether their own or someone else’s, can be complex and include different dimensions, such as physical

characteristics, style of dress, accent or language, place of origin, etc. Ideas and understandings of race may also change over time and in different situations.

For the purposes of identifying and understanding systemic racial bias in police interactions and use of force reports, 'race' is collected as officer's perception of an individual's race, based on their observations. This is defined in the Board Policy and the Service's Procedure 16-07, *Collection, Analysis and Reporting of Race and Identity-Based Data*. The Anti-Racism Data Standards (section 7) sets out the conditions and rationale for perception of race information to help understand potential racial biases in decision-making.

What was the breakdown by race in reportable use of force?

Table 3 provides a breakdown of individuals who experienced a reportable use of force by race, as perceived by officers. The largest group in reportable use of force incidents was Black people (39%), followed by White people (36%).

Table 3: Individuals involved in reportable use of force incidents by race, 2020

	Reportable Use of force	
	Count	%
Black	482	39.4%
East/Southeast Asian	104	8.5%
Indigenous	26	2.1%
Latino	49	4.0%
Middle Eastern	72	5.9%
South Asian	49	4.0%
White	442	36.1%
Total	1, 224	

Note: These counts include individuals who may be involved in more than one use of force incident in 2020.

Treatment of Missing Data

Only records with valid data for specific variables are included when conducting analyses using those variables. For example, when looking at incidents by calls for service types, if records had no valid call for service information, they were excluded from the analyses requiring calls for service information. This affected about 2% of reportable use of force incidents that were matched with occurrence records.

Racial Disproportionality and Disparity Indices

The central analytic tools used to identify, track and monitor systemic racial biases are racial disproportionality and racial disparity indices.⁶ It is also the recommended approach under Ontario's *Anti-Racism Act* and Anti-Racism Data Standards.

The analysis focuses on specific outcomes, such as reportable police use of force (provincial definition) to identify and understand disparate impacts of police decision-making. Findings of racial disproportionalities or disparities on their own do not prove that there is racial profiling or that racial biases are the cause; however, they do indicate areas where we can promote fair and equitable policing.

A racial disproportionality refers to the over or under-representation of a race group compared to their presence in the reference population. A racial disparity refers to unequal outcomes in a comparison of one race group to another race group. Please refer to the Analysis Framework for more information on these indices.

We use these indices to understand differences in use of force outcomes when officers respond to different types of incidents and answer questions such as:

- Are some groups more or less likely to have a reportable use of force when they are involved in enforcement incidents resulting from a violent call for service?
- Are some groups more likely to have a higher type of force used compared to other groups when they are perceived to carry weapons?

As discussed below, we use the enforcement action population as the reference population to calculate use of force rates and disproportionalities by race group.

Defining and Using Benchmarks

To properly understand and estimate racial disproportionalities and disparities in use of force decisions, it is important to identify an appropriate comparison group (i.e., benchmark) that best approximates the population-at-risk for that outcome.⁷

To interpret the meaning of racial disproportionalities and disparities at discrete decision points within the context of a police interaction, we look at how decisions at different points in a pathway contributes to final outcomes. This allows us to identify specific levers for change associated with use of force decisions and outcomes.

⁶ This approach is used by researchers to examine many different outcomes that people experience in their interactions with numerous institutions and systems. Racial disproportionality and disparity indices have been used to understand differences experienced across a person's life cycle, from maternal health and quality of pre-natal care to childhood outcomes, access to quality education, employment, treatment in the criminal justice system, to risk of chronic illness and access to end of life care.

⁷ Tregle, B., Nix, J., Alpert, G. P. (2018). *Disparity does not mean bias: Making sense of observed racial disparities in fatal officer-involved shootings with multiple benchmarks*. *Journal of Crime and Justice*, 42 (1): 18-31.

Use of force is an outcome that may follow from a series of decision points that begin with a police-civilian interaction, including the call for service from a member of the public that brings police officers to the scene. In this context, there are two relevant points in the use of force pathway:

1. Officer is dispatched to an incident and arrives on the scene
2. Officer makes a decision to use force, once at the scene.

Each decision point involves different dynamics and factors which can contribute to racial disproportionalities. To understand racial disproportionalities in use of force incidents, we took a *multiple benchmark approach*⁸:

- a. Resident population
- b. Population experiencing enforcement actions

These benchmarks define the appropriate, relevant reference population against which to compare different outcomes in the use of force process within the overall policing context. (see [RBDC Story Map](#)). We look at where disproportionalities occur by comparing:

- first, who has an interaction with police (against their proportion in the resident population); and;
- second, once officers are on the scene, who experienced a reportable use of force (compared to those with a police enforcement action).

This reflects the reality that use of force is conditional on having a police interaction in the first place, and differences in use of force outcomes begin with who has contact with police. Disproportionalities at each point of interaction are additive.

A multiple benchmark approach not only supports a more precise view of where and when disparities by race occur, but also helps us to narrow down the decision points on which we could focus for actionable insights and implementation of concrete changes to address disparities in outcomes. Below, we describe each benchmark and discuss its limitations when used on its own.

Resident population: This is the most commonly used and easily accessible benchmark, which typically draws from census population data. In our analyses, the resident population is defined as those who live in the City of Toronto (**Table 4**).

We include the resident population as a benchmark for three reasons:

- 1) to facilitate cross-service comparisons as it is widely used, reportable, and understood;
- 2) to understand the broader systemic impacts of societal trends on different populations due to different histories and experiences in Toronto; and
- 3) to identify the disparities upstream of a use of force decision and police contact.

⁸ Cesario, J., Johnson, D., and Terrill, W. (2018). *Is there evidence of racial disparity in police use of deadly force? Analyzes of officer-involved fatal shootings in 2015-2016*. Social Psychological and Personality Science; Goff, P.A., Lloyd, T., Geller, A., Raphael, S. and Glaser, J. (2016) *The Science of Justice: Race, Arrests and Police Use of Force*, Center for Policing Equity, <https://policingequity.org/what-we-do/research/the-science-of-justice-race-arrests-and-police-use-of-force>

Compared against the resident population, outcomes for different groups may reflect inequities in socio-economic achievement, education, housing access, and other broader social trends and barriers that different groups experience. These vulnerabilities may also lead to greater exposure to policing and contribute to disparities in police outcomes.

What is the breakdown by race in the resident population?

Table 4: Breakdown of resident population by race group, 2020

	Resident Population	
	Count	%
Black	293, 218	10.2%
East/Southeast Asian	598, 830	20.7%
Indigenous	26, 629	0.9%
Latino	91, 255	3.2%
Middle Eastern	127, 981	4.4%
South Asian	425, 649	14.7%
White	1, 323, 023	45.8%
Total	2, 886, 585	

Source: Environics Analytics

Limitations: Researchers and police professionals recognize the shortcomings of using resident population benchmarks on its own to understand disparities produced by policing practices. The limitations of using the resident population is that it assumes all residents are equally exposed to encounters with police and that those who do are all residents. In other words, the resident population is not the same as the ‘at-risk’ population for particular outcomes and is a poor approximation for it.

In particular, it is susceptible to producing false positive conclusions - finding a racial disparity where it may not exist⁹. It is also likely to identify false negatives – failing to find disparities where it does exist, particularly if groups are under-represented in upstream outcomes.

Another challenge with using the resident population as a benchmark is that it is based on counts of unique individuals, whereas police records and use of force data contains individuals who might have been involved in more than one incident within the study period. Depending on the extent of racial biases in repeated interactions¹⁰, the population benchmark is likely to misestimate racial disproportionalities. Nevertheless, the resident population is easily understood by the public, readily available through census counts and is often reported in media stories and public reports.

⁹ Tregle, B., Nix, J., Alpert, G. P. (2018). *Disparity does not mean bias: Making sense of observed racial disparities in fatal officer-involved shootings with multiple benchmarks*. Journal of Crime and Justice, 42 (1): 18-31.

¹⁰ Bostaph, L.G. (2007). *Race and repeats: The impact of officer performance on racially biased policing*. Journal of Criminal Justice, 35(4): 405–417; and (2008) *Repeat citizens in motor vehicle stops: A Black experience*. Journal of Ethnicity in Criminal Justice, 6 (1): 41-63.

