2004

ENVIRONMENTAL SCAN

September 2004

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I. DEMOGRAPHIC TRENDS

Information based on demographic and social trends provides a basis for good planning, identifying areas where changes are likely to occur. The task is then to relate the population and social changes to possible service needs: what are the implications for current and future decisions regarding the delivery of police service, provisions of programs, allocations of resources, and so on.

HIGHLIGHTS

- According to Statistics Canada census data, the population of Toronto increased 4.0% between 1996 and 2001, from 2,385,421 to 2,481,494. The total population of the Greater Toronto Area (GTA) grew by 9.8%, from 4,628,883 to 5,081,826.

- Within the GTA, Toronto was generally slightly older than the other GTA regions, with 83% of Toronto aged 15 years or older compared to 77%-80% in the regions.

- The proportion of the City's population 65 years and older is projected to increase (from 13.4% in 1996 to 16.5% in 2031); the proportion of the population under 25 years of age is projected to remain relatively stable around 30%.

- In 2001, 44% of the Toronto census metropolitan area's population was foreign-born – a higher proportion than other cities around the world known for their diversity (e.g. Miami, Vancouver, Sydney, Los Angeles, New York, Montréal).

- The primary sources for immigrants to Toronto have shifted in recent years to the Asian continent, including the Middle East, and Eastern Europe.

- The growth of the visible minority population has largely been due to the shift in sources of immigration to Canada. In 2001, visible minorities represented just over two-fifths (42.8%) of Toronto's population, up from 37.3% in 1996. In both years, Chinese, South Asians, and Blacks were the largest visible minority groups.

- The proportion of Toronto's population who said they spoke only a language other than English or French at home decreased to 18.8% in 2001, from 28.8% in 1996. The number of those in 2001 who said they spoke English and another non-official language at home increased over five times the number in 1996.

- Mirroring the growing diversity of Toronto's population was a growing diversity in the religious make up of the City. Much of the change in Toronto's religious profile was the result of the changing sources of immigration.

- According to 1995 income data collected in the 1996 census, the largest proportion of Toronto households (15.3%) were those with a household income of $10,000 - $19,999. Reflecting the increase in average and median household incomes, according to 2000 income

data, the largest proportion of Toronto households (18.1%) were those with a household income of $100,000 or more.

- According to data from the 2001 census, the income gap between richer and poorer neighbourhoods widened in the Toronto CMA between 1980 and 2000, but particularly between 1990 and 2000.

A. TORONTO POPULATION

According to Statistics Canada census data, the population of Toronto increased 4.0% between 1996 and 2001, from 2,385,421 to 2,481,494.[1] However, census data also showed that between 1996 and 2001 the population of the outer regions (Durham, Halton, Peel, York) grew faster than in Toronto: the population outside Toronto grew between 10.4% and 23.1% (Figure 1.1). The total population of the Greater Toronto Area (GTA) grew by 9.8%, from 4,628,883 in 1996 to 5,081,826 in 2001.[2]

Population and Growth: 1996-2001

	Toronto	Durham	Halton	Peel	York
Growth	4.0%	10.5%	10.4%	16.0%	23.1%
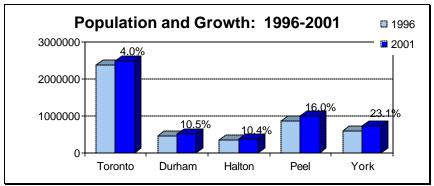
Figure 1.1   Source: Statistics Canada

Population growth in the outer regions of the GTA was such that for the first time, population in the 905 area was greater than the population of Toronto – as of 2001, Toronto accounted for less than half of the GTA population (Figure 1.2). While the population of Toronto is projected to grow by just over 530,000 people over the next 30 years, the total population of the GTA is projected to grow by about 2.6 million. To ensure that Toronto remains a vibrant and dynamic centre to the GTA, Toronto's Official Plan encourages and accommodates growth within the City boundaries.[3]

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[1] Census data from the Statistics Canada website (www.statcan.ca).
[2] The Greater Toronto Area consists of Toronto, Durham, Halton, Peel, and York.
[3] Toronto's Official Plan is discussed in greater detail in the chapter on Urban Trends.

1996   Toronto 52%
48% Rest of GTA

2001   Toronto 49%
51% Rest of GTA
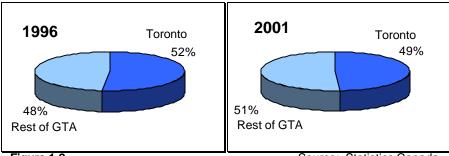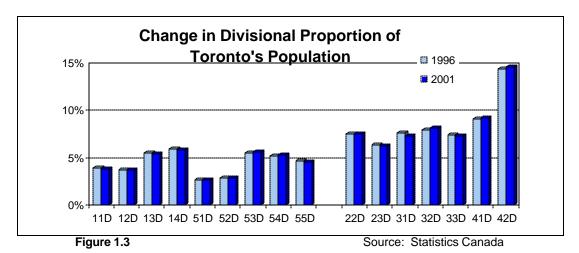
Figure 1.2   Source: Statistics Canada

While the growing communities surrounding Toronto are becoming more self-contained, they remain far from the main centres of employment, entertainment, and education within the City. This will continue to put pressure on transportation networks, contributing to greater congestion, pollution, and parking problems for the foreseeable future, affecting quality of life within the City. As the population of the 905 area grows, the transient daytime population (commuters, tourists, visitors for entertainment purposes, etc.) can be expected to grow as well. It should be noted that this transient population also makes use of police services but is not captured in resident population statistics used in crime rate and workload analyses.

With regard to divisional population, the divisions in the east end of the City, 41 and 42 Divisions, had the largest populations at both census periods. All but one division (32 Division) showed an increase in population between 1996 and 2001; 51 Division had the largest increase, while 13 Division had the smallest. However, as can be seen in Figure 1.3, the proportion of the City's population within each division showed relatively little change. Five divisions showed a small increase in their proportion of the population, while seven showed a small decrease; four showed no change.

Change in Divisional Proportion of Toronto's Population

Figure 1.3 — 1996, 2001 — Divisions: 11D 12D 13D 14D 51D 52D 53D 54D 55D 22D 23D 31D 32D 33D 41D 42D

Figure 1.3   Source: Statistics Canada
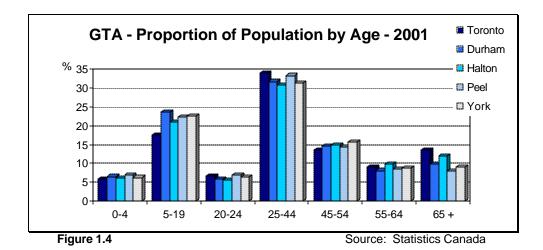
B. AGE STRUCTURE OF THE POPULATION

Age is a strong predictor of human behaviour and awareness of the age structure of the population not only provides context for current behaviours and trends, but also allows some forecast of future behaviours and trends.

According to the results of the 2001 census, the median age of Canada's population reached an all-time high of 37.6 years, increasing 2.3 years from the previous census.[4] Seniors aged 65 years or older increased to 13% of the population, while those aged 19 or younger decreased to 26% of the population. However, Statistics Canada also found that those living in the census metropolitan areas generally had a lower median age than that for the country as a whole. Consistent with that finding, the median age of the Toronto census metropolitan area (CMA) was 36.2 years.[5] It is believed that the impact of a generally ageing population is somewhat offset in the Toronto area by continuing high levels of relatively young immigrants.

Within the GTA, Toronto was generally slightly older than the other GTA regions, with 83% of Toronto aged 15 years or older compared to 77%-80% in the regions. As shown in Figure 1.4, Toronto had a smaller proportion of young people 5 to 19 years than any of the outer regions. Toronto also had larger proportions of the population who were between 25 and 44 years of age, and 65 years or older.

GTA - Proportion of Population by Age - 2001

Figure 1.4   Source: Statistics Canada

This pattern is not unexpected giving changes in housing preferences as people age. In general, young people typically occupy apartments or apartment-type units. As they age through their 20s and 30s, the peak years for the formation of families, people tend to prefer ground-related dwellings (e.g. single or semi-detached houses, etc.). Most families remain in the home until late in life when property upkeep becomes too difficult or a spouse dies; seniors then show

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[4] **Profile of the Canadian population by age and sex: Canada ages**, Statistics Canada, July 2002.

[5] The Toronto Census Metropolitan Area extends from Ajax to Oakville, and north to Newmarket, and includes the following municipalities: Ajax, Aurora, Bradford, West Gwillimbury, Brampton, Caledon, East Gwillimbury, Georgina, Halton Hills, King, Markham, Milton, Mississauga, Mono, New Tecumseh, Newmarket, Oakville, Orangeville, Pickering, Richmond Hill, Toronto, Uxbridge, Vaughan, and Whitchurch-Stouffville.

an increased preference for apartment or apartment-type units.[6] With high house prices and space at a premium in Toronto, many of those in their child-bearing years have moved to the outer regions.

Consistent with the above, according to the 2001 census, between 38% and 48% of all households in the outer regions of the GTA were households containing a couple (married or common-law) with children, compared to 27% in Toronto. On the other hand, 28% of Toronto's households were one-person households, compared to 12%-18% in the regions.

As noted above, while Toronto is not expected to experience the ageing trend to the same extent as the country as a whole, the proportion of the City's population 65 years and older is projected to increase (from 13.4% in 1996 to 16.5% in 2031); the proportion of the population under 25 years of age is projected to remain relatively stable around 30% (Figure 1.5).[7]

Toronto - Proportion of Population by Age
(actual & projected)
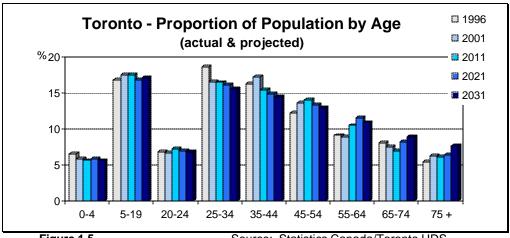
Figure 1.5   Source: Statistics Canada/Toronto UDS

The ageing of the population could have a significant effect on crime and victimisation patterns. For example, there is a great potential for both white-collar crime, especially fraud, and elder abuse to increase. Fraud, in fact, increased 51.1% over the five year period between 1999 and 2003. The Police Service must ensure that it is prepared to deal with continuing increases in fraud, and especially in the types of fraud to which seniors are most vulnerable, as well as increases in elder abuse, by ensuring that adequate resources are allocated and training provided to officers so that they have the knowledge and resources they need to understand and investigate these crimes.

An increase in seniors may place different demands on the Police Service. A study by the federal Ministry of the Solicitor General found that to increase feelings of safety and security, seniors wanted police to be more visible on the streets, to be more accessible, to be more a part of the community, and wanted to be able to call on them when afraid.[8]

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[6] Foot, D. and Stoffman, D. **Boom, Bust, & Echo**. Toronto: Mcfarlane Walter & Ross, 1996.

[7] Population projections by age are from: **Flashforward: Projecting Population and Employment to 2031 in a Mature Urban Area**, Toronto Plan, City of Toronto Urban Development Services, June 2002.

[8] Kinnon, D. & MacLeod, L. **Police and the Elderly: Evolving Implications in an Aging Society**. Ministry of the Solicitor General of Canada, 1990.

With regard to providing services to older adults, police must also increase their knowledge of other services in the community – they will then be more able to provide referrals, since seniors may think of police as their only source of help. Police must work in partnership with the media, service agencies, and government to develop and disseminate crime prevention and safety information, and to reduce fears that may be associated with reporting crime to police, including elder abuse. And, police training programs must be reviewed to ensure that officers are well informed about the realities of ageing and the fears, needs, and strengths of seniors.

One of the aspects of ageing that officers should be familiar with is that as people live longer, they are more prone to the mental illnesses that strike with old age. Given the expected increase in the number of older seniors living in Toronto, there will be implications for the services police are requested to provide, the types of calls received, and police training.

The growing number of seniors will also mean an increasing demand for caregivers, particularly children as ageing parents require increased care. And, this responsibility will probably particularly affect women.[9] More than two-thirds of informal caregivers are between 30 and 59 years of age. This increased need for caregiving may mean that many people with appropriate abilities will not be able to reach their full potential in their chosen field of work, including those in the Police Service, due to lack of time and energy. It may also mean increased absence from work and increased tension within families. The Service must be prepared for a potential increase in elder abuse, and, internally, must ensure that support and systems are available for Service members caring for elderly parents.

The population projections in Figure 1.5 have implications for the recruitment and retention of Service members, as well. Ageing Service members are and will continue to be eligible for retirement in increasing numbers, and with the relatively stable projections for the younger age groups probably due at least in part to the large numbers of young immigrants to Toronto, the Service will need to ensure continued recruitment outreach to the various diverse communities of Toronto.

C. POPULATION COMPOSITION

Immigration:

According to the 2001 census, 18% of the total population in Canada said that they were born outside the country – the highest proportion seen in 70 years.[10] In comparison, only 11% of the US population was foreign-born in 2000. The sources of immigration to Canada shifted during the last 40 years of the twentieth century – whereas early immigrants came mainly from Europe (e.g. United Kingdom, Italy, Germany, etc.) and the US, current immigrants are most likely to come from Asia.

Nearly three in four (73%) immigrants to Canada during the 1990s moved to the Toronto, Vancouver, or Montréal CMA; the largest share (43%) of immigrants to Canada during the 1990s moved to the Toronto CMA alone. In 2001, the Toronto CMA had the highest proportion of foreign-born of all major urban centres in the world; at 44%, the foreign-born population in

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[9] Frederick, J.A. & Fast, J.E. *Eldercare in Canada: Who does how much?* **Canadian Social Trends**, No. 54, Autumn 1999.

[10] **2001 Census: Analysis Series – Canada's Ethnocultural Portrait: The Changing Mosaic**. Statistics Canada, January 2003.

the Toronto CMA was higher than for many other cities known for their cultural diversity, including Miami (40%), Vancouver (38%), Sydney (31%), Los Angeles (31%), New York (24%), or Montréal (18%).

Most immigrants to Canada during the 1990s were in the working ages of 25-64 years, especially the younger working age brackets since most people migrate while they are young. In addition, of those who arrived in the 1990s, 17% were school aged children 5-16 years of age; about 7 in 10 of these children settled in the Toronto, Vancouver, or Montréal CMAs. In the City of Toronto in particular, about 1 in 4 of all children aged 5-16 years were immigrants who arrived in the 1990s.

The concentration of immigrants and immigrant children presents special challenges to and demands on public services, as many newcomers come from diverse cultural backgrounds and may be most comfortable speaking a language not English or French.

With more specific regard to the City of Toronto, according to the 2001 census, more Toronto residents were born outside of Canada than within Canada – 49.4% were foreign-born; 48.8% were Canadian-born.[11] Of those born outside of Canada, 42.5% were relatively recent arrivals, having immigrated during the previous decade.

This picture is somewhat different from the rest of the GTA, although immigration is changing the outer regions as well as Toronto. Around 20% of Durham and Halton were foreign-born (18.9% and 22.4%, respectively), and around 40% of Peel and York were foreign-born (43.1% and 39.1%, respectively). Of those in Durham and Halton who were born outside Canada, fewer than one in five were recent immigrants, while of those in Peel and York who were born outside Canada, roughly one-third were recent immigrants.

Of the over 1.2 million Toronto residents born outside of Canada, the largest number had come from China, followed by Italy. Table 1.1 shows the 10 countries that have been sources of immigrants to Toronto, as well as the number of residents who said they were born in that country.

Table 1.1
Immigrant Places of Birth

China	102,092
Italy	74,603
Philippines	67,860
India	64,192
United Kingdom	63,408
Jamaica	55,952
Hong Kong	55,573
Sri Lanka	53,075
Portugal	48,235
Guyana	41,525

Source: Statistics Canada

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[11] The remainder, 1.8%, were non-permanent residents.

Of those Toronto residents who were born elsewhere, almost one in four (23.1%) came to the City very recently, between 1996 and 2001. Table 1.2 shows the 10 countries that were recent sources of immigrants to Toronto, as well as the number of residents who said they were born in that country. As can be seen when compared with the previous table, the sources for immigrants to Toronto have shifted in recent years to the Asian continent, including the Middle East, and Eastern Europe.

Table 1.2
Recent Immigrant (1996-2001) Places of Birth

China	45,635
India	26,525
Pakistan	17,370
Philippines	16,580
Sri Lanka	15,780
Iran	11,060
Russian Federation	9,730
South Korea	8,245
Hong Kong	8,200
Ukraine	7,495

Source: Statistics Canada

Diversity:

In the 2001 census, 13% of Canada's population identified themselves as visible minorities, up from 11% in 1996.[12] The visible minority population in Canada grew about six times faster than the total population between 1996 and 2001. The growth of the visible minority population has largely been due to the shift in sources of immigration to Canada. In 2001, nearly three-quarters (73%) of immigrants who came in the 1990s were members of visible minority groups. Together, Chinese, South Asians, and Blacks accounted for two-thirds of the visible minority population in Canada.

One of the factors that makes Toronto such a vibrant and dynamic city is its striking ethnic and racial diversity. According to Statistics Canada, the Toronto CMA has the highest concentration of visible minorities and immigrants in Canada, making it the nation's most diverse CMA. In 2001, visible minorities represented just over two-fifths (42.8%) of the City of Toronto's population, up from 37.3% in 1996. The composition of the Toronto population in 1996 and in 2001 is shown in Figures 1.6 and 1.7. In both years, Chinese, South Asians, and Blacks were the largest visible minority groups. In 2001, these three groups represented about 30% of the visible minority population in Toronto.

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[12] **2001 Census: Analysis Series – Canada's Ethnocultural Portrait: The Changing Mosaic**. Statistics Canada, January 2003.

Population Composition Toronto 1996 Census

Black
SoutheastAsian.
SouthAsian
Japanese
Chinese
Korean
Filipino
Arab/WestAsian
LatinAmerican
Other Visible Minority
Not "Visible Minority"
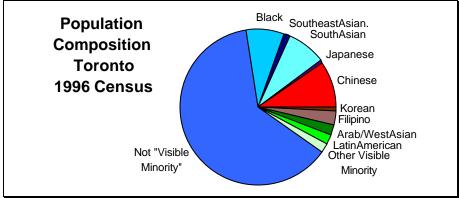
Figure 1.6   Source: Statistics Canada

Population Composition Toronto 2001 Census

SoutheastAsian.
Black
SouthAsian
Japanese
Chinese
Korean
Filipino
Arab
WestAsian
LatinAmerican
Other Visible Minority
Not "Visible Minority"
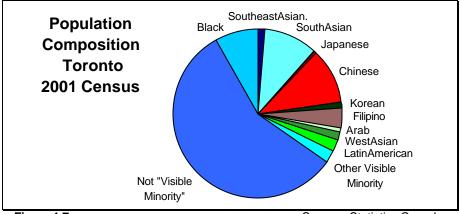
Figure 1.7   Source: Statistics Canada

While over four in ten Toronto residents – over 1 million people – were members of a visible minority, the proportions of the population that were visible minority in the outer regions of the GTA were smaller. Peel, with a relatively large population of South Asians, and York, with a relatively large population of Chinese, had the highest proportions after Toronto, at 38.5% and 29.8%, respectively. Peel had a visible minority population of just over 379,000 people, while York had a visible minority population of just over 216,000 people. Only 12.4% of Durham's population (about 62,000 people) and 8.7% of Halton's population (about 32,000 people) were visible minority. The proportions of each visible minority group within the Toronto and the outer GTA regions are shown in Figure 1.8.

GTA - Visible Minorities - Proportion of Population
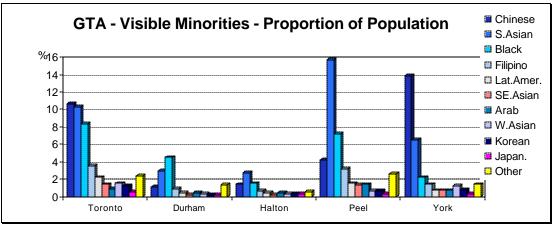
Figure 1.8   Source: Statistics Canada

Kinship and community bonds often draw together people of similar backgrounds, origins, or culture. In examining where people live, Statistics Canada has defined a visible minority neighbourhood as one in which over 30% of the population are from a particular visible minority group.[13]

The number of visible minority neighbourhoods in Canada increased more than threefold between 1991 and 2001, from 77 to 254. Of these, more than 60% were Chinese, about one-third were South Asian, and relatively few were Black. At 135, the Toronto CMA had more visible minority neighbourhoods than did either the Vancouver or Montréal CMAs. In the Toronto CMA, most of the Chinese neighbourhoods were located in Scarborough, Markham, and Richmond Hill; South Asian neighbourhoods were found in East York, North York, Scarborough, Mississauga, and Brampton; and, Black neighbourhoods were concentrated in Etobicoke and North York.

Most of the newly-formed neighbourhoods for all three groups were formed through "rapid replacement" – non-visible minority residents moved out more quickly than from other neighbourhoods, while visible minority residents moved in. But, the presence of visible minorities also increased in other neighbourhoods as well (e.g. only about half of the Chinese population lived in Chinese neighbourhoods, and less than 5% of Blacks lived in Black neighbourhoods).

While residential concentration allows the "retention of ethnic identity and the maintenance of religious, educational, and welfare institutions that are crucial for the social interaction of the group …[it also] may result in social isolation and reduce minorities' incentives to acquire the host-country language or to gain work experience and educational qualifications."[14]

The visible minority population is expected to continue to grow over the next few decades, as a result of the high levels of immigration from non-European countries noted

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[13] Hou, F. and Picot, G. *Visible Minority Neighbourhoods in Toronto, Montréal, and Vancouver*, **Canadian Social Trends**, No.72, Spring 2004.
[14] Ibid., p.13.

previously and a relatively young visible minority population.[15] With the majority of this visible minority population expected to continue to live in Ontario, Toronto "will likely become increasingly differentiated from other regions of Canada in terms of cultural diversity and the presence of visible minorities."[16]

Such diversity within the population being served presents both opportunities and challenges for the Toronto Police Service. Opportunities, for example, relating to the potential for recruitment, volunteers, and community partnerships. And, challenges such as the need to ensure that officers are aware of different cultures and sensitivities, and language barriers which could hinder crime prevention, information dissemination, and ability to access services. The Police Service must work to ensure that members of all communities in Toronto feel they are treated professionally and fairly.

The Statistics Canada Ethnic Diversity Survey in 2002 found that visible minorities were more likely than others to say they felt uncomfortable or out of place in Canada at least some of the time because of their ethnicity, culture, race, skin colour, language, accent, or religion (24% of visible minorities compared to 8% of people who were not visible minorities).[17] Further, while 7% of all Canadians said they had sometimes or often experienced discrimination or unfair treatment in the past five years because of their ethno-cultural characteristics, this proportion increased to 20% for visible minorities. Nearly one-third (32%) of Blacks reported sometimes or often experiencing discrimination or unfair treatment compared to 21% of South Asians and 18% of Chinese.

While discrimination or unfair treatment was felt by over half of Canadians to have occurred in the workplace, over one-third perceived discrimination or unfair treatment in a store, bank, or restaurant, and about one-quarter said they experienced it on the street; just over 10% said they had experienced discrimination or unfair treatment when dealing with the police or courts. The proportion of those perceiving unequal treatment in each of these situations was higher for visible minorities. This disparity in perceptions is an indication of the effort that must be made by the Police Service to ensure that members of all communities in Toronto, including members of the Service itself, feel they are treated fairly and without discrimination.

Language:

Home language is defined by Statistics Canada as being the language spoken most often or on a regular basis at home, or if the respondent lives alone, the language he/she is most comfortable with. According to 2001 census data, the proportion of Toronto's population who said they spoke only a language other than English or French at home decreased to 18.8%, from 28.8% in 1996. While the proportion of those who said they spoke English only also decreased, the number of those in 2001 who said they spoke English and another non-official language at home increased over five times the number in 1996. Table 1.3 shows the top ten (by proportion) single response, non-official home languages in Toronto (i.e. respondent spoke

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[15] Chard, J. & Renaud, V. *Visible Minorities in Toronto, Vancouver and Montréal*, **Canadian Social Trends**, No.54, Autumn 1999.

[16] Ibid., p.25.

[17] **Ethnic Diversity Study: Portrait of a Multicultural Society**, Statistics Canada, September 2003.

this language and no other most often at home), as well as the proportion of Toronto's population who said they spoke this language at home.

Table 1.3
Non-Official Home Language (single response)

	% of population
Chinese	5.2%
Italian	1.4%
Tamil	1.2%
Portuguese	1.1%
Spanish	0.8%
Russian	0.7%
Persian	0.6%
Punjabi	0.6%
Korean	0.6%
Vietnamese	0.6%

Source: Statistics Canada

Use of the AT&T Language Line, now called Language Line Services, assists Toronto Police Service communications operators at the 9-1-1 centre to manage calls from citizens who do not speak English, and allows field officers to contact on-line telephone interpreters if required to communicate with citizens who attend the divisions or persons in custody.

Use of Language Line Services increased 59.2% between 1996 and 2003, while the average cost per call decreased by about one-third (33.3%) (Table 1.4).[18] The average time spent on each call has varied relatively little, between 5 and 7 minutes each year. In each year, the most frequently provided language was Chinese, generally followed by Spanish and Vietnamese.[19] Service through the AT&T Language Line was provided in 51 languages other than English in 2002.

Table 1.4
Language Line Services (AT&T Language Line)

	1996	1997	1998	1999	2000	2001	2002	2003
Total Number of Calls	1,923	1,998	2,626	2,664	2,578	2,712	3,081	3,061
Average Minutes per Call	5.96	6.03	5.90	5.34	6.12	6.14	6.58	6.09
Average Cost per Call	$21.28	$24.32	$26.61	$23.83	$27.32	$27.41	$18.33	$14.19

People unable to speak either official language may have difficulty accessing, using, or perhaps even knowing about public services, including police services. Language barriers may

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[18] In 2002, Language Line Services offered the TPS the same pricing per call as offered to the City, resulting in lower costs.
[19] The two exceptions were 1996 when the most frequently provided languages were Chinese, Spanish, and Portuguese, and 1999 when the most frequently provided languages were Chinese, Italian, and Spanish.

also hinder crime prevention and information dissemination efforts. The Police Service must work to ensure that information about policing services is available and accessible in as many different languages as possible. In particular, the Service should make a special effort to ensure that programs delivered to schools and youth outreach initiatives are accessible and understandable to all young people. Officers must also be aware that some people may not speak English and take care to ensure that these people, if stopped or arrested, understand both their situation and their rights.

Religion:

Mirroring the growing diversity of Toronto's population was a growing diversity in the religious make up of the City. According to 2001 census data, the proportion of those saying they were Roman Catholic or Protestant decreased, while the proportions of those with other religious affiliations increased.[20] The proportion of those who reported they had no religion also increased. Much of the change in Toronto's religious profile was the result of the changing sources of immigration discussed previously.[21] Table 1.5 shows the top ten (by proportion) religions in Toronto, as well as the proportion of the population claiming affiliation.

Table 1.5
Religious Affiliation in Toronto

	% of population
Roman Catholic	30.8%
No Religion	18.4%
Muslim	6.7%
Anglican	6.1%
United	5.4%
Hindu	4.8%
Jewish	4.2%
Christian n.i.e.*	3.9%
Buddhist	2.7%
Greek Orthodox	2.2%

n.i.e.= not included elsewhere

Source: Statistics Canada

Income:

At each census, Statistics Canada collects data on income for the previous year. According to the 2001 census, average household income in the City of Toronto increased to $69,107 in 2000, up from $54,178 in 1995; similarly, median household income in Toronto

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[20] The census collected information on religious affiliation only, regardless of whether or not respondents actually practiced their religion.
[21] **2001 Census: Analysis Series – Religions in Canada**. Statistics Canada, May 2003.

increased to $49,345 in 2000, up from $42,752 in 1995.[22] According to 1995 income data, the largest proportion of Toronto households (15.3%) were those with a household income of $10,000 - $19,999. Reflecting the increase in average and median household incomes, according to 2000 income data, the largest proportion of Toronto households (18.1%) were those with a household income of $100,000 or more. Table 1.6 shows the proportion of households in each income range in Toronto, as of the 2001 census.
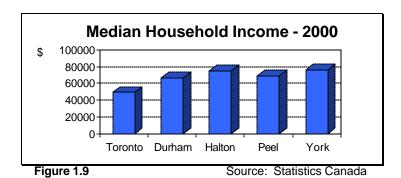
Table 1.6
Household Income - 2000

	% of households
<$10,000	7.0%
$10,000-$19,999	11.5%
$20,000-$29,999	11.0%
$30,000-$39,999	11.0%
$40,000-$49,999	10.0%
$50,000-$59,999	8.5%
$60,000-$69,999	7.6%
$70,000-$79,999	6.3%
$80,000-$89,999	5.1%
$90,000-$99,999	4.1%
$100,000 +	18.1%

Source: Statistics Canada

According to the 2003 Statistics Canada low income cutoffs for Toronto, a single person would be considered low income if their income was below $16,348; a family of three would be considered low income if their income fell below $25,230.[23] All figures are after tax.

Toronto's 2000 median household income of $49,345 was lower than the median household income in each of the four outer GTA regions. Figure 1.9 shows the median household income across the GTA.

Median Household Income - 2000

Figure 1.9   Source: Statistics Canada

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[22] The median is the middle value of a group of values arranged in ascending or descending order. The median is less influenced by extreme high or low values than is the average.

[23] **Low Income Cutoffs from 1994-2003 and Low Income Measures from 1992-2001**, Income Statistics Division, Statistics Canada, March 2004.

According to data from the 2001 census, the income gap between richer and poorer neighbourhoods widened in most of Canada's CMAs between 1980 and 2000, but particularly between 1990 and 2000: "In nearly all cities, income increased faster in the higher-income neighbourhoods than it did in lower-income neighbourhoods,…[reflecting] the fact that income grew more quickly among high- than low-income families."[24]

Within the Toronto CMA, income of families at the 10th percentile (i.e. families whose income was lower than 90% of the population) showed little or no increase over the twenty year period, rising 4% between 1980 and 1990, but falling 7% between 1990 to 2000. In contrast, families at the 90th percentile (i.e. families whose income was higher than 90% of the population) rose 13% between 1980 and 1990, and rose again by 8% between 1990 and 2000. Income grew in higher-income neighbourhoods but remained steady in lower-income neighbourhoods.

A study by the United Way using census data further found that, compared with twenty years ago, Toronto's poor families were more concentrated in neighbourhoods where there was a high proportion of families living in poverty.[25] This resulted in a large increase in the number of high poverty neighbourhoods (i.e. where more than 25% of families had incomes below Statistics Canada's low income cut off) in Toronto, from 30 in 1981 to 120 in 2001. The increase in high poverty neighbourhoods was especially noticeable in Scarborough and North York, as well as in Etobicoke, York, and East York. Poor visible minority families and immigrant families made up large proportions of the total number of poor families in these neighbourhoods. The United Way study also supported the widening income disparity in Toronto, noting that along with the increase in high poverty neighbourhoods, there was also an increase in the number of low poverty (i.e. wealthier) neighbourhoods.

The relationship between income inequality and crime has been the subject of study for many years, and the "notion that income inequality and crime rates are positively related is considered as conventional wisdom in the literature of both economics and criminology."[26] However, empirical support has been ambiguous and a causal link has not been well documented. Lee (2002) found evidence for a long-run equilibrium relationship between income inequality and two types of crime (robbery and theft), but not murder, for both US and UK data, but found no empirical support for a causal link between income inequality and crime.[27]

Fajnzylber et al (2002), on the other hand, found that "crime rates and inequality are positively correlated…, and it appears that this correlation reflects causation from inequality to crime rates, even controlling for other crime determinants."[28] The authors concluded that an increase in income inequality had a significant and robust effect of raising rates of both homicide and robbery. To address the criticism of previous studies that such a relationship

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[24] Heisz, A. and McLeod, L. **Low Income in Census Metropolitan Areas, 1980-2000**, Statistics Canada, April 2004, p.7.

[25] **Poverty by Postal Code, The Geography of Neighbourhood Poverty 1981-2001.** A Report Prepared Jointly by United Way of Greater Toronto and the Canadian Council on Social Development, 2003.

[26] Lee, D.Y. *Income Inequality and Crime: Cointegration Analyses and Causality Tests*, 2002 Working Paper, Shippensburg University (PA). (www.grove.ship.edu/research/wp/02dlee.pdf).

[27] Ibid.

[28] Fajnzylber, P, Lederman, D. and Loayza, N. *Inequality and Violent Crime*, World Bank Research Working Paper, June 2002 (econ.worldbank.org/programs/conflict/topic/12197/library/doc?id=15757); also in **The Journal of Law and Economics**, 45(1), April 2002. (Quote from Abstract.)

may be the result of other factors acting on both variables (income inequality and crime), the authors also examined the effects of average national income, educational attainment of the adult population, economic/employment opportunities as measured by the gross domestic product (GDP) growth rate, degree of urbanisation, ethnic diversity, share of young males in the population, and the number of police per capita; no factor showed a significant effect except the GDP growth rate. Since the GDP growth rate and income inequality were significant determinants of homicide and robbery rates, results indicated that changes in the rate of poverty were related to the incidence of crime.

Given the relationships found between crime and income inequality, both Fajnzylber et al (2002) and Lee (2002) discuss the need for further exploration of poverty alleviation crime reduction strategies and acknowledge that policies to reduce crime may be more effective if they can include measures to address income inequality.

With the increasing income disparity in Toronto and the Toronto CMA (roughly the GTA), the Service might explore the possibility of developing crime prevention/reduction strategies specifically in partnership with agencies or government departments responsible for the economic support of area residents.

d. DIVISIONAL PROFILES

Information from the 2001 census in a variety of areas (e.g. age, immigration, visible minorities, language, households, etc.) is provided for each of Toronto's sixteen policing divisions in the Appendix at the end of this chapter. A table summarizing the dominant characteristics of each division is provided at the front of the Appendix.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- In general, while the growing surrounding municipalities are becoming more self-contained, Toronto remains the main centre of employment, entertainment, and education. This puts pressure on transportation networks and contributes to congestion, pollution, and parking problems. These problems in turn give rise to additional concerns, such as aggressive driving and increasing frustration among drivers, cyclists, and pedestrians. The Service must continue to focus efforts and resources on the safe and efficient flow of traffic within the City.

- The ageing of the population could have a significant effect on crime and victimisation patterns. For example, there is a potential for both white-collar crime, especially fraud, and elder abuse to increase. The Police Service must ensure that it is prepared to deal with an increase in these areas by allocating adequate resources and providing training to officers so that they have the knowledge and resources they need to understand and investigate these crimes.

- An increase in seniors may place different demands on the Police Service. To increase feelings of safety and security, seniors want police to be more visible on the streets, to be more accessible, and to be more a part of the community. In addition, seniors often see

police as their only source of help. With the mental and physical debilities that can strike with old age, there may be an increase in calls to the police for assistance. The Service should ensure it is prepared to deal with these potential service demands.

- With an increase in the number of seniors, it can be expected that an increased number of people, particularly women, will be responsible for caring for ailing, elderly parents, in addition to their own family and/or work responsibilities. This may mean that many people with appropriate abilities will not be able to reach their full potential in their chosen field of work, including those in the Police Service, due to lack of time and energy; it may also mean increased absence from work and increased tension within families. The Service must be prepared for a potential increase in elder abuse, and, internally, must ensure that support and systems are available for Service members caring for elderly parents.

