



Race & Identity Based Data Collection Strategy

Understanding Mental Health Apprehensions
in 2021

Context & Preliminary data findings

Toronto Police Service



- Continue taking a phased & iterative approach
- Background on mental health apprehensions
- Pathway to mental health apprehensions
- Contextual findings
- Benchmarks
- Racial disparities: preliminary findings
- Next Steps

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Continue Taking a Phased & Iterative Approach



Continue taking a phased & iterative approach

RBDC Strategy is an **ongoing initiative** and our approach is an iterative **cycle**.

- Grounded in this approach, the Service initiated **Phase 2** of the strategy, which is unfolding in stages:
 - arrests and arrest outcomes;
 - mental health apprehensions; and
 - youth diversions.
- We continue to apply an **iterative hypothesis-driven approach** to data analysis for each police interaction under Phase 2:
 - work with the CAP, our Service members, and stakeholder contact groups to **ask questions**;
 - try to **answer as many questions** as we can;
 - lean into the conversation to **see what change is possible** when the questions don't have data to support an answer;
 - go again through this cycle until we **temporarily exhaust questions**, and ;
 - **report findings** along the way to keep the public informed on our progress.



- Key concepts
- When does a police officer have authority to perform a mental health apprehension?
- Types of mental health apprehensions

Background on Mental Health Apprehensions



Mental health apprehensions:

Key concepts

A **mental health apprehension** is a way in which a person apparently suffering from a mental disorder may be taken to a mental health facility for assessment.

A **person in crisis** is a member of the public whose behaviour brings them into contact with emergency services, either because of an apparent need for urgent care within the mental health system or because they are otherwise experiencing a mental, emotional, or substance use crisis, involving behaviour that is sufficiently erratic, threatening, or dangerous that emergency services are called in order to protect the person or those around them. This includes persons who may require an assessment under the Mental Health Act.

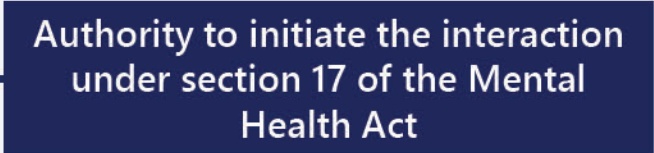
A **repeat client** is a person who has had multiple recent mental health apprehensions.

Disorderly means behaviour that appears to the police to be “to some extent irrational, although not unruly”.

When does a police officer have authority to perform a mental health apprehension?

A **mental health apprehension** refers to police officers' unique powers to apprehend individuals if they have reasonable grounds to believe that a person is acting in a **disorderly manner** and is a **threat or at risk of causing harm to themselves or others**.

While it is not the role of police officers to diagnose mental health or substance use issues, it is their role to **respond appropriately to the behaviours and circumstances they observe**. Persons who officers believe to be experiencing a mental, emotional, or substance use crisis (referred to as *Persons in Crisis* by the Service) may be apprehended by police.



Authority to initiate the interaction
under section 17 of the Mental
Health Act

Types of mental health apprehensions

A person in crisis can be apprehended for multiple reasons, legislated under the Mental Health Act. While police officers may apprehend someone under their own discretion, they may also be compelled to by other parties, such as a psychiatric facility or a Justice of the Peace.

Section 17

Power Of Apprehension

Refers to the powers with which a police officer can take a person into custody for examination by a physician.

Mental health apprehensions at the officers' discretion

Section 15

Form 1

Application by Physician for Psychiatric Assessment signed by a doctor (Valid for 7 days)

Section 16

Form 2

A form issued by a Justice of the Peace to direct a police officer to apprehend a person.

Mental health apprehensions at non-policing entity's discretion

Section 28(1)

Form 9 Elopee

Order for return of an elope issued by a psychiatric facility.