To address some of the identified shortcomings of the resident population as a benchmark, researchers have proposed alternative benchmarks to improve the validity and credibility of disproportionality estimates.

Population experiencing enforcement actions: Police use of force is contingent on an interaction with a member of the public in the first place. Looking at this population addresses different community needs or individual safety concerns that are more likely to come to police attention, either through emergency calls for service by members of the public or through officer-initiated activities such as investigations. When responding to these incidents, information is often recorded in occurrence records by police officers acting in their capacity to enforce a serious violation of a law or by-law, or to protect public safety.

For the purposes of these analyses, the enforcement action population includes those who: are arrested (for any reason), receive a ticket for serious provincial offences, receive a caution or summons, and apprehensions, or arrest diversions. It also includes those who are recorded as persons in crisis, “suspects” and “subjects,” and youth equivalents. This excludes parking tickets and routine traffic or pedestrian tickets.

Another benefit of this benchmark over the resident population is that the data from which we derive this benchmark allows us to look at our impacts through two perspectives:

- 1) at the individual level to understand who was involved in police interactions and how often they experienced enforcement actions
- 2) at the incident level to understand situational dynamics and which may involve more than one person in the interaction.

What is the breakdown by race in the enforcement action population?

Table 5 shows the race breakdown for the enforcement action population. This gives a picture of the racial composition of people who experienced interactions with Toronto police officers in their capacity to enforce the law or address community safety concerns.

Table 5: Breakdown of enforcement action population by race group, 2020

	Enforcement Actions	
	Count	%
Black	24,064	24.4%
East/Southeast Asian	6,971	7.1%
Indigenous	2,264	2.3%
Latino	2,534	2.6%
Middle-Eastern	4,850	4.9%
South Asian	5,633	5.7%
White	39,948	40.5%
Unknown	12,316	12.5%
Total	98, 580	

Note: These counts include individuals who may have more than one enforcement action interaction in 2020.

Limitations: There is often no comprehensive data on all the daily interactions police have with the public and that can be broken down by race. In 2020, there were 692, 837 police interactions with the public as a result of calls for service, traffic and pedestrian stops and other policing activities (excluding parking enforcement). For the majority of those interactions, race information is not collected to enable disaggregated analyses. For example, officers may respond to an incident of concern, but there is no subject information, or only a verbal warning is given. In most cases, routine traffic or pedestrian tickets are issued using the municipal or provincial ticket form, which does not collect race.

As a result, a serious shortcoming of this benchmark is that police enforcement actions and uses of force may *both* be the outcomes of systemic racial bias in policing practices as well as external factors contributing to differences. In other words, using this benchmark may under-estimate the true magnitude of racial disparities due to those upstream factors.¹¹

The multiple benchmark approach attempts to account for these different sources of disparities so that we can understand the specific impacts at different decision points with greater accuracy and insights for action. The next section summarizes the key findings of the Detailed Report and describes the impacts and significance of the findings to support police reforms and positive culture change.

Summary of Key Findings

On June 22, 2022, the Service presented the first report of Phase 1 of the Race and Identity-Based Data Collection Strategy. The report and accompanying open analytics and story map are published on the Service's website: <https://www.tps.ca/race-based-data-collection/>

As a result of a collaborative process that was hypothesis-driven and focused on producing actionable insights, the report highlighted four key findings for reportable use of force:

1. When there was an enforcement interaction with police, Black people, Latino people, East/Southeast Asian and Middle Eastern people were more likely to experience a reportable use of force.
2. When force was used, Black, South Asian and East/Southeast Asian people were more likely to have higher types of force used.
3. Differences by race remained even after taking into account weapons, type of call for service, primary offence involved and frequency of enforcement actions.
4. There were differences in use of force rates across the city which were not explained by crimes rates or local population demographics.

These findings give us new insights on reportable use of force that we have not been able to access before and that uses more comprehensive and complete data. As a result, the

¹¹ Knox, L., Lowe, W. and Mummolo, J. (2020). Administrative Records Mask Racially Biased Policing. Available at SSRN: https://papers.ssrn.com/sol3/papers.cfm?abstract_id=3336338

Service has a better understanding of where and how large the disproportionalities are for different situations, such as when responding to mental health-related incidents or violent calls for service. It also reveals where there were no racial disparities, such as when officers respond to weapons-related and homicide incidents.

In light of these findings, the Service identified and made further improvements to enhance accountabilities, boost supervision and coaching of officers, training and other measures such as introducing equity impact assessments for operational plans. The Service commits to continuing to engage with affected communities and Members on further areas for action.

The rest of this report provides further details on the findings above and supplementary results for a deeper look into the data. Readers can access open analytics and related summary data through the Service's Public Safety Data Portal (P.S.D.P.).

Using Multiple Benchmarks for Actionable Insights

Using multiple benchmarks allows us to treat use of force outcomes as part of a decision pathway, starting with contact with police. This approach lets us identify the impacts of each decision-point on final outcomes of interest – in this case use of force. We start by calculating racial disproportionalities in having a police interaction and enforcement by comparing against the resident population.

There are many factors which could increase the risk for some groups in having police contact, including structural and historical barriers to economic and social well-being, including lack of access to quality healthcare and housing, poor educational outcomes, poverty, etc. These are known risk factors for involvement in the criminal justice system and it is a heavier burden carried by historically marginalized groups, such as Indigenous and Black communities. Impacts of systemic racial discrimination extends beyond individual outcomes and can affect the life experiences of families and communities across generations. It manifests in greater involvement in activities that are criminalized and considered unlawful or harmful to the safety and well-being of individuals, their families and the broader community.

How do disproportionalities in use of force add up?

It is necessary and important to understand why some communities experience more enforcement activities than others; how much of it is due to broader societal failures and vulnerabilities faced by different communities and how much can be attributed to biased policing. For this analysis, it is critical to identify the relative risks for some groups in having police enforcement actions in the first place before a use of force could occur. This helps us to understand and address the causes that bring police to the scene and work with communities, stakeholders and partners to meet community safety needs and advance fair policing.

The next step is to identify disproportionalities in experiencing uses of force after police arrive on the scene. Since use of force decisions are conditional on an officer being called to an incident, we want to understand if there may be unfair treatment when officers engage

with individuals on the scene. Any disparities found at this decision point could represent the *added* impact of use of force decisions, which is the focus of this report. The insights provided by the multiple benchmark approach is reported on page 50 of the Detailed Report (June 2022). Below, we provide the magnitude of disproportionalities in having police enforcement contact and in experiencing uses of force, once contact occurs.

The first column in **Table 6**, on the following page, shows the racial disproportionalities in reportable use of force when compared to the resident population, a common approach. When compared to their presence in the city, Indigenous, Black, Middle Eastern and Latino people are over-represented in reportable use of force. In particular, Black people are 3.9 times more likely to experience a use of force, relative to their proportion in the City of Toronto; Indigenous people are 2.3 times over-represented; and Latino and Middle Eastern people were 1.3 times over-represented in reportable use of force incidents.

The next two columns break this down into the two different components to show the relative risk for each race group in a) having a police enforcement action compared to their presence in the resident population and b) in use of force when there was an interaction with police. Highlighted numbers show where there is an over-representation in each outcome for different groups; a disproportionality index greater than 1 means that the group is over-represented in that outcome.

Table 6: Racial disproportionalities using the multiple benchmark approach

	Ratio of Use of Force to Resident Population	Racial disproportionalities	
		Enforcement Action	Use of Force
Indigenous People	2.28	1.48	0.91
Black People	3.86	2.22	1.61
Middle-Eastern People	1.33	1.23	1.20
East/Southeast Asian People	0.41	0.41	1.20
Latino People	1.27	0.88	1.56
South Asian People	0.27	0.46	0.70
White People	0.86	0.82	0.89

Note: To calculate the disproportionalities in enforcement action (2nd column), we adjusted for repeat individuals to compare against the resident population (unique individuals only)

This approach reveals four distinct patterns that affect different race groups that would otherwise be missed if only relying on the resident population. These different patterns suggest different strategies are required to address disparities in use of force outcomes.