- The diverse population of the City presents both opportunities and challenges for the Toronto Police Service. The Service must take advantage of opportunities relating, for example, to the potential for recruitment, volunteers, and community partnerships. It must also be prepared to meet challenges such as the need to ensure that officers are aware of different cultures and sensitivities, and language barriers that could hinder crime prevention, information dissemination, and ability to access services.

- Given the findings of the national Ethnic Diversity Survey in 2002, the Police Service must work to ensure that members of all communities in Toronto, including members of the Service itself, feel they are treated fairly and without discrimination.

- The Service must ensure that information about policing services and crime prevention is available and accessible in as many different languages as possible. Officers must also be aware that some people may not speak English and take care to ensure that these people, if stopped or arrested, understand both their situation and their rights. In particular, the Service should make a special effort to ensure that programs delivered to schools and youth outreach initiatives are accessible and understandable to all young people.

- The Service must ensure that officers have an understanding and awareness of the differing sensitivities of the growing diversity of religions in the City.

- With the increasing income disparity in Toronto, and the results of recent studies regarding the link between income inequality and crime, the Service should look at exploring the possibility of developing crime prevention/reduction strategies specifically in partnership with agencies or government departments responsible for the economic support of area residents.

Appendix

Dominant Divisional Demographics – 2001 Census

	Age Group	Household Size	Median 2000 Household Income	Dwelling Type	Period of Immigrat'n	Immigrant Place of Birth	Recent ('96-'01) Immigrant Place of Birth	Non-Official Home Language	Visible Minority	Religion
CENTRAL FIELD										
11 Division	25-34 yrs	1 person	$49,264	Apts. 5+	1981-90	Poland	Ukraine	Polish	Black	R. Catholic
12 Division	5-19 yrs	4-5 pers.	$39,047	Apts. 5+	1981-90	Portugal	Jamaica	Portuguese	Black	R. Catholic
13 Division	25-34 yrs	1 person	$47,361	Single, det.	1981-90	Italy	Philippines	Italian	Black	R. Catholic
14 Division	25-34 yrs	1 person	$43,173	Apts. <5	1971-80	Portugal	China	Portuguese	Chinese	R. Catholic
51 Division	25-34 yrs	1 person	$35,253	Apts. 5+	1996-01	Philippines	China	Chinese	S. Asian	R. Catholic
52 Division	25-34 yrs	1 person	$48,467	Apts. 5+	1996-01	China	China	Chinese	Chinese	No Religion
53 Division	25-34 yrs	1 person	$62,087	Apts. 5+	1996-01	U.K.	Pakistan	Urdu	S. Asian	R. Catholic
54 Division	35-44 yrs	1 person	$44,454	Apts. 5+	1996-01	Greece	China	Chinese	S. Asian	R. Catholic
55 Division	35-44 yrs	1 person	$52,494	Semi-det.	1981-90	China	China	Chinese	Chinese	No Religion
AREA FIELD										
22 Division	35-44 yrs	2 persons	$57,325	Single, det.	bef. 1961	Poland	Ukraine	Polish	S. Asian	R. Catholic
23 Division	5-19 yrs	4-5 pers.	$49,911	Apts. 5+	1996-01	India	India	Punjabi	S. Asian	R. Catholic
31 Division	5-19 yrs	4-5 pers.	$40,859	Apts. 5+	1996-01	Italy	India	Italian	Black	R. Catholic
32 Division	5-19 yrs	2 persons	$52,759	Single, det.	1996-01	Hong Kong	Russ. Fed.	Chinese	Chinese	R. Catholic
33 Division	5-19 yrs	2 persons	$56,033	Apts. 5+	1996-01	China	China	Chinese	Chinese	R. Catholic
41 Division	5-19 yrs	2 persons	$46,385	Single, det.	1996-01	Philippines	China	Chinese	S. Asian	R. Catholic
42 Division	5-19 yrs	4-5 pers.	$55,688	Single, det.	1991-95	China	China	Chinese	Chinese	R. Catholic

Data Source: Statistics Canada

Proportion of Divisional Population by Age – 2001 Census

	0-4 yrs	5-19 yrs	20-24 yrs	25-34 yrs	35-44 yrs	45-54 yrs	55-64 yrs	65-74 yrs	75-84 yrs	85+ yrs	Total
CENTRAL FIELD											
11 Division	5.7%	14.5%	5.9%	20.4%	19.3%	14.3%	7.7%	5.9%	5.0%	1.4%	100%
12 Division	7.5%	20.8%	7.0%	16.0%	17.4%	12.0%	7.9%	6.6%	3.9%	1.0%	100%
13 Division	5.3%	16.8%	7.1%	17.3%	16.9%	13.2%	8.5%	7.5%	5.1%	2.3%	100%
14 Division	4.8%	13.7%	8.3%	24.3%	17.8%	11.8%	8.0%	6.6%	3.6%	1.1%	100%
51 Division	6.0%	14.2%	7.1%	20.8%	20.4%	14.1%	8.6%	5.1%	2.8%	0.9%	100%
52 Division	3.0%	6.6%	9.3%	28.9%	18.0%	12.5%	9.1%	6.7%	3.9%	1.7%	100%
53 Division	5.2%	14.8%	5.4%	19.5%	17.4%	14.5%	9.3%	6.6%	5.2%	2.2%	100%
54 Division	6.2%	17.1%	5.8%	16.9%	19.2%	13.8%	8.3%	6.9%	4.5%	1.4%	100%
55 Division	5.9%	16.3%	5.6%	18.2%	20.6%	15.0%	7.7%	5.8%	3.7%	1.1%	100%
AREA FIELD											
22 Division	5.0%	16.8%	5.5%	13.0%	17.5%	15.2%	9.7%	9.1%	6.6%	1.7%	100%
23 Division	7.0%	20.3%	6.9%	15.3%	15.8%	12.0%	8.9%	8.1%	4.6%	1.3%	100%
31 Division	7.6%	19.6%	7.2%	16.8%	16.3%	11.0%	8.8%	8.0%	3.7%	0.9%	100%
32 Division	5.2%	17.4%	6.5%	13.8%	16.2%	14.4%	8.9%	8.3%	6.9%	2.4%	100%
33 Division	4.6%	18.2%	6.6%	13.8%	16.2%	14.3%	10.3%	8.8%	5.5%	1.7%	100%
41 Division	6.6%	18.5%	5.9%	15.0%	17.7%	13.3%	8.6%	8.2%	4.8%	1.2%	100%
42 Division	5.9%	20.6%	7.2%	13.9%	16.3%	14.6%	9.7%	7.1%	3.7%	1.1%	100%

Data Source: Statistics Canada

Immigrants and Period of Immigration by Division – 2001 Census

	# Landed Immig.	% of Div. population	PROPORTION OF IMMIGRANTS BY PERIOD OF IMMIGRATION						Total
			Before 1961	1961-1970	1971-1980	1981-1990	1991-1995	1996-2001	
CENTRAL FIELD									
11 Division	38,405	40.8%	18.1%	13.6%	15.6%	19.3%	14.3%	19.0%	100%
12 Division	50,215	55.2%	8.9%	10.6%	17.1%	25.8%	20.5%	17.2%	100%
13 Division	64,518	49.2%	15.2%	15.3%	17.8%	19.4%	15.7%	16.7%	100%
14 Division	70,730	50.4%	8.5%	14.2%	22.5%	20.9%	14.3%	19.6%	100%
51 Division	29,563	48.3%	5.3%	6.8%	11.9%	20.5%	24.7%	30.4%	100%
52 Division	28,394	40.8%	10.3%	11.4%	18.0%	19.7%	16.0%	24.9%	100%
53 Division	44,019	32.2%	16.4%	13.5%	15.0%	14.8%	15.2%	25.1%	100%
54 Division	64,437	49.3%	8.9%	12.6%	14.7%	16.1%	17.7%	30.1%	100%
55 Division	37,673	34.1%	10.5%	13.3%	20.6%	20.9%	15.9%	18.8%	100%
AREA FIELD									
22 Division	71,427	38.9%	20.1%	13.4%	14.8%	17.5%	15.4%	18.5%	100%
23 Division	82,700	54.4%	11.3%	10.0%	13.8%	20.7%	20.3%	23.6%	100%
31 Division	105,012	58.3%	13.1%	12.0%	12.9%	20.3%	20.2%	21.4%	100%
32 Division	99,825	50.1%	14.4%	10.2%	12.6%	17.2%	18.2%	27.4%	100%
33 Division	101,459	56.6%	9.3%	9.9%	14.0%	17.6%	18.9%	30.3%	100%
41 Division	110,156	48.9%	9.6%	10.0%	13.1%	19.4%	22.5%	25.3%	100%
42 Division	211,969	59.0%	5.3%	8.6%	16.7%	23.9%	24.7%	20.9%	100%

Data Source: Statistics Canada

Immigrant Places of Birth - Top 5 by Division – 2001 Census

		% of Div. immig. pop.		% of Div. immig. pop.		% of Div. immig. pop.		% of Div. immig. pop.		% of Div. immig. pop.	Total Immigrants
CENTRAL FIELD												
11 Division	Poland	13.1%	UK	7.2%	Portugal	5.8%	Ukraine	5.7%	US	3.5%	38,405
12 Division	Portugal	14.0%	Italy	9.9%	Jamaica	9.6%	Viet Nam	8.8%	Guyana	4.2%	50,215
13 Division	Italy	16.6%	Portugal	16.2%	Philippines	7.2%	Jamaica	5.2%	Viet Nam	3.5%	64,518
14 Division	Portugal	26.7%	China	14.8%	Viet Nam	6.2%	Italy	5.5%	UK	3.5%	70,730
51 Division	Philippines	13.7%	Sri Lanka	9.3%	China	8.0%	UK	5.5%	Viet Nam	4.9%	29,563
52 Division	China	16.6%	UK	10.4%	Hong Kong	5.7%	US	5.2%	South Korea	3.6%	28,394
53 Division	UK	14.8%	Philippines	6.8%	US	6.2%	India	5.8%	Pakistan	5.1%	44,019
54 Division	Greece	8.9%	China	8.7%	Philippines	7.2%	Sri Lanka	6.2%	UK	5.9%	64,437
55 Division	China	23.7%	UK	11.0%	Viet Nam	9.8%	US	4.8%	Philippines	3.9%	37,673
AREA FIELD												
22 Division	Poland	13.4%	UK	8.4%	Italy	6.5%	Ukraine	5.8%	Philippines	4.4%	71,427
23 Division	India	16.4%	Italy	9.8%	Jamaica	8.0%	Guyana	6.4%	UK	3.8%	82,700
31 Division	Italy	21.5%	Jamaica	8.5%	Viet Nam	7.4%	India	6.5%	Guyana	5.6%	105,012
32 Division	Hong Kong	7.7%	Russian Federation	7.6%	Philippines	7.3%	China	5.8%	Italy	5.7%	99,825
33 Division	China	12.3%	Hong Kong	9.4%	Iran	8.2%	UK	4.8%	Philippines	4.3%	101,459
41 Division	Philippines	10.3%	Sri Lanka	10.1%	China	7.8%	Guyana	6.4%	India	6.1%	110,156
42 Division	China	15.2%	Hong Kong	12.3%	Sri Lanka	10.0%	India	7.1%	Jamaica	6.7%	211,969

Data Source: Statistics Canada

Places of Birth – Recent (1996-2001) Immigrants - Top 5 by Division – 2001 Census

		% of Div. recent immig. pop.		% of Div. recent immig. pop.		% of Div. recent immig. pop.		% of Div. recent immig. pop.		% of Div. recent immig. pop.	Total Recent Immigrants
CENTRAL FIELD											
11 Division	Ukraine	10.5%	China	9.7%	Russian Federation	8.6%	India	7.1%	Philippines	3.3%	7,285
12 Division	Jamaica	8.0%	Viet Nam	5.9%	India	5.3%	China	5.2%	Pakistan	5.0%	8,650
13 Division	Philippines	13.8%	China	6.9%	Jamaica	4.6%	Russian Federation	4.4%	Ukraine	4.0%	10,797
14 Division	China	39.7%	India	5.6%	Pakistan	4.8%	Philippines	3.8%	Viet Nam	3.0%	13,939
51 Division	China	17.0%	Philippines	15.3%	Sri Lanka	9.2%	Bangladesh	8.1%	Pakistan	6.8%	9,004
52 Division	China	31.0%	India	4.9%	Iran	3.9%	South Korea	3.7%	Hong Kong	2.7%	7,107
53 Division	Pakistan	15.9%	India	9.7%	Iran	8.5%	China	7.5%	Philippines	6.6%	11,118
54 Division	China	12.6%	Pakistan	11.8%	India	8.7%	Bangladesh	7.3%	Sri Lanka	7.0%	19,356
55 Division	China	42.7%	Pakistan	10.1%	Philippines	4.4%	India	4.3%	UK & Viet Nam	both 3.5%	7,044
AREA FIELD											
22 Division	Ukraine	14.0%	South Korea	6.5%	China	6.4%	India	5.5%	Poland	5.1%	13,353
23 Division	India	26.9%	Pakistan	7.5%	Jamaica	5.3%	Guyana	5.3%	Somalia	4.6%	19,570
31 Division	India	14.0%	China	8.5%	Jamaica	6.5%	Pakistan	6.5%	Guyana	6.0%	22,490
32 Division	Russian Federation	16.0%	China	9.7%	Ukraine	8.4%	Philippines	8.3%	South Korea	8.1%	27,333
33 Division	China	22.7%	Iran	14.5%	South Korea	6.5%	Romania	6.2%	India	5.9%	30,792
41 Division	China	14.0%	Sri Lanka	13.5%	India	13.3%	Philippines	10.4%	Pakistan	7.3%	27,863
42 Division	China	25.9%	India	12.7%	Sri Lanka	12.6%	Hong Kong	8.2%	Pakistan	7.4%	44,332

Data Source: Statistics Canada

Proportion of Divisional Population by Visible Minority (Single Response) Group – 2001 Census

	Chinese	South Asian*	Black	Filipino	Latin American	Southeast Asian **	Arab ***	West Asian †	Korean	Japanese	Visible Minority n.i.e.††	Aboriginal Identity †††
CENTRAL FIELD												
11 Division	3.6%	4.4%	4.5%	1.6%	1.9%	1.6%	0.6%	0.8%	1.1%	0.6%	1.2%	0.7%
12 Division	3.8%	7.6%	18.5%	2.2%	7.8%	5.0%	0.3%	0.7%	0.7%	0.3%	2.3%	0.6%
13 Division	3.9%	2.5%	8.0%	4.4%	4.5%	1.5%	0.3%	0.4%	0.5%	0.3%	1.1%	0.5%
14 Division	13.1%	5.5%	5.2%	2.2%	2.3%	2.8%	0.3%	0.5%	0.9%	0.5%	1.3%	0.6%
51 Division	7.3%	12.6%	12.4%	8.1%	2.1%	2.9%	1.0%	0.9%	2.1%	0.4%	0.9%	1.0%
52 Division	15.1%	4.6%	4.8%	1.7%	1.7%	1.0%	1.1%	1.1%	2.3%	1.1%	0.6%	0.6%
53 Division	3.2%	6.7%	2.0%	2.9%	0.8%	0.2%	0.4%	1.2%	0.8%	0.6%	0.5%	0.4%
54 Division	8.4%	14.9%	5.7%	4.5%	1.1%	0.5%	0.6%	2.4%	0.8%	0.5%	1.2%	0.7%
55 Division	16.6%	3.6%	5.3%	1.7%	0.8%	1.2%	0.2%	0.6%	0.2%	0.6%	0.5%	1.0%
AREA FIELD												
22 Division	3.2%	4.0%	3.6%	2.3%	1.4%	0.5%	0.6%	0.6%	1.7%	0.5%	0.6%	0.5%
23 Division	2.1%	21.1%	15.8%	1.7%	3.3%	1.2%	1.6%	1.7%	1.0%	0.2%	2.7%	0.2%
31 Division	5.1%	12.3%	16.3%	1.7%	7.6%	4.6%	1.2%	1.2%	0.6%	0.1%	3.0%	0.3%
32 Division	11.1%	2.5%	3.8%	4.5%	1.1%	0.7%	0.5%	2.1%	3.4%	0.6%	0.6%	0.2%
33 Division	19.1%	9.1%	5.5%	3.0%	0.7%	0.4%	2.5%	5.1%	2.7%	0.7%	0.9%	0.2%
41 Division	8.6%	16.1%	8.3%	6.4%	1.1%	0.7%	1.2%	1.7%	0.7%	0.5%	2.1%	0.5%
42 Division	23.8%	19.2%	11.2%	4.7%	0.8%	0.6%	0.9%	1.3%	0.5%	0.5%	2.6%	0.3%

* E.g. East Indian, Pakistani, Sri Lankan
** E.g. Laotian, Cambodian, Indonesian, Vietnamese
*** E.g. Egyptian, Lebanese, Moroccan
† E.g. Afghan, Iranian
†† n.i.e. = not included elsewhere
††† 'Aboriginal Identity' = reported identifying with at least one Aboriginal group

Data Source: Statistics Canada

Home Language* (Non-Official Languages, Single Responses) - Top 5 by Division – 2001 Census

		% of Div. pop.		% of Div. pop.		% of Div. pop.		% of Div. pop.		% of Div. pop.
CENTRAL FIELD										
11 Division	Polish	2.2%	Chinese	1.3%	Portuguese	1.3%	Ukrainian	1.2%	Russian	0.8%
12 Division	Portuguese	4.7%	Spanish	3.5%	Italian	2.9%	Vietnamese	2.7%	Chinese	1.5%
13 Division	Italian	4.9%	Portuguese	4.6%	Chinese	1.9%	Spanish	1.8%	Tagalog(Pilipino)	0.7%
14 Division	Portuguese	8.8%	Chinese	7.1%	Vietnamese	1.6%	Italian	1.5%	Spanish	0.8%
51 Division	Chinese	3.8%	Tamil	2.7%	Tagalog(Pilipino)	1.5%	Bengali	1.3%	Korean	1.2%
52 Division	Chinese	6.4%	Korean	0.8%	Spanish	0.4%	Japanese	0.4%	Persian (Farsi)	0.3%
53 Division	Urdu	0.7%	Chinese	0.7%	Persian (Farsi)	0.6%	Gujarati	0.5%	Serbian	0.4%
54 Division	Chinese	3.7%	Greek	2.4%	Tamil	1.7%	Persian (Farsi)	1.1%	Urdu	0.9%
55 Division	Chinese	9.4%	Vietnamese	0.6%	Greek	0.5%	Urdu	0.5%	Italian	0.3%
AREA FIELD										
22 Division	Polish	2.3%	Ukrainian	1.1%	Chinese	0.9%	Korean	0.9%	Serbian	0.8%
23 Division	Punjabi	4.6%	Italian	1.9%	Spanish	1.2%	Arabic	1.1%	Tamil	1.1%
31 Division	Italian	6.1%	Spanish	3.3%	Chinese	2.7%	Vietnamese	2.1%	Punjabi	1.7%
32 Division	Chinese	4.6%	Russian	4.5%	Korean	1.8%	Italian	1.2%	Tagalog(Pilipino)	0.7%
33 Division	Chinese	8.4%	Persian (Farsi)	2.3%	Korean	1.4%	Arabic	0.8%	Romanian	0.8%
41 Division	Chinese	4.5%	Tamil	3.1%	Tagalog(Pilipino)	0.9%	Greek	0.8%	Urdu	0.7%
42 Division	Chinese	13.2%	Tamil	3.0%	Urdu	0.8%	Gujarati	0.6%	Tagalog(Pilipino)	0.6%

* 'Home Language' is defined by Statistics Canada as language spoken most often or on a regular basis at home or (if live alone) language most comfortable with.

Data Source: Statistics Canada

Religious Affiliation - Top 5 by Division – 2001 Census

		% of Div. pop.		% of Div. pop.		% of Div. pop.		% of Div. pop.		% of Div. pop.
CENTRAL FIELD										
11 Division	Roman Catholic	35.7%	None	22.1%	Anglican	6.3%	United	5.5%	Muslim	3.2%
12 Division	Roman Catholic	45.9%	None	10.9%	Muslim	7.4%	Christian n.i.e.*	5.1%	Buddhist	4.5%
13 Division	Roman Catholic	44.8%	None	13.3%	Jewish	13.1%	Anglican	3.8%	Christian n.i.e.	3.0%
14 Division	Roman Catholic	41.4%	None	25.7%	Buddhist	5.1%	Anglican	3.6%	Muslim	3.5%
51 Division	Roman Catholic	26.8%	None	23.7%	Christian n.i.e.	6.1%	Anglican	5.7%	Hindu	5.7%
52 Division	None	32.1%	Roman Catholic	22.8%	Anglican	8.5%	United	6.0%	Jewish	5.0%
53 Division	Roman Catholic	21.5%	None	18.5%	Anglican	12.7%	Jewish	11.9%	United	10.6%
54 Division	Roman Catholic	23.3%	None	18.6%	Muslim	12.0%	Greek Orthodox	7.4%	Anglican	6.2%
55 Division	None	35.0%	Roman Catholic	21.4%	Anglican	9.1%	United	7.1%	Buddhist	5.3%
AREA FIELD										
22 Division	Roman Catholic	39.6%	None	13.6%	United	9.3%	Anglican	8.6%	Muslim	3.7%
23 Division	Roman Catholic	34.4%	Muslim	10.7%	Hindu	9.0%	None	8.0%	Sikh	7.1%
31 Division	Roman Catholic	44.7%	None	10.9%	Muslim	7.1%	Hindu	6.4%	Christian n.i.e.	5.4%
32 Division	Roman Catholic	24.3%	Jewish	21.4%	None	17.9%	United	5.4%	Anglican	5.3%
33 Division	Roman Catholic	21.8%	None	19.4%	Muslim	10.2%	Jewish	6.6%	Anglican	5.8%
41 Division	Roman Catholic	28.4%	None	15.9%	Hindu	8.8%	Muslim	8.3%	Anglican	7.0%
42 Division	Roman Catholic	24.5%	None	21.8%	Hindu	10.4%	Muslim	7.6%	Anglican	5.8%

* n.i.e. = not included elsewhere

Data Source: Statistics Canada

Families and Households by Division – 2001 Census

	% One Parent* Families of Div. Families	HOUSEHOLDS BY SIZE – PROPORTION OF DIVISIONAL HOUSEHOLDS					HOUSEHOLDS BY TYPE – PROPORTION OF DIV. HOUSEHOLDS		
		1 Person	2 Persons	3 Persons	4-5 Persons	6 + Persons	Non-Family	One Family	Multi-Family
CENTRAL FIELD									
11 Division	18.5%	35.7%	31.3%	15.0%	15.9%	2.2%	43.3%	55.3%	1.5%
12 Division	26.7%	24.7%	25.3%	18.2%	25.9%	5.9%	29.1%	66.8%	4.2%
13 Division	19.5%	30.2%	28.2%	16.3%	21.4%	4.0%	36.3%	60.3%	3.3%
14 Division	19.8%	33.6%	29.7%	15.9%	16.7%	4.1%	44.0%	52.1%	4.0%
51 Division	27.0%	45.3%	28.8%	12.6%	11.3%	1.9%	53.5%	45.4%	1.2%
52 Division	14.2%	53.6%	32.3%	7.9%	5.2%	0.6%	63.1%	36.3%	0.6%
53 Division	12.9%	43.3%	29.9%	11.0%	13.9%	1.8%	49.4%	50.0%	0.6%
54 Division	20.2%	29.6%	29.2%	17.4%	20.3%	3.5%	35.4%	62.0%	2.6%
55 Division	21.7%	32.6%	30.2%	15.9%	17.5%	3.6%	40.0%	57.2%	3.0%
AREA FIELD									
22 Division	17.4%	28.2%	32.6%	16.4%	20.2%	2.4%	32.2%	65.9%	2.0%
23 Division	21.9%	18.4%	26.5%	18.1%	28.3%	8.5%	22.0%	71.7%	6.3%
31 Division	25.1%	19.1%	26.4%	19.7%	27.3%	7.3%	23.2%	70.8%	6.2%
32 Division	16.1%	27.2%	30.9%	16.8%	21.7%	3.3%	31.8%	65.8%	2.3%
33 Division	16.9%	22.0%	29.3%	19.2%	25.3%	4.0%	25.8%	70.6%	3.4%
41 Division	21.9%	22.9%	28.9%	18.9%	24.3%	5.0%	26.7%	68.9%	4.6%
42 Division	19.7%	15.2%	23.9%	19.6%	32.7%	8.8%	17.7%	74.9%	7.6%

* In approximately 85% of one parent families, women were the lone parent.

Data Source: Statistics Canada

Proportion of Dwelling Types by Division – 2001 Census

	Single Detached	Semi-Detached	Row Houses	Apts.-Detached Duplex	Apts. < 5 Stories	Apts. = 5 Stories	Other	Owned	Rented
CENTRAL FIELD									
11 Division	26.2%	13.9%	3.3%	6.9%	21.7%	27.2%	0.7%	44.7%	55.5%
12 Division	32.8%	12.1%	2.6%	2.8%	12.2%	37.4%	0.2%	49.4%	50.5%
13 Division	36.0%	11.8%	1.7%	4.7%	19.8%	25.6%	0.3%	49.5%	50.4%
14 Division	11.1%	20.6%	8.9%	3.7%	27.5%	26.9%	1.4%	39.6%	59.6%
51 Division	6.6%	3.7%	6.7%	1.4%	14.3%	66.8%	0.3%	20.6%	73.9%
52 Division	2.8%	3.0%	2.9%	0.5%	11.1%	79.4%	0.4%	28.3%	69.3%
53 Division	26.7%	6.4%	1.7%	2.2%	13.9%	48.9%	0.3%	39.2%	60.2%
54 Division	28.6%	12.0%	3.3%	2.8%	12.0%	40.6%	0.6%	49.1%	50.9%
55 Division	21.4%	31.4%	7.8%	3.5%	24.5%	10.7%	1.0%	54.0%	45.5%
AREA FIELD									
22 Division	48.0%	2.4%	3.2%	1.9%	15.3%	29.2%	0.1%	61.5%	38.5%
23 Division	42.1%	3.8%	7.7%	1.1%	2.8%	42.7%	0.1%	56.4%	43.9%
31 Division	22.6%	18.5%	6.2%	0.5%	10.5%	41.4%	0.1%	43.9%	56.0%
32 Division	43.3%	3.5%	2.9%	1.9%	11.9%	36.2%	0.2%	55.4%	44.7%
33 Division	28.7%	11.7%	9.7%	0.3%	8.0%	41.6%	0.0%	53.1%	46.8%
41 Division	43.4%	4.9%	3.3%	4.5%	6.4%	37.6%	0.1%	55.0%	44.4%
42 Division	44.8%	6.1%	11.5%	2.1%	2.7%	32.7%	0.1%	67.1%	32.5%

Data Source: Statistics Canada

2000 Household Income by Division – 2001 Census

	<$10,000	$10,000-$19,999	$20,000-$29,999	$30,000-$39,999	$40,000-$49,999	$50,000-$59,999	$60,000-$69,999	$70,000-$79,999	$80,000-$89,999	$90,000-$99,999	$100,000+
PROPORTION OF DIVISIONAL HOUSEHOLDS											
CENTRAL FIELD											
11 Division	6.7%	11.9%	11.0%	11.8%	9.3%	7.9%	7.4%	6.0%	4.9%	4.3%	18.8%
12 Division	11.0%	15.3%	12.5%	12.5%	11.3%	9.0%	7.5%	6.0%	4.6%	3.1%	7.3%
13 Division	5.8%	12.8%	11.9%	11.6%	10.8%	8.1%	7.5%	6.1%	4.7%	3.5%	17.4%
14 Division	8.6%	14.2%	12.6%	11.5%	9.5%	8.3%	7.2%	5.7%	4.7%	3.8%	13.8%
51 Division	13.8%	17.0%	13.0%	11.7%	9.1%	6.5%	6.0%	4.2%	2.7%	2.5%	13.4%
52 Division	9.4%	11.9%	10.0%	10.6%	9.6%	7.8%	6.9%	5.4%	4.5%	3.8%	20.1%
53 Division	4.3%	8.3%	8.5%	9.8%	9.9%	7.8%	6.8%	5.8%	4.7%	3.9%	30.3%
54 Division	7.1%	13.4%	12.2%	12.7%	10.4%	8.6%	7.8%	6.3%	4.7%	4.1%	12.8%
55 Division	7.1%	11.4%	10.2%	9.9%	9.4%	8.2%	7.8%	6.6%	5.2%	4.2%	20.1%
AREA FIELD											
22 Division	4.3%	10.0%	9.5%	10.2%	9.9%	8.3%	8.0%	6.7%	5.7%	4.7%	22.7%
23 Division	6.4%	10.5%	11.5%	11.2%	10.5%	9.4%	8.4%	6.9%	5.8%	4.9%	14.5%
31 Division	9.8%	13.6%	13.4%	12.4%	10.5%	9.0%	7.7%	5.8%	4.6%	3.6%	9.8%
32 Division	6.7%	11.4%	10.6%	10.2%	9.1%	7.8%	6.6%	5.5%	4.8%	4.2%	23.3%
33 Division	5.6%	8.9%	9.7%	10.5%	10.1%	8.7%	7.7%	6.9%	5.4%	4.4%	22.1%
41 Division	7.4%	11.8%	12.3%	11.8%	10.6%	9.3%	7.9%	6.7%	5.7%	4.1%	12.6%
42 Division	5.8%	9.5%	9.7%	10.1%	9.7%	9.2%	8.5%	7.3%	6.1%	5.1%	19.0%

Data Source: Statistics Canada

II. CRIME TRENDS

The nature and extent of crime are social indicators of the safety and security of the public and are often used for the evaluation of effectiveness of policies and programs to reduce crime. In policing, a significant portion of police activity is spent in the prevention and detection of crime and the apprehension of offenders. Information about changing crime patterns or types of offenders allows Police Service members to develop strategies to address changing problems, make rational decisions, and plan activities according to, or in anticipation of, crime-related trends. Analysis of crime trends by specific areas is a vital component of community policing in terms of deriving feasible operational strategies and measuring the impact of change.

HIGHLIGHTS

- In 2003, a total of 198,424 non-traffic Criminal Code offences occurred in Toronto, representing a 0.3% decrease from 2002.

- While overall crime showed a large decrease over the past ten years (-21.4%), the decrease was driven mainly by decreases in property crime (-32.8%). The number of violent crimes, in fact, decreased only 0.9% between 1994 and 2003.

- Between 2002 and 2003, decreases were noted for two major offence categories, violent crimes (-4.1%) and other Criminal Code offences (-3.4%), while an increase was noted for property offences (2.0%).

- Robberies increased 14.2% in 2003 compared with 2002, and increased 9.8% over the past ten years.

- The number of non-sexual assaults decreased 6.7% in 2003, and showed only a 0.3% increase over ten years ago.

- In 2003, an average of 75.1 non-traffic Criminal Code offences occurred for every 1,000 population, of which 12.8 were violent crimes, 45.4 were property crimes, and 16.9 were other Criminal Code offences. The overall crime rate was a slight 1.2% decrease from 2002, but a large 28.3% decrease from 1994.

- The trend of decrease in the overall crime rate (number of crimes per 1,000 population) appeared to level off in the past five years. The non-traffic Criminal Code crime rate remained around 75 to 78 occurrences per 1,000 population for the past five years.

- In 2003, about 40% of both sexual and non-sexual assaults involved a suspect known to the victim.

- The proportion of cases involving the use of weapons decreased for both robbery and non-sexual assaults over the past ten years, to 38.5% and 26.0%, respectively, in 2003. Fewer than 10% of sexual assaults involved the use of weapons in each of the past ten years, although the proportion increased in 2003. The proportion of robberies involving the use of

firearms also decreased. However, the number of gun-related calls received by the police increased considerably.

- Despite the recent decrease in number of drug offences and arrests, primarily enforcement driven statistics, there is evidence that the number of marijuana grow-operations (MGOs) increased considerably, most of which were believed related to organised crime.

- Other new developments in criminal activities include the use of technology in committing crimes, such as identity theft, and the use of the stolen information for furthering other crimes, such as fraud.

- The number of persons arrested and charged for Criminal Code offences in 2003 was a 0.9% decrease from 2002. Over the past five years, the number of persons arrested/charged increased for all major Criminal Code offence categories, particularly property crime and traffic offences. Males in the younger age groups continued to have the highest arrest rates.

- In 2003, 41, 42, and 52 Divisions were the busiest stations in terms of number of crimes occurred and dispatched calls serviced.

- Relative to 18 other Canadian cities of 'comparable' population size, in 2002, the crime rate in Toronto ranked below middle (eleventh) in overall crimes, and ranked sixth and thirteenth in violent crimes and property crimes, respectively. Between 1998 and 2002, Toronto had the seventh largest rate of decrease for the overall crime rate and the tenth largest drop in the property crime rate, while there was no change for the violent crime rate. Among the 17 cities having an increase in the per capita cost, Toronto had a relatively small increase, the seventh smallest.

A. NATIONAL CRIME TRENDS[29]

Canada's crime rate, based on crimes reported to or detected by the police, was relatively stable in 2002, decreasing only 0.6% compared with 2001, and continued the trend of decline seen since the early 1990s.[30] The overall rate in 2002 was about the same as in 1979, but was 9% higher than the rate 25 years ago.

While crimes in general dropped, increases were seen in homicide, drug offences, prostitution, and fraud/counterfeiting. Impaired driving offences dropped 3% in 2002, after the first increase in nearly 20 years in 2001.

Of the total non-traffic Criminal Code offences in 2002, violent crimes accounted for 13%. Property crimes accounted for a further 52%, and the remaining 35% were other Criminal Code offences. Over the past 25 years, the proportion of property crime decreased, while the proportions of both violent crime and other Criminal Code offences increased.

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[29] Based on: Wallace, M. *Crime Statistics in Canada 2002*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 23(5), July 2003. *(At time of writing, 2003 year end statistics were not available.)*

[30] Ibid. According to the 1999 General Social Survey by Statistics Canada, as reported by Wallace, of all the crimes occurred, only 37% of the incidents were reported to the police, and the main reason cited by victims for not reporting was because the incident was deemed "not important enough".

While the rate of both property crime (-0.8%) and other Criminal Code offences (0.1%) both changed by less than 1%, the violent crime rate dropped 2% in 2002. In fact, both the violent crime rate and property crime rate showed a trend of decline over the past decade. By 2002, the violent crime rate in Canada was 11% lower than in 1991, but still two-thirds higher than 25 years ago, while the property crime rate was the lowest seen since 1973.

The decrease in the national violent crime rate in 2002 was caused by a 3% drop in the rate of robberies and a 2% drop in the rate of assaults. The rate of criminal harassment incidents, however, generally increased over the past five years. While the property crime rate remained relatively stable, there were drops in the rates of break-ins (-3%) and vehicle thefts (-5%); the rate for frauds, however, increased by 4%, the first increase in 11 years and led by a large increase (19%) in credit/debit card frauds.

The national rate of drug offences increased 3% in 2002, up for the ninth consecutive year, and the highest seen in twenty years. Cannabis offences, accounting for three-quarters of all drug offences, were up 2%, and most (72%) were possession of less than 30 grams.

B. INTERPRETATION OF POLICE-REPORTED CRIME DATA

There has been argument that the decline in number of police-reported crimes may not be indicative of the real crime picture. There is a general understanding that official crime statistics do not cover all the crimes that have occurred. The International Crime Victimization Survey reported that only 49% of the Canadian crimes were reported to the police.[31] It has been recognised that the following factors, in addition to the dynamics that determine the level of criminal activities, such as social, economic and demographic changes, can influence official crime statistics:[32]

- reporting by the public to the police;
- reporting by police to the CCJS;
- changes in legislation; and/or
- changes in policies or enforcement practices.