Section 33.4

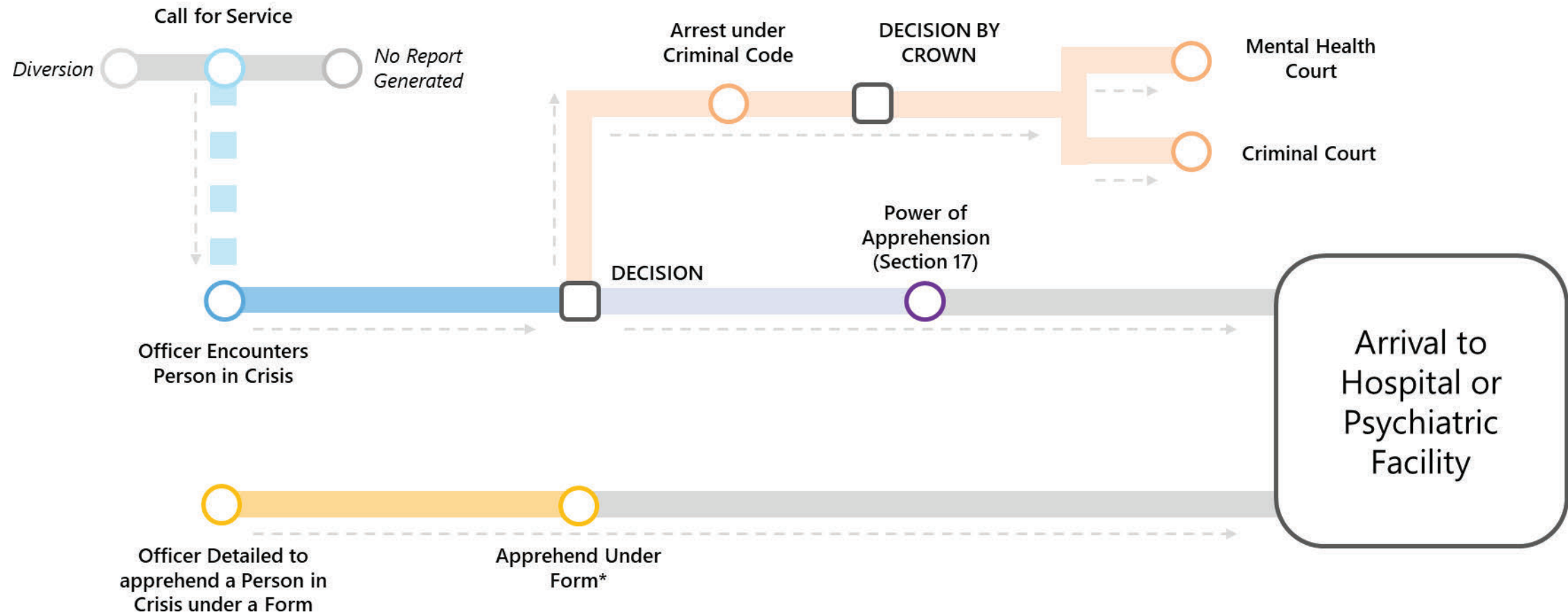
Form 47 Community Treatment Order

Order for Examination issued by the physician who issued the person a Community Treatment Order

Pathway to Mental Health Apprehensions



Pathway to mental health apprehensions



*Form 1, 2, 9, or 47. See slide 8, "Types of Mental Health Apprehensions"

- Mental health apprehensions by the numbers
- Mental health apprehensions by occurrence division
- Mental health apprehensions by age and gender
- Mental health apprehensions by time of day

Contextual Findings



Mental health apprehensions by the numbers

In 2021, there were **108,057** enforcement actions of which **14,273 (13%)** were mental health apprehensions conducted on the reasonable grounds of:

Section 17 Power Of Apprehension	Refers to the powers with which a police officer can take a person into custody for examination by a physician.	83% (11,825)
Section 15 Form 1	Application by Physician for Psychiatric Assessment signed by a doctor (Valid for 7 days)	7% (977)
Section 16 Form 2	A form issued by a Justice of the Peace to direct a police officer to apprehend a person.	6% (812)
Section 28(1) Form 9 Elopee	Order for return of an elope issued by a psychiatric facility.	4% (578)
Section 33.4 Form 47 Community Treatment Order	Order for Examination issued by the physician who issued the person a Community Treatment Order	<1% (81)

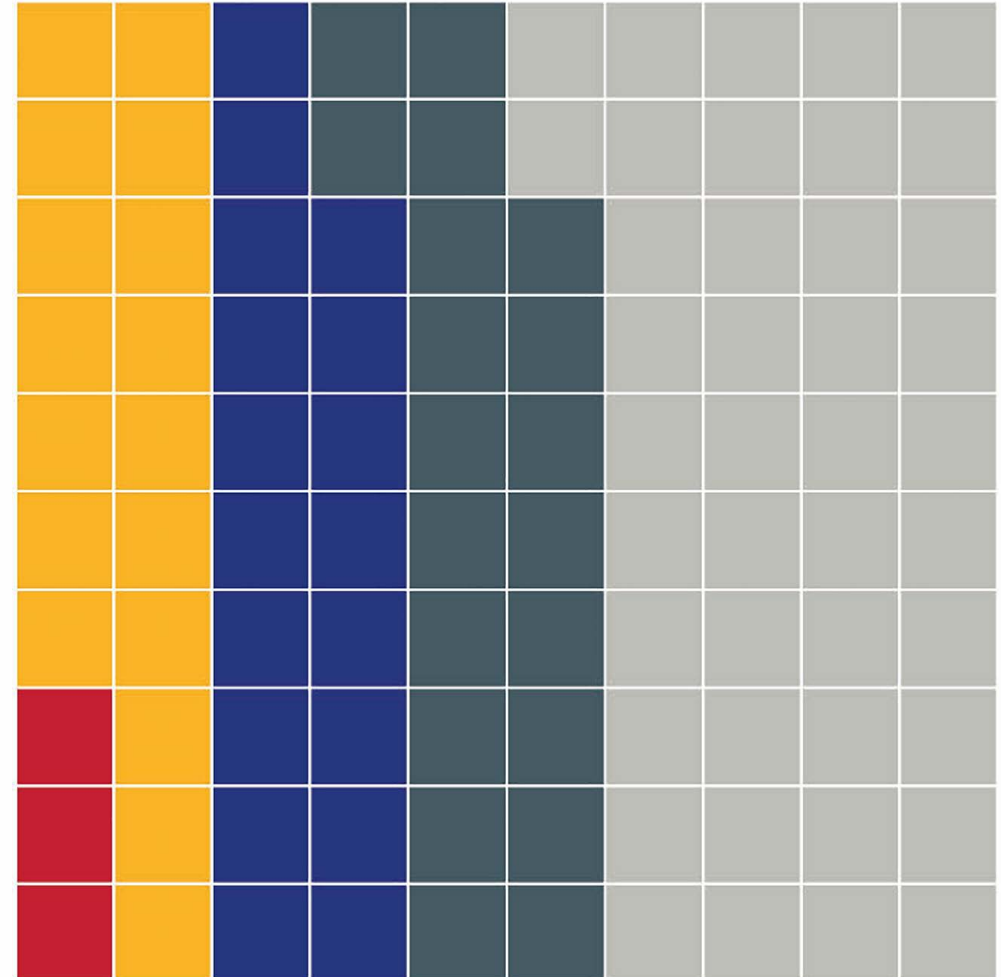
Mental health apprehensions by occurrence location type

Officers record a category that best represents the “premise” in which an apprehension occurs. We found that apartment buildings (42%) were most associated with 2021 apprehensions. Of the **14,273** mental health apprehensions:

- 42% occurred in an apartment building
- 19% occurred in a residential house
- 17% occurred outside
- 3% occurred in a commercial setting
- 19% occurred in an other setting

*34% of the other category were Homeless Shelter / Missions
 27% of the other category were Hospital / Medical Facility
 22% of the other category were Group Homes
 6% of the other category were Nursing / Retirement Homes
 12% of the other category were Miscellaneous*