The first data pattern is unique to Indigenous peoples’ experiences with the Service and it is characterized as *high contact and low conflict*. That is, they were **over-represented** in having an enforcement action (relative to their presence in the City of Toronto) and when they do, they were **less likely** to have force used. This suggests that upstream factors are driving disproportionalities in the overall use of force outcome. Hence, the leverage for

change lies in exploring solutions focused on diversion, referrals and partnerships with community organizations and social services to address the complex vulnerabilities faced by Indigenous people.

The second data pattern we identify impacts Black and Middle Eastern people and we describe it as *high contact and high conflict*. They were **over-represented** in having a police enforcement action, and once in contact with police, they were also **over-represented** in use of force decisions. For these groups, addressing the overall disproportionalities in use of force outcomes requires addressing both upstream effects as well as unpacking how decisions to use force are made when responding to incidents involving Black and Middle Eastern people.

The third data pattern refers to interactions with East/Southeast Asian and Latino people that we describe as *low contact and high conflict*. They were **under-represented** in having a police enforcement action but when they do, they were **over-represented** in use of force decisions. Using the resident population benchmark would have caused us to misdiagnose the issues and where we need to focus in order to reduce use of force outcomes for these groups. We need to focus attention to better understand how we are responding to situations involving Latino and East/Southeast Asian people and how decisions to use force are made.

Next, we look more closely at the nature of incidents police responded to involving people from different race groups and which are associated with use of force.

Supplementary Findings

This section presents and discusses additional findings to supplement the Service's Detailed Report (June 2022). It provides descriptions of enforcement action incidents in greater detail to support further insights into the key findings presented in the Detailed Report. It also provides a better understanding of use of force incidents in relation to police enforcement action activities.¹²

Understanding Dynamics at the Incident-Level

When police officers arrive to a scene, they are required to assess the situation as a whole and make sense of the incident. Officers' decisions to use force reflect what they determine is required to bring situations under control safely.

To make sense of use of force, as explained earlier in this report, we used the *incident* as the unit of analysis and characterized each incident by the types of situations and people involved. This deeper look at incidents allows us to consider the factors that may influence

¹² For more specific details into use of force incident reporting as well as other police accountabilities, the reader should consult the *Corporate Risk Management Annual Report, 2020*.

police to use force and how these factors may vary by race or have different impacts on different groups when police respond to situations.

It is the first time that a police service examined uses of force in this level of detail while treating police decisions as part of a complex set of dynamics within a particular context.

This section presents additional findings to help the public get a fuller picture of the data and greater understanding of the main findings presented in the Detailed Report. These supplementary findings complement the Detailed Report (June 2022) findings.

We start by situating reportable use of force incidents within the broader context of police interactions with members of the public.¹³ In 2020, there were 692,837 interactions in response to calls for service, routine traffic or pedestrian stops and other police activities (this does not include parking tickets, online reporting, social or outreach engagements with community members, etc.)

Of those, 12.5% (86,520) incidents resulted in an enforcement action: arrest (charged or not charged), releases, arrest diversions, serious provincial offence tickets, summons or cautions, and apprehensions (mental health or child protection), including those deemed “suspect” or “subject.” In these incidents, officers used their legal authority to enforce existing laws and statutes, such as Provincial Offence Act, the Criminal Code, Mental Health Act, Child Protection Act, or other federal statutes and municipal by-laws.

Contextual trends are reported in the Service’s Public Safety Data Portal¹⁴, such as use of force (as proportion of enforcement actions) and crime rates (per 100,000 residents) at the Divisional level as well as in relation to local demographics. Those findings suggest that there is a weak relationship between use of force and local crime rates or demographics, indicating that we need to dig deeper to understand other factors influencing use of force.

What are the racial disproportionalities in use of force when there is an enforcement interaction with police?

Table 7 shows a breakdown of enforcement action incidents as well as use of force incidents by the race of people involved. Using the population of people whom police interacted with in their capacity to enforce the law or address community safety issues allows us to focus on use of force decisions *after* officers respond to situations.

When looking at incidents, we find that those involving Black people were 1.6 times (60%) more likely to have a reportable use of force, relative to their presence in police enforcement incidents. Incidents involving East/Southeast Asian and Latino people are 1.2 times (20%) more likely to have a reportable use of force, compared to their presence in enforcement actions. Interestingly, incidents involving multiple race group (where more than one person was involved and each were perceived from a different race group) were less likely to involve a use of force, compared to their presence in police enforcement actions.

¹³ Detailed report with the page for [link to “By the Numbers”]

Table 7: Incidents involving enforcement action and reportable use of force by perceived race of people involved, 2020

Incidents involving:	Enforcement action		Reportable use of force		Racial disproportionalities (incidents)
	Count	%	Count	%	
Black People	19,307	22.3%	341	35.9%	1.61
East or Southeast Asian People	5,805	6.7%	78	8.2%	1.20
Indigenous People	1,972	2.3%	23	2.4%	1.04
Latino People	1,973	2.3%	27	2.8%	1.22
Middle Eastern People	4,052	4.7%	44	4.6%	1.06
South Asian People	4,654	5.4%	33	3.5%	0.65
White People	34,924	40.4%	341	35.9%	0.89
Multiple Race Group*	13,833	16.0%	62	6.5%	0.41
Total	86,520		949		

Note: * Where there were more than one person and each person was of a different race group, we characterize the incident as involving “multiple race group”.

Source: RBDC-UOF-TBL-004, TPS Public Safety Data Portal

Not all enforcement action incidents are the same and different groups may be involved in different types of crimes or be more likely to experience issues like mental health or bail compliance conditions. To better understand reportable use of force and racial disproportionalities, we need to unpack these factors.

Are there differences by type of call for service?

Calls for service (C.F.S.) type provides information about how dispatchers described events to officers who are responding to an incident, or whether officers initiated an interaction. This helps us recognize what officers may understand about an incident prior to arriving on the scene, based on information provided by 911 dispatchers. There was valid call type data for 90.2% (78,069) occurrences that involved an enforcement action and for 91.5% (868) reportable use of force incidents.

Table 8 shows the counts and percentages of different C.F.S. types within enforcement action incidents and reportable use of force. We calculate the relative risk of a use of force for each type of C.F.S. by dividing the proportion of that C.F.S. that involved a use of force by its proportion in all enforcement action incidents. A value greater than 1 indicates that there is a higher chance of a use of force when officers respond to that type of C.F.S. (in bold font).

Table 8: Enforcement action incidents and use of force incidents by type of call for service (C.F.S.)

	Enforcement Actions		Use of Force		Relative risk use of force
	Count	%	Count	%	
Admin Calls	6,203	7.9%	21	2.4%	0.30
Arrest	5,763	7.4%	24	2.8%	0.37
Domestic/Assault C.F.S.	9,173	11.7%	27	3.1%	0.26
In Progress/Just Occurred	3,192	4.1%	75	8.6%	2.11
Person in Crisis C.F.S.	10,135	13.0%	59	6.8%	0.52
Other Priority 2 C.F.S.	6,703	8.6%	56	6.5%	0.75
Other Priority 4 C.F.S.	8,550	11.0%	66	7.6%	0.69
Other Priority 6 C.F.S.	5,565	7.1%	14	1.6%	0.23
Proactive Events	8,217	10.5%	68	7.8%	0.74
Vehicle-related C.F.S.	2,104	2.7%	38	4.4%	1.62
Violence C.F.S.	12 464	16.0%	420	48.4%	3.03
Total Incidents	78,069		868		

Source: RBDC-UOF-TBL-004, TPS Public Safety Data Portal

We see that certain types of incidents are more likely to have a use of force involved, such as violent calls for service, which are 3 times more likely to involve a use of force. In progress or just occurred events, such as robberies, break & enter, assaults, etc., are twice as likely to involve a reportable use of force. Other types of C.F.S., such as person in crisis calls, domestic/assaults, affecting an arrest and proactive events were less likely to involve a use of force, compared to their proportion in enforcement actions (i.e., the relative risk ratio is less than 1).

Are there differences by the occurrence category?