Reporting of crime by the public to the police is affected by a number of factors, including: perceived seriousness of the incident; readiness to involve the police; fear of reprisal from the aggressor or other negative consequences of criminal justice intervention; desire to bring justice to the offender; social obligation to report criminal behaviour; and, the need to obtain a police report for insurance purposes.

Changes in law that limit or broaden the definition of an existing offence will influence the number of incidents reported to the police. Proactive policing initiatives targeting specific types of crime, such as prostitution and drugs, will also affect official crime statistics.

In terms of the impact of demographics on crime, the size of the youth population will affect the number of criminal occurrences, due to the higher rates of offending and victimisation among young persons as revealed by police crime data. Statistics Canada has been able to show

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[31] Besserer, S. *Criminal Victimization: An International Perspective – Results of the 2000 International Crime Victimization Survey*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 22(4), May 2002.
[32] Wallace, 2003.

that the general decrease in crime rates since the early 1990s coincided with a decrease in the proportion of persons aged 15 to 34 years.

Fluctuations in other social and economic conditions may interact with demographic shifts to affect crime rates. The level of resources available to institutions of social control, such as family and school, may affect their ability to prevent youth and young adults from becoming involved in crime. Economic conditions, on the other hand, may affect people's integration into the job market, which in turn, affects their ability to maintain a decent living.

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

C. LEVEL OF CRIME AND POLICE RESOURCES

There are controversies regarding the implication of changes in the level of crime on resource requirements for policing. There are critiques that while increase in crime would provide justification for increasing policing resources, decrease in crime should be construed as an indication that fewer policing resources are required because of a decreased workload. While this reasoning is solely based on reactive policing, where police programs simply react to crime and emergencies, it is less applicable to proactive community policing, when prevention of victimisation and improvement of quality of life are among the goals of policing.

Another concern about the change in police workload is the impact of initiatives and changes in legislation regarding law enforcement, investigation of crimes, justice administration, and freedom of information. Many of these changes and new responsibilities to be taken up by the police imply more work for the police.[33] It may also require more time to process an investigation because of the new or added requirements to comply with under the law. Thus, when there is a decrease in number of criminal occurrences, police workload or officer time required for police work may not have decreased, and may, on the contrary, have increased. Unfortunately, there has not been any known systematic study conducted to shed light on the impact of existing programs and legislative changes on police resource requirements.

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[33] Changes in Federal, Provincial and Municipal legislation, as well as Common Law rulings, have implications for police practices and thus workload. Many of these changes have already imposed additional work requirements on the police, whether it be actual work or training required. Examples include: the *DNA Identification Act* regarding the preparation of warrant and actual taking of DNA sample from a subject involved in serious crimes; the Feeney Amendment on search warrants; the *Firearms Safety Act* requiring background checks and spousal notification before firearms ownership licence is issued; judicial reports, including the Campbell Report for greater sharing of information and enhanced training for investigators and the Kaufman Inquiry's recommendation (on the wrongful conviction of Guy Paul Morin) for enhanced police training and practices relative to criminal investigation; By-law 58-92 of the City of Toronto Council regarding the retention of police video tapes on booking of prisoners, video statements, impaired driving statements, scenes of crime and others; the new Adequacy and Effectiveness of Police Services Regulation under the *Police Services Act*, requiring the police to deliver the defined services at appropriate levels; and the *Youth Criminal Justice Act* that requires officers to complete a number of administrative forms and to determine the course of action to take regarding the youth involved. These changes, and others, have resulted in the development of new procedures and the training of staff to comply with the various demands of the regulations. The Adequacy Standards alone, for example, resulted in 28 new procedures being created. All these affect available officer time and other police resources.

There is no doubt that contemporary policing has shifted its philosophy and method of service delivery from reactive to proactive. On top of the traditional goals of enforcement and response to emergencies, proactive measures to minimise or prevent the occurrence of crime has increasingly been incorporated as one of the primary goals in policing. Police administrators know that policing cannot effectively address the issue of crime by just reacting to crime without dealing with those causes of crime that policing has an impact on. There is also increasing expectation from the public that the police will work in partnership with the community to address crime issues. Compared with the past, more police programs today are focused on community partnership and crime prevention.

Police resources have been re-deployed to strike a balance between the need to react to emergencies and calls for service on the one hand, and the need to address community concerns and be proactive on issues before they give rise to crime, on the other. The number of crimes occurred is in part the end result of such an approach and, therefore, should not be construed as the sole indicator for police resource needs. The confusion of effect for cause has led to unnecessary chicken-and-egg arguments. In essence, police resource requirements should be determined on the basis of contemporary policing goals, community expectations, as well as the requirements and constraints of existing laws. Focusing on criminal occurrences as the only factor in determining resource requirements risks missing the total picture. After all, a police service should not be penalised for being effective in doing its job, that is, successfully reducing crime.

D. NUMBER OF CRIMES IN TORONTO

It is important to note the change in the Toronto Police crime information systems in 2003. In September 2003, the traditional system for the production of corporate statistics on crime and arrest, based on 'flat files' created with information extracted from various police databases, was replaced by the Enterprise Case and Occurrence Processing System (eCOPS), which allows data entry and search of all primary police databases from one location. While this change enhances front-line officers' access to information in the police system and ability to track and manage cases, issues also arise in terms of the production of specific crime statistics for comparison with those produced in previous years. **Due to the changes in Service data systems and extraction procedures, all crime and arrest/charge data for previous years have been recalculated to allow fair comparison and may differ from data in previous Scans. Similarly, given the timing of the implementation of eCOPS, 2003 data may have been undercounted.**

In 2003, a total of 198,424 non-traffic Criminal Code offences occurred in Toronto, which was a 0.3% decrease from the 199,036 offences in 2002, a 0.4% increase from the 197,545 offences in 1999, and a 21.4% decrease from the 252,568 offences in 1994.[34] Figure 2.1 shows the number of reported non-traffic Criminal Code offences in each of the past ten years. In general, crime showed a downward trend between 1994 and 2000 and remained relatively stable over the past three years.

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[34] The number of Criminal Code traffic offences continues to be under-counted due to problems experienced with the information system. Since the continued systems problems prevent an accurate count of Criminal Code traffic offences, they have been excluded from the above analysis.
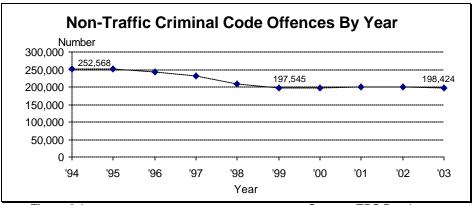
Non-Traffic Criminal Code Offences By Year

Number

Figure 2.1   Source: TPS Database

Table 2.1 shows changes in the number of reported crimes by major offence categories and by specific offences. With only a 0.3% decrease for crimes in general between 2002 and 2003, an increase was noted for property crime (2.0%), while there were decreases for violent crime (-4.1%) and other non-traffic Criminal Code offences (-3.4%).

Table 2.1
Non Traffic Criminal Code Offences: Major Categories and Specific Offences

| | Number of Crimes | | | | | % Change | | |
| | | | | | | (1 yr) | (5 yr) | (10 yr) |
OFFENCE CATEGORIES	1994	1999	2001	2002	2003	02-03	99-03	94-03
Total Non-Traffic CC	252568	197545	199969	199036	198424	-0.3	0.4	-21.4
Violent	34032	33066	37038	35152	33717	-4.1	2.0	-0.9
Property	178582	122894	116953	117647	120034	2.0	-2.3	-32.8
Other CC	39954	41585	45978	46237	44673	-3.4	7.4	11.8
SPECIFIC CRIMES								
Homicide	65	49	61	62	66	6.5	34.7	1.5
Sexual Assault*	3192	2674	2683	2722	2427	-10.8	-9.2	-24.0
Non-sexual Assault	25311	24755	28712	27200	25379	-6.7	2.5	0.3
Total Robbery	4760	5013	4936	4578	5228	14.2	4.3	9.8
Robbery - Fin. Inst.	na	307	152	127	138	8.7	-55.0	na
B&E	24894	17542	16020	15602	15604	0.0	-11.0	-37.3
Auto Theft	16351	14726	14042	13002	14015	7.8	-4.8	-14.3
Theft Over $5000	16752	2048	2063	1872	3189	70.4	55.7	-81.0
Theft Under $5000	71529	57021	53067	53062	52811	-0.5	-7.4	-26.2
Fraud	10647	7717	8266	10257	11662	13.7	51.1	9.5
Offensive Weapons	4560	3531	4085	4603	5149	11.9	45.8	12.9
Drugs	7702	9817	9765	9614	7064	-26.5	-28.0	-8.3

including sexual offences
Source: TPS Offence Database

While crime in general decreased over the past ten years (-21.4%), the decrease was driven mainly by decreases in property crime (-32.8%). The number of violent crimes decreased
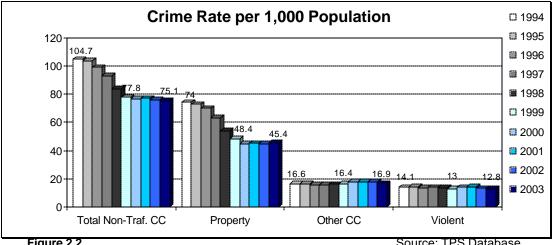
only 0.9% between 1994 and 2003. There was an increase in the number of other Criminal Code offences.

Over the past five years, the total number of crimes remained roughly the same, increasing only 0.4%, with increases in violent crime (2.0%) and other non-traffic Criminal Code offences (7.4%), and a decrease in property crime (-2.3%). There were specific types of crimes which showed relatively large increases over the past five years, including homicide (34.7%), fraud (51.1%), theft over $5000 (55.7%), and offensive weapons offences (45.8%).

E. RATES FOR COMPARISONS

In terms of the total number of crimes per 1,000 population, a clear trend of decrease was seen between 1994 and 1999, after which the rate remained relatively stable at about 75 to 78 occurrences per 1,000 population. Over the past ten years, the total crime rate dropped considerably, by 28.3%, including a 9.6% drop for the violent crime rate, a 38.6% drop for the property crime rate, and a 35.9% drop for the rate for other Criminal Code offences.

Of the average 75.1 non-traffic Criminal Code offences that occurred per 1,000 population in 2003, 12.8 were violent crimes, 45.4 were property crimes, and 16.9 were other non-traffic Criminal Code offences. Figure 2.2 shows the crime rates by major offence group for each of the past ten years.

Crime Rate per 1,000 Population

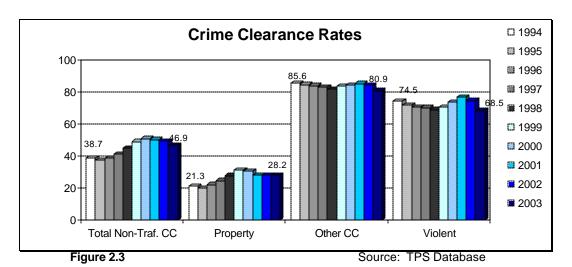**Figure 2.2**   Source: TPS Database

Over the past five years, the total crime rate (non-traffic) decreased 3.6%, including a 2.1% drop in the rate of violent crime and a 6.2% drop in the rate of property crime, while there was a 14.1% increase in the rate of other Criminal Code offences. Compared to 2002, in 2003 the total crime rate decreased 1.2%, the violent crime rate decreased 4.5%, and the rate of other Criminal Code offences decreased 4.5%; the rate of property crimes increased 1.1%.

While crime rates are usually considered important indicators of public safety, police crime clearance rates can be taken as indicators of police effectiveness in crime solving. Figure 2.3 shows the crime clearance rates broken down by major offence group for the past ten years. While crimes can be cleared in a number of different ways, crimes are primarily cleared or

solved by an arrest made and charges laid.[35] The clearance rate here is computed as the proportion of crimes cleared among the crimes that occurred for the period under review. It should be noted that since a crime that happened in a particular year can be solved in a subsequent year, the clearance rates for the more current years are always deflated numbers compared with those of more distant past years. The clearance rates for the more current years are expected to increase in future years.[36]

In 2003, 46.9% of the crimes occurred were cleared within that year. The clearance rates for 1999 through 2002 showed that about half of all the crimes were cleared; the clearance rate for 1994 was 38.7%. Over the past ten years, the category of Other Criminal Code offences consistently had the highest clearance rate, over 80%, although it decreased from 85.6% in 1994 to 80.9% in 2003. While violent crimes consistently had the second highest clearance rate, at about 70%, this rate also decreased over the ten year period, from 74.5% in 1994 to 68.5% in 2003. Property crime consistently had the lowest clearance rate of less than 30%, although it increased from 21.3% in 1994 to 28.2% in 2003.

Figure 2.3   Source: TPS Database

F. CHANGES IN PROPORTION OF MAJOR OFFENCE GROUPS

In terms of the composition of crimes, property crimes continued to form the majority (60.5%) of the total number of non-traffic Criminal Code offences in 2003. Violent crimes and other Criminal Code offences constituted 17% and 22.5%, respectively. Figure 2.4 shows each of the three major offence categories as a proportion of the total number of non-traffic Criminal Code over the past ten years.

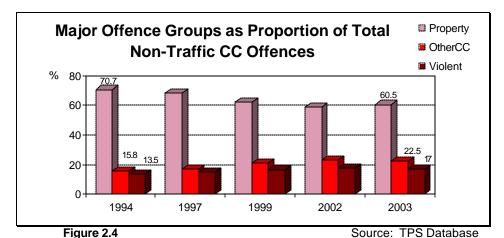[35] A small number of cases are cleared by other modes, such as the death of the accused or complainant/witness prior to the laying of charges, etc.
[36] This computation method is different from that of Statistics Canada (CCJS), which defines clearance rate for crime as the number of crimes cleared in a specific period of time divided by the number of cases occurred for the same period of time.

Major Offence Groups as Proportion of Total Non-Traffic CC Offences

Figure 2.4   Source: TPS Database

Over the past ten years, the proportions of both violent crime and other Criminal Code offences increased while that of property crimes decreased. As a proportion of total crimes, property crime dropped from 70.7% in 1994 to 60.5% in 2003, while the proportions of violent crime and other Criminal Code increased from 13.5% to 17.0% and from 15.8% to 22.5%, respectively.

G. CRIMES OF VIOLENCE

The number of violent crimes did not change much over the past ten years, despite decreases in the past two years. As was shown in Table 2.1, the total of 33,717 violent crimes in 2003 was only a 0.9% decrease from 1994, a 2% increase from 1999, and a 4.1% decrease from 2002. Of the violent crimes, most were non-sexual assaults (75.3%), followed by robberies (15.5%), and sexual assaults (7.2%).

While the number of non-sexual assaults decreased in 2003 over 2002 (-6.7%), it represented a 2.5% increase over the past five years and was similar to the total seen ten years ago in 1994. Sexual assaults also decreased in 2003 over 2002 (-10.8%), and showed a 24.0% decrease over ten years ago. The number of robberies showed a large increase in 2003 over 2002 (14.2%). It also represented a 4.3% and 9.8% increase over the past five and ten years, respectively. The number of robberies in 2003, in fact, was the highest in the past five years.

The risk of being victimised by a stranger is sometimes regarded as an indicator of public safety. Table 2.2 shows the relationship between the suspect and the victim for sexual and non-sexual assaults over the past ten years. In 2003, about 40% of both the sexual and non-sexual assaults involved a perpetrator known to the victim.[37] Strangers as the suspect accounted for 32.7% of sexual assaults and 53.6% of non-sexual assaults. About 15% of the non-sexual assaults and 3% of the sexual assaults involved spouses. Another 8% of non-sexual assaults and 18% of sexual assaults involved other family members as the suspect in 2003.

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[37] Due to the change in the information system for deriving the statistics on victim-suspect characteristics, the computation of proportions for such statistics is based on the number of victims/suspects involved, not on the number of occurrences.

Table 2.2
Type of Relationship (as % of Total Crimes)

	Total # Crimes*	Spouse & Ex-Spouse	Other Family Member	Other Known Person	Stranger	Unknown/ Not Specified
Sexual Assault						
1994	3192	4.1	26.0	26.5	39.5	3.9
1995	2878	3.6	25.6	28.9	38.1	3.8
1996	2802	3.6	25.5	30.4	37.1	3.4
1997	2799	3.3	23.4	31.5	37.4	4.3
1998	2462	3.5	20.0	27.9	42.9	5.7
1999	2674	2.9	22.3	31.7	37.4	5.8
2000	2714	3.8	22.0	30.7	37.3	6.2
2001	2683	4.4	19.2	31.1	40.6	4.7
2002	2722	3.7	20.6	30.8	40.1	4.8
2003	2427	2.8	18.1	21.5	32.7	24.8**
Non-Sexual Assault						
1994	25311	21.4	9.1	21.2	41.3	7.0
1995	25489	20.1	9.5	22.3	42.6	5.4
1996	24070	19.6	9.7	22.3	44.1	4.3
1997	25513	18.9	10.2	21.6	43.0	6.2
1998	25502	18.0	10.6	21.6	43.4	6.4
1999	24755	18.1	11.0	22.5	42.1	6.3
2000	27812	19.7	11.1	22.5	40.2	6.6
2001	28712	19.3	11.7	22.9	40.5	5.6
2002	27200	20.5	11.6	21.5	41.7	4.8
2003	25379	15.3	7.9	16.5	53.6	6.6

This number represented total number of crimes. The computation of proportions was based on number of suspects, which may, in some cases, be slightly larger than the number of crimes, due to multiple suspects involved.
**This large proportion was due to a substantial number of cases being so classified in the initial stage of data transfer to the new information system.*

Source: TPS Database

H. USE OF WEAPONS AND INJURY OF CRIME VICTIMS

Table 2.3 shows the proportion of robberies and assaults by type of weapons involved over the past ten years. In 2003, 38.5% of the robberies and 26.0% of the non-sexual assaults involved the use of weapons, both of which were decreases from most of the previous years.[38] While consistently fewer than 10% of sexual assaults involved the use of weapons, this proportion was an increase over previous years.

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[38] Due to the change in the information system for deriving the statistics on weapons involved, the computation of proportions for such statistics is based on the number of weapons involved, not on the number of occurrences (i.e. a particular occurrence may have involved both a firearm and another type of weapon – both weapons would be counted in the proportions shown in Table 2.3).

Table 2.3

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

	Firearm	Others	Total Weapon	Nil/ Unspec.	Total
ASSAULT					
1994	1.5	32.9	34.4	65.6	100.0
1995	1.1	30.2	31.4	68.6	100.0
1996	1.1	29.3	30.4	69.6	100.0
1997	1.1	27.8	28.9	71.1	100.0
1998	1.2	27.9	29.1	70.9	100.0
1999	1.0	27.8	28.9	71.1	100.0
2000	1.0	26.5	27.5	72.5	100.0
2001	1.1	25.2	26.3	73.7	100.0
2002	1.1	25.4	26.4	73.6	100.0
2003	1.3	24.7	26.0	74.0	100.0
ROBBERY					
1994	24.7	31.8	56.6	43.4	100.0
1995	19.6	26.8	46.4	53.6	100.0
1996	20.7	25.2	45.9	54.1	100.0
1997	17.0	25.6	42.5	57.5	100.0
1998	18.8	23.7	42.5	57.5	100.0
1999	18.3	24.1	42.3	57.7	100.0
2000	17.5	22.1	39.6	60.4	100.0
2001	16.4	24.5	40.9	59.1	100.0
2002	13.8	22.5	36.3	63.7	100.0
2003	16.5	22.0	38.5	61.5	100.0
SEXUAL ASSAULT					
1994	0.6	7.0	7.6	92.4	100.0
1995	0.8	5.3	6.1	93.9	100.0
1996	1.0	6.6	7.5	92.5	100.0
1997	0.7	5.8	6.5	93.5	100.0
1998	0.5	4.6	5.1	94.9	100.0
1999	0.6	3.8	4.5	95.5	100.0
2000	0.6	3.7	4.3	95.7	100.0
2001	0.5	3.3	3.8	96.2	100.0
2002	0.4	2.9	3.3	96.7	100.0
2003	0.7	7.4	8.1	91.9	100.0

Source: TPS Database

The use of firearms was involved in 16.5% of robberies and 1.3% of non-sexual assaults in 2003. While the proportion for robberies involving the use of firearms increased in 2003, it was, in fact, lower than both five years ago in 1999 and ten years ago in 1994.

Statistics on use of weapons in criminal occurrences in general do not paint a particularly bad picture about the use of weapons and firearms. However, in the past year, the number of gun-related calls from the public for police assistance has increased considerably. Table 2.4 shows the number of such calls received and attended by the police over the past five years.

Table 2.4
Gun-Related Calls from the Public for Police Assistance

	2003	2002	2001	2000	1999	% Change 02-03	% Change 99-03
Person with a gun	1,794	1,609	1,638	1,697	1,596	11.5	12.4
Shooting	265	228	208	222	162	16.2	63.6
Sound of gunshot	1,040	893	929	850	782	16.5	33.0
Total gun-related calls	3,099	2,730	2,775	2,769	2,540	13.5	22.0

In 2003, 52.5% of the victims in non-sexual assaults were injured, a drop from both 1999 (59.1%) and 1994 (62.0%). For robberies in 2003, 30.0% of the victims were injured, which was similar to 1999 (30.5%) and 1994 (28.6%).

I. THEFT OF MOTOR VEHICLES AND BREAK & ENTER

Theft of automobiles and break & enters (B&Es) are crimes that have a significant impact on the quality of life in the community. Motor vehicles are the most widely used form of transportation in Canada. The theft of an automobile is a loss of property and means for commuting, limiting mobility and causing other inconvenience to the victims and their families. Break & enter is an invasion of private homes, resulting in both financial and psychological consequences for victims.[39] Victims are usually left fearful of recurrence or personal harm and constantly anxious about the security of their homes.

In 2003, citizens of Toronto had about 1.1% chance of being the victim of either theft of automobile or break & enter. This means that for every 1,000 members of the population, an average of 11 persons were victims of one of these two crimes. This rate, in fact, has remained unchanged in the last four years, after decreases for four years from the peak rate of 18.1 occurrences in 1996.

Theft of Motor Vehicles:

The Canadian Centre for Justice Statistics reported that, nationally, vehicles were generally stolen for thrill-seeking and transportation purposes.[40] They were abandoned/ recovered once they had served their purpose.

Vehicle theft is a crime characterised by relatively low clearance rates. In 2002, only 12% of the motor vehicle thefts were solved by the police; about one in every five stolen vehicles was never recovered. This non-recovery rate is regarded as a proxy indicator of the number of vehicles stolen by organised crime groups, which then use the profits so raised to fund other criminal activities.
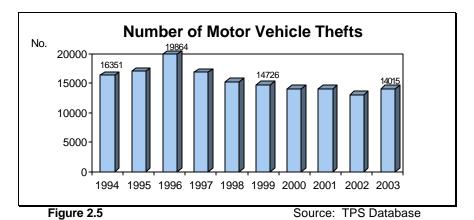
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[39] Kowalski, M. *Break And Enter, 1999*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(13), 2000.

[40] The analysis in this paragraph is based on the report by Wallace, M. **Exploring the Involvement of Organized Crime in Motor Vehicle Theft**, Canadian Centre for Justice Statistics, Statistics Canada, May 2004.

Organised crime groups are reported to be involved in every aspect of the auto theft for export process, including placing orders for specific types of vehicles, commissioning the thefts, counterfeiting the identity of the cars and accompanying paperwork, transporting the cars, and arranging for their illegal export. According to Statistics Canada, groups believed involved in perpetrating vehicle theft included the Aboriginal-based organised crime groups, Eastern European organised crime groups, and street gangs. Vehicle theft rings, loosely or well organised, are also responsible for stealing and selling motor vehicles or their parts for profit. They are generally found to be multi-layered, made up of brokers, middlemen, thieves and other 'experts' who are responsible for chopping/ dismantling for parts, re-vinning or altering the Vehicle Identification Number to disguise the vehicle, and exporting.

In 2003, a total of 14,015 vehicle thefts were recorded in Toronto, which was a 7.8% increase from 2002, but a 4.8% and a 14.3% decrease from 1999 and 1994, respectively. Figure 2.5 shows the number of vehicle thefts in the past ten years. In general, motor vehicle thefts in Toronto decreased from the peak in 1996 when 19,864 such occurrences were recorded.

Number of Motor Vehicle Thefts

Figure 2.5   Source: TPS Database

The Help Eliminate Auto Theft (HEAT) project, in response to observed increases in auto thefts at the beginning of 2003, was launched by the Toronto Police Service as a short-term crime management initiative, with the aims of identifying and targeting auto theft 'hot-spots', suspects, and potential victims via enforcement and education. It brought together various internal and external resources, including an Internet website that the public can access, to enable a unified impact on the issue. It also showed via its accomplishments that the collection and timely dissemination of information are essential to efficient and strategic deployment of resources.

Addressing the issue of vehicle theft requires two main approaches:
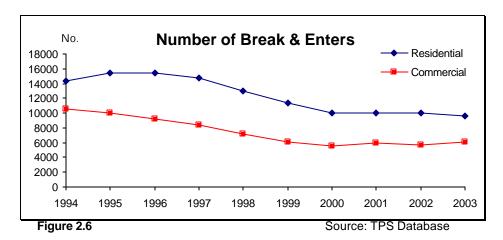
- collaboration and partnership at all levels of the public and private sectors, particularly in gathering and sharing intelligence to identify and prosecute organised crime groups involved in vehicle theft; and,
- encouraging both car manufacturers and vehicle owners to adopt theft prevention measures to make vehicle theft more difficult and less profitable.

Break & Enter:

Over the past ten years, the largest number of B&Es in Toronto was reported in 1995, when 25,476 occurrences were recorded. A steady decrease in such crimes started in 1996 and levelled off over the past two years, when about 15,600 such occurrences were recorded each year. The 15,604 B&Es in 2003 was a drop of 11.0% and 37.3% from five years ago and ten years ago, respectively. Of the total number of premises broken into in 2003, 61.2% were residential homes and 38.8% were commercial premises. Over the past 10 years, the proportion of residential B&Es increased from 57.7% to 61.2%, while that for commercial B&Es decreased from 42.3% to 38.8%.

Figure 2.6 shows the number of residential and commercial B&Es for each of the past ten years. As shown, both residential and commercial B&Es decreased over the past ten years and have remained relatively stable for the past four years.

Figure 2.6   Source: TPS Database

While the prevention of random B&Es depends very much on the care and security measures of the premise occupants, the prevention of B&Es by organised criminal groups require more effort on the part of police. The following are some common police initiatives to reduce B&E:[41]

- Police studies found that a small number of offenders were responsible for the majority of B&Es. Therefore, the enhancement of the crime analysis function, better information keeping and extraction regarding B&Es and the offenders involved, and sharing of such information by neighbouring police services will allow better profiling of likely suspects, thereby increasing the chances of apprehending these offenders.
- Special police response units to deal with B&Es.
- Identification and targeting of repeat or organised offenders.
- Improved communication with victims and potential witnesses.

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[41] Kong, R. *Break And Entering In Canada, 1996*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 18(5), March 1998.

J. DRUG-RELATED CRIMES

Drug use has a complex relationship with crime, but there is no doubt that criminal activity is often used to fund the substance abuse. According to the findings of a study reported by Statistics Canada, drug-dependent federal inmates were more likely to have committed a gainful crime (theft, B&E, etc.), and 36% to 46% reported committing the crime to support their substance abuse. About 38% of the newly admitted federal male inmates and almost half of provincial inmates were dependent on drugs or alcohol or both.[42] There is also a strong link between drugs and violent crime in the illegal drug market. While difficult to quantify, violence is understandably the means for eliminating competition, settling disputes, and/or protecting turf or the shipment of drugs.

Nationally, after a period of decline in the 1980s, the rate of police-reported drug offences increased by 42% between 1992 and 2002 in Canada, largely due to a recent rise in the cannabis possession rate, which nearly doubled (96%) for the said period of time.[43] Of the total drug incidents recorded, the most common offence was the possession of illegal drugs, followed by drug trafficking, and the importation/exportation or production of drugs. Cannabis offences accounted for 76% of all drug-related incidents. Males were more likely charged with drug offences than females, and young adults and adolescents had the highest rates for drug-related offences. About half of the drug-related cases tried in court resulted in a finding of guilt for the accused and fines were normally imposed for possession offences, while a prison term was the most common sentence imposed to drug trafficking cases.

Another issue is the recent proliferation of marijuana grow operations (MGOs), mostly in residential areas. Violent crime has always been an integral part of the production, trafficking and distribution of illegal drugs. Residential MGOs are safety and health hazards, and can be responsible for creating economic losses for the community and resulting in more crime in neighbourhoods.

Canada's laws governing drug use are currently in a state of transition and a more permissive social policy on drug use appears to be emerging. A number of recent court rulings have raised questions about the constitutionality of current laws regarding possession of small amounts of marijuana. Also, Canada's first supervised injection site, approved by Health Canada as a 3-year pilot project, was opened for heroin and cocaine addicts in Vancouver in September 2003.[44] These developments appeared to indicate a more permissive public attitude towards use of illicit drugs. The impact of these changes on crime has yet to be seen.[45]

Findings from the Centre for Addiction and Mental Health's 2003 Ontario Student Drug Use Survey indicated that student drug use over the short-term has decreased.[46] The escalating

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

[43] Analysis of national trends of drug offences is based on Desjardins and Hotton, 2004.

[44] Ibid.

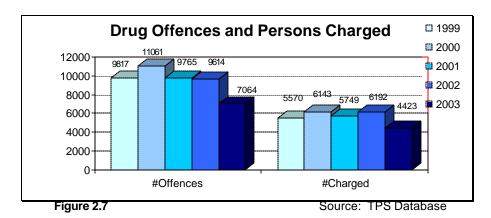[45] More information on changes to legislation is available in the chapter on Legislative Impacts.

[46] Highlights from the 2003 Ontario Student Drug Use Survey Drug Report, in **CAMH Population Studies eBulletin**, Nov/Dec 2003, No. 23, downloaded from website of Centre for Addiction and Mental Health (www.camh.net/pdf/eb023_2003OSDUSDrugHighlights.pdf).

trend in drug use that began in the early 1990s, has generally subsided.[47] The Survey also revealed that 32.2% of the students surveyed in 2003 had used some illicit drug, compared to 33.5% in 2001 and 33.6% in 1999. Cannabis was reportedly the most available illicit drug to students, while cocaine, ecstasy, and LSD were less available. About half (53%) of students believed that drug use in their school was higher today than a few years ago and about one-third reported exposure to drug selling in their neighbourhood in the past year. There was some indication that student cannabis users are becoming younger (based on onset age).

The rate of illicit drug use (cannabis) among adults in Ontario was found to be relatively unchanged between 2000 and 2001. The 2001 survey found that 34% and 11% of Ontario adults reported using cannabis in lifetime and in the past 12 months, respectively.[48] It also found that cannabis adult users were ageing.

Figure 2.7 shows the changes in drug offences and arrests in Toronto. It is important to note that resources available for enforcement and police priorities affect the number of drug crimes recorded. Therefore, changes in the number of reported/detected drug offences do not necessarily reflect changes in the number of drug users or number of individuals involved in trafficking, import/export, or production of drugs.

Figure 2.7   Source: TPS Database

The number of drug offences decreased 26.5% in 2003 over 2002, and the number of persons arrested/charged for drug offences decreased 28.6%. Over the past 5 years, drug offences and arrests decreased 28.0% and 21.0%, respectively.

In 2003, an average of 1.7 persons were arrested/charged for drug offences per 1,000 population. This was a drop from the 2.4 persons in 2002 and 2.3 persons in 1999. On average, of every 10 persons arrested for drug offences, 8.7 were male and 1.3 were female. Males in the younger age groups (18-24 and 12-17 years) were consistently more likely charged for drug offences than other age groups. Males in the 18-24 years age group consistently had the highest

[47] **The 2003 OSDUS Drug Report Executive Summary**, downloaded from website of Centre for Addiction and Mental Health (www.camh.net/pdf/osdus2003_execsummary.pdf).
[48] Highlights from the *2001 CAMH Monitor eReport: Addiction and Mental Health Indicators among Ontario Adults, 1977-2001*, in **CAMH Population Studies eBulletin**, Nov/Dec 2002, No. 17, downloaded from website of Centre for Addiction and Mental Health (www.camh.net/research/research_population_ebulletins.html). This was the latest available report on the subject at the time of writing.

drug charge rate – 12.1 persons per 1,000 population in 2003, about 7 times higher than the overall charge rate of 1.7 persons.

As noted earlier, a worrying trend of development is the proliferation of marijuana grow-operations (MGOs). It has been estimated that between 65% and 98% of cannabis production is related to organised crime in Canada.[49] Traditionally linked to outlaw motorcycle gangs, the grow-operations have expanded to other criminal groups, such as the Asian organised crime groups, because of the large rapid profit and the low risk involved.[50,51] In Ontario, the proliferation of MGOs is evidenced by a 250% increase in number of such grow-operations dismantled by police between 2000 and 2002. In Toronto, more than 35,000 plants and $35 million in drugs and property were seized in 2003.[52] The grow-operations pose a number of hazards to the community, including public safety (risk of fire and electrocution from hydro bypass to divert electricity, and violence in connection with drug rip-offs, protecting crops, and turf wars) and health (chemicals used and toxic moulds from in-door cultivation). They also result in economic losses through stolen electricity and potential drops in real estate prices due to such grow-operations uncovered, and organised criminal groups becoming more powerful via accumulation of financial profit, thus becoming larger in operation and more difficult to manage.[53]

K. ORGANISED CRIME

Organised criminal activity has serious and complex social and economic ramifications regionally, nationally, and internationally. However, these economic and social repercussions from organised crime are sometimes not obvious to the public. The sophistication of criminal organisations and the increasing extent of their activities have made the efforts to combat their activities more difficult.[54] Due to the nature and financial resources of organised criminal organisations, fighting organised crime appears to be beyond the ability of any single police service. The importance of sharing intelligence among law enforcement partners to enable multi-agency and multi-jurisdictional responses is also recognised. Successes against organised crime require a continual, co-ordinated effort that recognises its global networks, complex social milieu, and use of technology. Strategic co-ordination, commitment to intelligence, and communication are all considered integral to the fight against organised crime. Integrated approaches are essential, particularly those that reach beyond organisational, jurisdictional, and national boundaries. An example is the Canada-wide Operation GREENSWEEP I & II,

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[49] Desjardins and Hotton, 2004.

[50] See, for example: *Planting Profit - Police Fight for Ground in the Battle Against Marijuana Cultivation*, **RCMP Gazette**, 64(3), 2002, and *Asian-Based Organized Crime (AOC)*, **Blue Line Magazine**, 15(6), June 2003.

[51] It is estimated that with 16 marijuana plants producing one pound, and prices at about $2,000 a pound, 1600 plants can bring in $200,000 in less than nine weeks - in *Planting Profit - Police Fight for Ground in the Battle Against Marijuana Cultivation*, **RCMP Gazette**, 64(3), 2002.

[52] *Police Smoke Out Grow-ops*, Toronto Police Service Intranet, April 19, 2004.

[53] This can be manifested as more complex and resource-intensive investigations, mega-trials (complex, lengthy trials with many defendants), and challenges/appeals in the criminal justice process.