Persons Apprehended by Premise Type (TPS Data, 2021)

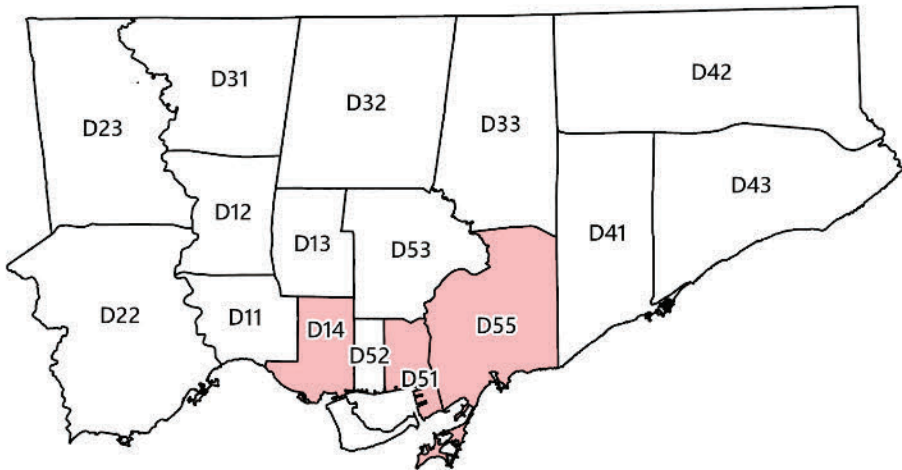


= 1%

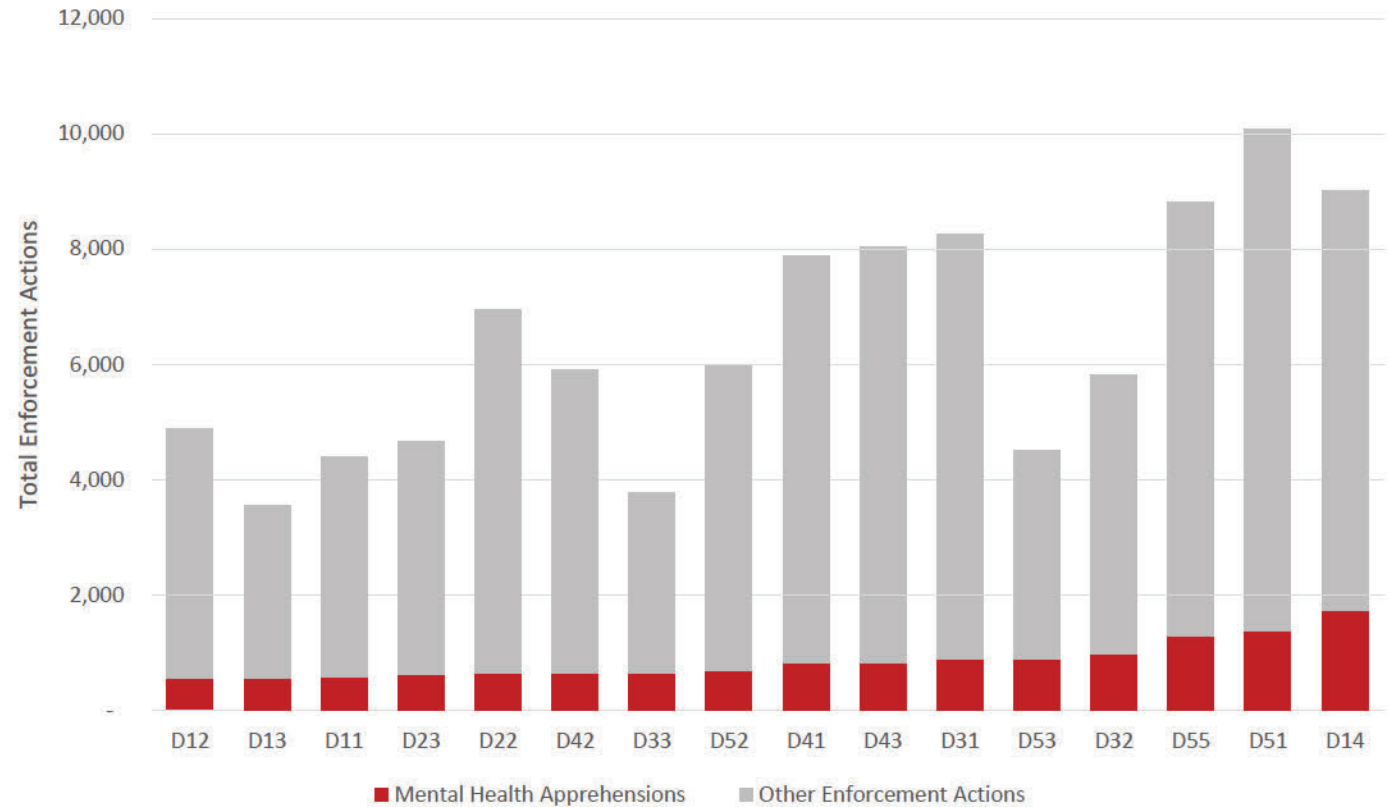
Mental health apprehensions by occurrence division

We looked at the relationships between mental health apprehensions and the division in which they occurred.

Concentrations were highest in **14, 51, and 55 Division**.