Incidents may also be characterized by the nature of the offences involved or the type of incident once officers arrive on the scene. This may be different from how the event was described by dispatchers, as officers have a greater understanding of what is happening after they responded to and investigated the situation. The occurrence category refers to types of incidents based on the primary offence information provided in the occurrence record for every enforcement action incident.

Primary offence refers to the most serious offence based on categories established by Statistics Canada for the Uniform Crime Report (U.C.R.). An incident may involve more than one primary offence, for example, drug-related and weapons offences. Incidents that do not involve criminal code offences are described by the nature of the incident, for example, mental health-related incidents, attempted or threatened suicide, etc. For incidents which have more than one primary offence or include non-criminal offence factors such as mental health component, they are classified under each type. Hence, the percentages in the tables do not add to 100.

We were able to associate 889 out of 949 (93.7%) reportable use of force incidents to the related occurrence record. This allowed us to identify which of the 86,520 enforcement action incidents involved a reportable use of force and which did not. **Table 9** shows the

proportion of occurrence categories involved in enforcement actions and reportable use of force incidents. It also shows the likelihood of a use of force relative to enforcement action (relative risk ratio) for each occurrence category. where a value greater than 1 indicates higher risk. Generally, we see that for incidents involving weapons and homicide-related offences, officers were 13 times more likely to respond with a reportable use of force, whereas for assault & crimes against persons, drug-related and other offences, this was between 2 and 4 times more likely.

Among enforcement actions, mental health-related incidents were the most frequent type of occurrence (14,930 or 17.3%), but were less likely to involve a use of force (0.89). Incidents involving violations of other statutes¹⁵ were also just as common as mental health-related incidents (14,878 or 17.2%) yet even less likely to involve a use of force (0.56). Officers were also less likely to use force when responding to incidents involving robberies & thefts, sex-related crimes and crimes against children, and serious vehicle-related offences¹⁶.

Table 9: Enforcement action incidents and reportable use of force by occurrence category, 2020

	Enforcement Actions		Use of Force		Relative risk (Use of force)
	Count	%	Count	%	
Assault & Crimes Against Persons	11,501	13.3%	253	28.5%	2.14
Break & Enter	1,923	2.2%	37	4.2%	1.87
Drug-Related	1,429	1.7%	50	5.6%	3.41
Failure to Appear/Comply & Parolee	9,845	11.4%	101	11.4%	1.00
Harassment & Threatening	5,336	6.2%	75	8.4%	1.37
Mental Health Related	14,930	17.3%	137	15.4%	0.89
Mischief & Fraud	5,641	6.5%	61	6.9%	1.05
Other Offence	1,831	2.1%	77	8.7%	4.09
Other Statutes	14,878	17.2%	85	9.6%	0.56
Robbery & Thefts	9,460	10.9%	83	9.3%	0.85
Sex-Related & Crimes Against Children	3,973	4.6%	9	1.0%	0.22
Vehicle Related	10,169	11.8%	57	6.4%	0.55
Warrant	4,363	5.0%	45	5.1%	1.00
Weapons & Homicides	1,605	1.9%	210	23.6%	12.73
Total Incidents	86,520		889		

Source: RBDC-UOF-TBL-005, TPS Public Safety Data Portal

¹⁵ Other statutes include Federal legislations such as Immigration & Refugee Protection Act, Canada Shipping Act, Extradition Act, and other Federal statutes; and provincial or municipal by-laws such as liquor offences, Quarantine Act, Toronto Transit Commission, etc.

¹⁶ Examples are impaired driving, careless driving, dangerous operation of a vehicle, failure to stop, hit & run, and other Highway Traffic Act violations.

Persons in Crisis Calls and Mental Health-Related Incidents

The findings above provide the first time the Service has looked at use of force within the context of how it responds to different calls for service or primary offence/incident types that resulted in an enforcement action. This provides greater details to understanding the prevalence of certain kinds of incidents as well as the ability to compare what information officers receive when they are dispatched to a location, and how officers categorize incidents after they get to the scene. Nevertheless, there is a lot that we still do not know about each situation; each situation and persons involved are unique. However, these broad trends provide some insights into particular situations and police use of force. One notable pattern involves how we respond to mental health-related concerns.

As noted in **Tables 8** and **9**, there were 4,795 enforcement action incidents which officers identified as mental health-related but were not described by dispatchers as a person in crisis incident. In general, incidents involving persons in crisis calls for service and mental health-related incidents were less likely to have a reportable use of force. When dispatchers identified a call for service as a Persons in Crisis, police officers were 48% less likely to use force when responding to those incidents that involved an enforcement action; and, once they arrived on the scene and dealing with a situation involving a mental health-related component, they were 11% less likely to have a reportable use of force. However, there were over twice as many use of force incidents identified as mental health-related than were categorized as persons in crisis calls for service.

What are the calls for service types related to mental health-related incidents?

Table 10 shows mental health-related incidents and the types of calls for service that they originated as, for both enforcement action and reportable use of force incidents. The majority of police enforcement actions that had a mental health component originated as a Persons in Crisis call for service (62%); 12% originated as violent calls for service and 26% were other types of calls for service, such as ambulance, check address, or domestic. However, among reportable use of force incidents that had a mental health aspect, almost half (48%) originated as a violent calls for service, followed by 32% as a persons in crisis call.

Table 10: Mental health-related incidents by type of calls for service, 2020

	Enforcement actions	Reportable use of force	Relative Risk of Use of Force
Total Incidents	14,718	136	
Persons in Crisis CFS	9,148 62.2%	44 32.4%	0.52
Violent CFS	1,742 11.8%	65 47.8%	4.04
Other CFS	3,828 26.0%	27 19.9%	0.76

Enforcement actions in response to violent calls for service that included a mental health component were also 4 times more likely to involve a use of force. For comparison, incidents in response to violent calls for service that *did not* involve mental health, the chances of use of force was 3 times.

Of the 65 use of force incidents in response to violent calls for service incidents with a mental health component, they were most likely to be categorized as a “person with a knife” event type (40%), “unknown trouble” event type (21.5%), or “violent behavior” event type (18.5%) by Communications Operators based on information provided by a caller. Specifically, responses to persons with a knife calls for service involving a mental health component was 2.4 times more likely to result in a use of force.

These findings suggest that there is room for improvement in how we identify situations which may include complex needs, such as mental health, to better prepare officers to secure safety without use of force when handling those situations. We should also evaluate training for Communications Operators with regard to questions asked when mental health may be a factor and what resources are needed to best handle the situation. We may also need to adjust the way incidents are categorized so that we can track how we are responding to situations, their outcomes and whether changes are having an impact.

Racial Disproportionalities in Calls for Service or Primary Offence Types

The previous tables show that certain kinds of incidents are more or less likely to involve a police use of force when officers are dispatched and engage with individuals in response to certain calls for service or primary offence types. Within each type of incident, are there differences in use of force outcomes when they involve different race groups?

The next analysis addresses important questions to understand how officers handle different types of situations and whether and to what degree there are differences by race in the outcomes of those situations.

We broke down all enforcement action incidents and reportable use of force incidents by calls for service types and primary offence types involved, and looked at the proportion of race groups within each category of incidents. The findings on pages 56 and 57 of the Detailed Report (June 2022) show the over and under-representation in use of force for race groups when involved in specific kinds of calls for service or primary offences.

This analysis takes into account whether some groups were involved more or less in different kinds of incidents. By looking at similar kinds of incidents, we can see if uses of force are more or less likely when people from different groups were involved.

In general, calls for service and primary offence types did not explain the over-representation of Black people in reportable use of force.

For example, the findings show that in Violent Calls for Service:

- Indigenous people were 1.4 times or 40% more likely to have a use of force, compared to their presence in Violent Calls for Service that resulted in an enforcement action; and
- Black people and multiple race group were 1.2 times or 20% more likely to have a use of force compared to their presence in Violent Calls for Service that resulted in an enforcement action.