[54] *Message From The Chair*, by Commissioner G. Zaccardelli, **Criminal Intelligence Service Canada 2002 report**, CISC; from CISC website (cisc.gc.ca).

launched to address the nationally widespread phenomenon of residential marijuana growing operations.[55]

Criminal Intelligence Service Canada (CISC) is an organisation that provides the facilities to unite the criminal intelligence units of Canadian law enforcement agencies in the fight against organised crime in Canada. It is comprised of a Central Bureau and a system of nine Provincial Bureaux, with approximately 380 member agencies from federal, provincial, and municipal police forces, as well as from other government departments, such as Canada Customs and the Department of National Defence. The intelligence and specialised units of these law enforcement agencies supply provincial bureaux with intelligence and raw data for further analysis and dissemination. The intelligence gathered from the member partners across Canada is centralised in a national intelligence repository, known as the Automated Criminal Intelligence Information System (ACIIS), for the use of all CISC members in Canada.

Organised criminal organisations have networks of their own, which may operate on regional, national, or multi-national levels. Organised criminal groups posing a threat to Canada's public safety include the Aboriginal-based, Asian-based, East European-based, and Traditional (Italian-based) organised crime groups, as well as organised crime at marine ports and the outlaw motorcycle gangs.[56] Most of them have monetary gain as the primary objective of their organisational function. They further their own goals via structured but illegitimate activities, sometimes under the camouflage of legitimate businesses, and co-operation with other organised criminal groups.

Aboriginal-based gangs are generally involved in street-level trafficking of illicit drugs and other criminal activities.[57] The highly mobile Asian-based organised crime groups, known to associate with other organised crime groups nationally and internationally, are involved in drug importation, production and trafficking, credit/payment card fraud, illegal gaming, casino loan-sharking, prostitution, money laundering and illegal migrant smuggling. East European-based organised crime groups are involved in sophisticated frauds and a broad spectrum of other criminal activities under the disguise of legitimate businesses. Traditional (Italian-based) organised crime groups are involved in drug importation and distribution, money laundering, and illegal gaming/bookmaking, in the guise of legitimate businesses. The outlaw motorcycle gangs are involved in murder, drug trafficking, prostitution, illegal gambling, extortion, intimidation, fraud, and theft. All major organised crime groups have links to Canada's marine ports to facilitate the movement of contraband into and out of Canada, including illicit drugs, tobacco, alcohol, firearms, stolen vehicles, and illegal migrants. Also, many of these organised crime groups are connected with street gangs and local criminal groups in the pursuit of their interests.

There are some non-traditional organised crime groups, which also have political or special interests on top of their financial goals. Many of these groups are organised along ethnic lines and they extend the political conflicts or struggles from their homeland to the host country. Some of these organised crime groups are involved in illicit activities to raise funds to support specific political pursuits in their home country.

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[55] *Executive Summary*, **Criminal Intelligence Service Canada 2002 Report**, CISC; from CISC website (cisc.gc.ca).

[56] **Criminal Intelligence Service Canada, Annual Report 2003**, under section on Criminal Intelligence Service Canada; from CISC website (cisc.gc.ca).

[57] Analysis on organised crime groups is based on the *Executive Summary*, **Criminal Intelligence Service Canada Annual Report 2003**; from CISC website (cisc.gc.ca).

Intelligence-driven policing continues to be the primary strategy to deal with organised crime and to proactively guide police operations. The first step in fighting organised crime involves revealing the existence of organised crimes and related activities, and the identification of organised crime groups, their members, internal administration, network, criminal activities, financial sources (whether legitimate or illegitimate), and vulnerabilities. The collection, maintenance, and sharing of criminal intelligence information are, therefore, essential parts of the process.

Strategic intelligence provides a broad overview of the trends, changes, threats, and opportunities for enforcement, so as to assist in successful prosecution and to disrupt organised crime groups. As organised criminal activities have increasingly international connections, co-operation between police services of different jurisdictions is required in order to allow effective investigations and enforcement. In fact, strategic co-ordination, commitment to intelligence, timely communication, and multi-agency/multi-jurisdictional approaches are seen as being integral to the fight against organised crime.[58] CISC has further identified a number of serious crime issues affecting Canada and for monitoring their threat to law enforcement. These issues include contraband tobacco and alcohol, the exploitation of the diamond industry for money laundering, the illicit movement/smuggling of firearms, the use of technology for committing crime, the sexual exploitation of children, and street gangs.[59]

A basic problem in addressing organised crime is the difficulty in quantifying the issue itself, for a number of reasons.[60] There is, however, some indication that the problem of organised crime may be deepening.[61] First among the difficulties in measuring organised crime is that there is no unanimously agreed or satisfactory definition for organised crime other than the provision of Canada's Criminal Code (section 467.1), which has been criticized as being too broad and subject to interpretation, and can be applied to many criminal situations that are not necessarily organised crime.[62] On the other hand, while it is crucial to have clear, standardized, and accepted definitions and guidelines for data collection, research, and sound policy-making, it is also understood that any rigid definition in this regard may unknowingly eliminate some of the new and emerging trends in organised crime.

Second, the count of crimes based on such provisions will be a serious under-estimation of the extent of organised criminal activity, as the workings of criminal organisations are, by

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[58] *Message From The Chair*, by Commissioner G. Zaccardelli, **Criminal Intelligence Service Canada 2003 Report**, CISC; from CISC website (cisc.gc.ca).

[59] *Executive Summary*, **Criminal Intelligence Service Canada 2003 Report**, CISC; from CISC website (cisc.gc.ca).

[60] For more details, please see **Organized Crime in Canada: An Investigation Into The Feasibility Of Collecting Police-Level Data**, Canadian Centre for Justice Statistics (2002), Chapter Three: Summary of Findings.

[61] As an example, a total of $35 million was uncovered by the Federal Government in suspected terrorist financing in the first nine months of the fiscal year, which is more than the tally for the entire previous year, according to a report in the Toronto Star, March 29, 2004. Organised crime groups may use all possible means for money laundering and moving funds around.

[62] As defined by section 347.1 of the Canadian Criminal Code, "Criminal organization means a group, however organized, that (a) is composed of three or more persons in or outside Canada; and (b) has as one of its main purposes or main activities the facilitation or commission of one or more serious offences that, if committed, would likely result in the direct or indirect receipt of a material benefit, including a financial benefit, by the group or by any of the persons who constitute the group. It does not include a group of persons that form randomly for the immediate commission of a single offence".

their nature elusive and often hidden from visibility. It is extremely difficult to assess the volume of organised crime that is undetected or unreported.

And third, most of the information collected, stored, and compiled on organised crime is typically narrative in nature, mostly stored in separate, stand-alone systems for confidentiality and security reasons, making quantitative/statistical assessment of organised crime and sharing of information very difficult.

Within the Toronto Police Service, the Intelligence Support unit is responsible for the collection, retention and dissemination of criminal intelligence information throughout the Service to support 'Intelligence-Led Policing'. Specifically, it is responsible for the collection, analysis, and dissemination of criminal intelligence to front-line officers, investigative units, and other partner law enforcement agencies combating organised crime, criminal extremism, and other criminal activities.[63] Intelligence Support is also a member of the Criminal Intelligence Service of Ontario (CISO).

The Toronto Police Service Intranet website maintained by Intelligence Support is a significant initiative to facilitate the flow or exchange of information between the specialized unit and front-line officers on organised crime and officer safety related issues. This channel of communication allows the timely collection and dispatch of information on organised crime to Service members, thus facilitating more effective enforcement. Intelligence Support also provides facilities and specialized support in law enforcement, joint-forces operations, international assistance, security, anti-terrorism, and technical assistance to support policing against organised crime.

Organised crime groups pose threats not only to public safety through their criminal activities and violence in furtherance of their own interests, they also pose threats to police officers. There is indication that organised crime groups have launched counter-surveillance on Toronto police facilities and have engaged in acts of intimidation against police officers.

The following are some of the initiatives being undertaken by legislatures and law enforcement agencies to counter gangs and terrorist groups:[64,65]

- Creating new anti-gang legislation (i.e. Bill C-24) to more clearly define criminal organisations and gang-related offences, and to facilitate investigations for police officers and successful prosecutions for prosecutors.
- Establishing rules to control investments, such as bank procedures for obtaining information on customers' identities and source of funds, in order to monitor transactions for possible money laundering and for reporting suspicious activity to authorities.
- Establishing joint police forces squads to deal with organised crime groups, such as the biker gangs.
- Establishing specialized units within police services for targeting street and gang violence and to collect intelligence on gangs.
- Stepping up enforcement on known gang members.

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[63] Based on the Mandate and Mission Statement of Intelligence Support, TPS Intranet.
[64] *US Advances Money Laundering Rules to Control Investments,* **Organised Crime Digest**, December 31, 2001, 22(24).
[65] *Cybercafe Gangs Plague California,* **Organised Crime Digest**, January 15, 2002, 23(1).

- And, monitoring premises that gang members may use for furthering their activities, such as the patrolling cyber cafes to prevent the use of cafe computers by gang members to communicate and bypass police surveillance.

Addressing organised crime continues to be a Service priority for the Toronto Police. As one of the Service Priorities for 2002 through 2004, the following goals have been set:

- Continue to educate members of the Service, the community, political representatives, and legislators on the actual impact and consequences of organised crime.
- Continue to develop and improve the processes by which the Service responds to all organised crime.
- Through increased training, improve the Service's ability to respond to organised crime.
- Continue partnerships with other law enforcement agencies (international, national and regional) to work co-operatively to disrupt and dismantle organised crime groups.
- Improve the Service's ability to identify and disrupt international and domestic terrorist groups active within the City.

L. IDENTITY THEFT AND RELATED CRIMES [66]

The advances in computer and communication technology, as well as other electronic equipment, have streamlined the commission of crime. They have given rise to the criminal exploitation of technology, resulting in a surge in cyber crime.[67] The increasing number of on-line users and business/commercial transactions has resulted in ever increasing opportunities for unauthorised access to information and other crimes, without any direct contact with the victim.

There is also an indication that more Internet viruses are being designed to steal financial data, user names, and passwords for profit motives.[68] Identity theft (ID theft) is "the unauthorised collection and fraudulent use of someone else's personal information".[69] It occurs when someone's personal information is used without his/her knowledge or consent to commit a crime, such as fraud or theft.[70] The use of the latest technologies, such as laser printers, digital cameras, scanners, and desktop publishing software also facilitate the production of false identities and improve the quality of counterfeit documents.

The unauthorised collection of personal information can occur in a number of ways, including: hacking into computer databases or 'colonizing' computers by virus infection via the Internet; obtaining of personal information through bribery of database administrators; theft of personal information records or computer hard drives from businesses or government; digging up

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[66] Identity theft is also discussed in the chapter on Technology & Policing.

[67] Cyber crime is defined by the Canadian Police College as "a criminal offence involving a computer as the object of the crime, or the tool used to commit a material component of the offence". For more details, please see **Cyber-Crime: Issues, Data Sources, and Feasibility of Collecting Police-Reported Statistics**, Canadian Centre for Justice Statistics, Statistics Canada, December 2002.

[68] As cited in the Metro, March 15, 2004, the Symantec Engineering Director remarked on the trend of Internet viruses designed for profit-motivated purposes.

[69] Lawson, P. and Lawford, J. **Identity Theft: The Need For Better Consumer Protection**, The Public Interest Advocacy Centre, Ottawa, 2003, p.2.

[70] Ontario Ministry of Consumer and Business Services website (www.cbs.gov.on.ca/mcbs/english/How-IDtheft.htm).

information from publicly available sources (such as the Internet); dumpster driving (garbage sieving); card skimming; or posing as potential employer, Internet service provider, market researcher, or other service provider to solicit personal information for seemingly legitimate purposes.[71]   It is increasingly a global problem, beyond the constraints of physical boundaries and political jurisdictions – a borderless crime.

The most common purpose of ID theft is financial gain. The personal information obtained, legally and illegally, is often used for furthering other crimes, including fraud and activities supporting organised crime and terrorist organisations. The stolen personal identity information, such as name, address, date of birth, Social Insurance Numbers, credit cards, debit cards and PINs, financial data, and other personal and business data are often used to open bank accounts, obtain loans, or pay bills and expenses not incurred by the victim. In addition to financial gain, other reasons for stealing personal information include ruining the reputation of another person, starting a new life under a new identity, and avoiding criminal prosecution by hiding one's illegal activities under another identity to make the perpetrator untraceable. The acquisition of fraudulent identification and payment cards allows criminals, militants, and terrorists to move anonymously, perpetrating crimes and raising funds to support their operations.

It is estimated that ID theft may be growing at a rate of more than 300% a year in large urban areas and that more than 80% of such cases go unreported to the police. It is attractive to criminals because of the relatively low risk of being caught, and is regarded as a difficult crime to prevent and to solve.[72]

Victims of such thefts may be unaware for long periods of time that their identity information has been wrongfully used, and the full extent of losses from identity theft are not usually known when the crime is first discovered. As a consequence, victims suffer financial loss, damage to their reputation, and emotional distress, and are left with the complicated and sometimes arduous task of clearing their names.

The rapid growth of credit, debit and banking cards, careless consumer behaviour, easy availability of personal-financial information and consumer data, escalating on-line opportunities for theft and fraud, and lax business and government security practices are among the major factors contributing to the rise in identity theft over the past several years. In fact, inadequate corporate and government information security, over which consumers have little or no control, has increasingly been regarded as the key factor in the surge of ID thefts and related crimes. Identity thieves have taken advantage of careless waste practices, unnecessary disclosure of sensitive personal information on documents sent by mail, inadequately secured physical files and electronic databases, and inadequate screening or supervision of employees.[73] It is estimated that half of all mass ID theft cases come from thefts of business databanks that are not properly

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[71] There are computer viruses, such as Sobig.F, specifically designed to enable the perpetrator to have control of the infected computer and thus have access to sensitive information, or enabling marketers to disguise bulk messages or spam.

[72] *Identity Theft Artists Expand Routes to Access – with Technology at Top*, **Organized Crime Digest**, 23(7), April 20, 2002.

[73] Lawson and Lawford, 2003.

safeguarded, which also signifies a shift by identity thieves from going after single individuals to going after a mass amount of information.[74]

Identity theft is not consistently treated as a serious and distinct criminal offence in all jurisdictions across Canada. Currently, there is no separate federal or provincial offence for identity theft. The Canadian Criminal Code provisions in relation to fraud, forgery, unauthorized use of computer, and theft are generally used to prosecute such crimes. However, most of these applicable Criminal Code offences require proof of the accused's intent to gain advantage or cause disadvantage to others, which can be difficult to establish. The simple possession of multiple identification documents of information belonging to others without further evidence/ proof of intent (i.e., that this information will be used to gain advantage) does not amount to an offence. The existing Criminal Code does not specifically address all areas of identity theft, particularly in regard to incidents involving criminal/terrorist organisations. In general, current law does not seem to provide adequate or effective deterrence to such crimes.

The extent of identity theft and related crimes is not always known and there are no comprehensive statistics on ID theft in Canada. This is partly because of the lack of legislation for reporting such crimes and partly because financial institutions are usually ready to offset the losses of the victims who are their customers and are not ready to disclose such information for business reasons. In addition, victims complain to a variety of diverse bodies, including credit bureaux, banks, credit card companies, the government, and police.

Law enforcement agencies have started collecting and reporting ID theft statistics only recently. The Ontario Provincial Police (OPP) have responded to the problem of identity theft in Ontario in part through the use of the PhoneBusters National Call Centre (PNCC), created in 1993 to fight telemarketing scams, as a central source location for the collection, analysis, and dissemination of identify theft complaint data. A total of 13,359 identity theft complaints, involving a loss of $21,564,104, were received from across Canada by the PNCC in 2003, compared to 8,187 complaints, involving $11,786,843, in 2002. This represented a 63% increase for such complaints and an 83% increase for the money lost over the past two years.[75] About 43% of the complaints, involving 59% of the total money lost to identity thefts, were reported in Ontario. Also, these numbers only include cases reported to PhoneBusters, and so do not present a complete picture of the extent of the problem. There is no doubt that it is a significant problem and will continue to grow.

Dealing with identify theft requires a comprehensive approach that involves stronger personal data protection laws, tightening up of security measures for safeguarding databases and dissemination of identity documents and personal information, co-operation between different agencies and jurisdictions, access to one's personal information held by organisations in order to monitor use and possible abuse, enhancement of police enforcement and prosecution, continual review and adjustment of the laws in relation to the methodologies and technologies used in committing the crime, and prevention through public education to improve consumer awareness of risks and responsibilities regarding ID theft.

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[74] Ibid.

[75] Based on information from the PhoneBusters website (www.phonebusters.com/english/statistics_E03.html).

M. PERSONS ARRESTED AND CHARGED

In 2003, a total of 50,149 persons were arrested and charged for Criminal Code offences, which was only a 0.9% decrease from 2002, but a 5.5% increase over 1999.[76] Compared to five years ago, the number of persons charged increased for most major offence categories, including a 4.1% increase for violent crime, a 14.3% increase for property crime, and a 14.8% increase for Criminal Code traffic. The number of persons charged for drug offences was the only area to show a decrease (-20.6%) over the past five years. Figure 2.8 shows the number of persons charged, overall and by various offence categories, for each of the last five years.
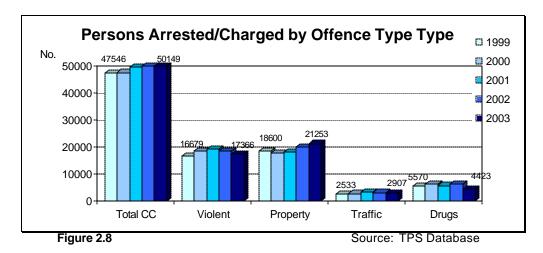

Persons Arrested/Charged by Offence Type Type

Figure 2.8   Source: TPS Database

Table 2.5 shows the arrest rates for Criminal Code and drug offences in 2003, broken down by gender, age group, and major offence groups.[77]

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

[77] The count under Total Criminal Code (Total CC) is the sum of the various Criminal Code offence groups. This total is greater than the actual total number of persons/bodies charged due to multiple charges laid in some cases, which caused the same person to be counted under more than one offence category.

Table 2.5
Rate of Persons Arrested/Charged (per 1,000 population) by Gender by Age Groups - 2003

Age Group		Violent	Property	Other CC	Traffic	Total CC	Drug
		\# Persons Charged/1,000 pop					
12-17	Male	23.0	32.8	27.5	0.7	84.1	4.2
	Female	6.2	16.6	4.8	0.1	27.8	0.6
	Sub-total	**14.9**	**25.0**	**16.5**	**0.4**	**56.8**	**2.5**
18-24	Male	29.9	32.3	42.8	4.1	109.1	12.1
	Female	4.5	10.4	7.1	0.3	22.3	1.6
	Sub-total	**17.1**	**21.2**	**24.8**	**2.2**	**65.2**	**6.8**
25-34	Male	16.7	15.8	19.3	3.8	55.6	5.0
	Female	3.0	5.1	3.6	0.4	12.2	0.7
	Sub-total	**9.6**	**10.2**	**11.1**	**2.1**	**33.0**	**2.8**
35-44	Male	16.3	15.6	16.3	3.4	51.7	3.5
	Female	2.7	4.7	3.7	0.3	11.3	0.6
	Sub-total	**9.3**	**10.0**	**9.8**	**1.8**	**30.9**	**2.0**
45 & +	Male	5.3	5.0	4.1	1.4	15.8	0.7
	Female	0.6	1.7	0.6	0.1	3.0	0.1
	Sub-total	**2.7**	**3.2**	**2.2**	**0.7**	**8.7**	**0.3**
TOTAL	Male	12.1	12.7	13.7	2.2	40.7	3.2
	Female	2.0	4.3	2.4	0.2	8.9	0.4
	Total	**6.8**	**8.3**	**7.8**	**1.1**	**24.0**	**1.7**

Source: TPS Database

As shown in Table 2.5, in 2003, an average of 24 persons were arrested/charged for Criminal Code offences per 1,000 population aged 12 and above. This was a decrease from the rate of 24.2 persons in 2002, but an increase from the rate of 23.2 persons in 1999. Males continued to constitute the majority (80%) of those arrested/charged for Criminal Code offences. Males accounted for an even higher proportion (87%) of all the persons arrested for drug offences. It can also be seen in Table 2.5 that the arrest rates for persons in the younger age groups, particularly males, were much higher than the rates for other age groups. Males in the age-groups of 18-24 and 12-17 years consistently had the highest arrest rates for violent crimes, property crimes, other non-traffic Criminal Code, and drug offences. Their respective arrest/ charge rates for Criminal Code offences were 4.5 and 3.5 times higher than the average rate. The younger age groups, males in particular, also had higher arrest/charge rates for drug offences. Males in the 18-24 age group had the highest arrest rate of 12.1 persons per 1,000 population in 2003.

As noted earlier, there were increases in persons charged for all major Criminal Code offence categories over the last five years. Table 2.6 shows the change in arrest/charge rates by age group and gender between 1999 and 2003. As shown, the overall Criminal Code offence arrest/charged rate increased 3.2%, with a 9.7% increase for the property crime arrest rate, a 10.2% increase for the traffic offence rate, and a 1.1% decrease for the rate for other Criminal
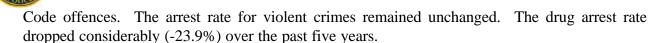
Code offences. The arrest rate for violent crimes remained unchanged. The drug arrest rate dropped considerably (-23.9%) over the past five years.

Table 2.6
Change (%) in Population and Arrest/Charge Rates 1999-2003

Age Group		Projected Population	Violent	Property	Other CC	Traffic	Total CC	Drug
12-17	Male	9.6	-12.4	-1.6	0.2	-0.3	-4.3	-38.8
	Female	9.9	-5.4	52.0	-8.3	537.2	21.7	-41.7
	Sub-total	**9.7**	**-11.2**	**11.0**	**-1.2**	**7.7**	**0.8**	**-39.3**
18-24	Male	6.2	7.0	1.9	6.6	17.6	5.7	-28.9
	Female	5.6	4.6	25.9	-12.8	31.1	6.5	-9.1
	Sub-total	**5.9**	**6.9**	**7.1**	**3.4**	**18.8**	**5.9**	**-26.9**
25-34	Male	-2.5	-6.4	-3.0	-1.4	15.0	-2.5	-19.0
	Female	-0.3	-2.4	-9.1	-38.4	96.4	-17.8	-20.8
	Sub-total	**-1.4**	**-6.6**	**-5.3**	**-11.2**	**18.9**	**-6.6**	**-20.0**
35-44	Male	3.5	0.7	9.5	6.9	-4.1	4.8	-17.9
	Female	4.4	0.1	4.5	-21.8	-5.7	-6.9	-16.0
	Sub-total	**4.0**	**0.2**	**8.0**	**-0.5**	**-4.6**	**2.1**	**-18.0**
45 & +	Male	6.2	16.2	46.3	15.7	15.8	24.1	-5.9
	Female	6.8	11.1	46.8	5.7	47.2	28.7	7.0
	Sub-total	**6.5**	**15.3**	**46.3**	**14.0**	**18.0**	**24.7**	**-4.9**
Total (12&+)	Male	3.5	0.5	6.7	4.9	8.6	4.3	-24.2
	Female	4.8	0.2	20.4	-22.2	39.7	1.3	-18.0
	Total	**4.2**	**0.0**	**9.7**	**-1.1**	**10.2**	**3.2**	**-23.9**

Source: TPS Database

The arrest rate for youth (12-17 years) showed only a small 0.8% increase for total Criminal Code offences over the past five years, with a 11.2% decrease for violent crime and a 11.0% increase for property crime. The arrest rate for drug offences dropped 39.3%.

As mentioned earlier, the involvement of females in crime remained low in general when compared with males. In 2003, 19.4% of the total persons charged for Criminal Code offence violations were female, similar to the proportion in 1999 (19.6%). There was, however, indication that the proportion of females arrested increased for property crimes and Criminal Code traffic offences.

N. TRENDS ACROSS POLICE DIVISIONS

Table 2.7 is a comparison of Toronto Police Service divisions in terms of the proportion of crimes, the crime rates, and the workload (number of calls and crimes) per officer.[78] Since 21 and 22 Divisions were amalgamated in September 2001, their totals were combined to form a total for the new division under the name of 22 Division for 1994 to enable a ten-year comparison. It should be noted that the following analysis is meant to be a description of facts, patterns, and changes; it is not meant to be a comparison of performance or efficiency, which requires a much more sophisticated methodology, such as Data Envelopment Analysis.

Table 2.7
Crime and Crime Rates: Comparison of Divisions

| 2003 | Division Number As % of Field Total | | | | | | Rate of Occurrences (number per 1,000 pop.) | | | Workload per Officer | |
| | | | | Tot Non- | Disp. | Unif. | | | Tot Non- | | |
DIV	Pop	Viol	Prop	Traf CC	Calls	Offr.	Viol	Prop	Traf CC	Calls	Crimes
11	3.8	3.8	3.4	3.6	4.2	4.5	12.5	38.6	68.3	174.2	41.6
12	3.7	4.9	3.4	4.1	4.9	4.9	16.7	40.2	81.3	189.3	44.1
13	5.4	4.5	3.9	4.1	5.5	5.1	10.6	32.0	55.1	202.8	41.3
14	5.8	8.3	7.8	7.5	7.8	8.6	18.0	59.2	94.1	172.1	45.7
22	7.5	5.4	6.9	6.6	7.3	5.8	9.1	40.8	64.2	239.8	59.4
23	6.2	6.6	6.6	6.4	5.3	5.6	13.4	46.7	75.6	179.6	60.6
31	7.3	8.0	6.5	7.1	7.5	7.7	13.7	39.3	70.6	184.9	48.2
32	8.1	5.4	7.1	6.5	6.8	6.5	8.3	38.6	58.6	197.4	52.4
33	7.3	3.9	5.2	4.7	5.0	5.0	6.7	31.2	46.7	189.9	48.8
41	9.2	10.3	9.6	9.9	8.8	8.7	14.0	45.6	78.4	191.6	59.8
42	14.6	10.7	9.5	9.7	9.0	8.5	9.2	28.6	48.2	200.8	60.0
51	2.6	5.2	3.7	4.3	4.9	4.8	24.4	61.1	117.4	192.1	46.7
52	2.9	9.4	12.7	12.7	8.5	9.3	40.1	189.6	314.7	173.6	71.9
53	5.6	2.6	4.5	3.6	3.9	3.9	5.9	34.9	46.7	190.5	48.8
54	5.3	4.8	3.9	4.1	5.2	5.0	11.3	32.7	56.9	198.6	43.8
55	4.5	6.0	5.2	5.1	5.4	6.1	16.4	50.3	82.4	165.9	44.0
Field Total	100.0	100.0	100.0	100.0	100.0	100.0	12.5	43.9	72.9	189.4	52.5

Source: TPS Database; Toronto Urban Development Services.

In 2003, compared with other divisions, 41, 42, and 52 Divisions had the largest proportions of crimes and dispatched calls. These 3 divisions together constituted 26.7% of the Toronto population, 32.3% of the crimes, and 26.3% of the dispatched calls. They also had 26.5% of the total number of divisional officers. This same pattern existed in 1994, except that 14 Division, which ranked high in calls and all types of crime in 1994 (particularly violent crime), ceased to do so in 2003.

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

In terms of the overall crime rate (number of crimes per 1,000 population), 52, 51, and 14 Divisions continued to have the highest rates in 2003; 52 Division also had the highest rates in both violent and property crimes, followed by 51 Division. This same pattern existed in 1994.

The average number of dispatched calls and crimes per officer are usually regarded as workload indicators for officers. In 2003, the amalgamated 22 Division had the largest number of calls per officer (239.8), followed by 13 (202.8) and 42 (200.8) Divisions. In terms of number of crimes per officer, 52 Division had the largest rate of 71.9, followed by rates of about 60 for 41 and 42 Divisions. The highest crime rates and the largest crimes-per-officer ratio were seen in 52 Division, but its calls-per-officer rate was comparatively low among the divisions.

Table 2.8 shows the percent change in number of crimes, crime rates, number of officers, and workload (number of calls and crimes per officer) of divisions over the past ten years. Between 1994 and 2003, an overall 23.4% decrease was noted for the field divisions for non-traffic Criminal Code offences, including a 34.8% decrease for property crimes and a much smaller 2.4% decrease for violent crime.

Table 2.8
Change (%) in Crime and Crime Rates, Calls, and Workload: 1994-2003

DIV	Change in No. of Crimes, Calls, & Officers					Rate of Occurrences (number per 1,000 pop.)			Workload per Officer	
	Viol	Prop	Tot Non-Traf CC	Disp. Calls	Unif. Offr.	Viol	Prop	Tot Non-Traf CC	Calls	Crimes
11	-20.8	-43.2	-30.9	-23.3	9.2	-26.0	-46.9	-35.4	-29.8	-36.7
12	-6.5	-40.6	-21.6	-.2	29.5	-14.9	-46.0	-28.7	-22.9	-39.4
13	1.8	-44.4	-29.6	-10.6	13.9	-4.1	-47.7	-33.7	-21.5	-38.1
14	-22.2	-43.6	-38.1	-31.9	-13.7	-28.0	-47.8	-42.8	-21.1	-28.3
22*	8.8	-25.0	-17.0	9.3	-13.1	-.2	-31.2	-23.9	25.8	-4.6
23	-1.8	-29.4	-16.2	-8.1	14.5	-9.2	-34.7	-22.5	-19.7	-26.8
31	-7.7	-37.7	-21.5	1.6	16.5	-12.0	-40.6	-25.1	-12.8	-32.6
32	23.1	-29.2	-18.6	-5.2	10.1	9.0	-37.3	-27.9	-13.9	-26.0
33	7.5	-35.4	-23.4	-8.5	15.0	.0	-39.9	-28.7	-20.4	-33.4
41	9.3	-26.1	-11.5	-11.3	10.7	-2.3	-34.0	-20.9	-19.9	-20.1
42	1.2	-39.5	-25.6	-14.3	.3	-9.3	-45.8	-33.3	-14.6	-25.8
51	-17.4	-33.8	-30.6	-15.7	-9.7	-26.3	-40.9	-38.1	-6.6	-23.1
52	12.4	-27.2	-17.1	-7.8	-8.6	2.0	-33.9	-24.7	.8	-9.3
53	13.9	-36.8	-30.2	-21.9	-12.3	1.3	-43.8	-37.9	-10.9	-20.4
54	-4.8	-34.4	-20.1	-3.9	13.8	-14.4	-41.0	-28.2	-15.5	-29.8
55	-12.5	-41.6	-31.7	-23.9	-5.5	-18.5	-45.6	-36.4	-19.5	-27.7
Field Total	-2.4	-34.8	-23.4	-11.8	2.2	-10.9	-40.5	-30.1	-13.7	-25.1

*21 and 22 Divisions were amalgamated in September 2001. The statistics for these two divisions were combined for 1994 to enable fair comparison.

Source: TPS Database; Toronto Urban Development Services.

While crimes in general, and property crimes in particular, decreased in all divisions, 32, 53, and 52 Divisions had relatively large increases in violent crime. Division 32 also had a 9% increase in the violent crime rate, compared to a 10.9% overall decrease for that rate. Consistent

and considerable decreases in all categories of crime were seen in 11, 14, 51, and 55 Divisions. In terms of change in the uniform strength, 12, 31, 33, and 23 Divisions all had relatively large increases, while both 14 and 22 Divisions had about a 13% decrease.

In terms of workload based on number of crimes per officer, decreases were noted for all divisions over the past ten years, with the largest decreases in 12, 13, and 11 Divisions, and the smallest decrease in 22 Division. Decreases were also noted for the calls-per-officer ratio in most divisions; 22 Division was the main exception, with a 25.8% increase.

Statistics on number of calls managed per officer appeared to paint a picture of a decreasing workload. However, this was not necessarily the case for two reasons. First, changes in the way that calls were managed/dispatched might have reduced the number of calls assigned directly to the divisions. In 2003, the calls dealt with by the Central Alternate Response, which constituted about 12% of the total dispatched calls, were not reflected in the divisional workload, while nearly all the calls were serviced by the divisions in 1994. Second, as discussed in the chapter on Calls for Service, there has been a significant increase in time required for servicing a call over the past few years.

Statistics regarding number of crimes, crime rates, dispatched calls, population, and officers by divisions for each of the past five years are shown in the appendix at the end of this chapter.

O. COMPARISON WITH OTHER CANADIAN CITIES

This section compares the crime rates of Toronto to those of other large Canadian cities. Crime statistics from Statistics Canada are usually delayed by one year and so only 2002 crime statistics are available for this analysis. The crime statistics reviewed under this section are incident-based. These statistics are different from those compiled by the Toronto Police Service, which are based on offences or violations of the law. It should be noted that the counts based on offences are always larger than the counts based on incidents. For example, the incident-based number of crimes (non-traffic) for Toronto in 2002 was 164,670, compared with the offence-based count of 199,036 crimes; the offence-based count was about 21% higher than the incident-based count. The two sets of crime statistics are useful for different purposes. The Toronto Police Service has incorporated both incident-based and offence-based reporting requirements into the plan for a new records management system.

In 2002, of the 19 police services identified to have a population of more than 250,000, Toronto had the largest per capita cost for policing, followed by Vancouver (Table 2.9). Toronto, following Montreal and Vancouver, had the third smallest number of population per police officer. The factors associated with high policing cost in Toronto are many and varied. It has to be noted that per capita cost and the population-police ratio are based on residential population. For Toronto, which has a large daily transient population and a large number of seasonal visitors, the computation of these ratios without taking into account the large transient population also served by the Toronto Police results in an inflation of these ratios. For Toronto, it has been estimated (using cordon count and GO ridership data) that there are roughly 1 million commuters daily. This, together with other factors such as the City's ethnically and culturally diverse populations and its position as the centre of business, cultural, entertainment, and

sporting activities in the GTA, all pose special demands on the Police Service, which certainly impact on the per capita cost but can not easily be quantified.

Table 2.9
Crime Rates* (per 10,000 population), Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over - 2002

Police Agency	Population	(1) Violent Crimes No.	Rate	(2) Property Crimes No.	Rate	(3) Other Crimes No.	Rate	(4) Total Crimes No.	Rate	Police Strength	Pop/ Pol Ratio	Cost Per Capita ($)
Toronto	2,614,956	28,217	107.9	89,056	340.6	47,397	181.3	164,670	629.7	5,048	518.0	243
Montreal	1,853,489	20,541	110.8	87,690	473.1	40,451	218.2	148,682	802.2	4,109	451.1	233
Peel Reg.	1,044,337	5,540	53.0	24,763	237.1	11,271	107.9	41,574	398.1	1,384	754.6	174
Calgary	915,453	7,712	84.2	41,640	454.9	17,541	191.6	66,893	730.7	1,402	653.0	199
York Reg.	818,013	4,176	51.1	21,433	262.0	8,574	104.8	34,183	417.9	929	880.5	140
Ottawa Police Service	817,375	5,979	73.1	29,880	365.6	15,210	186.1	51,069	624.8	1,055	774.8	166
Edmonton	666,739	7,002	105.0	44,578	668.6	22,635	339.5	74,215	1113.1	1,142	583.8	231
Winnipeg	631,620	8,748	138.5	37,264	590.0	25,307	400.7	71,319	1129.1	1,173	538.5	199
Vancouver	580,094	6,929	119.4	49,569	854.5	15,048	259.4	71,546	1233.4	1,143	507.5	240
Durham Reg.	530,341	3,647	68.8	13,996	263.9	10,202	192.4	27,845	525.0	757	700.6	176
Quebec	516,740	2,957	57.2	17,233	333.5	8,096	156.7	28,286	547.4	718	719.7	169
Hamilton	505,941	5,783	114.3	21,690	428.7	10,911	215.7	38,384	758.7	718	704.7	175
Waterloo Reg.	463,222	2,646	57.1	17,108	369.3	7,631	164.7	27,385	591.2	591	783.8	147
Niagara Reg.	426,450	2,989	70.1	16,002	375.2	9,723	228.0	28,714	673.3	623	684.5	205
Halton Reg.	394,238	1,915	48.6	8,817	223.6	5,395	136.8	16,127	409.1	489	806.2	136
Longueuil**	382,401	3,174	83.0	14,748	385.7	7,150	187.0	25,072	655.6	500	764.8	148
Laval	359,627	2,172	60.4	11,303	314.3	3,857	107.3	17,332	481.9	471	763.5	154
Surrey	349,044	4,571	131.0	30,545	875.1	12,230	350.4	47,346	1356.4	392	890.4	105
London	346,372	2,645	76.4	16,769	484.1	8,252	238.2	27,666	798.7	467	741.7	147

Notes:
Only non-traffic Criminal Code offences are included in this analysis.
* Crime rate is by number of crimes per 10,000 population.
**In 2002, this police service enlarged its jurisdiction as a result of municipal amalgamations.
(1) Violent crimes include homicide & attempts, assault, sexual offences, abduction & robbery.
(2) Property crimes include break & enter, thefts and fraud.
(3) Other crimes include prostitution, gaming & betting, offensive weapons and other non-traffic CC offences.
(4) Sum of (1) through (3).