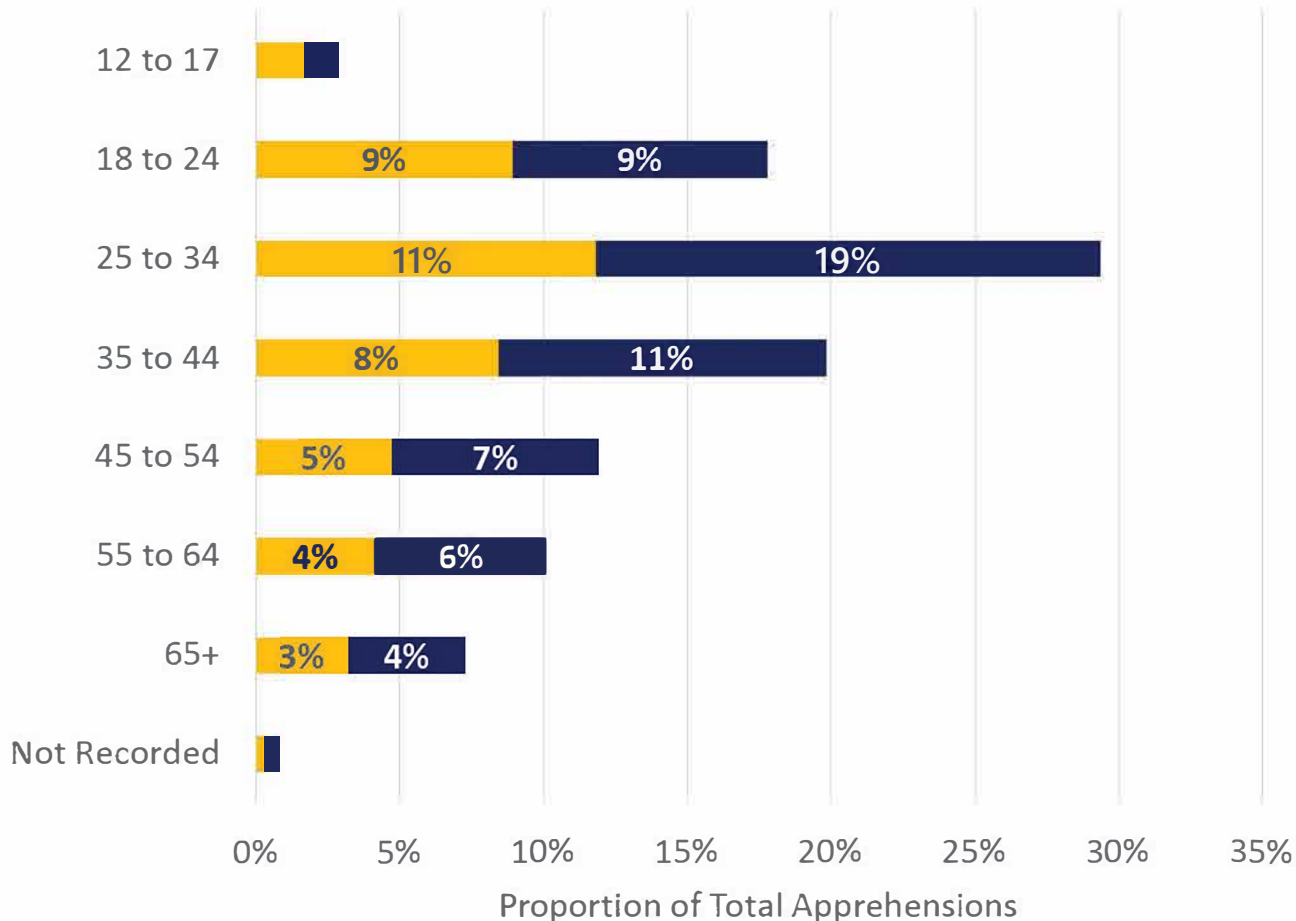


The largest volumes of apprehensions occurred in 14 and 51 Division (TPS Data, 2021)



Mental health apprehensions by age and gender

Persons aged 25 to 34 were most frequently apprehended for both genders (TPS Data, 2021)



We looked at the age and gender composition of the mental health apprehension group population. This helps us better understand the associated demographics.

In 2021, 4 out of 10 people had a recorded gender of female, and 6 out of 10 people had a recorded gender of male.

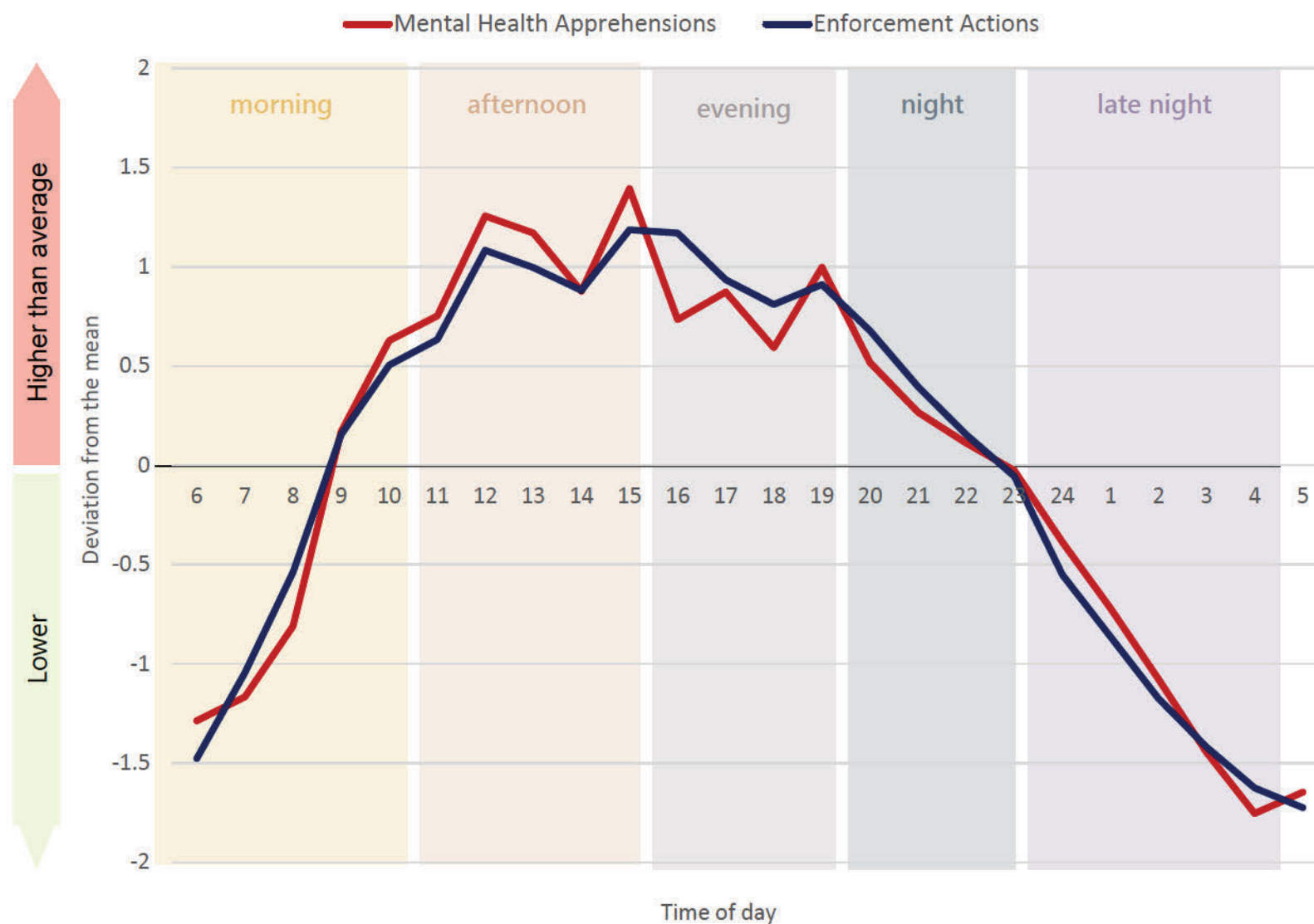
■ = Proportion of Females
■ = Proportion of Males