Even though generally, Persons in Crisis calls for service were less likely to involve a reportable use of force, when officers responded to these incidents that resulted in an enforcement action:

- Black people were 1.9 times or 90% more likely to have a use of force compared to their presence in Persons in Crisis calls for service;
- Indigenous people were 1.4 times or 40% more likely to have a use of force compared to their presence in Persons in Crisis calls for service; and
- Multiple race group was 1.2 times or 20% more likely to have a use of force compared to their presence in Persons in Crisis calls for service.

Similarly, we found racial disproportionalities in reportable use of force by type of primary offence or nature of incident as described by officers once they arrive on the scene.

Of note, we found that there were no notable racial disproportionalities in use of force for incidents involving weapons or homicide-related offences, even though those types of incidents were by far the most likely to involve a reportable use of force.

Compared to their presence in assaults & other crimes against persons:

- Indigenous people were 1.9 times or 90% more likely to have a use of force;
- Black people were 1.4 times or 40% more likely to have a use of force;
- Latino and South Asian people were 1.2 times or 20% more likely to have a use of force.

We also found that, even though mental health-related incidents were generally less likely to involve a use of force, there were differences by race group in those incidents:

- Multiple race group were 1.5 times more likely to have a use of force;
- Black and South Asian people were 1.3 times more likely to have a use of force;
- Indigenous people were 1.2 times more likely to have a use of force.

These findings take into account the fact that different groups are more or less likely to be involved in different types of calls for service or primary offences. Yet, when we compared within the same types of incidents, Black and other racialized groups were still more likely to experience reportable use of force. When White people were involved in those similar incidents, use of force was less likely to occur.

Tables 11 and 12 on the following pages show the percentages of each race group in enforcement actions and use of force incidents by call for service and primary offence types that are behind the disproportionalities presented in the Detailed Report (June 2022) (pages 56 & 57). Highlighted cells indicate over-representation in reportable use of force within that call for service/primary offence type for the race group involved.

Taken together, these findings indicate that we need to understand *why* these differences exist in certain calls for service and primary offences and how officers are responding to these incidents when they arrive at the scene.

We looked at other factors that may differ between groups and affect police use of force decisions. We examined whether having frequent interactions with police in an enforcement-related activity increases likelihood of experiencing police use of force.

Table 11: Proportion of race group in enforcement action and reportable use of force incidents by calls for service type, 2020

Type of Incident:	<u>Violent Calls for Service</u>		<u>In progress/Just occurred</u>		<u>Other Priority 2</u>	
	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force
Total	12,464	420	3,192	75	6,703	56
Black People	26.6%	32.6%	23.4%	18.7%	20.3%	30.4%
East/Southeast Asian People	6.5%	3.8%	4.1%	6.7%	6.6%	5.4%
Indigenous People	2.5%	3.6%	4.9%	5.3%	2.5%	0.0%
Latino People	2.5%	2.4%	2.1%	0.0%	2.1%	3.6%
Middle Eastern People	4.8%	3.1%	3.2%	1.3%	5.0%	0.0%
South Asian People	5.0%	4.8%	3.2%	4.0%	5.1%	7.1%
White People	36.7%	31.2%	49.7%	53.3%	45.9%	41.1%
Multiple race group	15.4%	18.6%	9.3%	10.7%	12.5%	12.5%
	<u>Proactive Events</u>		<u>Persons in Crisis</u>		<u>Other Priority 4</u>	
Type of Incident:	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force
Total	8,217	68	10,135	59	8,550	66
Black People	28.4%	42.6%	15.2%	28.8%	20.6%	25.8%
East/Southeast Asian People	8.3%	4.4%	8.4%	8.5%	5.1%	3.0%
Indigenous People	1.1%	0.0%	2.5%	3.4%	2.7%	1.5%
Latino People	2.2%	0.0%	2.0%	0.0%	1.9%	0.0%
Middle Eastern People	5.4%	2.9%	5.4%	5.1%	3.6%	4.5%
South Asian People	6.5%	7.4%	6.1%	5.1%	4.4%	3.0%
White People	33.9%	11.8%	53.4%	40.7%	45.2%	42.4%
Multiple race group	14.1%	30.9%	7.0%	8.5%	16.5%	19.7%

Source: RBDC-UOF-TBL-004

Table 12: Proportion of race group in enforcement action and reportable use of force incidents by primary offence or incident type, 2020

Type of Incident:	<u>Assault & Other Crimes Against Persons</u>		<u>Weapons & Homicide</u>		<u>Mental Health Related</u>		<u>Robbery & Thefts</u>	
	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force
Total	11,501	253	1,605	210	14,930	137	9,460	83
Black People	25.7%	35.6%	36.6%	37.1%	16.6%	21.2%	22.9%	45.8%
East/Southeast Asian People	7.7%	4.3%	4.2%	3.8%	8.2%	4.4%	4.8%	4.8%
Indigenous People	2.7%	5.1%	1.7%	1.9%	2.5%	2.9%	4.2%	3.6%
Latino People	3.1%	3.6%	1.9%	1.4%	2.3%	2.2%	1.6%	0.0%
Middle Eastern People	5.4%	3.2%	3.5%	2.9%	5.6%	3.6%	3.2%	0.0%
South Asian People	5.9%	7.1%	3.8%	3.8%	6.1%	8.0%	3.8%	2.4%
White People	36.4%	27.7%	29.8%	26.2%	51.9%	47.4%	42.2%	27.7%
Multiple race group	13.3%	13.4%	18.4%	22.9%	6.9%	10.2%	17.1%	15.7%
Type of Incident:	<u>Drug-Related</u>		<u>Failure to Appear/Comply</u>		<u>Mischief & Fraud</u>		<u>Other Offences</u>	
	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force	Enforcement Actions	Reportable Use of Force
Total	1,429	50	9,845	101	5,641	61	1,831	77
Black People	29.5%	28.0%	30.5%	35.6%	18.8%	34.4%	24.4%	27.3%
East/Southeast Asian People	4.5%	2.0%	4.2%	5.9%	5.0%	1.6%	6.8%	13.0%
Indigenous People	2.0%	0.0%	3.5%	4.0%	2.2%	4.9%	2.0%	2.6%
Latino People	0.5%	0.0%	2.2%	1.0%	2.2%	0.0%	2.1%	1.3%
Middle Eastern People	2.2%	0.0%	3.7%	2.0%	4.0%	3.3%	3.3%	0.0%
South Asian People	2.6%	6.0%	3.9%	6.9%	4.1%	4.9%	4.1%	3.9%
White People	36.9%	24.0%	40.7%	32.7%	39.6%	44.3%	39.6%	26.0%
Multiple race group	22.0%	40.0%	11.4%	11.9%	24.1%	6.6%	17.7%	26.0%

Source: RBDC-UOF-TBL-005

Frequency of Police Interactions

Each incident in which there is a police-community member interaction has the potential to involve a use of force, specifically if it involves a possible violation of law, a community safety issue or concern for individual safety. For individuals who have more than one such interaction, it increases the chances that they may experience a use of force with each interaction that occurs.

Some groups may have more individuals who have frequent interactions with police. This may be due to a variety of different reasons, including greater vulnerability to risk factors such as homelessness or substance abuse and hence differential involvement in chronic offending. Structural barriers may also increase likelihood of non-compliance with bail conditions, such as living in communities or housing types that places them in proximity with victims. Finally, there may be patterns in certain activities such as involvement in violent crime, thefts, fraud or other chronic offending that increases encounters with police.