Source: Police Resources in Canada 2003, Canadian Centre for Justice Statistics, Statistics Canada

In terms of crime rates, Toronto ranked below middle (eleventh) in overall crimes among the 19 cities under review, with Surrey, BC, showing the highest overall crime rate. Toronto ranked sixth and thirteenth in violent crimes and property crimes, respectively. Winnipeg had the highest violent crime rate in 2002, followed by Surrey, while Surrey had the highest property crime rate, followed by Vancouver.

Between 1998 and 2002, 14 out of the 18 large Canadian cities under review had decreases in the overall crime rate (Table 2.10). Among those that had a decrease, Toronto had

the seventh largest rate of decrease (-11.1%) for the overall criminal incidents per 10,000 population. It also had the tenth largest drop in the property crime rate (-13.5%). Edmonton showed the largest increase in both the total crime rate and the property crime rate between 1998 and 2002. There was no change for the Toronto violent crime rate over the same period, compared with six cities that had an increase, the largest (20.6%) increase being seen in Laval. Of the 17 cities that had an increase in the per capita cost, the increase for Toronto was the seventh smallest (16.8%), compared to the largest increase of 55.3% for Niagara Region Police. In terms of the size of population per officer, 13 of the cities had decreases due to the gain in police strength for the period under review. Toronto had an increase of 1.2% for the population-police ratio, the smallest among the five cities having an increase.

Table 2.10

% Change in Number of Crimes, Crime Rates* (per 10,000 population), Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over: 1998-2002

Police Agency	Population	(1) Violent Crimes No.	Rate	(2) Property Crimes No.	Rate	(3) Other Crimes No.	Rate	(4) Total Crimes No.	Rate	Police Strength	Pop/ Pol Ratio	Cost Per Capita ($)
Toronto	3.6	3.7	0.0	-10.3	-13.5	-9.3	-12.4	-7.9	-11.1	2.4	1.2	16.8
Montreal	2.6	1.9	-0.7	-19.9	-21.9	-9.5	-11.8	-14.7	-16.9	2.7	-0.1	14.8
Peel Reg.	15.4	5.6	-8.5	-0.5	-13.8	16.8	1.2	4.5	-9.5	17.2	-1.5	18.4
Calgary	8.5	5.8	-2.5	-9.8	-16.8	27.0	17.0	-0.5	-8.3	20.6	-10.0	30.9
York Reg.	24.5	28.8	3.5	23.0	-1.2	34.7	8.2	26.4	1.6	26.7	-1.8	26.1
Ottawa Police Service	23.0	-6.4	-23.9	-10.3	-27.1	0.0	-18.7	-7.0	-24.4	12.8	9.0	-9.3
Edmonton	3.0	-5.7	-8.4	16.6	13.2	22.6	19.0	15.8	12.4	3.8	-0.8	33.5
Winnipeg	1.0	1.6	0.6	-1.1	-2.1	32.2	30.9	9.0	7.9	-2.3	3.3	18.5
Vancouver	4.4	-10.4	-14.2	-27.7	-30.7	61.6	54.8	-16.4	-19.9	1.6	2.8	7.6
Durham Reg.	7.5	13.1	5.2	-7.6	-14.0	15.9	7.8	2.5	-4.6	30.7	-17.8	47.9
Quebec	88.5	64.3	-12.8	45.2	-22.9	55.9	-17.3	50.0	-20.4	64.7	14.4	15.0
Hamilton	3.0	-4.9	-7.6	-3.6	-6.4	-7.9	-10.6	-5.1	-7.8	6.1	-2.9	10.8
Waterloo Reg.	6.8	-23.3	-28.2	-8.0	-13.9	0.5	-5.9	-7.6	-13.5	15.7	-7.6	15.7
Niagara Reg.	1.2	10.7	9.5	-12.3	-13.3	-7.2	-8.2	-8.6	-9.6	16.9	-13.5	55.3
Halton Reg.	8.2	15.8	7.0	-0.6	-8.1	17.5	8.6	6.7	-1.4	21.6	-11.0	21.4
Longueuil**	NC	NC	NC	NC	NC	NC	NC	NC	NC	NC	NC	NC
Laval	5.0	26.6	20.6	-17.9	-21.8	-18.7	-22.6	-14.3	-18.4	8.5	-3.2	11.6
Surrey	4.8	-1.0	-5.5	14.6	9.4	5.2	0.5	10.4	5.4	11.4	-5.9	28.0
London	1.9	-8.8	-10.5	-0.7	-2.5	5.2	3.2	0.2	-1.7	9.6	-7.0	19.5

Notes:
Only non-traffic Criminal Code offences are included in this analysis.
* Crime rate is by number of crimes per 10,000 population.
** Due to changes in jurisdiction in 2002, fair comparison with previous years is not possible.
(1) Violent crimes include homicide & attempts, assault, sexual offences, abduction & robbery.
(2) Property crimes include break & enter, thefts and fraud.
(3) Other crimes include prostitution, gaming & betting, offensive weapons and other non-traffic CC offences.
(4) Sum of (1) through (3).

Source: Crime and Police Resources in Canadian Municipalities 1999, Canadian Centre for Justice Statistics, Statistics Canada; Police Resources in Canada 2003, Canadian Centre for Justice Statistics, Statistics Canada.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- While crimes in general decreased over the past ten years, violent crime did not. An example was the significant increase in robberies in 2003. Appropriate police initiatives should be maintained and new initiatives developed to address violent crime.

- The rapid evolution of technology and globalization of business and communication, largely via the Internet, have significantly increased the potential opportunities for organised crime. There is indication that organised crime groups are using technology in increasingly sophisticated ways for profit-motivated criminal purposes. Law enforcement has to remain in step with current technological knowledge, tools, and equipment. Often, it is difficult for police to continually update training and equipment, or to effectively address the problem, mainly due to financial constraints. Improving the Service's response to crimes that involve computers and advanced technology requires appropriate resource deployment as well as training to enhance the investigation, solving, and prevention of such crimes.

- There is indication that organised crime groups are involved in an increasing number and types of crimes, such as computer crimes, ID theft, vehicle theft, drug trafficking, and marijuana grow-operations (MGOs). Police initiatives to address the issue of organised crime, including intelligence-driven enforcement and partnerships with regional, national, and international enforcement agencies, should be maintained and enhanced as necessary.

- At present, the extent of the problem of organised crime can not be evaluated in a reliable way and the quantification of the problem remains a challenge to the police and the policy makers. There is a need to develop means for the proper measurement of the problem for sound policy-making. Police information systems must be modified to enable the capturing and statistical analysis of organised crime data. The Service should be involved in efforts by Statistics Canada to address this issue.

- Identity theft is regarded as a fast growing problem. The Canadian Association of Chiefs of Police has called upon the Government of Canada to amend the federal Criminal Code to create new offences for possession of multiple identities and the sale or use of novelty identification documents capable of being used as a means of personal identity information. New or revision to existing legislation is deemed necessary to ensure that offences are defined properly to capture the new aspects of the crime and that the necessary law enforcement responses are permitted. Until such revisions are made, the Service should attempt to establish an interim, temporary means of tracking ID theft in Toronto.

- The proliferation of marijuana grow-operations (MGOs) requires continual effort from the Service to strengthen partnerships with local, regional, and national police services and other government agencies, so as to effectively check the supply side of the drug issue. There is a need for police organisations to improve their ability to detect, dismantle, and prosecute such operations. Continued partnerships with local agencies are also required to provide a multi-faceted response to drug issues.

- Policing programs to address the issue of high arrest rates among young persons should continue. Innovative strategies should be developed for youths at different stages of delinquency. Often, these initiatives require partnership with other government departments and social agencies.

- To maintain community-oriented policing, continued support should be given to the infrastructure for local problem solving, crime prevention, and community partnerships. The Community Police Liaison Committees, the divisional crime management teams, and the field crime analysis capability are currently the essential components of the local problem solving process. Continued support should be given to the research and development of tools and methodologies that will enhance crime analysis, prediction, and management functions.

Appendix

Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

2003			Number of Crimes						Staffing*		Rates (Occurrences/1000 Pop)						
DIV	Pop@	Disp. Calls	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	101,583	29,089	1266	3919	1754	222	7,161	6,939	167	10	12.5	38.6	17.3	2.2	70.5	68.3	286.4
12	97,617	34,074	1631	3929	2377	259	8,196	7,937	180	10	16.7	40.2	24.4	2.7	84.0	81.3	349.1
13	141,614	38,320	1495	4533	1778	159	7,965	7,806	189	8	10.6	32.0	12.6	1.1	56.2	55.1	270.6
14	153,251	54,371	2757	9072	2599	341	14,769	14,428	316	16	18.0	59.2	17.0	2.2	96.4	94.1	354.8
22	197,081	51,078	1791	8047	2808	352	12,998	12,646	213	12	9.1	40.8	14.2	1.8	66.0	64.2	259.2
23	164,166	36,822	2196	7666	2555	212	12,629	12,417	205	11	13.4	46.7	15.6	1.3	76.9	75.6	224.3
31	193,243	52,325	2641	7587	3407	433	14,068	13,635	283	13	13.7	39.3	17.6	2.2	72.8	70.6	270.8
32	214,640	47,377	1792	8278	2506	266	12,842	12,576	240	11	8.3	38.6	11.7	1.2	59.8	58.6	220.7
33	192,407	34,939	1286	5995	1695	198	9,174	8,976	184	10	6.7	31.2	8.8	1.0	47.7	46.7	181.6
41	244,369	61,312	3417	11133	4597	485	19,632	19,147	320	13	14.0	45.6	18.8	2.0	80.3	78.4	250.9
42	387,203	62,455	3546	11059	4066	411	19,082	18,671	311	14	9.2	28.6	10.5	1.1	49.3	48.2	161.3
51	70,029	33,803	1712	4280	2226	190	8,408	8,218	176	10	24.4	61.1	31.8	2.7	120.1	117.4	482.7
52	77,846	59,188	3118	14763	6620	207	24,708	24,501	341	23	40.1	189.6	85.0	2.7	317.4	314.7	760.3
53	148,347	27,044	875	5182	877	103	7,037	6,934	142	10	5.9	34.9	5.9	0.7	47.4	46.7	182.3
54	140,265	36,151	1580	4580	1820	197	8,177	7,980	182	10	11.3	32.7	13.0	1.4	58.3	56.9	257.7
55	120,181	37,331	1970	6044	1889	224	10,127	9,903	225	12	16.4	50.3	15.7	1.9	84.3	82.4	310.6
CFC**	1,050,733	349,371	16,404	56,302	21,940	1,902	96,548	94,646	1,918	109	15.6	53.6	20.9	1.8	91.9	90.1	332.5
AFC**	1,593,109	346,308	16,669	59,765	21,634	2,357	100,425	98,068	1,756	84	10.5	37.5	13.6	1.5	63.0	61.6	217.4
Field Total	2,643,842	695,679	33,073	116,067	43,574	4,259	196,973	192,714	3,674	193	12.5	43.9	16.5	1.6	74.5	72.9	263.1

Notes:

Crime categories reflect the groupings of Statistics Canada.
Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.
Property crimes include break and enter, all types of thefts, possession of stolen goods, mischief, and fraud.
Other Criminal Code offences are the other non-traffic offences not covered by the first two items.
Criminal Code traffic offences are undercounted due to information system problems.
Total CC is the total number of Criminal Code offences, including violent crimes, property crimes, other Criminal Code offences, and Criminal Code Traffic.
Total Non-Traf CC is the total number of Non-Traffic Criminal Code offences.
*Staffing total by Command does not include personnel assigned to Command Headquarters.
@ Population estimates have been revised, based on latest projections from Toronto Urban Development Services.
** The compositions of CFC and AFC have been revised in 2001. Divisions 21 and 22 were amalgamated in September 2001. Adjustments were made where appropriate to enable a fair comparison between the years.

Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

2002			Number of Crimes						Staffing*		Rates (Occurrences/1000 Pop)						
DIV	Pop@	Disp. Calls	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	100,613	28,144	1344	4155	1847	238	7,584	7,346	159	10	13.4	41.3	18.4	2.4	75.4	73.0	279.7
12	96,685	34,913	1808	3799	2485	267	8,359	8,092	182	12	18.7	39.3	25.7	2.8	86.5	83.7	361.1
13	140,263	35,052	1462	4075	1709	148	7,394	7,246	180	10	10.4	29.1	12.2	1.1	52.7	51.7	249.9
14	151,788	54,656	2948	9130	2997	355	15,430	15,075	309	19	19.4	60.1	19.7	2.3	101.7	99.3	360.1
22	195,199	43,085	1748	9086	3004	459	14,297	13,838	211	11	9.0	46.5	15.4	2.4	73.2	70.9	220.7
23	162,599	36,674	2261	7432	2413	284	12,390	12,106	203	10	13.9	45.7	14.8	1.7	76.2	74.5	225.5
31	191,398	51,539	3112	7896	3434	389	14,831	14,442	283	12	16.3	41.3	17.9	2.0	77.5	75.5	269.3
32	212,592	45,136	1971	8888	2820	274	13,953	13,679	245	11	9.3	41.8	13.3	1.3	65.6	64.3	212.3
33	190,571	34,064	1379	5570	1588	194	8,731	8,537	177	11	7.2	29.2	8.3	1.0	45.8	44.8	178.7
41	242,036	58,106	3663	10993	4561	567	19,784	19,217	311	15	15.1	45.4	18.8	2.3	81.7	79.4	240.1
42	383,507	61,079	3868	11316	4441	440	20,065	19,625	308	18	10.1	29.5	11.6	1.1	52.3	51.2	159.3
51	69,360	35,154	1759	4247	2675	194	8,875	8,681	183	11	25.4	61.2	38.6	2.8	128.0	125.2	506.8
52	77,103	55,970	3007	14999	6701	255	24,962	24,707	348	24	39.0	194.5	86.9	3.3	323.7	320.4	725.9
53	146,931	26,164	832	5106	1086	94	7,118	7,024	138	10	5.7	34.8	7.4	0.6	48.4	47.8	178.1
54	138,926	34,215	1807	4159	2127	194	8,287	8,093	178	12	13.0	29.9	15.3	1.4	59.7	58.3	246.3
55	119,034	36,505	2026	6082	2022	225	10,355	10,130	224	20	17.0	51.1	17.0	1.9	87.0	85.1	306.7
CFC**	1,040,703	340,773	16,993	55,752	23,649	1,970	98,364	96,394	1,901	128	16.3	53.6	22.7	1.9	94.5	92.6	327.4
AFC**	1,577,902	329,683	18,002	61,181	22,261	2,607	104,051	101,444	1,738	88	11.4	38.8	14.1	1.7	65.9	64.3	208.9
Field Total	2,618,605	670,456	34,995	116,933	45,910	4,577	202,415	197,838	3,639	216	13.4	44.7	17.5	1.7	77.3	75.6	256.0

Notes:

Crime categories reflect the groupings of Statistics Canada.
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Property crimes include break and enter, all types of thefts, possession of stolen goods, mischief, and fraud.
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Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

1999			Number of Crimes						Staffing*		Rates (Occurrences/1000 Pop)						
DIV	Pop@	Disp. Calls	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	97,523	34,512	1306	4067	1763	251	7,387	7,136	176	11	13.4	41.7	18.1	2.6	75.7	73.2	353.9
12	93,716	36,897	1664	3644	1852	214	7,374	7,160	183	11	17.8	38.9	19.8	2.3	78.7	76.4	393.7
13	135,955	44,629	1493	5086	1481	146	8,206	8,060	174	11	11.0	37.4	10.9	1.1	60.4	59.3	328.3
14	147,127	70,192	3010	9627	3739	315	16,691	16,376	369	20	20.5	65.4	25.4	2.1	113.4	111.3	477.1
22	189,205	50,293	1596	8017	2768	498	12,879	12,381	263	17	8.4	42.4	14.6	2.6	68.1	65.4	265.8
23	157,606	39,695	2137	7441	1923	263	11,764	11,501	188	12	13.6	47.2	12.2	1.7	74.6	73.0	251.9
31	185,521	53,159	2788	8081	2471	270	13,610	13,340	242	14	15.0	43.6	13.3	1.5	73.4	71.9	286.5
32	206,063	52,572	1577	8339	2239	236	12,391	12,155	233	13	7.7	40.5	10.9	1.1	60.1	59.0	255.1
33	184,718	37,408	1277	6208	1280	149	8,914	8,765	172	10	6.9	33.6	6.9	0.8	48.3	47.5	202.5
41	234,603	66,845	3400	10746	3929	390	18,465	18,075	301	16	14.5	45.8	16.7	1.7	78.7	77.0	284.9
42	371,730	73,173	3465	11971	3348	289	19,073	18,784	320	21	9.3	32.2	9.0	0.8	51.3	50.5	196.8
51	67,230	37,799	1903	4765	3305	169	10,142	9,973	220	12	28.3	70.9	49.2	2.5	150.9	148.3	562.2
52	74,736	73,887	2787	17637	6619	154	27,197	27,043	392	25	37.3	236.0	88.6	2.1	363.9	361.8	988.6
53	142,419	35,976	901	5461	1113	78	7,553	7,475	177	10	6.3	38.3	7.8	0.5	53.0	52.5	252.6
54	134,660	38,520	1494	4328	1503	184	7,509	7,325	174	13	11.1	32.1	11.2	1.4	55.8	54.4	286.1
55	115,378	44,683	2109	6892	1985	199	11,185	10,986	243	20	18.3	59.7	17.2	1.7	96.9	95.2	387.3
CFC**	1,008,744	417,095	16,667	61,507	23,360	1,710	103,244	101,534	2,108	133	16.5	61.0	23.2	1.7	102.3	100.7	413.5
AFC**	1,529,446	373,145	16,240	60,803	17,958	2,095	97,096	95,001	1,719	103	10.6	39.8	11.7	1.4	63.5	62.1	244.0
Field Total	2,538,190	790,240	32,907	122,310	41,318	3,805	200,340	196,535	3,827	236	13.0	48.2	16.3	1.5	78.9	77.4	311.3

Notes:

Crime categories reflect the groupings of Statistics Canada.
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Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

1997			Number of Crimes						Staffing*		Rates (Occurrences/1000 Pop)						
DIV	Pop@	Disp. Calls	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Disp. Calls
11	97,860	39,153	1455	5424	2014	255	9,148	8,893	169	10	14.9	55.4	20.6	2.6	93.5	90.9	400.1
12	91,522	33,930	1953	4571	1644	175	8,343	8,168	161	9	21.3	49.9	18.0	1.9	91.2	89.2	370.7
13	137,428	46,470	1599	6941	1389	183	10,112	9,929	173	11	11.6	50.5	10.1	1.3	73.6	72.2	338.1
14	146,109	76,473	3504	11838	3135	408	18,885	18,477	362	20	24.0	81.0	21.5	2.8	129.3	126.5	523.4
22	186,354	51,035	1829	9902	2899	458	15,088	14,630	255	15	9.8	53.1	15.6	2.5	81.0	78.5	273.9
23	156,388	43,161	2176	9974	1458	248	13,856	13,608	177	10	13.9	63.8	9.3	1.6	88.6	87.0	276.0
31	189,902	55,136	2618	10625	2051	239	15,533	15,294	241	13	13.8	55.9	10.8	1.3	81.8	80.5	290.3
32	195,866	55,174	1550	11106	2292	233	15,181	14,948	230	11	7.9	56.7	11.7	1.2	77.5	76.3	281.7
33	184,430	39,813	1166	7506	1176	101	9,949	9,848	164	10	6.3	40.7	6.4	0.5	53.9	53.4	215.9
41	225,085	70,543	3317	12155	3772	373	19,617	19,244	301	18	14.7	54.0	16.8	1.7	87.2	85.5	313.4
42	357,720	76,151	3292	15179	3119	214	21,804	21,590	313	16	9.2	42.4	8.7	0.6	61.0	60.4	212.9
51	64,430	42,502	2186	6863	3071	135	12,255	12,120	214	12	33.9	106.5	47.7	2.1	190.2	188.1	659.7
52	72,835	79,849	2910	23135	6110	208	32,363	32,155	375	26	40.0	317.6	83.9	2.9	444.3	441.5	1096.3
53	135,988	38,962	926	6817	883	84	8,710	8,626	171	9	6.8	50.1	6.5	0.6	64.0	63.4	286.5
54	129,971	41,624	1757	5784	1508	196	9,245	9,049	169	11	13.5	44.5	11.6	1.5	71.1	69.6	320.3
55	115,297	48,222	2278	8792	2167	222	13,459	13,237	243	18	19.8	76.3	18.8	1.9	116.7	114.8	418.2
CFC**	991,440	447,185	18,568	80,165	21,921	1,866	122,520	120,654	2,037	126	18.7	80.9	22.1	1.9	123.6	121.7	451.0
AFC**	1,495,745	391,013	15,948	76,447	16,767	1,866	111,028	109,162	1,681	93	10.7	51.1	11.2	1.2	74.2	73.0	261.4
Field Total	2,487,185	838,198	34,516	156,612	38,688	3,732	233,548	229,816	3,718	219	13.9	63.0	15.6	1.5	93.9	92.4	337.0

Notes:

Crime categories reflect the groupings of Statistics Canada.
Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.
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** The compositions of CFC and AFC have been revised in 2001. Divisions 21 and 22 were amalgamated in September 2001. Adjustments were made where appropriate to enable a fair comparison between the years.

Statistics Summary - Population, Crime, Dispatched Calls and Police Personnel by Division & Field Command

| 1994 | | | Number of Crimes | | | | | | Staffing* | | Rates (Occurrences/1000 Pop) | | | | | | |
| | | Disp. | | | | | | Tot Non- | | | | | | | | Tot Non- | Disp. |
DIV	Pop@	Calls	Viol	Prop	OCC	Traf	Tot CC	Traf CC	Unif.	Civ.	Viol	Prop	OCC	Traf	Tot CC	Traf CC	Calls
11	94,959	37,940	1599	6903	1540	415	10,457	10,042	153	10	16.8	72.7	16.2	4.4	110.1	105.8	399.5
12	88,808	34,132	1744	6614	1764	306	10,428	10,122	139	9	19.6	74.5	19.9	3.4	117.4	114.0	384.3
13	133,354	42,857	1468	8158	1458	232	11,316	11,084	166	9	11.0	61.2	10.9	1.7	84.9	83.1	321.4
14	141,777	79,787	3542	16089	3687	694	24,012	23,318	366	19	25.0	113.5	26.0	4.9	169.4	164.5	562.8
22	180,829	46,719	1646	10729	2866	904	16,145	15,241	245	17	9.1	59.3	15.8	5.0	89.3	84.3	258.4
23	151,751	40,056	2236	10855	1727	403	15,221	14,818	179	11	14.7	71.5	11.4	2.7	100.3	97.6	264.0
31	184,272	51,513	2861	12175	2326	487	17,849	17,362	243	11	15.5	66.1	12.6	2.6	96.9	94.2	279.5
32	190,059	49,989	1456	11686	2299	283	15,724	15,441	218	10	7.7	61.5	12.1	1.5	82.7	81.2	263.0
33	178,962	38,188	1196	9282	1235	271	11,984	11,713	160	8	6.7	51.9	6.9	1.5	67.0	65.4	213.4
41	218,412	69,113	3125	15070	3448	770	22,413	21,643	289	13	14.3	69.0	15.8	3.5	102.6	99.1	316.4
42	347,115	72,893	3504	18275	3316	568	25,663	25,095	310	20	10.1	52.6	9.6	1.6	73.9	72.3	210.0
51	62,520	40,085	2073	6470	3302	267	12,112	11,845	195	10	33.2	103.5	52.8	4.3	193.7	189.5	641.2
52	70,676	64,198	2775	20290	6482	354	29,901	29,547	373	21	39.3	287.1	91.7	5.0	423.1	418.1	908.3
53	131,956	34,612	768	8204	962	180	10,114	9,934	162	8	5.8	62.2	7.3	1.4	76.6	75.3	262.3
54	126,118	37,622	1659	6979	1349	305	10,292	9,987	160	12	13.2	55.3	10.7	2.4	81.6	79.2	298.3
55	111,879	49,059	2251	10349	1892	336	14,828	14,492	238	19	20.1	92.5	16.9	3.0	132.5	129.5	438.5
CFC**	962,047	420,292	17,879	90,056	22,436	3,089	133,460	130,371	1,952	117	18.6	93.6	23.3	3.2	138.7	135.5	436.9
AFC**	1,451,400	368,471	16,024	88,072	17,217	3,686	124,999	121,313	1,644	90	11.0	60.7	11.9	2.5	86.1	83.6	253.9
Field Total	2,413,447	788,763	33,903	178,128	39,653	6,775	258,459	251,684	3,596	207	14.0	73.8	16.4	2.8	107.1	104.3	326.8

Notes:

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III. YOUTH CRIME

Concern about youth, crime, and 'disrespectful' attitudes has been common throughout history. Nevertheless, this should not minimise the concern and effects of violence and crime by youth in our society nor should it be allowed to act as an easy response and explanation for not taking action. The search for solutions to this social problem demands a commitment to develop a comprehensive response strategy that will address both the individual and systemic factors contributing to this phenomenon. The Service's community policing philosophy provides the necessary approach for reaching creative and effective solutions to youth violence.

HIGHLIGHTS

- The enumeration of youth crime is different from the enumeration of crimes in general. While crimes in general are counted in terms of number of criminal incidents that occurred, youth crimes are compiled on the basis of arrests, when the age of the suspect can be ascertained. For this reason and a number of other factors, the number of youth crimes recorded is likely lower than the actual number of crimes committed by youth.

- To put the problem of youth crime in perspective, three issues must be noted. First, a very small proportion of youths (aged 12 to 17 years) are involved in criminal activity, and even fewer are involved in violent crimes. Second, youth crime statistics reflect the number of youths arrested for criminal offences, not the actual level of crime involving young offenders. Third, it is believed that only a small portion of youth crime is actually reported to police.

- National youth crime statistics showed that, in 2002, the overall youth charge rate (that is, the number of youths charged per 1,000 population) was 39.6, of whom 17.3 were charged for property crimes, 12.9 for other Criminal Code offences, and 9.3 for violent crimes. Between 1992 and 2002, the youth charge rates dropped for overall crime (32.6%) and property crime (52.2%), but increased for violent crime (7.4%).

- In 2003, 8,678 young persons (aged 12 to 17 years) in Toronto were charged for all types of Criminal Code offences, up 9.4% from 2002 and 10.1% from 1999.

- Increases were noted in number of youths arrested/charged in all major offence categories over the past five years, except violent crime.

- The participation of young females in crimes increased and the gender gap has narrowed, but the proportion of young females of total youths charged remained low (26.3%).

- In 2003, an average 56.8 of every 1,000 young persons were charged with a Criminal Code offence in Toronto, including 14.9 charged for violent crime, 25.0 for property crime, and 16.5 for other Criminal Code offences. The overall charge rate for youths was more than double that for adults. Increase in the charge rate for youths was noted for all major Criminal Code offence categories between 2002 and 2003, while over the past five years, youths charged with violent crime decreased and those charged with property crime increased.

- Male youths had a charge rate about 3 times that of female youths. Changes in the charge rate differed between males and females over the past five years. While male youths had decreases for their charge rates under property crime and overall crime, female youths had increases for the same charge rates. Charge rates for violent crime decreased for both male and female youths.

- The total number of crimes occurring on school premises decreased 5.1% in 2003. Over the past five years, crimes occurring on school premises decreased by 19.4%. Theft, non-sexual assault, harassment/uttering threats, mischief, and break and enters were generally the most frequently reported crimes.

- In 2003, a total of 453 youths were charged with drug-related offences, a large decrease from 2002 (789) and 1999 (680). In terms of number charged per 1,000 youths, the 2003 rate of 2.5 persons was again a decrease from 2002 (4.4) and 1999 (4.0).

A. A PERSPECTIVE ON YOUTH CRIME

Community perception of youth crime and, in particular, youth violence, is largely influenced by the media saturation of the violent actions of often only a few young persons. However, response by police and others tasked with the development and well-being of young people can only be effective if they are able to define and focus their attention on the 'real' situation. The actual extent of youth crime in Canada and Toronto, historically defined by the number of Criminal Code charges laid against young people aged 12 to 17 years, is discussed in detail later in this chapter.

However, to put youth crime in perspective, two things must be clearly noted in advance. First, as revealed by police statistics, only a small proportion of youths are involved in criminal activity, and even fewer are involved in violent crimes. For example, in 2003, the total of 8,678 youths charged for Criminal Code offences in Toronto represented less than 5% of the youth population (aged 12-17). Assuming that every person charged was a different individual, which is unlikely and thus results in an inflated count, on average, less than five out of every hundred youths in Toronto were charged with a Criminal Code offence, and even fewer were charged with a violent criminal offence.[79] Second, it has to be noted that youth crime statistics reflect the number of youths arrested and charged for criminal activities, not the actual level of crime

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[79] It is known that a portion of the total number of youths charged in any one year reflects repeat offenders. However, the number of repeat offenders is not known. In *Youth Court Statistics, 1999/00*, Statistics Canada reported that 102,061 youth cases were processed through the courts, about two-thirds resulted in a conviction, and 41,563 young offenders were convicted of an offence. About 35% of cases with a conviction involved repeat offenders – offenders with at least one prior conviction. Persistent offenders – offenders with at least three prior convictions – accounted for 10% of cases with a conviction. It must be noted, however, that the previous offences were not necessarily committed in the same period. Further, Statistics Canada reported that the number of charges per case increased with repeat offenders – 32% of cases involving persistent offenders included four or more charges, as compared to 18% of cases involving first-time offenders. These statistics may serve as a very general indicator of the proportion of repeat offenders. (Sudworth, M. and deSouza, P. *Youth Court Statistics, 1999/00*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada) 21(3), May 2001.)

involving young offenders. Youth crime statistics, as currently defined, are most likely understated.

Most experts on the subject of youth crime strongly caution against viewing all youth as potential criminals. Dr. Fred Mathews of the Central Toronto Youth Services has argued that 75% of all youth are rarely or seldom involved in serious crime or violent activity and may be considered no- or low-risk.[80] A further 20% of youth may be considered moderate-risk as their behaviour can go either way, depending on their perception of the expected consequences of their own violent actions. The final five percent of youth are to be considered high-risk because of high levels of vulnerability, marginalization from the community, and chronic risk factors including poverty, abuse, and neglect. Even within this group, the portion likely to become involved in serious violent crime is believed to be only 1% or 2%.

Perhaps the single greatest impediment to developing a clear picture of youth crime is the basis for the enumeration of youth crimes. Unlike general crime statistics that count the actual number of Criminal Code incidents (or offences), youth crime statistics reflect the number of youths arrested and charged with a Criminal Code offence. While this method of enumeration is historically consistent, it counts the number of Criminal Code offences, which result in the arrest of a young person, rather than the number of Criminal Code offences committed by a young person or group of young persons. This method is used because it is the only relatively accurate way to categorise a youth crime. The use of other estimates, such as the victim's estimate of the age of the suspect, are deemed to be less reliable indicators for youth crime.

Accurate as they are, the use of statistics on youths arrested/charged may still fail to present a full picture of the youth crime problem. First, increases and decreases in the number of charges may reflect the performance of the police, rather than the level of youth crime. Second, as discussed later, the increasing use of alternative measures, specifically police discretion and pre-charge alternative measures, will cause youth crime to be understated, particularly for minor crimes committed by first-time offenders. However, in the absence of a more accurate system of information collection, the current enumeration method appears to be the only relatively reliable indicator for the volume of youth crime and trend analysis.

As with general crime statistics, the issue of reported vs. non-reported crime is also a concern in determining the level of youth crime. According to the 1999 General Social Survey, 44% of property crimes are reported to police, however, only an estimated 37% of personal crimes are reported.[81] Youths are much less likely to report personal crimes than adults – only 13% of youths reported personal crimes as compared to 30% of those aged 45 years and older.[82] If youth are most often victimised by other youths, as is reported by Statistics Canada, the actual level of crime and, in particular, violent crime involving youth, may be seriously undercounted.[83]

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[80] Mathews, F. *Drawing Lines and Circles – Responding to Youth Violence*. **Orbit**, 25(3), 1994.

[81] Besserer, S. and Trainor, C. *Criminal Victimization in Canada, 1999*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(10), November 2000.

[82] Ibid.

[83] Savoie, J. *Youth Violent Crime*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 19(13), December 1999.

B. YOUTH CRIMINAL JUSTICE ACT

Canadians are increasingly concerned about youth crime in their communities and the effectiveness of the current criminal justice system in dealing with young offenders. They want youth crime prevented in the first place and meaningful consequences for offenders when it does occur. These issues are specifically addressed in the *Youth Criminal Justice Act.*[84] The *Act* was introduced in October 1999, intended to replace the existing *Young Offenders Act, 1984*, and was crafted based upon *A Strategy for the Renewal of Youth Justice,* published by the federal government in May 1998. The *Act,* which became effective on April 1, 2003, clearly states its primary purpose as the protection of society by preventing crime, imposing sentences that are appropriate and proportional, and by rehabilitating youth involved in criminal activities. The new legislation is meant to:

- distinguish between violent young offenders and recidivists, and the majority of young offenders who commit non-violent crimes, and to target the responses of the youth justice system to the seriousness of the offence;
- expand the offences for which a young person, if convicted of the offence, could receive an adult sentence to include a category of a pattern of serious violent offences;
- lower the age at which a young offender may receive an adult sentence to include youths 14 and 15 years old;
- allow the publication of the name of any youth who receives an adult sentence;
- create a special sentence for serious violent offenders who suffer from mental illness or psychological/emotional disorders;
- require a period of controlled supervision in the community to facilitate re-integration, following all periods of custody; and,
- provide for and encourage the use of a full range of extrajudicial sanctions, including community-based sentences, for non-violent offenders.

As is evident from these highlights, the *Act* provides a clear distinction between violent and non-violent crimes. For youths who commit violent crimes or are repeat offenders, the *Act* prescribes more severe consequences. However, for youths who commit non-violent crimes, the *Act* promotes rehabilitation through diversion programs. It accomplishes this by creating the presumption that extrajudicial sanctions, rather than court proceedings, will be used for non-violent first offenders; by requiring police officers to consider taking no further action, issuing a warning, administering a caution, or referring the youth to a community-based program before a charge is laid; by establishing the principle that extrajudicial measures are often the most appropriate approach to rehabilitate young offenders; and by clarifying that non-judicial measures are not restricted to first-time offenders.