Mental health apprehensions by time of day

We looked at relationships between mental health apprehensions and times of the day.

We found that mental health apprehensions closely followed frequency trends in enforcement actions. Events tended to be **higher than average** between 9:00 a.m. and midnight, with the afternoon and evening representing peak hours.

Mental health apprehensions aligned closely to enforcement actions (TPS Data, 2021)



*Deviation from the daily mean calculates z-score.

- Key concepts
- Multiple benchmarks:
 - Resident population
 - Enforcement actions

Benchmarking



Benchmarks:

Key concepts

Resident population refers to the population of Toronto, broken down by race group, based on 2021 projections by Environics Analytics.

Benchmark refers to a point of reference against which outcomes can be compared, assessed, or measured

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

Enforcement action refers to a population of incident reports of arrests resulting in charges (including released at scene) or released without charges; Provincial Offences Act Part I tickets; Part III summons; cautions; diversions; apprehensions, and those with role type "subject" or "suspect". **Those involved in an enforcement action are considered at risk of experiencing a particular outcome.**

Benchmarks: Enforcement Actions

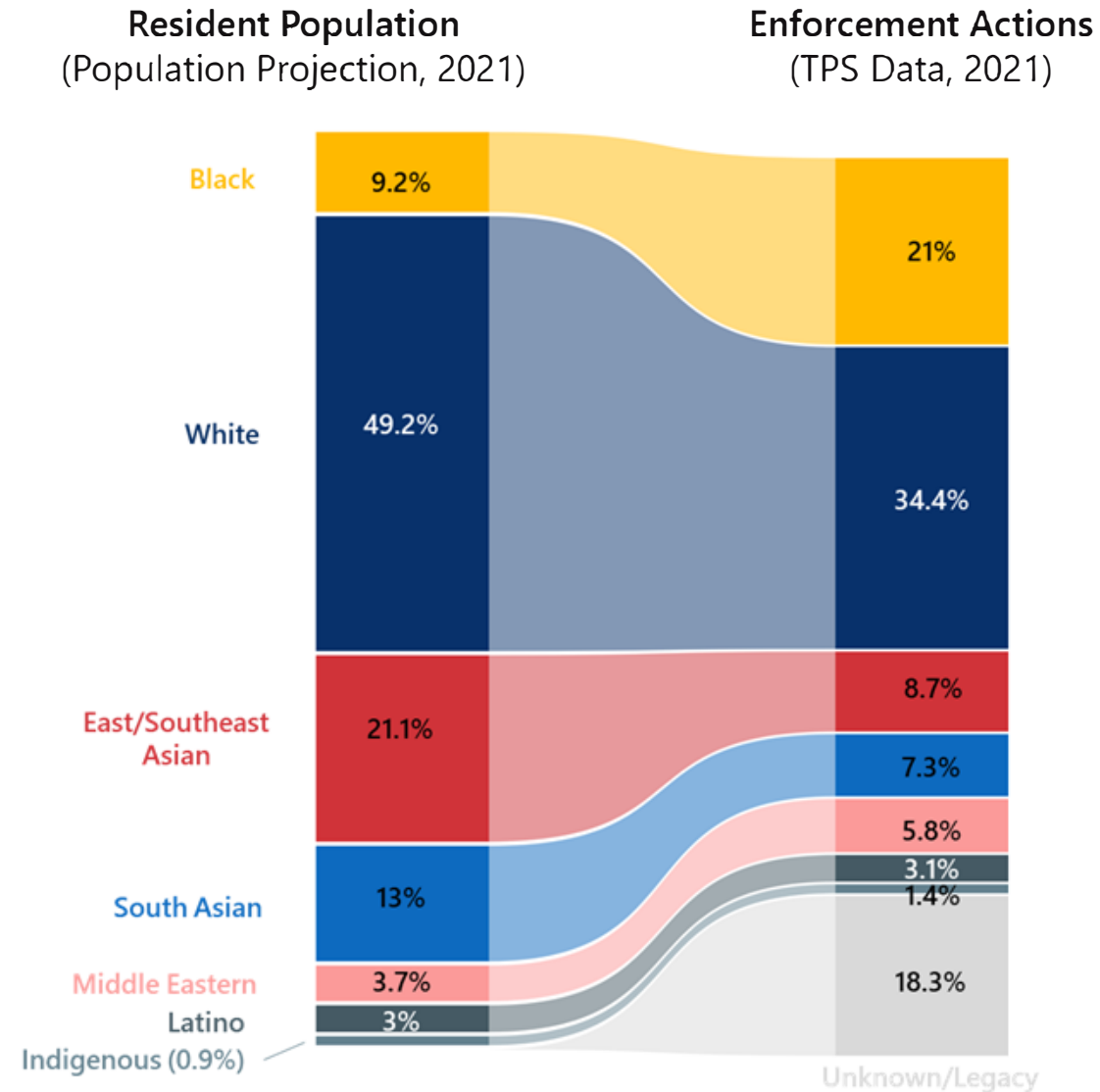
We looked at the resident population of Toronto compared to the number of people involved in enforcement actions.