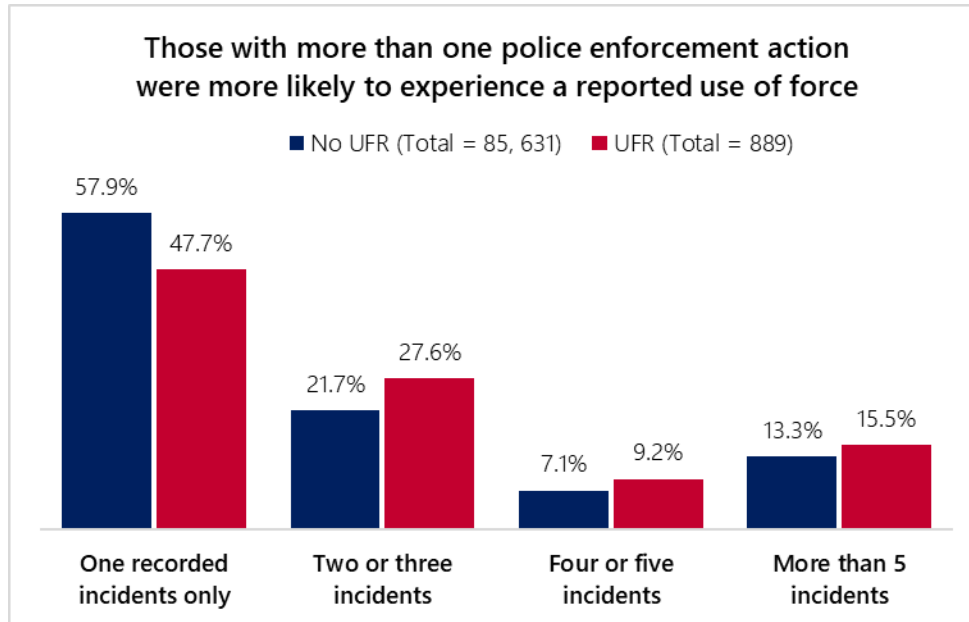
In general, most enforcement action incidents involved individuals who had experienced only one enforcement action with police (57.8% or 49,972 incidents) in 2020. About a fifth of incidents (21.7% or 18,808 incidents) involved someone who experienced two or three recent enforcement actions with police; and the rest, about 20.5% or 17,740 incidents involved someone who had four or more recent enforcement actions with police in 2020.

Are people who have more frequent interactions with police also more likely to experience a use of force?

We identified incidents that involved individuals who had more than one enforcement action in 2020 and compared those that had a use of force and those that did not. **Figure 3** shows that the proportion of incidents with a use of force was higher (compared to those who did not) if they involved someone who had more than one recent enforcement action. 47.7% of use of force incidents involved someone with only one enforcement action, while 57.9% of enforcement action incidents with *no* use of force involved someone with only one police enforcement action. In contrast, 15.5% of use of force incidents involved someone with five or more enforcement actions, compared to 13.3% of enforcement actions that did not have a use of force.

In other words, when officers responded to incidents that resulted in an enforcement action, they were 1.4 times more likely to use force if it involved someone with 5 or more recent enforcement actions compared to those with only one enforcement action in 2020. Frequency of enforcement actions does appear to increase chances of experiencing a use of force.

Figure 3: Comparing frequency of police interactions for incidents resulting in an enforcement action with a reportable use of force and those without a reportable use of force, 2020



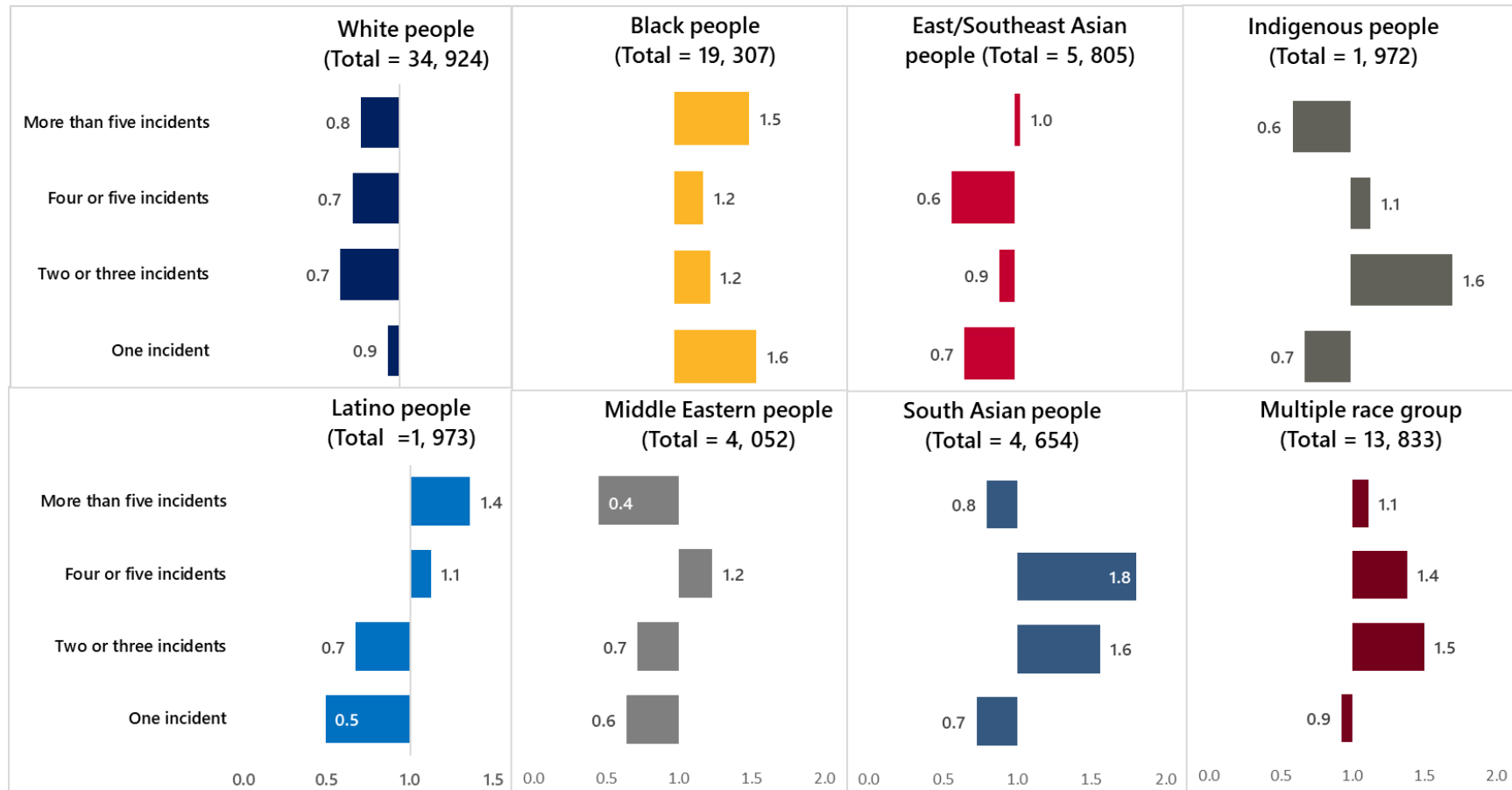
Are there differences by race in frequency of police interactions? **Table 13** shows the breakdown by race of individuals involved within incidents by frequency of enforcement actions in 2020. Highlighted cells indicate where each race group is over-represented in frequency of enforcement actions, relative to their proportion in all enforcement action categorized incidents. Incidents involving White and Indigenous people were more likely to include those who had more frequent enforcement actions, while those involving East/Southeast Asian, South Asian and Middle Eastern people were more likely to have had only one enforcement action. Incidents with Black People with two to five enforcement actions were over-represented compared to their overall presence in all enforcement actions.

Table 13: Enforcement Action Incidents Involving those with Frequent Police Interactions by Race

	One incident	Two or three incidents	Four or five incidents	More than five incidents	All Enforcement Actions
Total	49,972	18,808	6,180	11,560	86,520
Black People	20.7%	25.5%	26.4%	22.0%	22.3%
East/Southeast Asian People	8.3%	5.4%	4.0%	3.5%	6.7%
Indigenous People	1.3%	2.7%	4.3%	4.5%	2.3%
Latino People	2.0%	2.4%	2.2%	1.6%	2.3%
Middle Eastern People	5.1%	4.6%	4.0%	3.2%	4.7%
South Asian People	6.5%	4.7%	3.4%	2.7%	5.4%
White People	38.1%	42.0%	45.1%	44.7%	40.4%
Multiple race group	17.6%	12.5%	10.6%	17.6%	16.0%

There was variation by race in the frequency of police enforcement interactions. Therefore, we want to compare all those with the same frequency of police encounters to see if racial differences in likelihood of experiencing a use of force is reduced. **Figure 4** illustrates the over or under-representation in experiencing a reportable use of force for different race groups and frequency of police enforcement interactions. Values greater than 1 indicates that group is over-represented in a use of force relative to their presence in that frequency group. This is also shown in the Detailed Report (June 2022) (page 58).