The mandate for extrajudicial sanction will greatly affect the delivery of policing services. Police services across the country are required to establish a formal structure or process to ensure appropriate and proportional community-based sentences and effective referrals. In additional, all officers must be trained in the application and process of extrajudicial sanctions.

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[84] Although the *Act* received Royal Assent on February 19, 2002, it was not proclaimed until April 2003. The lead-in period was purposely set to allow time for provincial ministries to make a number of policy decisions and for police services to then review and develop appropriate policies and procedures.

C.   YOUTH CRIME IN CANADA

Statistics from the Canadian Centre for Justice Statistics showed that, in 2002, 99,000 Canadian youths, aged 12 to 17 years, were charged with a non-traffic criminal incident, a 3.6% drop from the 102,690 charged in 2001.[85]   These youth accounted for about 20% of the total number of persons charged for a non-traffic Criminal Code offence.

The rate of youths charged by police dropped about 5% in 2002, including a 2% decrease in the violent crime rate and a 5% decrease in the property crime rate.[86] From 1992 to 2002 the rate of youths charged in Canada dropped by 33%. Property crimes accounted for 44% of youth crime; a further 24% of youths were charged with violent crime, and the remaining 33% were charged with other Criminal Code offences.[87] This distribution was a change from 1993 when only 17% of youths were charged with violent crimes and 59% were charged with property crimes.[88] The proportion charged with violent crime went up, while the proportion charged with property crime went down. Increases in youths charged with common assault and decreases in charges for theft and break and enter accounted for much of this shift in crime distribution.[89]

It should be noted again that these statistics are complicated by a number of factors, including, given the *Youth Criminal Justice Act* outlined above, an increasing tendency of police not to formally charge youth with less serious offences and the unknown number of diversions that are not recorded by police. According to Statistics Canada, given these complications, since data showed that the number of youths accused of committing an offence but not formally charged remained fairly constant over the past ten years, not experiencing the same decline as the rate of youths charged, it seems reasonable to conclude that youth crime, in general, decreased, although probably not to the extent indicated by the decrease in youths formally charged.

Cases before youth courts also continued to decrease (-2%) in 2001/02.[90]   Between 1992/93 and 2001/2002, the number of cases processed in the youth courts declined by 16%, caused mainly by the decrease in cases involving crimes against property. There was a marked drop of 41% in the number of crimes against property cases, a 16% increase in cases involving crimes against the person, and a 215% increase in number of drug-related cases. The most common types of crimes processed in the youth courts in 2001/02 included theft (15%), failure to comply with a YOA disposition (12%), common assault (10%), break and enter (9%), and possession of stolen property (7%).

Figure 3.1 shows the national youth charge rate since 1992. In 2002, the overall youth charge rate – the number of youths charged for non-traffic Criminal Code offences per 1,000 population – was 39.6, of whom 17.3 were charged for property crimes, 12.9 for other Criminal Code offences, and 9.3 for violent crimes. Compared with 2001, the rate of youths charged (per 1,000 population) decreased slightly for all major offence categories.[91]

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[85] Wallace, M. *Crime Statistics in Canada 2002*. **Juristat**   (Canadian Centre for Justice Statistics, Statistics Canada), 23(5), July 2003.

[86] Ibid.

[87] Ibid.
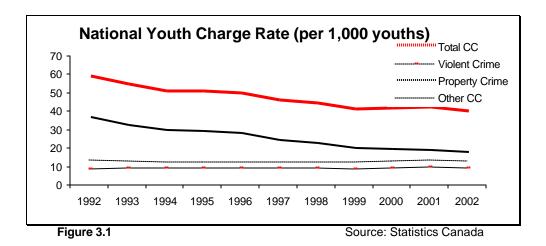
[88] Savoie J. *Crime Statistics in Canada, 2001*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 22(6), July 2002.

[89] Wallace, 2003.

[90] Thomas, J. *Youth Court Statistics 2001/02*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 23(3), June 2003.

[91] Wallace, 2003; rates for previous years from Savoie, 2002.

National Youth Charge Rate (per 1,000 youths)

Total CC
Violent Crime
Property Crime
Other CC

(graph showing years 1992 through 2002 on x-axis, values 0 to 70 on y-axis)

Figure 3.1   Source: Statistics Canada

The overall youth charge rate in 2002 was a 32.6% decrease from 1992. For the same ten- year period, the rate of youths charged for violent crime increased 7.4%, while their charge rate for property crimes decreased by 52.2%.

The increasing involvement of females in criminal activities, particularly violent crimes, is a concern of many Canadians. Although the involvement of young females in crime remains low compared to young males, the proportion of females charged was higher among youth than adults, particularly for violent crimes. In 2002, females accounted for 27% of youths charged for violent crimes, compared to 16% for their adult counterparts. Overall, females accounted for 25% of total youths charged, compared to 18% for adults.[92] In 2001, females accounted for 24% of total youth charged.[93]

Statistics Canada attributes at least some of the decrease in youth crime over the past decade, particularly the significant decrease in property related offences, to the rate of youths 'not charged' – the number of youth involved in crime but not charged. Both the past *Young Offenders Act, 1984* and the current *Youth Criminal Justice Act* provide for diversion from formal court proceedings. As noted earlier, youths involved in crime may be dealt with by other means such as alternate measures and cautions. In a report on crime statistics for 1999, Statistics Canada suggested that "[i]n total, the rate of youths 'not charged' was more than 2,400 per 100,000 youths, corresponding to a ratio of 2 youths 'not charged' for every 3 youths charged".[94]

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[92] Wallace, 2003.
[93] Savoie, 2002.
[94] Tremblay, S. *Crime Statistics in Canada, 1999*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(5), July 2000, p.14.

D. YOUTH CRIME IN TORONTO

Number of Youths Charged – Total:

In 2003, a total of 50,185 persons were arrested/charged for Criminal Code offences in Toronto, including 8,678 young persons aged 12 to 17 years, and 41,507 adults. The number of adults charged has generally been about 5 times the number of youths charged in recent years. In 2003, youths accounted for about 17% of the total number of persons charged. Figure 3.2 shows the number of young persons and adults charged over the past five years.[95] The total number of youths arrested/charged for Criminal Code offences in 2003 was a 9.4% increase from the total number of youths arrested/charged in 2002, and a 10.1% increase over 1999.[96]
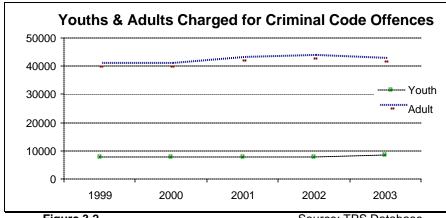
Figure 3.2   Source: TPS Database

Between 1999 and 2003, youths charged/arrested increased for total Criminal Code offences (10.6%), property crime (21.8%), and other Criminal Code offences (8.4%), but decreased for violent crime (-2.5%).[97] Table 3.1 is a breakdown of youths as a proportion of total persons charged by major categories of Criminal Code offences. In general, the proportion of youths in various categories of crime, except traffic, are much larger than their representation (8.4%) in the total population aged 12 and over. With a relatively larger increase in persons arrested for youths (10.1%) than for adults (4.5%) in 2003, the proportion of youths in the total number of persons arrested/charged increased for all major Criminal Code offence categories in 2003 over 2002.

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[95] Due to changes in Service data systems and extraction procedures, all arrest data for 1999 to 2002 have been recalculated to allow fair comparison and may differ from data in previous Scans.

[96] These figures are based on the actual number of persons/bodies arrested/charged. It is important to note that in all following analyses involving the breakdown of data by the major offence categories, the number of youths arrested/charged for total Criminal Code offences may be greater than the number of actual bodies arrested/charged. This is because a youth may have been charged with more than one type of offence (e.g. with a violent crime and a property crime).   While the counts in each separate offence category are the actual number of youths arrested/charged for that type of offence, the total Criminal Code count is created by adding the counts for the individual categories.

[97] This total crime figure deal with the sum of those arrested/charged in the four major offence categories, as explained in Note 17.

Table 3.1
Youths as a Proportion (%) of Total Persons Arrested/Charged

Year	Youths Charged †	Violent	Property	Other CC	Traffic	Total CC*
1999	7,884	16.9	20.4	14.6	2.6	16.6
2000	7,961	16.1	20.8	15.2	1.9	16.6
2001	7,966	14.7	20.8	15.3	2.1	16.0
2002	7,930	14.3	19.7	14.5	2.1	15.5
2003	8,678	15.8	21.7	15.3	2.7	17.1

† Actual persons arrested/charged.
* Based on the sum of the major offence categories.
Source: TPS Database

Number of Youths Charged – By Gender and Major Offence Categories:

In 2003, of the actual number of young persons arrested/charged for Criminal Code offences, 6,394 (73.7%) were male and 2,281 (26.3%) were female. This means that for every 10 youths charged for Criminal Code offences, an average 7.4 were male and 2.6 were female, compared to 7.8 males and 2.2 females in 1999. The proportion of males decreased while that of females increased over the past five years.

Table 3.2 shows the change in number and proportion of male and female young offenders arrested/charged for each of the major offence groups. While in both 2003 and 1999 young females were most likely charged for property crime, by 2003 they represented almost one-third of those charged in this category.

Table 3.2
Number & Proportion (%) of Male and Female Young Offenders

	Violent	Property	Other CC	Traffic	Total CC*	Drug
1999						
Male %	80.9	76.4	84.6	98.5	80.3	86.8
Female %	19.1	23.6	15.3	1.5	19.6	13.1
Total	**2,812**	**3,780**	**2,808**	**66**	**9,466**	**680**
2003						
Male %	79.6	67.6	85.7	91.0	76.2	87.4
Female %	20.3	32.3	14.2	9.0	23.8	12.6
Total	**2741**	**4,603**	**3,044**	**78**	**10,466**	**453**

* Based on the sum of the major offence categories.
Source: TPS Arrest Database

Table 3.3 shows the change in number of youths arrested between 1999 and 2003, broken down by gender and offence category. As shown, the number of both male and female youths arrested/charged for property crime increased between 2002 and 2003 (15.3% and 23.2%, respectively). However, while the number of young males arrested/charged for violent crime increased, the number of young females arrested/charged for violent crime decreased (6.3% and

-9.1%, respectively). The number of male youths and female youths arrested/charged for total Criminal Code offences increased between 2002 and 2003 (10.7% and 8.6%, respectively).

Over the past five years, the number male youths arrested/charged for a Criminal Code offence increased 4.9%, compared to a much larger 33.7% increase for female youths. While male youths had a 4.0% decrease in violent crime arrests, female youths had a 3.9% increase for the same crimes. Female youths also had a much larger increase (66.9%) than male youths (7.8%) in being arrested for property crimes.

Table 3.3
% Change in Youths Charged for Criminal Code and Drug Offences

	Total CC	Violent	Property	Other CC	Traffic	Drug
2002-2003						
Male	10.7	6.3	15.3	9.3	12.7	-44.4
Female	8.6	-9.1	23.2	-6.7	133.3	-25.0
Total	**10.2**	**2.7**	**17.7**	**6.7**	**18.2**	**-42.5**
1999-2003						
Male	4.9	-4.0	7.8	9.8	9.2	-32.9
Female	33.7	3.9	66.9	0.7	600.0*	-36.0
Total	**10.6**	**-2.5**	**21.8**	**8.4**	**18.2**	**-33.4**

* This large increase was due to small numbers involved.
Source: TPS Arrest Database

Because of the much larger increase in female youths arrested under most of the major offence categories, property crimes in particular, the proportion of female youths among the young offenders has increased.

While males were more likely involved in more serious violent crimes than females, there are indicators that this is changing; the Toronto Police Youth Crime Co-ordinator has reported that girls are now into gangs, fighting with knives, and stealing. These changes together may paint a picture that female youths have become more crime-prone and violent than before, despite still constituting a relatively small proportion (26.3%) of the young offender population.

As has been discussed, youth crime is measured by the number of youths, 12 to 17 years old, arrested for criminal offences; however, it fails to capture the criminal offences of children less than 12 years of age. The importance of addressing the criminal activities and violent behaviour of these children was underscored in a recent study published by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in the United States. The Study Group on Very Young Offenders reported that "Research findings uniformly show that the risk of subsequent violence, serious offences, and chronic offending is two to three times higher for child delinquents than for later-onset offenders…in addition, [child delinquents] are more likely than later-onset juvenile offenders to become gang members and/or engage in substance abuse".[98] The Study Group further found that most early-onset delinquents showed signs of aggressive, inattentive, or sensation-seeking behaviour as early as pre-school. While they found that incarceration was not the answer in most cases, programs based on developing children's

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[98] Office of Juvenile Justice and Delinquency Prevention, *OJJDP Research 2000 – Research on Very Young Offenders* (www.ojjdp.ncjrs.org).

skills in conflict resolution, anger management, problem solving and violence prevention have met with some success.

In February 1999, the Toronto Police Service, Earlscourt Child and Family Centre, and thirteen other stakeholder organisations signed a protocol for dealing with children under 12 in conflict with the law. The Protocol created a co-ordinated process, including all service providers, to quickly and effectively direct these children, and their families, to appropriate services within their communities.

Arrest/Charge Rates:

Changes in number of persons charged can, at times, be due to increases or decreases in the population. In order to control for this effect, rates are calculated for comparison per 1,000 population. The charge rates for young persons and adults are presented in Table 3.4. More detailed statistics on young persons and adults charged, broken down by gender and major offence category, are shown in Appendix A at the end of this chapter.

Table 3.4
Number of Persons Arrested/Charged Per 1,000 Population

Youth	Viol	Prop	OCC	Traffic	Tot CC*	Drug
1999	16.7	22.5	16.7	0.4	56.4	4.0
2000	17.3	21.3	16.5	0.3	55.5	4.8
2001	16.2	21.3	16.7	0.4	54.6	4.2
2002	14.8	21.8	15.9	0.4	52.8	4.4
2003	14.9	25.0	16.5	0.4	56.8	2.5
Adult						
1999	7.2	7.6	8.5	1.3	24.6	2.5
2000	8.0	7.1	8.1	1.4	24.6	2.7
2001	8.3	7.2	8.2	1.7	25.5	2.5
2002	8.0	8.0	8.4	1.5	26.0	2.7
2003	7.3	8.2	8.4	1.4	25.2	2.0
% Change: Youth						
2002-2003	0.2	14.9	4.1	15.3	7.5	-43.9
1999-2003	-11.2	11.0	-1.2	7.7	0.8	-39.3
% Change: Adult						
2002-2003	-9.4	3.0	-0.9	-8.7	-2.8	-27.3
1999-2003	1.2	7.7	-2.0	10.1	2.6	-22.2

* Based on the sum of the major offence categories.
Source: TPS Database

In 2003, an average 56.8 of every 1,000 young persons were charged for Criminal Code offences, which was more than double the adult charge rate (25.2). The overall charge rate for youths in 2003 was the highest seen in the past five years, representing a 7.5% increase over 2002, but only a 0.8% increase over 1999. The increase in the charge rate was caused by the increase in youths charged for property crimes in the past two years. The overall charge rate for

adults, on the contrary, decreased 2.8% in 2003. Increase in the charge rate for youths was noted for all major Criminal Code offence categories in 2003 over 2002, including a 0.2% increase for the violent crime rate, a 14.9% increase for the property crime rate, and a 4.1% hike for the rate for other Criminal Code offences. Over the past five years, the youth arrest/charge rate for violent crime decreased 11.2% while that for property crime increased 11.0%.

Table 3.5 shows the charge rates per 1,000 population for youths for the past five years, broken down by offence categories and gender. As shown, male youths had a much higher charge rate than female youths across all major offence categories. In 2003, the charge rate for male youths was about 3 times the rate for female youths for overall crime and the male youth charge rate for violent crime was 4 times that for female youths.

Table 3.5

Youth Charge Rate - Number of Youths Charged Per 1,000 Population

	Sex	Viol	Prop	OCC	Traffic	Total CC*	Drug
2003	Male	23.0	32.8	27.5	0.7	84.1	4.2
	Female	6.2	16.6	4.8	0.1	27.8	0.6
	Total	**14.9**	**25.0**	**16.5**	**0.4**	**56.8**	**2.5**
2002	Male	22.2	29.2	25.8	0.7	77.8	7.7
	Female	7.0	13.9	5.3	0.0	26.2	0.9
	Total	**14.8**	**21.8**	**15.9**	**0.4**	**52.8**	**4.4**
2001	Male	24.1	29.0	26.8	0.7	80.5	7.2
	Female	7.7	13.2	6.0	0.1	27.0	1.0
	Total	**16.2**	**21.3**	**16.7**	**0.4**	**54.6**	**4.2**
2000	Male	26.1	29.9	26.6	0.5	83.1	8.3
	Female	8.0	12.3	5.8	0.1	26.1	1.1
	Total	**17.3**	**21.3**	**16.5**	**0.3**	**55.5**	**4.8**
1999	Male	26.3	33.4	27.5	0.8	87.9	6.8
	Female	6.6	11.0	5.3	0.0	22.8	1.1
	Total	**16.7**	**22.5**	**16.7**	**0.4**	**56.4**	**4.0**
Change (%) 2002-2003	Male	3.8	12.6	6.7	10.0	8.1	-45.7
	Female	-11.4	20.1	-9.0	127.6	5.9	-26.8
	Total	**0.2**	**14.9**	**4.1**	**15.3**	**7.5**	**-43.9**
Change (%) 1999-2003	Male	-12.4	-1.6	0.2	-0.3	-4.3	-38.8
	Female	-5.4	52.0	-8.3	537.2	21.7	-41.7
	Total	**-11.2**	**11.0**	**-1.2**	**7.7**	**0.8**	**-39.3**

* Based on the sum of the major offence categories.
Source: TPS Database

As shown in Table 3.5, changes in the charge rate differed between male and female youths. Compared to 2002, in 2003, female youths had decreases in the charge rates for both violent crime and other Criminal Code offences, compared with increases for male youths. Both male and female youths had an increase in the charge rate for property crime, but the increase for female youths (20.1%) was larger than that for male youths (12.6%).

Over the past five years, the female youth charge rate for overall crimes increased 21.7%, while that for male youths decreased 4.3%. The charge rate for female youths for property crimes increased 52%, while that for male youths decreased by a 1.6%. The charge rate for violent crime decreased for both male and female youths, with the decrease for the males being much larger than for the females.

The Youth Referral Program:

As mentioned previously, the aim of the *Youth Criminal Justice Act* was to replace the *Young Offenders Act*, partly to provide treatment alternatives to youth who commit less serious offences by striking a more realistic balance between the youth's need for rehabilitation and the safety of the community. In 2002, the Toronto Police Service began to develop a pre-charge diversion youth referral program in anticipation of the requirements posed by the new *Youth Criminal Justice Act*. Funded by the Department of Justice Canada and in partnership with Operation Springboard, a community agency that provides programs to youths who have come into conflict with the law, a pilot program was launched by the Service to channel suitable young offenders to alternative community based programs.

After being arrested for a less serious offence, a young offender, with his/her consent, could be referred by the arresting officer to the Youth Referral Program in lieu of being charged in court. With the review and approval of the Program Manager, the young offender was directed to a centralised community youth referral Intake Centre. The young offender was further assessed, for commitment to an assignment of consequences, with due consideration for needs of the crime victim and needs of the young offender for rehabilitation. The Intake Centre monitored the young offender's completion of the assigned consequences or activities. The activities were designed to enhance the young offenders' awareness of the impact of crime on the victims and families, their sense of accomplishment and belonging in the community, and, eventually, public safety. The assigned consequences included activities such as urban renewal (e.g. tree planting), maintenance of community centres, park clean-ups, food bank volunteering, day-care centre assistance, and senior citizen home assistance. Non-completion of the assignment could result in criminal charges being laid.

The Youth Referral Program was designed as an extrajudicial intervention for youths in the early stage of delinquency, holding them accountable for their actions and connecting them to programs fed by local resources that would enhance their rehabilitation. It was launched in 41 and 42 Divisions in April 2002, and expanded to 13, 31, 32, and 33 Divisions in February 2003. Up to the end of 2003, over a period of 21 months, the Toronto Police Service committed a total of 1,486 young offenders to the Youth Referral Program and statistics revealed that the success rate (youth completion of assignment) was as high as 95%. It was also estimated that about 30% of the youths arrested were suitable for such a referral program.[99] It should also be noted that programs such as the Youth Referral Program could potentially reduce workload for the criminal justice system and thus allows police and court resources to focus on more serious crime. Federal funding for the Youth Referral Program ended as of December 31, 2003.

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[99] Statistics pertaining to the Youth Referral Program are from a report by TPS Youth Services (Community Programs): The Toronto Police Service Youth Referral Program – A Toronto Response to Youth Criminal Offending, Prevention and Intervention, March 2004.

E. CRIMES OCCURRING ON SCHOOL PREMISES

There is little doubt that crimes, and violent crimes in particular, occurring on school premises, create an unsafe environment, and may have a serious negative impact on learning and other school activities. Table 3.6 shows a breakdown of the various crimes occurring on school premises over the past ten years.[100] Theft, common assault, harassment/uttering threats, mischief, and break and enters were consistently the most common offences noted.

Table 3.6
Crimes Occurring on School Premises

	1994	1997	1999	2002	2003	% Change 02-03	99-03	94-03
Assault	1,260	1,265	1,318	1,355	1,212	-10.6	-8.0	-3.8
Sexual assault	141	164	173	166	117	-29.5	-32.4	-17.0
Robbery	105	193	212	273	233	-14.7	9.9	121.9
Harassment/Utter Threats	379	376	606	606	457	-24.6	-24.6	20.6
Weapons offences	255	202	259	206	218	5.8	-15.8	-14.5
B&E	792	513	452	435	488	12.2	8.0	-38.4
Mischief	701	561	419	481	444	-7.7	6.0	-36.7
Theft	2,366	1,919	1,684	1,129	1,361	20.5	-19.2	-42.5
Other CC	504	649	689	704	646	-8.2	-6.2	28.2
Drug Related	73	114	155	226	122	-46.0	-21.3	67.1
Total	**6,576**	**5,956**	**5,967**	**5,581**	**5,298**	**-5.1**	**-11.2**	**-19.4**

Source: TPS Database

In 2003 compared to 2002, while decreases were noted for most types of crimes occurring on school premises leading to a 5.1% overall decrease, increases were noted for theft, break and enter, and weapons offences. Over the past five years, overall crime decreased 11.2%, with substantial decreases in sexual assault, harassment/uttering threats, drug offences, thefts, and weapons offences.

Between 1994 and 2003, total crime on school premises decreased 19.4%, with large decreases in theft, break and enter, and mischief. However, large increases were noted in robbery and drug offences. In general over the ten year period, property offences decreased while violent crimes increased or did not change much.

It should be noted that caution must be exercised in interpreting the level of violent crime reported to have occurred on school premises. The zero tolerance policy, a heightened sensitivity against violence, and the legislated Code of Conduct adopted by the School Boards may have resulted in more incidents being reported to police, thus giving a 'distorted' picture about the prevalence of the problem. For example, the increase in incidents of uttering threats is likely a reporting phenomenon. Given recent experience and Board policies, school administrators must take threats, particularly threats of violence, very seriously. Further, based

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[100] Parameters in defining/extracting data on crimes occurring on school premises have been revised. Statistics on such crimes reported in previous Environmental Scans have been revised, where necessary, to facilitate comparison and trend analysis.

on studies detailing the potentially serious consequences of schoolyard bullying, even the mildest threats are likely seriously considered. Efforts on the part of the schools and the police to encourage students to report crimes, particularly violent crimes, may also be a factor in affecting the reporting of violent crimes occurring on school premises.

A 2003 study by the Centre of Addiction and Mental Health, based on self reporting by students in Ontario, revealed the following findings:[101]

- about one in eight (12%) students assaulted someone at least once during the past year;
- one in ten (10%) reported carrying a weapon;
- 6% reported gang fighting;
- 18% of students reported fighting on school property at least once during the past year;
- 8% were threatened or injured with a weapon on school property at least once during the past year;
- one-third (33%) of students had been bullied at school; and,
- under one-third (30%) of students reported taking part in bullying other students at school.

Based on police statistics of crimes occurring on school premises and self-reported violent behaviour among the students, it appears that despite the decrease in recorded crimes on school premises, making the school a safe and drug-free environment, conducive to positive learning, remains the goal to strive for.

F. DRUG USE BY YOUTHS
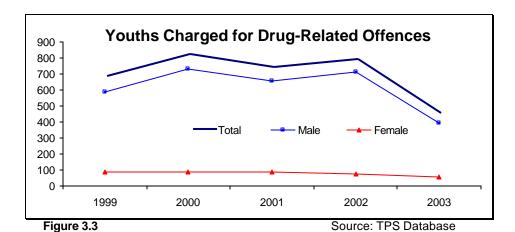
Given that drug arrests are largely determined by the level of police enforcement, drug arrest statistics alone are not a sufficient indicator to reflect the extent of the drug problem. As an indicator of drug use among youths, police statistics on youths charged for drug offences should be supplemented by other statistics, such as survey findings on drug use among youths.

Figure 3.3 shows the number of youths, total and by gender, arrested/charged for drug offences over the past five years. A total of 453 youths were arrested/charged for drug-related offences in 2003, compared to 789 youths in 2002 and 680 youths in 1999.

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[101] Highlights of the 2003 OSDUS Mental Health and Well-Being Report, in *CAMH Population Studies eBulletin*, May/June 2004, 5(3), downloaded from website of Centre for Addiction and Mental Health (www.camh.net).

Youths Charged for Drug-Related Offences

Figure 3.3   Source: TPS Database

The number of youths arrested for drug offences in 2003 was a large drop from those arrested in previous years. The 42.6% drop in 2003 from 2002 was echoed by a similar but smaller 18.8% drop for adults. Females constituted about 13% of the youths arrested for drug offences. This proportion remained relatively stable over the past five years. In terms of the number of youths charged per 1,000 population, an average of 2.5 young persons were arrested/charged for drug offences in 2003, compared to 4.4 in 2002 and 4.0 in 1999.

As reported in the chapter on Crime Trends, findings from the Centre for Addiction and Mental Health's Ontario Student Drug Use Survey indicated that the changes in student drug use over the short-term have generally been decreases in use.[102] The escalating trend in drug use, which began in the early 1990s, has generally subsided.[103] It was also revealed that 32.2% of the students surveyed in 2003 had used some illicit drug, compared to 33.5% in 2001 and 33.6% in 1999, which indicated that drug use among students was relatively unchanged over the few years previous. Cannabis was reportedly the illicit drug most available to students, while cocaine, ecstasy, and LSD were less available. However, the use of cocaine was reported to have increased – from 3.4% in 1999 to 4.8% in 2003. About half (53%) of students believed that drug use in their school was higher today than a few years ago and about one-third reported exposure to drug selling in their neighbourhood in the past year.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- It is essential that commitment to the youth community remains a priority for the Toronto Police Service and is clearly reflected in resource allocation and in the development and application of effective youth service initiatives and programs.

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[102] Highlights from the 2003 Ontario Student Drug Use Survey Drug Report, in *CAMH Population Studies eBulletin*, Nov/Dec 2003, No. 23, downloaded from website of Centre for Addiction and Mental Health (www.camh.net/pdf/eb023_2003OSDUSDrugHighlights.pdf).

[103] *The 2003 OSDUS Drug Report Executive Summary,* pp. i-iv; downloaded from website of Centre for Addiction and Mental Health (www.camh.net/pdf/osdus2003_execsummary.pdf).

- While it is understood that juvenile delinquency in general and youth crime in specific have a complicated network of root causes embedded in the family and other social institutions, it is also clear that no one agency alone can effectively deal with the problem. The need for a multi-disciplinary approach requires the police, schools, other government departments, and community agencies to work in partnership, each delivering service in their area of specialization that matches the needs of specific young offenders at different stages of delinquency. It is essential that the infrastructure for such partnerships be maintained.

- The Youth Referral Program funded by the Justice Department provided a lot of flexibility in terms of alternatives other than court proceedings to address the different needs of specific young offenders before the laying of charges by the police. With the expiration of the funding at the end of 2003, the Referral Program has ceased. It is essential that resources are sought and allocated to maintain this pre-charge diversion program to benefit young offenders appropriate for such mode of intervention.

- A clear understanding of the nature and extent of youth crime, youth violence, and youth gangs is essential for the development of effective initiatives to address such issues. It is important that resources continue to be deployed to enable the development and maintenance of an information system that allows detailed analysis of police arrest and related data for understanding the nature of youth crime. There is a need for analysis that will consistently and reliably answer basic questions about youth crime – who the young offenders are, who they victimised, the circumstances under which the crime occurred, and common factors among young offenders in connection with their delinquency.

- There is an identified need to encourage the reporting of youth violence and, in particular, gang-related violence. The Toronto Police Service must continue to encourage and expand anonymous, low-risk reporting mechanisms across the city.

- Police must continue to address the behaviour of repeat and persistent offenders through programs such as the Serious Teen Offender Program (STOP). This program, by monitoring the activities of youth at high risk of re-offending and providing comprehensive case information to assist in developing intervention and supervision activities, helps to prevent high-risk youth from 'falling through the cracks'.

- There is the need to collect and maintain data to enable evaluation of the Service's youth initiatives and specific programs, such as diversion, with regard to their effectiveness in addressing crime and recidivism.

- The police must undertake, in conjunction with other stakeholders, a comprehensive communication program aimed at educating the community about youth issues – the positive contribution of youth to our community, the challenges youth face, the community's responsibility to youth and, in particular, the relatively few youths that are involved in crime and even fewer youths that are involved in violent crime. The community's perception of youth must be changed to more closely reflect the majority of youths rather than the minority of youths who are responsible for youth crime.

Appendix

Number and Rate (per 1,000 population) of Persons Arrested/Charged - by Age and Offence

Age Grp	Gender	Proj. Pop.	Number Persons Charged					Persons Charged/1000 pop				
			Tot CC*	Viol	Prop	OCC	Traf	Tot CC*	Viol	Prop	OCC	Traf
2003												
12-17	Male	94,803	7,977	2,183	3,113	2,610	71	84.1	23.0	32.8	27.5	0.7
	Female	89,442	2,486	557	1,489	433	7	27.8	6.2	16.6	4.8	0.1
	Total+	184,245	10,466	2,741	4,603	3,044	78	56.8	14.9	25.0	16.5	0.4
18&+	Male	942,249	41,437	12,497	12,320	14,049	2,571	44.0	13.3	13.1	14.9	2.7
	Female	1,071,465	9,385	2,115	4,254	2,758	258	8.8	2.0	4.0	2.6	0.2
	Total+	2,013,714	50,843	14,615	16,582	16,817	2,829	25.2	7.3	8.2	8.4	1.4
2002												
12-17	Male	92,560	7,204	2,053	2,700	2,388	63	77.8	22.2	29.2	25.8	0.7
	Female	87,246	2,289	613	1,209	464	3	26.2	7.0	13.9	5.3	0.0
	Total+	179,806	9,499	2,669	3,911	2,853	66	52.8	14.8	21.8	15.9	0.4
18&+	Male	933,718	41,927	13,423	11,835	13,877	2,792	44.9	14.4	12.7	14.9	3.0
	Female	1,059,119	9,789	2,524	4,084	2,906	275	9.2	2.4	3.9	2.7	0.3
	Total+	1,992,837	51,761	15,965	15,929	16,800	3,067	26.0	8.0	8.0	8.4	1.5
2001												
12-17	Male	90,370	7,279	2,175	2,619	2,420	65	80.5	24.1	29.0	26.8	0.7
	Female	85,105	2,297	658	1,126	507	6	27.0	7.7	13.2	6.0	0.1
	Total+	175,475	9,579	2,834	3,746	2,928	71	54.6	16.2	21.3	16.7	0.4
18&+	Male	925,490	40,887	13,833	10,589	13,430	3,035	44.2	14.9	11.4	14.5	3.3
	Female	1,047,110	9,390	2,599	3,691	2,818	282	9.0	2.5	3.5	2.7	0.3
	Total+	1,972,600	50,313	16,444	14,292	16,259	3,318	25.5	8.3	7.2	8.2	1.7
2000												
12-17	Male	88,408	7,349	2,310	2,639	2,352	48	83.1	26.1	29.9	26.6	0.5
	Female	83,242	2,169	664	1,021	479	5	26.1	8.0	12.3	5.8	0.1
	Total+	171,650	9,525	2,977	3,663	2,832	53	55.5	17.3	21.3	16.5	0.3
18&+	Male	917,127	39,004	13,249	10,366	12,893	2,496	42.5	14.4	11.3	14.1	2.7
	Female	1,035,327	8,971	2,290	3,584	2,884	213	8.7	2.2	3.5	2.8	0.2
	Total+	1,952,454	48,009	15,550	13,960	15,790	2,709	24.6	8.0	7.1	8.1	1.4
1999												
12-17	Male	86,488	7,602	2,274	2,887	2,376	65	87.9	26.3	33.4	27.5	0.8
	Female	81,421	1,859	536	892	430	1	22.8	6.6	11.0	5.3	0.0
	Total+	167,909	9,466	2,812	3,780	2,808	66	56.4	16.7	22.5	16.7	0.4
18&+	Male	909,242	38,196	11,845	11,096	12,970	2,285	42.0	13.0	12.2	14.3	2.5
	Female	1,024,014	9,340	2,008	3,669	3,483	180	9.1	2.0	3.6	3.4	0.2
	Total+	1,933,256	47,583	13,863	14,778	16,476	2,466	24.6	7.2	7.6	8.5	1.3

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

Source: TPS Arrest database

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

One Year
2002-2003 Change (%)

Age Grp	Gender	Proj. Pop.	Tot CC*	Number Viol	Persons Charged Prop	OCC	Traf	Persons Charged/1000 pop Tot CC*	Viol	Prop	OCC	Traf
12-17	Male	2.4	10.7	6.3	15.3	9.3	12.7	8.1	3.8	12.6	6.7	10.0
	Female	2.5	8.6	-9.1	23.2	-6.7	133.3	5.9	-11.4	20.1	-9.0	127.6
	Total	2.5	10.2	2.7	17.7	6.7	18.2	7.5	0.2	14.9	4.1	15.3
18&+	Male	0.9	-1.2	-6.9	4.1	1.2	-7.9	-2.1	-7.7	3.2	0.3	-8.7
	Female	1.2	-4.1	-16.2	4.2	-5.1	-6.2	-5.2	-17.2	3.0	-6.2	-7.3
	Total	1.0	-1.8	-8.5	4.1	0.1	-7.8	-2.8	-9.4	3.0	-0.9	-8.7

Five Year
1999-2003 Change (%)

Age Grp	Gender	Proj. Pop.	Tot CC*	Number Viol	Persons Charged Prop	OCC	Traf	Persons Charged/1000 pop Tot CC*	Viol	Prop	OCC	Traf
12-17	Male	9.6	4.9	-4.0	7.8	9.8	9.2	-4.3	-12.4	-1.6	0.2	-0.3
	Female	9.9	33.7	3.9	66.9	0.7	600.0	21.7	-5.4	52.0	-8.3	537.2
	Total	9.7	10.6	-2.5	21.8	8.4	18.2	0.8	-11.2	11.0	-1.2	7.7
18&+	Male	3.6	8.5	5.5	11.0	8.3	12.5	4.7	1.8	7.1	4.5	8.6
	Female	4.6	0.5	5.3	15.9	-20.8	43.3	-4.0	0.7	10.8	-24.3	37.0
	Total	4.2	6.9	5.4	12.2	2.1	14.7	2.6	1.2	7.7	-2.0	10.1

Based on the sum of the major offence categories.