Black People were 2.3x
Indigenous People were 1.6x
Middle Eastern People were 1.6x

White People were 0.7x
South Asian People were 0.6x
East/Southeast Asian
People were 0.4x

Over-represented in
enforcement compared to their
presence in Toronto

Under-represented in
enforcement compared to their
presence in Toronto



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

- Refresh on methodology
- There were differences by race and mental health apprehensions
- There were differences by race and frequent client status
- There were differences by race and occurrence division

Racial Disparities: Preliminary Findings



Refresh on methodology

The RBDC Strategy's analytical framework uses a **multiple benchmark approach** that supplements census benchmarks with internal policing datasets. This approach enables us to better understand disparities in reference to **the relevant population at risk of experiencing particular outcomes**.

- Using census benchmark by itself to estimate racial disparities captures **the cumulative impact of multiple systems** that contribute to disparate policing outcomes for particular groups. Upstream determinants bring individuals into greater contact with the police.
- Using enforcement actions as a benchmark allows us to isolate the impact of policing contribution to particular outcomes, take ownership, and design solutions **within the policing scope of responsibility**.

Finding #1a: There were differences by race and mental health apprehensions

We looked at the number of people involved in a mental health apprehension compared to the group's population in enforcement actions. This helps us see to what extent a group may be over or underrepresented in mental health apprehensions.

White People were 1.3x
East/Southeast Asian People were 1.2x

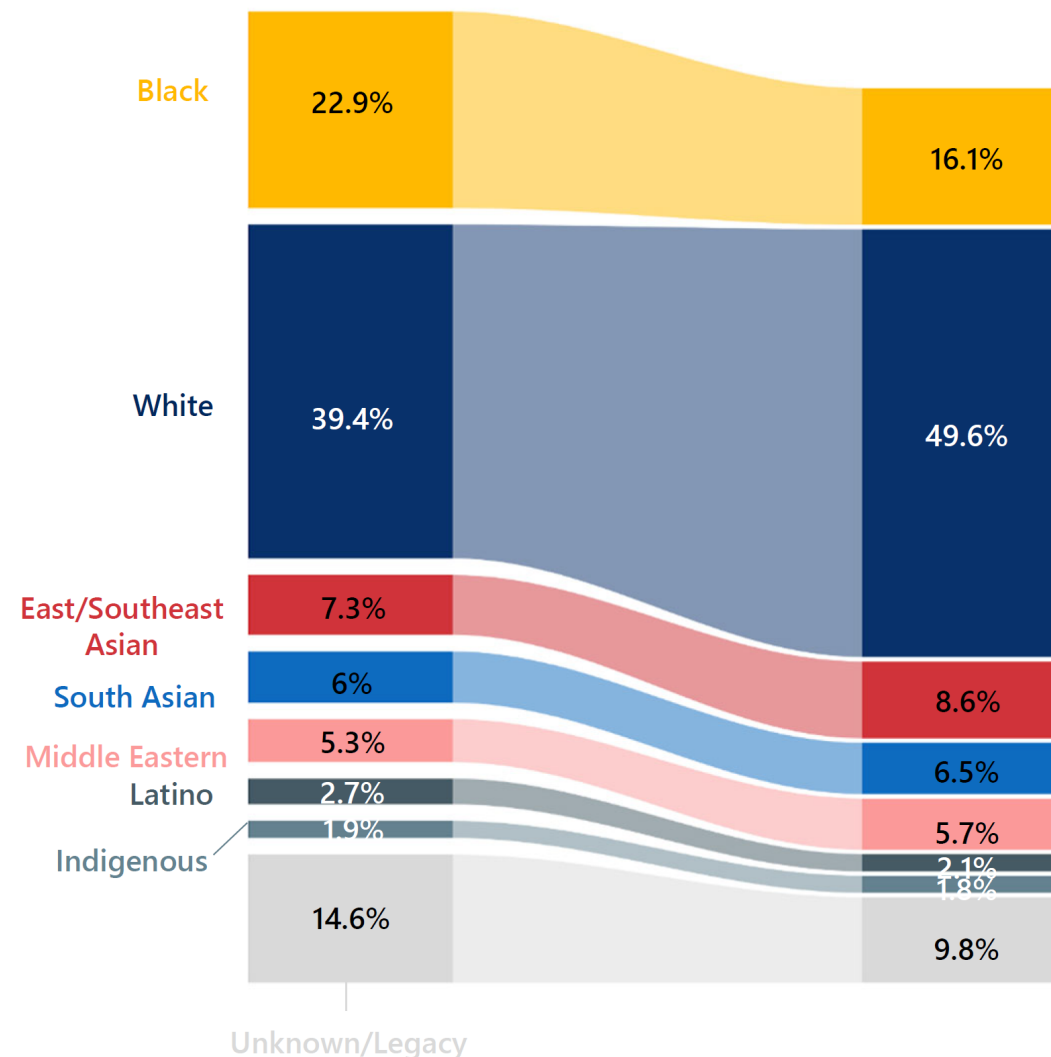
Black People were 0.7x
Latino People were 0.8x

Over-represented in apprehensions compared to their presence in enforcement actions

Under-represented in apprehensions compared to their presence in enforcement actions

Enforcement Actions
(TPS Data, 2021)

Mental Health Apprehension
(TPS Data, 2021)



*A person may experience **more than** one enforcement action per year and may experience **more than** one Apprehension. For comparison of enforcement action to arrest, we did not remove duplicate enforcement actions (as was done for the comparison to resident population).