Figure 4: Over or under-representation in reportable use of force compared to proportion in frequency of police enforcement actions by race group, 2020



The results show that incidents involving White and East/Southeast Asian people were consistently under-represented in use of force, regardless of frequency of enforcement actions, while those involving Black people were over-represented. For incidents involving Latino people, the chances of experiencing use of force increases with greater frequency of enforcement actions.

The Detailed Report (June 2022) (pages 59 & 60) also shows that frequency of enforcement actions by *type* of occurrence does not explain the racial disproportionalities in use of force. We looked at the two most common offences: (1) assaults & other crimes against persons; and (2) weapons and homicide-related offences. Incidents involving White people involved in assaults & other crimes against persons or weapons and homicide-related offences were less likely to have a use of force, regardless of frequency of their involvement in those offence types.

These trends reinforce the need to review de-escalation, in particular for incidents involving Black, Indigenous and other racialized groups. They also indicate there are more questions requiring us to dig deeper to understand our impacts when responding to incidents and engaging with people. Understanding more precisely what is driving these disproportionalities is critical for meaningful change and concrete actions that have sustained positive outcomes for people.

Potential Areas for Root Cause Analyses

These supplementary findings together with those reported in the Detailed Report (June 2022) point to a few potential areas for deeper investigation to better understand racial disproportionalities and the factors that may be driving differences in use of force decisions in certain circumstances. While data can signal where there are areas of concern, it is limited in its ability to tell us *why*. The Analysis Framework describes the need for alternative methods and sources of information to get to the root causes of racial disproportionalities that we identified.

Applying a racial equity lens to these analyses means seeking to understand the experiences and perspectives of affected communities (Black, Indigenous, and other racialized communities) as well as of officers to understand the complexities and nuances of issues. We identify the following areas where the Service should consider looking into more deeply by working with stakeholders, officers and communities to understand and develop solutions:

- mental health-related incidents and persons in crisis calls for service;
- responses to robberies and thefts;
- bail compliance and conditions; and,
- assaults & crimes against persons

In addition, specific aspects of police-public interactions could be examined from the perspective of procedural justice - fairness, respect, and professionalism. A systematic assessment footage from body-worn cameras may provide insight into the dynamics within certain kinds of incidents and whether there are racial biases or stereotypes at play, as well as intersectional issues (i.e., mental health, gender and race).

Organizational factors might impact how officers do their jobs and respond to incidents that have differential impacts on communities. We need to explore how Divisional leadership, practices, culture, local issues, work load and resources may affect officers' ability or motivations to respond and manage situations in particular ways; for example, ability to spend more time to de-escalate situations or work with local leaders and members of the public, etc.

We identified areas for data improvement to help us better understand the disparities and root causes. These include working with the Province to improve use of force reporting and the data collected; improving internal data systems and data entry to better understand context around use of force incidents; and, public engagements around the findings and actions to hold us accountable.

Through consultations with the Community Advisory Panel, stakeholders and Service Members, initial actions were identified to address the disparate outcomes in reportable use of force. Items that are in progress or not yet started will be co-developed to determine measurable outcomes, establish timelines, and ways to assess our progress. This includes through town halls, surveys, and continued collaboration with community agencies, panels, and stakeholders. A list of the initial action items can be found in the Detailed Report (June 2022).

Open Data and Open Analytics

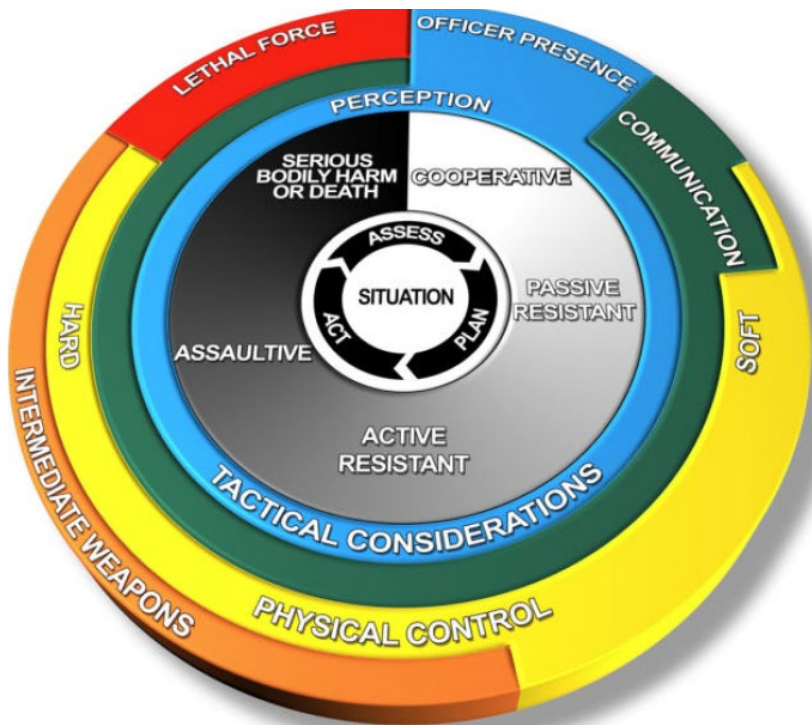
The publication of race and identity-based data is part of the Service's commitments under the Board's Policy and response to the 81 recommendations for Police Reforms. Providing open data to the public is one way the Service is transparent and accountable to the communities we serve while protecting privacy. It is part of the Service's Open Data Program that provides ongoing releases of open data for public safety, awareness, greater openness and transparency in policing.

Information about the R.B.D.C. Strategy, story map, public reports, open analytics and open data can be accessed through the Toronto Police Service website at <https://www.tps.ca/race-based-data-collection/> or directly from the Public Safety Data Portal at <https://data.torontopolice.on.ca/pages/race-based-data>.

Appendices

Appendix A: Provincial Use of Force Model, Definition & Use of Force Report template

Use of Force Model



Source: Province of Ontario Use of Force Model

Provincial Definition of Use of Force

A Use of Force incident is defined in the Police Services Act (P.S.A) Regulation 926/90 as an interaction with the public when a police officer:

- uses physical force on another person that results in an injury that requires medical attention;
- draws, points, or discharges a firearm in public; or demonstrates force with a Conducted Energy Weapon (C.E.W.), regardless of the level of injuries; and,

Uses a weapon other than a firearm or C.E.W., such as an impact weapon (baton), aerosol spray (pepper spray), or a police service dog or horse that comes into contact with a person, regardless of the level of injuries.

Use of Force Report (O.Reg 926/18) – Part A



Ministry of the Solicitor General

Use of Force Report Police Services Act

Fields marked with an asterisk (*) are mandatory. Check more than one box in each section, where appropriate.

Police Service *	Location Code (if applicable)
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Part A

Date (yyyy/mm/dd) *	Time Incident Commenced (24 hour) *	Time Incident Terminated (24 hour) *
---------------------	-------------------------------------	--------------------------------------

Report Type *

Individual Length of Service (years completed) _____ Rank _____

Team Type of Team _____ Number of Police Officers Involved _____

Type of Assignment *

Drugs Foot Patrol General Patrol Investigation Off-duty Traffic

Other (specify) _____

Type of Incident *

Alarm Break and Enter Domestic Disturbance Homicide Other Disturbance

Robbery Serious Injury Suspicious Person Traffic Weapons Call

Other (specify) _____

Police Presence at Time of Incident *	Attire *	Number of Subject(s) Involved in Incident *
<input type="checkbox"/> Alone	<input type="checkbox"/> Civilian Clothes	<input type="checkbox"/> Animal/No subject (e.g., unintentional discharge)
<input type="checkbox"/> Police Assisted (specify #) _____	<input type="checkbox"/> Uniform	<input type="checkbox"/> One <input type="checkbox"/> Two <input type="checkbox"/> Three <input type="checkbox"/> Other (specify #) _____

Perceived Subject Race *

What race category best describes the subject(s)?
(Select only one per subject)