Source: TPS Arrest database

IV. VICTIMISATION

A continuing priority for the Toronto Police Service is not only to prevent victimisation to those individuals and groups most vulnerable to it, but also to address the concerns and fears of those most at risk and the public in general. Changing patterns of victimisation will have implications both for the deployment of police resources and for the types of services the police must provide.

HIGHLIGHTS

- According to the General Social Survey (GSS) conducted in Canada in 1999, 25% of Canadians 15 years of age and older said they were the victims of at least one crime in the previous year.

- For the 8 crime types covered by the GSS in 1999, only 37% were reported to the police, down from 42% in 1993.

- Toronto Police Service data indicate that the number of victims of selected violent crimes increased 0.8% from 1994 to 2003, from 33,328 to 33,586 victims.[104] However, when changes in population were controlled by examining the rate of victimisation, it was found that overall victimisation by these violent crimes decreased 8.0% from 1994 to 2003, from 13.8 victims per 1,000 population to 12.7 per 1,000 in 2003. Between 2002 and 2003, the rate of victimisation decreased 3.8%.

- Except for 1994, men were victims of the selected crimes of violence more often than women. Over the ten years, the proportion of women in the total number of victims decreased while the proportion of men increased.

- Between 1994 and 2003, the rate of victimisation for women decreased 18.7%, from 13.9 per 1,000 women to 11.3, and decreased 8.9% between 2002 (12.4) and 2003. The rate of victimisation for men was the same in 1994 as in 2003 (14.3 per 1,000 men), but decreased 3.4% from 2002 (14.8) to 2003.

- Rates of victimisation for both men and women were lower in 2003 than in 1994 for assault and sexual assault. While the rate of victimisation for women for robbery was also lower in 2003 than in 1994, for men, this rate was higher in 2003 than it was ten years earlier. Men were 2 to 4 times more likely than women each year to be victims of homicide.

- When the size of the population at each age was taken into account, those 12-17 years of age were found most likely to be victims of the selected crimes of violence in each of the past ten years.

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[104] This chapter focuses on victimisation related to selected crimes of violence only – homicide, sexual assault (including sexual offences), assault, and robbery.

- Between 1994 and 2003, 18-24 year olds typically had the highest victimisation rates for assault, while 12-17 year olds were the most likely victims of sexual assault and robbery. Since 1994, over 4 in 10 robberies of 12-17 year olds have involved swarming.

- In each of the ten years under review, of all of the selected violent victimisations against children and youth, most were physical assaults. Similarly, of all of the selected violent victimisations against older adults, most were physical assaults.

- In Toronto, the number of child abuse offences reported to the police decreased 5.3% from 1994 to 2003, and 15.7% from 2002 to 2003. Assault and sexual assault together generally formed at least half of the reported child abuse offences each year, although the individual proportions of these offences changed over the ten year period.

- According to the Service's I/CAD database, the number of calls for domestics attended by officers in 2003 decreased 9.3% over five years ago in 1999, and decreased 13.6% over 2002. However, even though the number of domestics attended decreased, the average time spent by officers at these types of calls increased 45.3%, from 149.8 minutes (2.5 hours) in 1999 to 217.6 minutes (3.6 hours) in 2003. The average time spent on these calls changed little between 2002 and 2003, increasing only 1.4%, from 214.6 minutes (3.6 hours) in 2002.

- In Toronto, according to the Hate Crime unit of TPS Detective Services, there were a total of 149 hate crimes reported in 2003, representing a 40.2% decrease from the 249 such crimes reported in 1994 and a 32.0% decrease over the 219 occurrences in 2002. In each of the past ten years, hate offences have typically focused most frequently on race and religion.

- Assaults, mischief, threats, and wilful promotion of hatred were typically the most common types of hate-motivated offences over the past ten years. However, the proportion of the total hate offences represented by each of these specific offences has changed.

- Requests to the Victim Services Program for support, information, and intervention increased by 84.4% from 1994 to 2003, and 10.6% from 2002 to 2003. The proportion of requests handled by going out to the scene have decreased from 11.7% in 1994 to 6.4% in 2003.

A. VICTIMISATION IN CANADA

Thirteen industrialised countries, including Canada, have participated in a series of victimisation surveys since 1989; the last International Crime Victimisation Survey (ICVS) was done in 2000.[105] On average, 22% of the population 16 years of age and older in these countries said they were the victim of at least one of eleven offences in the previous year; the proportion in Canada was 24%. Since the previous survey in 1996, the victimisation rate in most of the countries, including Canada, was fairly stable. Over the longer term, since 1989, while there was no consistent pattern for all countries, the victimisation rate in Canada has been on a downward trend.

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[105] Besserer, S. *Criminal Victimization: An International Perspective (Results of the 2000 International Crime Victimization Survey*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 22(4), May 2002.

In all countries, women were the most likely victims of sexual assault, while men were the most likely victims of assault and robbery. The risk of violent victimisation decreased with age. In Canada and the United States (US), the perpetrator was not as likely to be a stranger to the victim as in other countries.

A similar proportion of Canadians reported victimisation in the General Social Survey (GSS) conducted in Canada in 1999: 25% of Canadians 15 years of age and older living in the 10 provinces said they were the victims of at least one crime in the previous year.[106] This was up slightly from 23% in the 1993 GSS.

Although the GSS found little overall difference in risk of personal victimisation for men and women, it did find that women were more likely to be victims of sexual assault, while men were more likely to be victims of assault and robbery. The GSS also found that the risk of personal victimisation decreased as people got older, and that those with low household income (under $15,000) were at greater risk for violent victimisation.

B. REPORTING VICTIMISATION TO THE POLICE

The ICVS found, in the 13 industrialised countries in the survey, on average, 55% of incidents were reported to the police; car thefts were most likely to be reported (91%), while sexual assaults were the least likely to be reported (16%). Canada had the third lowest reporting rate (49%).

For the 8 crime types covered by the GSS in 1999, only 37% were reported to the police, down from 42% in 1993. Overall, reporting rates were similar for men and women, but younger victims were less likely to report crimes to police than older victims. The most common reasons given for not reporting were that the incident wasn't important enough and belief that the police couldn't do anything.

The results of the National Crime Victimization Survey (NCVS) in the US found that 39% of violent, personal, and property crime was reported to the police in 2000.[107] This survey found that violent crimes were more likely to be reported than property crimes, violence against women or older persons was more likely to be reported than violence against men or younger persons, and violent crime was more likely to be reported if it was believed the offender was under the influence of drugs/alcohol, if the offender was armed, if the victim was injured, or if the violent crime was committed by a stranger. Robbery was less likely to be reported if the victim thought the offender was a gang member.

A comparison of reporting rates for specific crimes found in the GSS and NCVS are shown in Table 4.1.

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[106] Besserer, S. and Trainor, C. *Criminal Victimization in Canada, 1999.* **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(10), November 2000.

[107] Hart, T.C. and Rennison, C. **Reporting Crime to Police, 1992-2000**. Bureau of Justice Statistics Special Report, US Department of Justice, Office of Justice Programs, March 2003.

Table 4.1
Proportion of Specific Crimes Reported to Police

General Social Survey – 1999 Canada		National Crime Victimization Survey - 2000 United States	
	% Reported		**% Reported**
Robbery	46%	**Robbery**	60%
Assault	37%	**Aggravated Assault**	58%
		Simple Assault	44%
Sexual Assault	22%	**Rape/Sexual Assault**	48%
Break & Enter	62%	**Burglary**	53%
Motor Vehicle Theft	60%	**Motor Vehicle Theft**	81%

Sources: GSS (Canada), NCVS (US)

A poll of Toronto residents in September 2003 found that about 5% said they had been a victim of crime in the past two years that they did not report to police.[108] Older victims (73%) and middle-aged victims (71%) were more likely to have reported the crime to police than younger victims (53%).

Similarly, in the survey of Toronto residents conducted for the Police Service in 2003, 7% said they had been a victim of a crime in Toronto in the past year that they had not reported to police. The crimes most frequently involved were other property stolen (i.e. not car/vehicle or bicycle), damage to car/vehicle, harassment/stalking, or robbery. The most common reasons for not reporting the crime were: 'not serious enough/minor incident', 'didn't think much chance of catching offender', and 'nothing the police could do'.

C. VICTIMISATION IN TORONTO – TOTAL AND BY GENDER [109]

Toronto Police Service data indicate that the number of victims of selected violent crimes increased 0.8% from 1994 to 2003, from 33,328 to 33,586 victims.[110] However, the number of reported victims decreased 2.8% in 2003 over 2002.

Over the ten year period from 1994 to 2003, the number of men who were victims of the selected crimes of violence increased 7.3%, while the number of women who were victims decreased 9.2%. From 2002 to 2003, the number of reported victimisations for these crimes decreased for both men (-3.0%) and women (-7.4%).

Except for 1994, men were victims of the selected crimes of violence more often than women. Over the ten years, the proportion of women in the total number of victims decreased while the proportion of men increased. In 2003, 46.8% of victims were women, down from

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[108] Ipsos-Reid, *Toronto: Crime and Safety in the City*, September 9th, 2003 (www.ipsos-reid.com).

[109] Due to the changes in Service data systems and extraction procedures, all victim data for previous years have been recalculated to allow fair comparison and may differ from data in previous Scans. Similarly, given the timing of the implementation of eCOPS, 2003 data may have been undercounted.
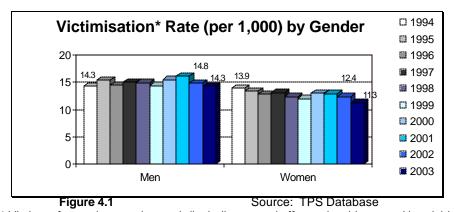
[110] This chapter focuses on victimisation related to selected crimes of violence only – homicide, sexual assault (including sexual offences), assault, and robbery.

47.9% in 2002 and 51.0% in 1994. In contrast, in 2003, 53.2% of victims were men, up from 52.1% in 2002 and 49.0% in 1994.
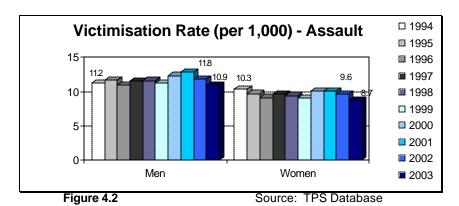
When changes in population were controlled by examining the rate of victimisation, it was found that overall victimisation by these violent crimes decreased 8.0% from 1994 to 2003, from 13.8 victims per 1,000 population to 12.7 per 1,000 in 2003. Between 2002 and 2003, the rate of victimisation decreased 3.8%.

In each of the ten years between 1994 and 2003, the rate of victimisation for women was lower than the rate for men (Figure 4.1). The rate of victimisation for women decreased at both time points: between 1994 and 2003, the rate decreased 18.7%, from 13.9 per 1,000 women to 11.3, and decreased 8.9% between 2002 (12.4) and 2003. The rate of victimisation for men was the same in 1994 as in 2003 (14.3 per 1,000 men), but decreased 3.4% from 2002 (14.8) to 2003.

Figure 4.1   Source: TPS Database
* Victims of assault, sexual assault (including sexual offences), robbery, and homicide

As shown in Figures 4.2 to 4.4, men were more likely in each year to be victims of assault and robbery than women. Women were more likely than men to be victims of sexual assault. Rates of victimisation for both men and women were lower in 2003 than in 1994 for assault and sexual assault. While the rate of victimisation for women for robbery was also lower in 2003 than in 1994, for men, this rate was higher in 2003 than it was ten years earlier. For both men and women in all years, victims of assault accounted for the greatest proportion of victims of the selected crimes of violence, followed by victims of robbery, sexual assault, and homicide.

Figure 4.2   Source: TPS Database

Victimisation Rate (per 1,000) - Sexual Assault

Legend: 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003

Men: 0.4 ... 0.3 ... 0.2
Women: 2.3 ... 1.8 ... 1.6

Figure 4.3   Source: TPS Database
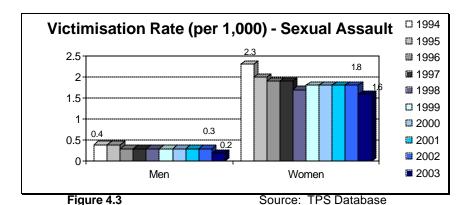
Victimisation Rate (per 1,000) - Robbery

Legend: 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003

Men: 2.7 ... 2.7 ... 3.1
Women: 1.3 ... 1 ... 1.1

Figure 4.4   Source: TPS Database

Although not shown due to the small numbers involved, men were 2 to 4 times more likely than women each year to be victims of homicide. Over the ten year period of 1994 to 2003, the homicide rate for men varied between 0.04 and 0.03 per 1,000 men, while the homicide rate for women was 0.01 per 1,000 women in every year except 1995, when it increased to 0.02.

Stalking:

In August 1993, the Criminal Code was amended, enacting Canada's first criminal harassment legislation. Criminal harassment, or stalking, is generally defined as "repeatedly following or communicating with another person, repeatedly watching someone's house or workplace, or directly threatening another person or any member of their family, causing a person to fear for their safety or the safety of someone known to them."[111]

In 2002, in Canada, 76% of criminal harassment victims were female, and 85% knew their stalkers (partners, acquaintances, or other family members); for only 15% of victims was the stalker a stranger to them.[112] Women were most frequently stalked by a partner (including ex-spouses or other partners), while men were most frequently stalked by an acquaintance.

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[111] Kong, R. *Stalking: Criminal Harassment in Canada*. **Canadian Social Trends**, No. 46, Autumn 1997, p.29.
[112] Brzozowski, J.A. *Spousal Violence*. In **Family Violence in Canada: A Statistical Profile, 2004**. Canadian Centre for Justice Statistics, Statistics Canada, July 2004.

Total stalking incidents reported to the Toronto Police Service increased 35.1% from 1994 to 2003, from 1,143 to 1,544 incidents; the 2003 number was a 4.5% decrease from the 1,616 incidents in 2002 (Figure 4.5). Also shown in Figure 4.5, criminal harassment remains a crime that mainly affects women: most victims in each of the past five years were female, although this proportion decreased from 83% in 1994 to 80% in 2003. Similarly, while both incidents where men were victims of stalkers and incidents where women were victims of stalkers showed an increase over the ten year period, the number of male victims showed larger increase than the number of female victims. The number of men who were victims of stalkers increased 58.9% from 1994 to 2003, while the number of women who were victims of stalkers increased 28.5%.
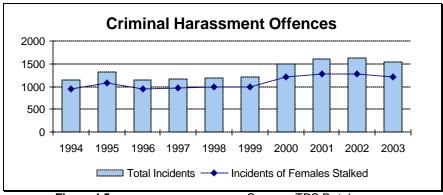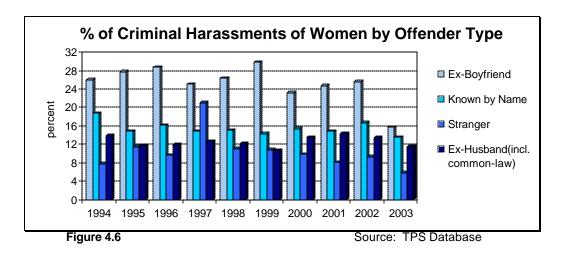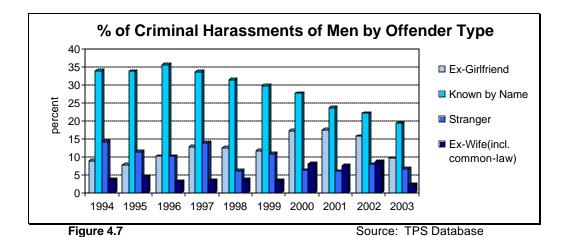
Figure 4.5   Source: TPS Database

In each year between 1994 and 2002, the most frequent type of stalker was an ex-boyfriend; in 2003, however, the most frequent type of stalker was someone known to the victim by name. In each of the ten years examined, women were most commonly stalked by ex-boyfriends, followed (except in 1997) by someone known by name. In all years, men were most commonly stalked by someone known by name; from 1994 to 1997, the second most common type of stalker for men was a stranger, but from 1995 to 2003 this changed to ex-girlfriend. The proportion of criminal harassments by the most common offender types are shown in Figures 4.6 and 4.7.

Figure 4.6   Source: TPS Database

% of Criminal Harassments of Men by Offender Type

Legend:
- Ex-Girlfriend
- Known by Name
- Stranger
- Ex-Wife(incl. common-law)

Figure 4.7   Source: TPS Database

With the increased use of the Internet and computers in homes, people are becoming more vulnerable to new forms of crime – cyber crimes (discussed in greater detail in the chapter on Technology & Policing). One of these new crimes is cyber-stalking, an escalated form of on-line harassment, and victims can be vulnerable though e-mail, chatrooms, and message boards. For example, victims can be sent abusive, aggressive, threatening, or obscene e-mails; abusive messages can be posted in chatrooms and read by all chatroom participants when the victim is on-line; e-mails can be sent to the victim's friends or work, either negative towards the victim or abusive toward the recipient with the cyber-stalker pretending to be the victim; or, messages could be posted on the Internet encouraging other people to harm the victim.[113]

While stalking on-line may remain on-line, there is also the potential for the stalking to extend to real life. Little is currently known about the extent of cyber-stalking and it is difficult to track or investigate. The Internet allows personal interaction without physical contact and with the perception of anonymity, "thus, for the person who wishes to intimidate, threaten, and harass others, it is an ideal tool."[114] These cases can be challenging to law enforcement since the stalker can be someone unknown to the victim and/or may live some distance away. It should also be recognised that the potential physical distance of the stalker – living in another city, province, or even country – can affect police assessment of the credible threat to the victim. It is important that officers dealing with incidents of cyber-stalking be aware of the resources available to help trace and deal with the offender.

D. VICTIMISATION – BY AGE

In cases where the age of the victim was known, generally, the greatest number of victims of the selected crimes of violence were people aged 25-34 years. However, when the difference in the size of the population at each age was taken into account, those 12-17 years of age were found most likely to be victimised in each year (Figure 4.8).

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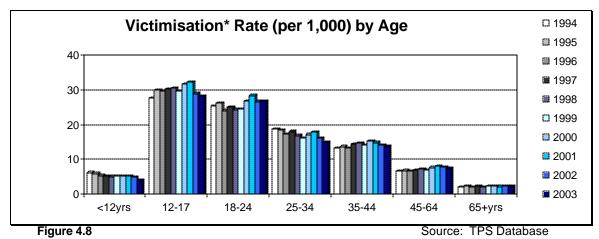
[113] *Cyber-stalking: the latest virtual reality*. **International Police Review**, March/April 2000.
[114] Hitchcock, J.A. *Cyberstalking and Law Enforcement*. **The Police Chief**, 70(12), December 2003, p.18.
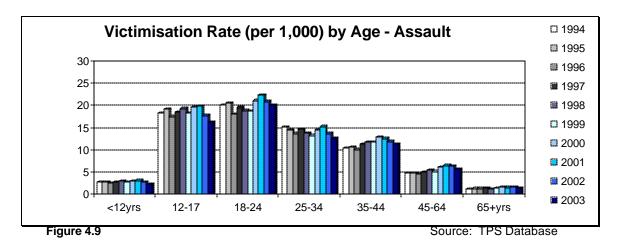
As seen in Figure 4.8, the victimisation rates per 1,000 population in each age group generally decreased with increasing age. Those under 12 years of age and those 65 years of age and older consistently had the lowest victimisation rates. For all age groups except those under 12 years and those 25-34 years, victimisation rates were higher in 2003 than in 1994, with 18-24 year olds showing the largest increase. The violent victimisation rates for all age groups, except 18-24 years which showed no change, decreased between 2002 and 2003.

Figure 4.8   Source: TPS Database

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

As shown in Figure 4.9, 18-24 year olds typically had the highest victimisation rates for assault, followed by 12-17 year olds; the exception occurred in 1998, when 12-17 year olds had a higher assault rate than 18-24 year olds. Those age groups under 35 years generally had lower assault rates in 2003 than in 1994 (the rate for 18-24 year olds remained the same), while those age groups over 35 years had higher rates in 2003 than in 1994. All age groups had lower victimisation rates for assault in 2003 than in 2002.

Figure 4.9   Source: TPS Database

As shown in Figure 4.10, 12-17 year olds were by far the most likely to be victims of sexual assault. The 18-24 years of age and 65 years of age and older were the only groups not to show a decrease in the rate of sexual assault from 1994 to 2003; the rates for both these age

groups was the same in 2003 as in 1994 and in 2002. The under 12 years age group showed the largest decrease over the ten year period. The 12-17 year group was the only age group to show an increase between 2002 and 2003.

Victimisation Rate (per 1,000) by Age - Sexual Assault

Legend: 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003

X-axis: <12yrs, 12-17, 18-24, 25-34, 35-44, 45-64, 65+yrs
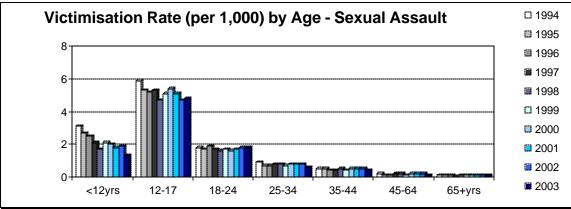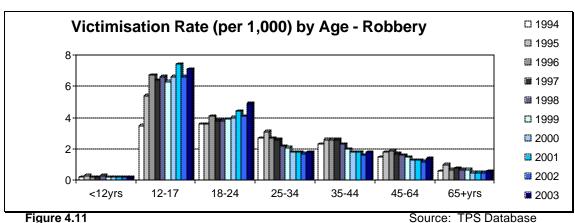
Figure 4.10   Source: TPS Database

Except in 1994, when the rate was the same as that for 18-24 year olds, those in the 12-17 year age group were the most likely to be victimised by robbery (Figure 4.11). While those under 12 years of age were consistently the least likely victims of robbery, the robbery rate generally decreased with increasing age. Young people (12-17 and 18-24 years of age) were the only ones to show an increase in robbery victimisation from 1994 to 2003, with 12-17 year olds showing the greatest increase. All age groups except children under 12 years showed an increase in the rate of robbery victimisation from 2002 to 2003.

Victimisation Rate (per 1,000) by Age - Robbery

Legend: 1994, 1995, 1996, 1997, 1998, 1999, 2000, 2001, 2002, 2003

X-axis: <12yrs, 12-17, 18-24, 25-34, 35-44, 45-64, 65+yrs

Figure 4.11   Source: TPS Database
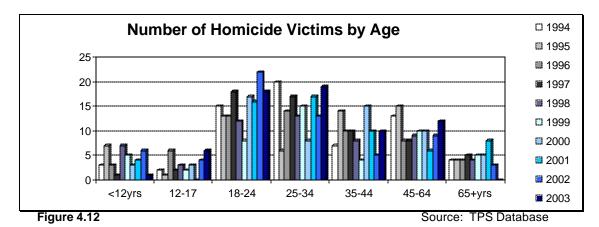
Twenty to thirty percent of the robbery victimisations between 1994 and 2003 involved swarming, that is, involved three or more persons. The number of robbery victimisations involving swarming increased 21.6% from 1994 to 2003, and 19.4% from 2002 to 2003. The 1,580 robbery victimisations involving swarming in 2003 was the highest seen in the past ten years.

Robbery victims aged 12-17 years were those most likely to experience swarming. While the proportion decreased from 1994 to 2003, still over 4 in 10 robberies in 2003 in this age group

involved swarming (49.5% of robberies of 12-17 year olds in 1994 involved swarming, compared to 41.4% in 2002 and 44.4% in 2003).

Since the homicide rate per 1,000 population was so low for each age group (no age group in any year reached a rate of 0.1 homicides per 1,000 population), Figure 4.12 shows the actual number of victims in each age group in each of the past ten years. As can be seen, the greatest number of homicide victims each year were generally in the 18-24 and 25-34 year age groups. Those 17 years and under and 65 years and older generally showed the lowest number of homicides each year.

Figure 4.12   Source: TPS Database

Children and Youth - Violent Crime:

A number of recent studies have focused on the effects of violence and victimisation on youth. According to the US National Survey of Adolescents in 1995, which interviewed over 4,000 12-17 year olds, 8% had been sexually assaulted, 17% had been physically assaulted, and 39% had witnessed violence against someone else.[115] Of those who said they'd been sexually assaulted, three-quarters said they'd been assaulted by someone they knew well (most often, a friend); only 13% said they reported the victimisation to police. Of those who said they'd been physically assaulted, almost two-thirds said they'd been assaulted by someone they knew well (again, most often a friend); only 17% reported the assault to the police.

Having a history of sexual assault or physical assault was associated with an increase in prevalence of post-traumatic stress disorder (PTSD), substance abuse/dependence, and engaging in delinquent acts. While the rates were somewhat lower, witnessing violence was also associated with these three outcomes.

Given these consequences of victimisation, the authors stress the need to increase reporting – while not all victimisation can be prevented, with earlier and more effective intervention, the long-term effects of victimisation may be somewhat mitigated.

Similar results were also found in a long-term study that examined results from the nine interview cycles of the US National Youth Survey from 1976 to 1992.[116] It was found that being

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[115] Kilpatrick, D.G., Saunders, B.E. and Smith, D.W. **Youth Victimization: Prevalence and Implications**. National Institute of Justice Research in Brief, US Department of Justice, Office of Justice Programs, April 2003.

[116] Menard, S. **Short- and Long-Term Consequences of Adolescent Victimization**. Youth Violence Research Bulletin, Office of Juvenile Justice and Delinquency Prevention, US Department of Justice, February 2002.

either a perpetrator or victim of violent crime in adolescence increased the odds by a factor of about 3.5 of being a perpetrator of violent crime as an adult. Being both a perpetrator and a victim of violent crime during adolescence increased the odds by a factor of 13 of being a perpetrator of violent crime as an adult.

Overall, all other things being equal, the study found that, compared to non-victims, adolescent victims of violence could be expected as adults to be 50% more likely to be victims of violent crimes and domestic violence, perpetrators of domestic violence, and problem drug users; twice as likely to experience PTSD; more than two-and-a-half times as likely to be serious property offenders; and three times as likely to be serious violent offenders.

As in the study noted previously, the author stressed the need for interventions to reduce violent victimisation during adolescence.

In Toronto, as was seen in Figure 4.8, in cases where the age of the victim was known and when population was taken into account, those in 12-17 years of age group were most likely to be victimised in each of the past ten years. This finding should be noted with concern given the apparent connection between the victimisation of young people and substance abuse and delinquent behaviour.

In Toronto in 2003, 12-17 year olds constituted 13.3% of all physical assault victims, 37.6% of all sexual assault victims, 25.4% of all robbery victims, and 9.1% of all homicide victims. These proportions – robbery in particular – were all increases from 1994 when 12-17 year olds constituted 12.9% of all physical assault victims, 30.0% of all sexual assault victims, 12.0% of all robbery victims, and 3.1% of all homicide victims.

In each of the ten years under review, of all of the selected violent victimisations against 12-17 year olds, most were physical assaults, although this proportion decreased from 66.1% in 1994 to 57.7% in 2003. After physical assaults, 12-17 year olds were most likely victimised by robbery in all years except 1994; they were rarely victims of homicide. As was noted previously, robbery victims aged 12-17 years were those most likely to experience swarming.

Those under 12 years old were less likely than older children to be victimised. In 2003, those under 12 constituted 3.6% of all physical assault victims, 20.2% of all sexual assault victims, 1.3% of all robbery victims, and 1.5% of all homicide victims. Unlike for older children, these proportions were all decreases from 1994 when those under 12 constituted 4.1% of all physical assault victims, 34.5% of all sexual assault victims, 1.7% of all robbery victims, and 4.7% of all homicide victims. It should also be noted, however, that these figures may be influenced by under-reporting, given the vulnerability of young children and the possibility that those committing the offences may be family members.

For all but one of the ten years under review, of all violent victimisations against children under 12 years of age, most were physical assaults; this proportion increased from 44.7% in 1994 to 60.0% in 2003. The exception was 1994, when children under 12 were more likely sexually assaulted than physically assaulted. Until 1998, the proportions of victimised children under 12 who were physically assaulted and who were sexually assaulted did not differ greatly; from 1998 on, the proportion of those physically assaulted generally increased, while the proportion of those sexually assaulted generally decreased. In all years, of those victimised in this young age group, few were victims of robbery and even fewer were victims of homicide.

Elderly – Violent Crime:

As was seen in Figure 4.8, in cases where the age of the victim was known and when population was taken into account, those 65 years of age and older were the least likely age group to be victimised in each of the past ten years.

In Toronto in 2003, those 65 years and older constituted 2.2% of all physical assault victims, 0.8% of all sexual assault victims, and 3.8% of all robbery victims. No one 65 years or older was the victim of a homicide in 2003. In 1994, persons 65 years and older constituted 1.7% of all physical assault victims, 0.6% of all sexual assault victims, 4.1% of all robbery victims, and 6.3% of all homicide victims.

In each of the ten years under review, of all violent victimisations against those 65 years of age and older, most were physical assaults; this proportion increased from 64.8% in 1994 to 69.5% in 2003. After physical assaults, older adults were most likely victimised by robbery in all years; they were rarely victims of homicide.

E. VICTIMISATION WITHIN THE FAMILY

Children and Youth - Abuse:

The abuse and neglect of children is a serious concern. As with many other types of crimes, especially those that occur within the family, efforts to understand the nature and the scope of the problem must take into account that the available data reflect only a portion of the total incidents.

A longitudinal study in the US that examined arrest records, found that childhood abuse and neglect increased the likelihood of arrest as a juvenile by 59%, as an adult by 28%, and for a violent crime by 30%.[117] Abused and neglected cases were younger at first arrest, committed twice as many offences, and were arrested more frequently. Women who were abused or neglected in childhood were significantly more likely than a control group who had not been abused or neglected to be arrested for a violent crime, while men who had been abused or neglected in childhood had significantly more arrests for violence than controls – women showed an increased risk of participation in violent crime while men showed an increased frequency of participation in violent crime. The authors stressed that since violence was found to be associated not only with childhood abuse but also with neglect, improved procedures for identifying and for early intervention in both child abuse and neglect cases were critical in preventing more serious problems later in life.

Exposure to violence is now also recognised as a form of child maltreatment that can have emotional and behavioural implications. The consequences for children who witness violence were examined in the 1998-99 National Longitudinal Survey of Children and Youth. This study compared children who were reported to have witnessed violence to those who had never witnessed violence (seeing either adults or teenagers in the home physically fighting,

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[117] Widom, C.S. and Maxfield, M.G. **An Update on the "Cycle of Violence"**. National Institute of Justice Research in Brief, US Department of Justice, Office of Justice Programs, February 2001.

hitting, or otherwise trying to hurt others). An estimated 8% of children in Canada aged 4 to 7 years were reported by a parent to have witnessed violence in the home.[118]

It was found that children who had witnessed violence in the home had more difficulties than children who had never witnessed violence. With potentially confounding factors taken into account, results of multivariate analyses found that witnessing violence was associated with overtly aggressive behaviours in the short and long terms for both boys and girls.[119] However, witnessing violence was only significantly associated with indirect aggression for boys and with anxiety for girls.

In Toronto, the number of child abuse offences reported to the police decreased 5.3% from 1994 to 2003, and 15.7% from 2002 to 2003 (Figure 4.13). Again, it should be noted that these figures are undoubtedly influenced by under-reporting.

Reported Child Abuse Offences
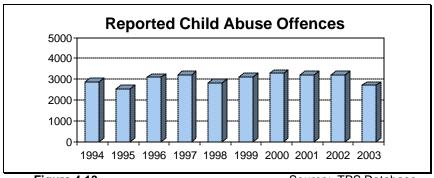
Figure 4.13   Source: TPS Database

Assault and sexual assault together generally formed at least half of the reported child abuse offences each year, although the individual proportions of these offences changed over the ten year period. The proportion of reported child abuse cases involving assault increased from 27.1% in 1994 to 32.6% in 2003, while the proportion involving sexual assault decreased from 26.6% in 1994 to 17.6% in 2003.[120]

Children 10 years of age and under generally formed just over half of the victims of child abuse in the ten years being reviewed, although this proportion generally decreased. In 1994, 55.9% of the victims of child abuse offences were 10 years or younger, compared to 46.6% in 2003. Girls made up the largest proportion of both the 0-10 and 11-15 year age groups, though their proportion was greater in the older age group. Over the ten year period, just over half to two-thirds of child abuse victims aged 10 or younger were girls (52.6% to 65.9%), while two-thirds to three-quarters of child abuse victims aged 11 to 15 years were girls (67.5% and 73.3%).

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[118] Brzozowski, J.A. *Family Violence Against Children and Youth*. In **Family Violence in Canada: A Statistical Profile, 2004**. Canadian Centre for Justice Statistics, Statistics Canada, July 2004.

[119] Moss, K. *Kids Witnessing Family Violence*. **Canadian Social Trends**, No. 73, Summer 2004.

[120] 'Assault' includes the offences of assault, aggravated assault, and assault with weapon or bodily harm; 'sexual assault' includes the offences of sexual assault, aggravated sexual assault, and sexual assault with weapon.

Domestic Violence:

In the 1999 GSS, 8% of women and 7% of men reported that they had been the victim of some type of violence by their common-law or marital partner in the five years preceding the survey.[121] According to police data reported to Statistics Canada for 2002, women were much more likely than men to be victims of spousal violence (85% compared to 15%).[122] For both women and men, the most frequently reported spousal violence offence was assault and the offender was most often a current spouse. For women, the police-reported rates of spousal violence were highest for 25-34 year olds, while for men rates were highest for 35-44 year olds. Female victims of spousal violence saw charges laid by police more often than did male victims (82% compared to 70%). Slight decreases in spousal assault rates were seen for both women and men in 2001 and 2002, after increases from 1998 to 2000. With regard to violence in a dating relationship, police-reported data also showed that girls under 16 years of age had the highest rate of sexual violence by a dating partner, while women 18-20 years of age had the highest rates of physical assaults by dates.[123]

The Toronto Police Service receives a large number of calls each year for incidents that are initially reported to be domestics or domestic assaults. According to the Service's I/CAD database, the number of calls for domestics attended by officers in 2003 decreased 9.3% over five years ago in 1999, and decreased 13.6% over 2002 (15,760 calls in 2003, 18,233 calls in 2002, and 17,382 calls in 1999).

However, even though the number of domestics attended decreased over the five year period, the average time spent by officers at these types of calls increased 45.3%, from 149.8 minutes (2.5 hours) in 1999 to 217.6 minutes (3.6 hours) in 2003. The average time spent on these calls changed little between 2002 and 2003, increasing only 1.4%, from 214.6 minutes (3.6 hours) in 2002.

Similarly, while the number of calls for domestic assaults attended by officers decreased 24.6% between 1999 and 2003, from 7,383 to 5,566, the average amount of time spent by officers at these calls increased 45.8%, from 228.4 minutes (3.8 hours) in 1999 to 333.0 minutes (5.6 hours) in 2003. The number of domestic assaults attended also decreased 20.5% between 2002 and 2003, while the average time spent at these calls changed relatively little, increasing only 3.9%, from 320.5 minutes (5.3 hours) in 2002.

Increases in the amount of officer time spent on calls are the result of a number of factors, including fewer experienced officers. The Service's domestic violence procedure, which outlines the responsibility of officers in the investigation of domestics, tripled in length from four pages in 1998 to twelve pages in 2001 – in pursuit of ensuring thorough investigations and reflecting the additional responsibilities created by the Provincial Adequacy Standards Regulation. Thorough investigation takes a great deal of time, especially when officers must interview witnesses, deal with evidence such as weapons, injuries, and so on. The use of video statements is also becoming more prevalent in these investigations, which requires the victim to attend a police facility; this, too, increases the time an officer spends investigating a domestic.