Finding #1b:

There were differences by race and mental health apprehension

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

- While White People were less likely to come into contact with police and had on par representation in arrest, they were more likely to experience a mental health apprehension.
- While Black People were more likely to come into contact with police and more likely to be arrested, they were less likely to experience a mental health apprehension.

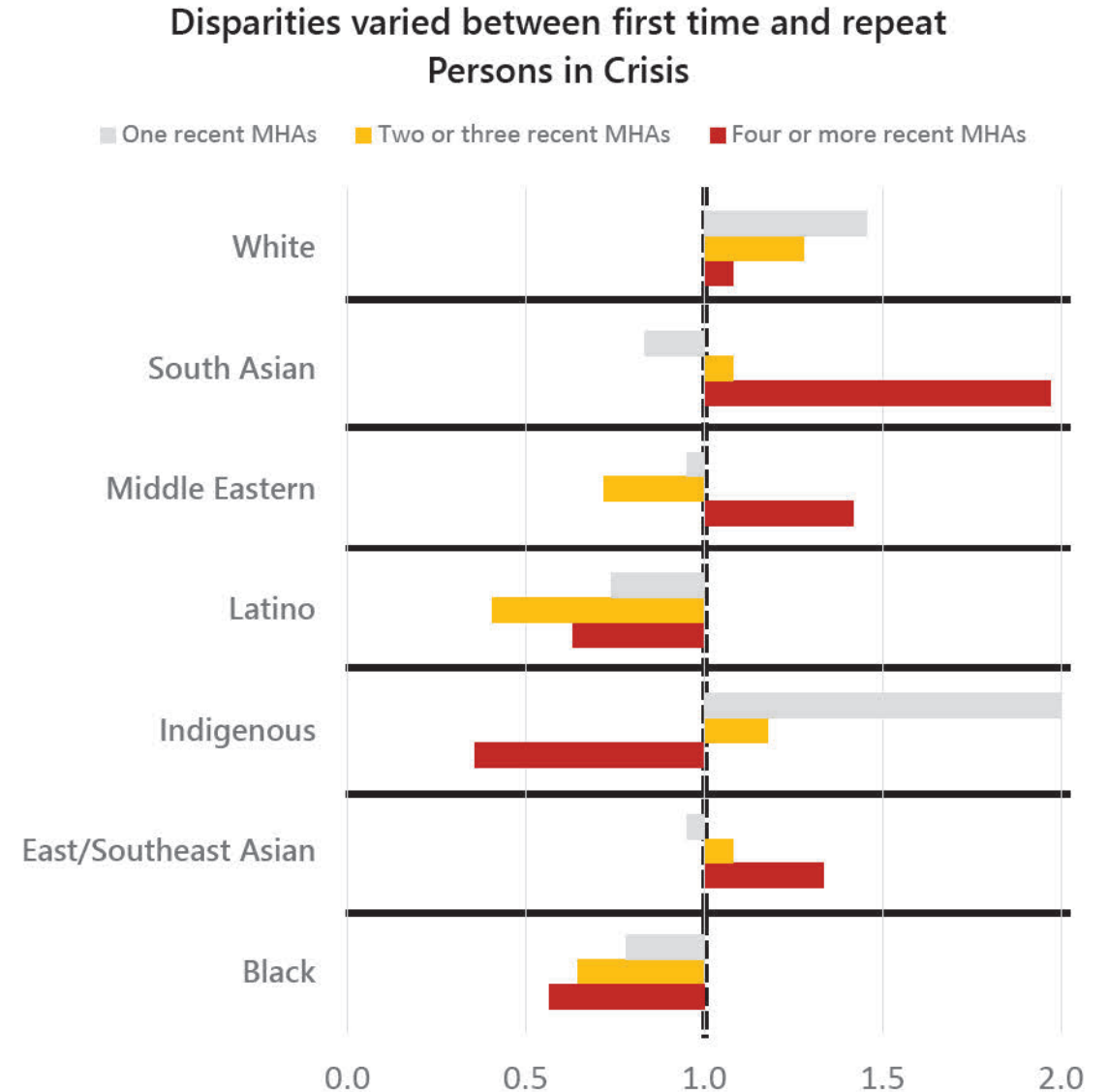
Race Category	Representation in Enforcement Action Population	Representation in Arrest Population	Representation in MHA Population
Black	Over	Over	Under
Indigenous	Over	Over	On par
White	Under	On par	Over
East/Southeast Asian	Under	On par	Over
South Asian	Under	On par	On par
Middle Eastern	Over	On par	On par
Latino	On par	On par	Under

Under: ≤ 0.8 | On par: >0.8 and <1.2 | Over: ≥ 1.2

Finding #2:

There were differences by race and frequent client status

- While White People were **over-represented** in mental health apprehension regardless of frequency, first-time clients were **most over-represented**.
- While Black and Latino People were **under-represented** in mental health apprehension regardless of frequency, frequent repeat clients were **most under-represented**.