	1	2	3
Black	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
East/Southeast Asian	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Indigenous	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Latino	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Middle Eastern	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
South Asian	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
White	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Type of Force Used *
(include all options used during incident and rank in sequence of use)

	Rank	Was Force Effective?	
		Yes	No
<input type="checkbox"/> Aerosol Weapon	_____	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Empty Hand Techniques – Hard	_____	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Empty Hand Techniques – Soft	_____	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Firearm – discharged	_____	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Firearm – pointed at person	_____	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Handgun – drawn	_____	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Impact Weapon – Hard	_____	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Impact Weapon – Soft	_____	<input type="checkbox"/>	<input type="checkbox"/>
<input type="checkbox"/> Other (e.g., conducted energy weapon, less lethal shotgun, "ARWEN") (specify) ▼	_____	<input type="checkbox"/>	<input type="checkbox"/>

Reason for Use of Force *

Accidental Destroy an Animal Effect Arrest Prevent Commission of Offence Prevent Escape

Protect Public Protect Self Other (specify) _____

Type of Firearm Used (if applicable)

Number of Rounds Discharged _____

Revolver _____

Rifle _____

Semi-automatic _____

Shotgun _____

Other (specify) ▼ _____

Distance * (between you and subject/animal at the time the decision was made to use force)

	Animal	1	2	3
Less than 2 metres	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2 to 3 metres	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3 to 5 metres	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
5 to 7 metres	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7 to 10 metres	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Greater than 10 metres	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Alternative Strategies Used (if applicable)
 Concealment Cover Verbal Interaction Other (specify) _____

Weapons Carried by Subject(s) *				Location of Subject's Weapon (At time decision was made to use force)			Total Number of Rounds Fired by Subject(s) (if applicable)	
	1	2	3	1	2	3		
Baseball Bat/Club	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	At hand	<input type="checkbox"/>	<input type="checkbox"/>	<input type="text"/>	
Knife/Edged Weapon	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Concealed on person	<input type="checkbox"/>	<input type="checkbox"/>		
Revolver	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	In-hand	<input type="checkbox"/>	<input type="checkbox"/>		
Rifle	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Location of Incident *				
Semi-automatic	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Outdoors	<input type="checkbox"/> Laneway	<input type="checkbox"/> Motor Vehicle		<input type="checkbox"/> Park
Shotgun	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/> Roadway	<input type="checkbox"/> Rural		<input type="checkbox"/> Yard
None	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		<input type="checkbox"/> Other (specify) _____			
Unknown	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Indoors				
Other (specify) ▼	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	Private Property	<input type="checkbox"/> Apartment	<input type="checkbox"/> Hallway		<input type="checkbox"/> House
				Public Property	<input type="checkbox"/> Commercial Site	<input type="checkbox"/> Financial Institution		<input type="checkbox"/> Public Institution
					<input type="checkbox"/> Other (specify) _____			

Weather Conditions *
 Clear Cloudy Fog Rain Snow/Sleet Sunny
 Other (specify) _____

Lighting Conditions *
 Dark Daylight Dusk Good Artificial Light Poor Artificial Light
 Other (specify) _____

Person Injured	Medical Attention Required?		Nature of Injuries			
	Yes	No	Minor	Serious	Fatal	Unknown
Self	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>		
Other Police Officer	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Third Party	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Subject 1	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Subject 2	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Subject 3	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Narrative: (If no occurrence report) – Do not include personal names or information.

Appendix B: Co-Developing Questions with Communities and Service Members

No.	Theme	Questions Asked	Asked By	Data Source	Is Data Available?	Status
1	Officer Demographics	Are younger or less experienced officers more likely to use force against racialized communities?	Community Members	Enforcement action data, Personnel data	No	Cannot Complete
2	Situational Factors	Do more people going to night clubs and bars in downtown divisions resulting in higher UOF in these areas?	Community Members	Enforcement, arrest and use of force report data	Yes	Complete
3	Unit Based	Does divisional leadership, culture, and practices lead to differences in strip searches and use of force?	Community & Service Members	N/A	No	Cannot Complete
4	Accountability	Do officers who use force more often show biases in how they used force?	Community Members	Historical use of force report data	No	Cannot Complete
5	Situational Factors	Do people with bail compliance checks and warrants more likely to experience use of force or strip searches?	Community & Service Members	Enforcement, arrest and use of force report data	Yes	Complete
6	Situational Factors	Are there differences in arrests and incidents for some racial groups that may result in lower uses of force or strip searches?	Community & Service Members	Enforcement actions and arrest data	Yes	Complete
7	Accountability	Would identifying officers lead to increased accountability and lower uses of force?	Community Members	Professional Standards	Outside of the RBDC Scope	

No.	Theme	Questions Asked	Asked By	Data Source	Is Data Available?	Status
8	Neighbourhood	Do certain areas of the city have higher use of force and strip search rates?	Community & Service Members	Enforcement action data	Yes	Complete
9	Neighbourhood	Are there differences across the city in use of force and strip searches that reflect higher proportions of racialized communities in certain neighbourhoods?	Community & Service Members	Enforcement action and census population data	Yes	Complete
10	Unit Based	Certain police units are more likely to have use of force or strip searches based on how often they interact with the public and the nature of specific assignments (i.e., drug squad, guns and gangs, E.T.F., etc.)	Community & Service Members	Enforcement action incidents, Personnel data	Not at this time	N/A
11	Situational Factors	What proportion of use of force comes from (reactive) calls for service rather than (proactive) officer-initiated activities?	Community & Service Members	Enforcement action data	Yes	Complete
12	Neighbourhood	Are rates of use of force or strip searches higher in areas where violent crime is higher or where there are more calls for service received?	Service Members	Enforcement action data, Open Data Portal	Yes	Complete
13	Outcomes	Are certain groups over searched and no items are found?	Community & Service Members	Arrest and search data	Yes	Complete
14	Unit Based	Are use of force more likely where there is higher officer fatigue or under-staffing in Divisions?	Service Members	Use of force report data, Fatigue Scoring/Shift Schedules	Not at this time	N/A

No.	Theme	Questions Asked	Asked By	Data Source	Is Data Available?	Status
15	Officer Demographics	Do officer demographics, such as race, gender or age, influence the likelihood that they will use force more often?	Community & Service Members	Enforcement action data, Personnel data	No	Cannot Complete
16	Person characteristics	Are people who have repeated interactions with police are more likely to experience use of force or strip searches? Does the nature of repeated interactions matter (i.e., frequent mental health incidents or arrests)?	Service Members	Enforcement action data	Yes	Complete
17	Person characteristics	Do people who are resistant or aggressive during police encounters more likely to experience a reportable use of force?	Service Members	Enforcement action data	Not at this time	Cannot Complete
18	Person characteristics	Do people who are intoxicated or under the influence of drugs more likely to experience a reportable use of force or strip search?	Service Members	Enforcement action data	Yes	Complete
19	Situational Factors	Are reportable uses of force more likely to be associated with arrests than with other types of enforcement activities?	Service Members	Enforcement action data	Yes	Complete
20	Situational Factors	Is use of force more likely in situations where weapons were found or perceived to be present?	Service Members	Use of force report data	Yes	Complete
21	Person characteristics	Do police encounters involving men more likely to be associated with a reportable use of force and does this relationship vary by race?	Community Members	Enforcement action data	Yes	Complete

No.	Theme	Questions Asked	Asked By	Data Source	Is Data Available?	Status
22	Person characteristics	Encounters involving younger subjects are more likely to be associated with a reportable use of force, and this relationship is moderated by race such that age has a stronger effect for some groups than for others.	Community Members	Enforcement action data	Yes	Complete
23	Person characteristics	Encounters involving subjects identified with mental health issues are more likely to be associated with reportable uses of force, and this may vary by race	Community Members	Enforcement action data	Yes	Complete
24	Person characteristics	Are officers who respond to incidents with sparse information more likely to use force when they arrive, as officers may be more likely to rely on cognitive bias in dynamic and stressful situations?	Service Members	Enforcement action data, use of force report data, officer notes	Not at this time	N/A