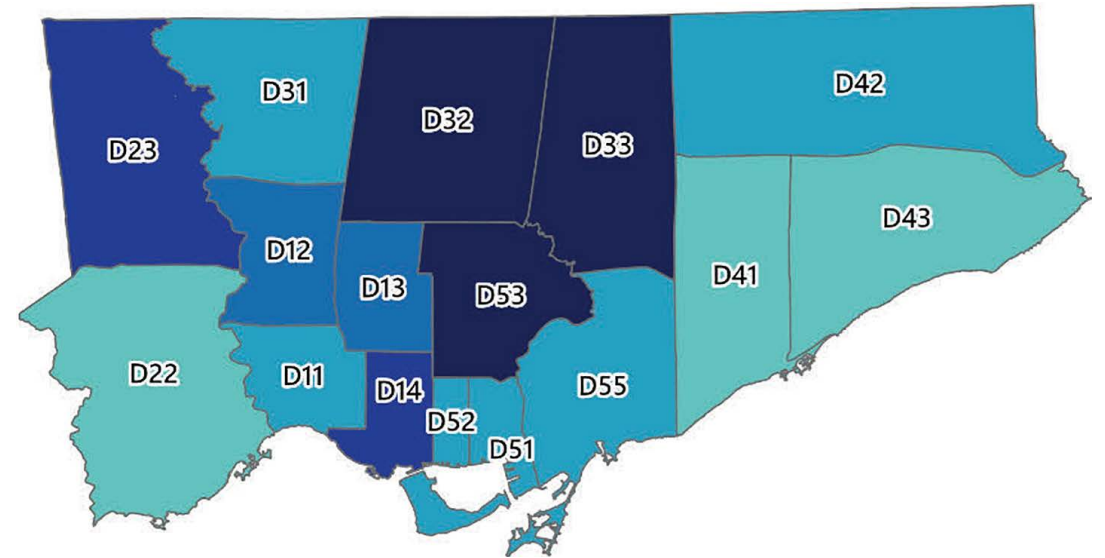
Finding #3: There were differences by race across locations

We looked at the mental health apprehension rate by location of occurrences to see how it is spread out across the city.

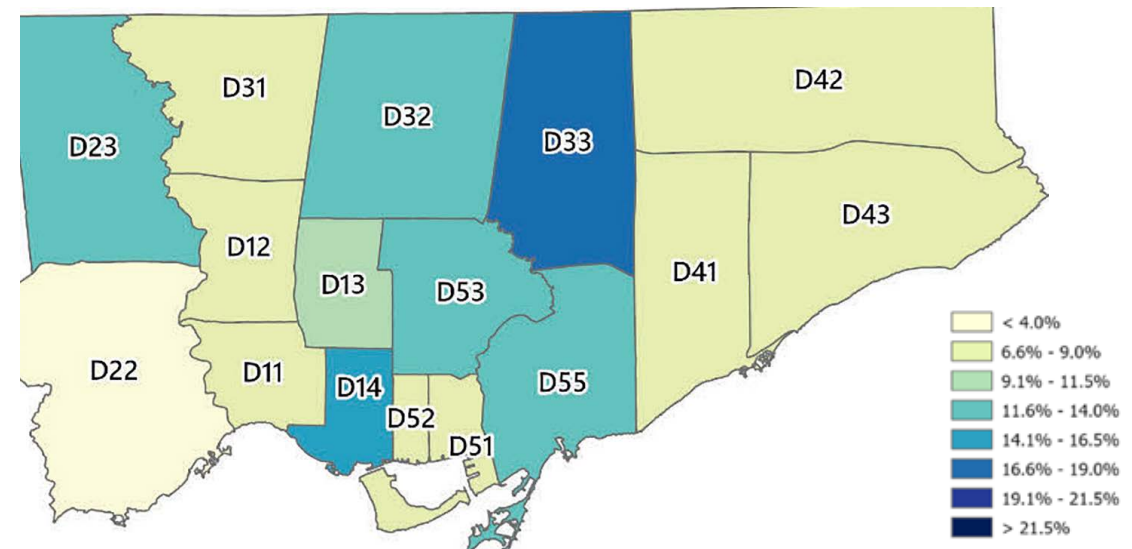
The maps on the right show the mental health apprehension rate compared to enforcement action by location. We focused on findings for Black and White people.

Overall, incidents involving **White people** had higher mental health apprehension rates, while those involving **Black people** had lower mental health apprehension rates, with variations across locations.

Mental Health Apprehension Rate for incidents involving **White People** (TPS Data, 2021)



Mental Health Apprehension Rate for incidents involving **Black People** (TPS Data, 2021)



Next steps



Next Steps

- **Continuing the Hypothesis Exploration & Conversation**
 - Continuing hypothesis gathering and data analysis informed by ongoing conversations with the CAP, Service members, and stakeholder groups.
- **Updating the RBDC public website on a regular basis to engage the public along the process of implementing Phase 2 of the RBDC Strategy**
 - Periodic updates to 'Follow our progress'.
- **Use New Findings to Update and Refine Existing Training**
 - Fair & Unbiased Policing/RBDC module

Appendix



Finding #3a:

There were differences by race and occurrence division

We looked at the relationship between the frequency of mental health apprehensions and occurrence division.

	D11	D12	D13	D14	D22	D23	D31	D32	D33	D41	D42	D43	D51	D52	D53	D55
Black	0.6	0.6	0.7	0.8	0.5	0.9	0.7	0.7	1	0.8	0.8	0.8	0.7	0.6	0.6	0.8
East/Southeast Asian	1.2	1.4	0.8	1.1	1.4	1.1	1.4	0.9	1.3	1.1	1.3	1.3	1.4	1.2	1	1.3
Indigenous	0.5*	0.8*	1.3	0.9	0.6*	0.8*	1.0*	1.6	0.6*	1.4	0.5*	0.2*	0.8	0.4*	0.6*	1.2
Latino	0.5	1.1	0.4	0.7	0.8	0.6	0.6	0.9	0.8	1.1	0.6*	1.2	0.9	0.8	0.8	0.9
Middle Eastern	1	1.4	1.4	1	0.6	0.7	1.3	1.2	0.8	1	1	1.3	1.1	0.8	1.2	1
South Asian	0.9	1.5	1.6	1	0.9	0.8	1.5	0.9	1	1.3	1.2	1.4	1.2	1.1	0.9	1.1
White	0.1	1.5	1.2	1.1	1.4	1.5	1.5	1.3	1.3	1.1	1.4	1.2	1.1	1.3	1.2	1.1

<1.2

≥ 1.2

≥ 1.5

*Denotes a sample size of 10 or less in arrest. Use caution when interpreting small sample sizes.