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[121] Kong, R., Johnson, H., Beattie, S. and Cardillo, A. *Sexual Offences in Canada*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 23(6), July 2003.
[122] Brzozowski, J.A. *Spousal Violence*. In **Family Violence in Canada: A Statistical Profile, 2004**. Canadian Centre for Justice Statistics, Statistics Canada, July 2004.
[123] Kong, et al., 2003.

In addition, officers are required to complete a number of forms, all mandatory, in the course of such investigations, including: Record of Arrest and Supplementary, General Occurrence and Supplementary, Domestic Violence Supplementary, Special Address System Report, Domestic Violence Card, memo book, relevant Property Reports and receipts, Injury/Use of Force Reports, and other documents required for case preparation. Other activities that may require an officer's time include: transporting the victim, accused, and/or witness, waiting for an interpreter, caring for children while waiting for relatives or Children's Aid to attend, and guarding prisoners at hospital while receiving treatment.

Not all of the calls for domestics or domestic assaults attended by police actually involve domestics or domestic assaults, and of those that do, not all involve Criminal Code offences. In 2003, 9,066 domestic violence occurrences involving criminal offences were recorded. Charges were laid in 78.0% of these cases (and in 99.2% of the cases where charges were laid, charges were laid by the police). The charge most frequently laid was assault (57.1% of the occurrences where charges were laid), and men represented most (87.0%) of those charged.

With the revision of the Service's domestic violence procedure in 2003, new, expanded relationship criteria were defined in determining whether an event is to be considered 'domestic' in nature. Domestic violence now involves persons in an 'intimate relationship', both current and former relationships, and involving both opposite sex and same sex partners; intimate relationships include those legally married, those who were previously married, those who are not married but are living in a family-type relationship, those who are not married but were formerly in a family-type relationship, those who have a child in common regardless of whether they were married or lived together, and those who are or who have been in a dating relationship.

With the change in definition, comparable data for previous years is not available for analysis. It should also be noted that 2003 data include domestic violence occurrences from both the previous and the new relationship definition. Data for 2004 will, therefore, represent the baseline year for future trend analysis.

It is expected that the expanded definition, along with a number of initiatives implemented by the Service over recent years, will result in an increasing number of domestics being recorded. Examples of initiatives implemented by the Service include:

- increased quality control and accountability through review of occurrences,
- increased training (including training on understanding the dynamics involved and the cycle of violence, as well as on the importance of early intervention),
- an increase in trained Domestic Violence Investigators in the field,
- an improved information pamphlet for victims to assist with legal information, safety plans, and connections to agencies who speak their language, and
- improved outreach to communities that may have been reluctant to report such violence to the police.

The early intervention/court diversion program Partner Abuse Response is also believed to have increased the number of charges laid, since charges are now laid as an early intervention that may not have been laid prior to the program's availability.

Elderly – Abuse:

With the ageing of the population and the move from institutional to community care for seniors, along with shrinking health and social services, family members are more often being called upon to care for older relatives.[124] The increased psychological, emotional, and economic demands on family members who are caregivers, especially the stress associated with caring for elders with deteriorating physical and/or mental abilities, may place seniors at increased risk of abuse. The frequent physical, emotional, and financial dependence of the elderly on others also may expose them to increased risk of abuse.[125]

According to police data reported to Statistics Canada for 2002, older adults were far less likely to be victimised by family than by non-family (30% compared to 70%). The most common family-related offences against seniors were assault and uttering threats. Women were more likely than men to be victims of assault, while men were more likely than women to be threatened. Among family-related assaults, men were most likely to be victimised by an adult child, while women were about equally likely to be victimised by a spouse or an adult child.

The 1999 GSS asked older Canadians living in private households (i.e. not in institutions) about emotional abuse, financial abuse, physical assaults, and sexual assaults by children, caregivers, and spouses.[126] The GSS found that only 1% of this senior population said they had been physically or sexually assaulted by a spouse, adult child, or caregiver during the previous five years. Emotional or financial abuse was somewhat more common, with 7% of seniors reporting this type of abuse, mainly by spouses. Emotional abuse was reported more frequently than financial abuse, with the most common emotional abuse being put down or called names. Older adults reporting emotional or financial abuse came from all income brackets, education levels, and age groups, however, men were more likely to report being victims than were women (9% compared to 6%, respectively).

Toronto Police Service data show that 2,699 people 65 years or older were victims of assault or sexual assault in the past five years, 1999 to 2003.[127] While current information systems do not reliably capture data on occurrences of elder abuse, between 250 and 400 occurrences were entered each year from 1994 to 2003 in the TPS database coded specifically as elder abuse. The most common offence in each year was assault (including assault with weapon or bodily harm), increasing from 37.1% of elder abuse cases in 1994 to 54.6% in 2003. Following assault, the offences of fraud and uttering threats/threatening bodily harm or death also occurred relatively frequently each year.

As with other types of abuse within the family, it is believed that elder abuse is under-reported. Many older adults have to contend with various health problems that can limit their physical or mental functioning. Such limitations can leave many of these older people vulnerable to various types of abuse, which they may not report to police due to a number of factors, including embarrassment, fear, guilt, love of and/or dependency on the perpetrator,

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[124] Dauvergne, M. *Family Violence Against Seniors*. **Canadian Social Trends**, No. 68, Spring 2003.

[125] Brzozowski, J.A. *Family Violence Against Older Adults*. In **Family Violence in Canada: A Statistical Profile, 2004**. Canadian Centre for Justice Statistics, Statistics Canada, July 2004.

[126] Pottie Bunge, V. *Abuse of Older Adults by Family Members*. In **Family Violence in Canada: A Statistical Profile 2000**, Canadian Centre for Justice Statistics, Statistics Canada, July 2000.

[127] This number may, in fact, be smaller, since some people may have been victimised and reported it more than once.

family pressures, cultural background, distrust of police and the court system, denial of the abuse, or lack of awareness that an offence has taken place.[128]

F. HATE/BIAS CRIME

Crime motivated by hate or bias can have an impact far greater than the physical and/or emotional trauma to the victim; it can heighten fears and feelings of isolation for other members of the targeted group, and can result in stress and social tension for all members of the community.

In 1999, the Canadian General Social Survey asked for the first time about hate crimes.[129] Four percent of the criminal incidents they said occurred during the past 12 months were considered by victims to have been motivated by hate. Almost half (49%) of these incidents were assaults, and 46% of the perpetrators were unknown to the victims (when they were known, they were typically acquaintances or known only by sight). While there was little difference by gender, younger people reported being victims of hate more frequently than older, and visible minorities reported being victims of hate three times more often than non-visible minorities.

A pilot study relating to the collection of hate crime data by Statistics Canada involved collaboration with 12 police services in 2001 and 2002.[130] Of the 928 incidents that were classified as criminal hate incidents during the pilot period, the most common offences were mischief, assault, uttering threats, and hate propaganda. Over half (57%) of the incidents were motivated by race/ethnicity, while 43% were motivated by religion; just over half of the hate crimes based on race were crimes against the person, while hate crimes based on religion were equally likely to be property crimes as violent crimes.

In Toronto, according to the Hate Crime unit of TPS Detective Services, there were a total of 149 hate crimes reported in 2003, representing a 40.2% decrease from the 249 such crimes reported in 1994 and a 32.0% decrease over the 219 occurrences in 2002 (Figure 4.14).[131] The 149 occurrences in 2003 was the lowest number reported since the unit was established in 1993. The relatively large increase in occurrences in 2001 was attributed mainly to the September 11th, 2001, terrorist attacks in the United States; the relatively large decrease seen in 2003 is not as clearly attributable, with the decrease being generally distributed across victim groups and offence categories.

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[128] From presentation by Toronto Police Service's Elder Abuse Co-ordinator, Community Policing Support Unit.

[129] Silver, W., Mihorean, K. and Taylor-Butts, A. *Hate Crime in Canada*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 24(4), May 2004.

[130] Ibid.

[131] Toronto Police Service. **2003 Annual Hate/Bias Crime Statistical Report**. Hate Crime Unit, Detective Services – Intelligence Support.

Hate Crime Occurrences
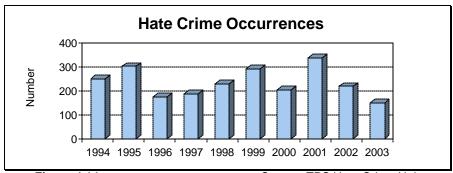
Figure 4.14   Source: TPS Hate Crime Unit

Over most of the years examined, assaults, mischief, threats, and wilful promotion of hatred were the most common types of hate-motivated offences. However, as can be seen from Figure 4.15, the proportion of the total hate offences represented by each of these specific offences has changed somewhat in recent years: in particular, the proportion of assaults has decreased since 1996, while the proportions of the other three offences, especially the wilful promotion of hatred, have increased. In 2003, as in previous years, most hate offences were committed by suspects unknown to the victim.

Most Frequently Reported Hate-Motivated Offences
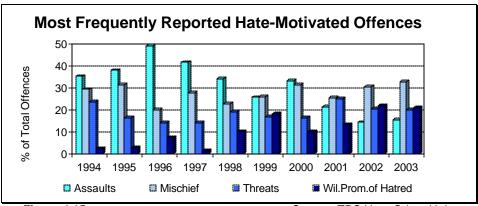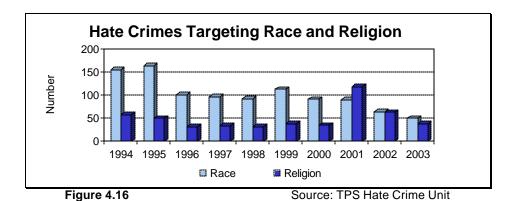
Figure 4.15   Source: TPS Hate Crime Unit

The Hate Crime Unit reported that threats and assaults were usually unprovoked and tended to occur in the victim's environment (e.g. neighbourhood, school, place of employment, etc.). Threat offences in 2003 focused mainly on race and religion, while assault occurrences mainly targeted race, nationality, and sexual orientation. Mischief offences consisted mainly of graffiti, and tended to target religion, race, and nationality. Wilful promotion of hatred offences, or hate propaganda, most frequently focused on race.

In each of the past ten years, hate offences have typically focused most frequently on race and religion: of the 2,343 hate offences recorded since 1994, these two categories together were the targets of almost two-thirds (64.7%). Figure 4.16 shows the number of offences targeting race and religion in each of the past ten years.

Hate Crimes Targeting Race and Religion

Figure 4.16   Source: TPS Hate Crime Unit
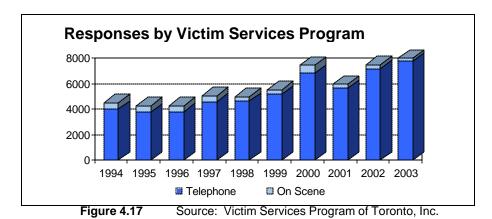
G. VICTIM SERVICES

Victim Services was established in 1990 to assist Toronto Police Service officers with victims of crime. In 1996, the Victim Services Program became fully incorporated and obtained charitable status. The program continues to be affiliated with the Service's Community Policing Support Unit and is the only mobile victim assistance unit that operates 24 hours a day, every day of the year within the City. Direction is provided for the program by a community-based Board of Directors. Victim Services' full-time paid staff are supported by student placements and volunteers. New volunteers continue to be trained each year. The student placements and volunteers are essential support to the professional staff in delivering service to victims.

When referred by a police officer, crime victims are provided, either by telephone or attendance at the scene, with immediate crisis counselling, support, mediation, referrals to community agencies, and, if requested, court support. The program assists in a wide variety of occurrences, such as assault (including domestic), elder abuse, traffic injury and fatality, sudden death, homicide, suicide, robbery, theft, break & enter, and so on.

As shown in Figure 4.17, requests to the Victim Services Program for support, information, and intervention increased by 84.4% from 1994 to 2003, and 10.6% from 2002 to 2003. The proportion of requests handled by going out to the scene have decreased from 11.7% in 1994 to 6.4% in 2003.

Responses by Victim Services Program

Figure 4.17   Source: Victim Services Program of Toronto, Inc.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- The Service must ensure that the data available through Service databases is sufficient for and receives in-depth analysis and review to identify the demographic characteristics, risk factors, etc. associated with victimisation of various types (e.g. child abuse, elder abuse, spousal abuse, etc.). This type of information will allow the Service to appropriately target prevention, enforcement, and education projects or programs.

- Training must ensure that officers are aware of the importance of noting type of violence (e.g. child abuse, elder abuse, etc.) on occurrence reports, as well as the criteria for making such notation. As is currently being done for domestic violence, Service analysts working in areas dealing with victimisation of other vulnerable groups should review occurrences to ensure reports are being completed and coded properly.

- Given the probable under-reporting of violence, the Service must do all it can to encourage reporting of incidents. Barriers to reporting, such as failure to identify the abuse as a crime, language barriers, and so on, must be identified, and once identified, the Service must work with the community and other agencies to put systems and strategies in place to address the problems.

- In particular, given the apparent connection between the victimisation of young people and substance abuse and delinquent behaviour, efforts that promote prevention of child and adolescent victimisation also promote prevention of substance abuse and delinquency. The Service must continue and enhance collaborative efforts/initiatives with other criminal and juvenile justice agencies, community and social service agencies, media, and educators to develop proactive and creative programs to encourage victimised youth to report crimes and to provide effective support.

- Given the association not only of childhood abuse but also childhood neglect with higher rates of delinquency and adult criminality, the Service, alone and in partnership with other community agencies, must maintain and enhance prevention, education, and early intervention efforts to address the abuse and neglect of children.

- Children who witness violence in the home are more likely to experience physical, behavioural, and/or emotional difficulties. Given that these difficulties could lead to contact with police later in life, it should be a priority for the Service to be involved with other community agencies in the development of intervention, education, and referral programs for these children-at-risk.

- Officers should be further encouraged to refer victims to the Victim Services program for counselling, support, or referrals to other community agencies, whenever possible.

V. TRAFFIC

Motor vehicles of all types have been a major factor associated with public safety and police activity. Traffic patterns and trends affect both the demand for and deployment of police resources. Traffic collisions, in addition to being a problem requiring police resources, also have an impact on the public's perception of safety. Concerns over traffic congestion and pedestrian safety in specific neighbourhoods are issues that the Police Service has to address with the community.

HIGHLIGHTS

- The City of Toronto covers an area of 632 square kilometres and has 1,159,000 motor vehicles registered in the City.

- According to the 2001 Census, 1,500,000 million people drive, 504,000 people take public transit, and 102,680 people walk or bike to work everyday in the Greater Toronto Area.

- The City of Toronto Official Plan has a vision to reduce car dependence in the City of Toronto by implementing strategies such as integrated land use and urban design that lead to fewer and shorter trips, providing public transit service that is more competitive with the private automobile, and providing traffic engineering and street design that encourages walking and cycling.

- Traffic volume based on cordon counts for the City of Toronto is about 1.273 million inbound vehicles/day and about 1.268 million outbound vehicles/day.

- There were 66,667 reportable collisions in 2003, a 7.1% decrease from the 71,760 reportable collisions in 2002.

- There were a total of 23,014 property damage collision events attended in 2003, a decrease of 2.1% from 23,514 property damage collisions attended in 2002. In 2003, the average time spent at a property damage collision event was 101.1 minutes, a 4.1% decrease from the 105.4 minutes spent in 2002.

- There were 15,368 personal injury collisions attended in 2003, up 7.0% from the 14,370 personal injury collisions attended in 2002. The average time spent on personal injury collision events attended was 237.5 minutes in 2003, an increase of 3.1% from the 230.3 minutes spent in 2002.

- In 2003, there were 74 people killed in traffic collisions, a decrease of 23.7% over the 97 killed in 2002.

- The number of charges laid under the *Highway Traffic Act* increased by 10.1% from 2002 to 2003.

- Recent research into 'road rage', found that half of Ontario's drivers said they have shouted or cursed at other drivers. Almost one-third admitted to making threatening or rude gestures while driving. The report also found that the problem was worse in Toronto than in the rest of the Province. Drivers who are well educated and well paid were more likely to be both victims and aggressors on the City's streets or highways.

- Drivers 'high' on over-the-counter, prescription, or illegal drugs could be forced to give police saliva, urine, or blood samples on demand under a proposed change to the Criminal Code introduced in April 2004.

- According to Transportation Canada, between 1988 and 1998 fatal crashes involving drivers aged 65 and older increased by 6.3%, while injury crashes increased by 10.7%.

- A recent report released by the Traffic Injury Research Foundation found that 3.4 million Canadians continue to drink and drive.

- There has been some support for reducing the level of blood alcohol concentration at which drivers could be charged to .05 milligrams per millilitre (mg/ml). The Criminal Code currently draws the line at .08 mg/ml. It was estimated that between 185 and 555 deaths per year could be prevented on Canadian roads by reducing the legal limit to the suggested level.

- According to a recent study, there was a 35% reduction in risk of being in a fatal motor vehicle crash after a driver received a driving conviction.

A. TORONTO – TRANSPORTATION INFRASTRUCTURE OVERVIEW

The City of Toronto covers an area of 632 square kilometres and, in 2002, had 1,159,000 motor vehicles registered, in comparison to 943,300 total households.[132] This translated to an average of 1.23 vehicles per household in the City of Toronto. Some general transportation facts are shown in Tables 5.1 and 5.2, below.

Table 5.1
Toronto Roadways

Local Roads	3,500 km
Collectors	700 km
Minor Arterials	400 km
Major Arterials	400 km
Expressways	45 km
Total Road Network	**5,345 km**

Source: City of Toronto, Transportation Services

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[132] **Traffic Data Report – Year End Review 2002,** City of Toronto, Transportation Services, Traffic Management Centre, Traffic Data Centre and Safety Bureau, December 2003.

Table 5.2
Transportation Network Facts

Bus Routes	6,590 km
Streetcar Routes	306 km
Subway Routes	62 km
No. of Signalised Intersections	1,925
No. of Pedestrian Crossovers	598
No. of Flashing Beacons	390
No. of Red Light Camera Locations	38
No. of Traffic Cameras	60
No. of Traffic Signs	approx. 424,000
Centre Line and Lane Lines	4,265,000 km

Source: City of Toronto, Transportation Services

In recent years, the top two intersections in Toronto for vehicular traffic volume in an 8 hour period were Steeles Avenue East at Woodbine Avenue, with 54,049 vehicles, and Sheppard Avenue West at W.R. Allen Road, with 52,975 vehicles.[133] Similarly, the top two intersections in recent years for bicycle volume in an 8 hour period were Yonge Street at Carlton/College Street, with 2,854 bicycles, and Bay Street at Bloor Street West, with 2,446 bicycles.

B. MANAGING TRAFFIC FLOW

According to the results of the 2001 Census, in the Greater Toronto Area (GTA), 1,500,000 people (72%) drive to work everyday, 504,000 people (23%) take public transit to work everyday, and 102,680 people (5%) walk or bike to work everyday.[134]

The City of Toronto Official Plan has a vision to reduce car dependence in Toronto by implementing strategies such as integrated land use and urban design that lead to fewer and shorter trips, providing public transit service that is more competitive with the private automobile, and providing traffic engineering and street design that encourages walking and cycling.[135] Good urban and transportation planning will also save lives.

Planning for safer roads means reducing road safety hazards by identifying the primary road function, managing the speed at which people travel on each road, and encouraging alternative modes of transport such as the bus and train. Promoting the design of safer vehicles can complement good planning measures by further reducing injuries or deaths in motor vehicle accidents. The introduction of better side impact protection, frontal crash protection, padded head seatbelt interlocks, and intelligent air bags should result in fewer deaths and serious injuries.[136]

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[133] **Traffic Data Report – Year End Review 2002,** City of Toronto, Transportation Services, Traffic Management Centre, Traffic Data Centre and Safety Bureau, December 2003.

[134] The Greater Toronto Area consists of Toronto, Durham Region, Halton Region, Peel Region, and York Region.

[135] **Toronto Plan, Reducing Car Dependence, Transportation Options for the City of Toronto, Summary**, City of Toronto, Transportation Planning, City Planning Division, Urban Development Services, March 2001.

[136] **Future Directions for Road Safety In Western Australia 2000-2005,** from the Office of Road Safety, Government of Western Australia website (www.officeofroadsafety.wa.gov.au), 2004.

Traffic calming measures can also be used to slow speeds or reduce the volume of traffic on neighbourhood streets, to increase safety and liveability in the neighbourhood. Traffic calming measures include: traffic circles, speed humps, corner bulges, partial diverters, diagonal diverters, right-in right-out diverters, signs, street closures, street narrowing, and raised intersections. Raised intersections consist of flat raised areas covering entire intersections, with ramps on all approaches and often with brick or other textured materials on the flat section and ramps. These intersections have no affect on access, but they can potentially give a reduction in through-movement speeds, a reduction in mid-block speeds, and make entire intersections more pedestrian friendly. [137]

There are several techniques not currently being promoted by the Official Plan that could also be used to reduce and or manage traffic flow more efficiently, thereby also affecting road safety. One approach would be to add more road capacity in existing right of ways such as hydro corridors or existing roads. This could be done, for example, by adding a double decker highway or by adding an above-grade transit system, such as the Detroit People Mover in Detroit. [138] Above-grade transit would free up road space currently used by streetcars and buses and would eliminate the need for transit to compete for road space with vehicular traffic. However, these types of projects are very costly.

Two other options are Transportation Systems Management (TSM) measures and Transportation Demand Management (TDM) programs that could be used to improve traffic flow. [139] TSM and TDM measures require both some modest investment and policy to help make their initiatives effective. A key component of the success of TSM and TDM measures is enforcement, and, therefore, their implementation would probably increase the demand for policing services in the short term. However, once the strategies are in effect they provide long term benefits and some could be run with reduced or systematic enforcement. Some examples of TSM measures are: [140]

- High Occupancy Vehicle lanes (HOV);
- reversible lanes (during a.m. and p.m. peak periods);
- a series of one way streets;
- strategically timed intersection lights to maximize efficient traffic flow of vehicles;
- extend rush hour 'no parking' restrictions on major arterials;
- incident management programs, such as traffic control for better traveller information;
- trip chaining (plan and sequence travel routes to minimize unnecessary duplication of road trips); and,
- controlling access to expressways with barriers during peak periods to minimize traffic flow interruption.

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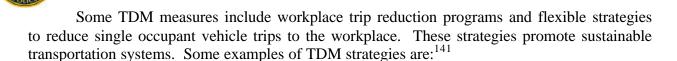
[137] **Traffic Calming Measures,** from the Institute of Transportation Engineers website (www.ite.org), 2004.

[138] Personal Communication with Senior Traffic Engineer, City of Toronto, Transportation Services, Urban Traffic Control Systems, February 2004.

[139] Ibid.

[140] As cited by Manager, Service Planning Department, Toronto Transit Commission, St. Clair Avenue West Transit Improvements Class Environmental Assessment, Public Meeting, October 21, 2003.

Some TDM measures include workplace trip reduction programs and flexible strategies to reduce single occupant vehicle trips to the workplace. These strategies promote sustainable transportation systems. Some examples of TDM strategies are:[141]

- group commuting (public transit, carpool, van pool);
- schedule changes (telework, flex time);
- active commuting, such as walking and cycling; and,
- charging user fees for vehicles entering the city during business hours.

One example of a TSM measure used by the City in an effort to create a more efficient road system is the Road Emergency Services Communications Unit (RESCU) operated by the City of Toronto Works and Emergency Services Department.[142] RESCU is a freeway/corridor traffic management system providing traffic information along the road corridors of the Gardiner Expressway, Lakeshore Boulevard, and the Don Valley Parkway. Currently, RESCU covers 30 kilometres from east of Highway 427, along the Gardiner and Lakeshore to the Don Valley Parkway interchange, and north along the Don Valley Parkway to the Don Mills Road Interchange.

RESCU's objectives are to reduce the number and severity of vehicular accidents by providing early detection of incidents, and to improve the movement of people and goods by providing accurate traveller information. The RESCU project uses two-phase messaging on the overhead changeable message signs (e.g. "Gardener is moving slowly"). Co-ordination of activities with the Ontario Ministry of Transportation's Freeway Management System (COMPASS) is also incorporated into RESCU activities. RESCU also adds live traffic information to the Roadinfo information line, extends vehicle detection to the west end of Gardiner to Highway 427, and has integrated its operations with the City of Toronto's central road and traffic dispatch operations.

The RESCU system has the potential of being linked to in-car Global Positioning Systems (GPS) in order to create more effective and safer trip planning. Members of the public and emergency service personnel would be able to detect road closures for construction, congested roads, and accident locations in advance of arriving at the location. RESCU plans to provide hand-held transmitters to certain employees and to emergency personnel so that any road closures, traffic problems, or other significant events that might interrupt the efficient flow of traffic can be entered into the RESCU system in real time. This will allow drivers to plan alternate routes and result in the more efficient flow of traffic. This is an early stage of what is commonly referred to as smart cars and smart highways.

One example of a TDM program was implemented in London, England, in February 2003.[143] London implemented a user fee system through the use of electronic tolls (such as those used on Highway 407) for motorists entering the City's downtown core during the weekday business hours. The fee is approximately $12 dollars Canadian. This encourages and provides an economic incentive for people to use other modes of travel, such as public transit. The revenues collected from such a user fee program could be reinvested into the transportation

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[141] City of Toronto website (www.city.toronto.on.ca), 2004.

[142] Ibid.

[143] *Motorists to Pay London Tolls,* British Broadcasting Corporation website (www.BBC.Com), February 26, 2004.

system. London uses all money generated from the electronic tolls to improve transit for the City.

As noted earlier, nearly 1.5 million people in the GTA drive to work every day. In comparison, only 0.6 million take transit, walk, or ride bikes to work. It has been suggested that there is great potential for a toll program in the GTA to become the catalyst for increased transit use.

As other TDM programs, governments and public agencies could provide economic incentives, such as tax breaks and/or group discounts on Toronto Transit Commission (TTC) passes to workplaces in order to encourage transit use. Parking prices, vehicle restrictions, and the increased promotion of walking, cycling, and public transit can also be used to alleviate traffic congestion and improve traffic flow.

As part of the Federal government's $40 million Urban Transportation initiative program, a TDM program known as the smart commute initiative will look at expanding the vanpooling initiative run by the Region of Markham's transportation development manager.[144] The Region provided one van for employees to develop a commuting group so they can drive in to work together and eliminate the use of their individual vehicles. This results in fewer cars on the road during the peak periods. The idea is to get the model up and running for all town of Markham employees and then encourage other large local employers to copy the model. The Black Creek Regional Transportation Management Association is running a long term pilot project with one van for staff that live in Barrie and commute to York University. If the pilot project is successful, the vanpool program could be expanded to include major corporations within the GTA.

The provincial Ministry of Transportation is supporting a balanced transit system in Ontario by expanding the GO Transit Service, making investments in both the renewal and expansion of municipal transit and other transit improvements.[145] Some of the municipal transit renewal programs will be designed to help municipalities renew and upgrade their transit fleets, improve their reliability, reduce operating costs, improve accessibility, reduce emissions, and improve passenger comfort. Transit expansion programs will include investment in new rolling stock, tracks (or transit ways), signal systems and related infrastructure to support service intensification or expansion (including projects that introduce rapid bus systems on dedicated lanes as an intermediate step), station infrastructure to support transit-oriented development and inter-modal transfer opportunities (such as park and ride facilities), and advanced transit technology (including advanced fare collection systems).

The Toronto Police Service is also involved in initiatives to improve traffic flow and traffic safety. One example of a program to promote the safe and efficient movement of public transit vehicles is Operation Transit Watch (OTW). OTW first took place in February, and consisted of enforcing a new law that took effect at the beginning of 2004 making it mandatory for drivers to yield to buses. The Service issued 129 $90 fines and 295 cautions. Another 85 tickets were issued to people driving or stopping in bus lanes, 103 tickets were given for blocking intersections, and 3,597 parking tickets were given for stopping, parking and standing, during the week-long campaign.

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[144] *Vanpooling Helps Cut Down Gridlock*, Toronto Star, December 15, 2003.
[145] Ontario Ministry of Transportation website (www.mto.gov.on.ca), 2004.

Experts in the transportation-planning field believe that Toronto's existing road system could carry approximately 20% to 30% more volume of traffic by implementing some of the TSM and TDM measures mentioned above.[146] While these strategies would affect policing by requiring enforcement to make them effective, they would make the transportation system more efficient and could have a positive effect on policing service demands in the long term.

C. CITY OF TORONTO CORDON COUNT

The City's Cordon Count program counts the number of vehicles by type and number of persons that cross-selected counting stations.[147] The Cordon Count program works on a regular basis (three-year cycle) to assess the potential impacts of transportation changes, monitor travel trends, and to provide baseline transportation information for future projections. The Cordon Count program covering the City of Toronto originated in 1975, and has developed a strategic partnership with the Province of Ontario, GO Transit, and the TTC.

There are two main areas (cordons) monitored by the program. The first area is the City of Toronto Boundary Cordon that includes three screenlines: the Etobicoke Creek and Highway 427 screenline forms the west boundary with Peel Region, the Steeles Avenue screenline forms the north boundary with York Region, and the Pickering Townline/Rouge River screenline forms the east boundary with Durham Region. Lake Ontario forms the southern boundary of the cordon. The second area is the Central Area Cordon 'Going Downtown' which is defined by the Bathurst Street screenline to the west, the CP Rail North Toronto Subdivision (south of Dupont Street) screenline to the north, and the Bayview Avenue/Don River screenline to the east. Lake Ontario again forms the southern boundary.

The traffic volume based on 2002 Cordon Counts for the City of Toronto was as follows:[148]

From the West (vehicles/day) – 37.8% of total traffic volume
- Inbound: 493,000
- Outbound: 468,000

From the North (vehicles/day) – 52.3% of total traffic volume
- Inbound: 652,000
- Outbound: 677,000

From the East (vehicles/day) 9.9 % of total traffic volume
- Inbound: 128,000
- Outbound: 123,000

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[146] Professor Baher Abdulhai, University Of Toronto, Intelligent Transportation Systems Centre, Environmental Scan External Consultation, March 24th, 2004. See Appendix A for a summary of the consultation presentation.

[147] There are a series of continuous counting stations that are grouped to form a screenline. The screenlines follow natural or man-made boundaries such as a river or a railway corridor. A cordon refers to a geographic area enclosed by a set of screenlines.

[148] All cordon count data from: **Traffic Data Report – Year End Review 2002**, City of Toronto, Transportation Services, Traffic Management Centre, Traffic Data Centre and Safety Bureau, December 2003 and the **2001 City Of Toronto Cordon Count Program,** City of Toronto, Urban Development Services, City Planning, December 2002.

Total Inbound: 1.273 million vehicles/day
Total Outbound: 1.268 million vehicles/day

These 24-hour counts, as well as peak hour counts, are shown in Figure 5.1.
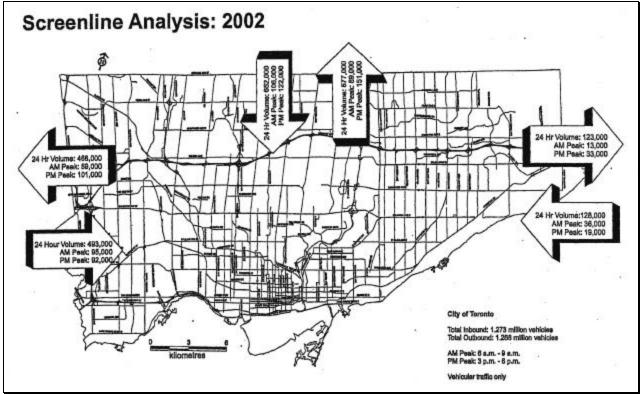
Figure 5.1   Source: City of Toronto, Transportation Services

The data suggests that there were almost as many cars outbound as there were inbound in terms of vehicle trips per day in the City. The highest traffic volume in the morning for inbound and outbound vehicle traffic was between 8:00 and 9.00 a.m. and in the afternoon was between 5:00 and 6:00 p.m.. Between 1981 and 2001, travel across the City boundaries increased considerably: there was a 98% increase in inbound, a.m. peak period vehicles and a corresponding 86% increase in person trips.

Travel across the Central Cordon boundaries, although subject to fluctuation, remained at relatively stable levels. The road system in the Central area operates close to or at capacity during the morning peak period of 7:00 to 10:00 a.m.. Single occupant automobiles did 65% of inbound trips during the a.m. peak periods in 2001 compared to 55% in 1981. Transit accounted for 66% of the trips into the Central Area during the a.m. peak period in 2001.

In 2001, GO train service increased its share of the transit market while other transit modes decreased slightly. However, the TTC accounted for half of the trips into the Central

Area during the a.m. peak period. Most of the growth in person trips to the Central Area during the a.m. peak period has been on the GO rail system.

The continued growth of the GO rail system has been fuelled by population growth in the regions surrounding Toronto and the improvements that have been made over the past years by GO to attract new riders.

D. TRAFFIC COLLISIONS

The number of traffic collisions can be an indicator of traffic conditions and traffic safety in an area. Analysis of the number of collisions and patterns of these occurrences may indicate the need for traffic enforcement, police resources, and investigation.

Both reportable and non-reportable collisions should be included in any comprehensive analysis of traffic collisions in order to present a total picture.[149] It should be noted, however, that a less detailed analysis is possible when covering both types of collisions since fewer data are captured for non-reportable collisions. Data from the City of Toronto Transportation Services show only the number of reportable collisions.

As shown in Figure 5.2, there were 66,667 reportable collisions in 2003, a 7.1% decrease from the 71,760 reportable collisions in 2002, and a 35.9% increase from the 49,050 reportable collisions in 1994. Since 1997, there have been about 60,000 reportable collisions or more each year, with the exception of 1999 where there were 58,450 collisions, which was an 11.2% decrease from the 65,838 collisions in 1998. There are no indications that the number of reportable collisions will be significantly reduced in 2004 or subsequent years as the number of drivers and vehicles continue to increase and roads become more congested.

Total Number of Collisions by Year
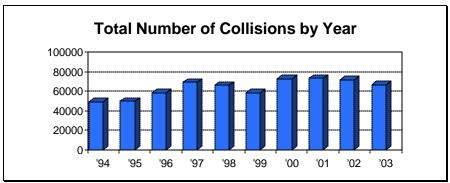
Figure 5.2   Source: City of Toronto Transportation Services

As shown in Figure 5.3, the number of property damage collision events attended generally increased from 1997 to a peak in 2001, but then declined in 2002 and 2003. There were a total of 23,014 property damage collision events attended in 2003, a decrease of 2.1% from 23,514 property damage collisions attended in 2002.

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[149] 'Reportables' are accidents resulting in either property damage of $1,000 or more, or personal injury, or both. The reporting of such accidents to the police is mandatory under the *Highway Traffic Act*. 'Non-reportables' are accidents resulting in property damage only, where the damage is less than $1,000. The reporting of such accidents to the police is not mandatory under the *Highway Traffic Act*. Many of these are reported to the police for insurance purposes.

Total Number of Property Damage Collision Events Attended
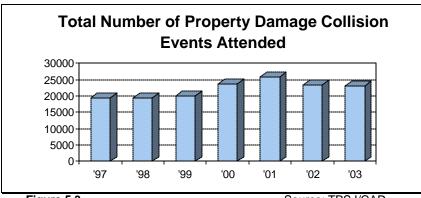
Figure 5.3   Source: TPS I/CAD

As shown in Figure 5.4, the average time spent on property damage collision events attended steadily increased from 65.9 minutes average time per property damage collision attended in 1997 to a peak of 114.1 minutes in 2001. In 2003, the average time spent at a property damage collision event was 101.1 minutes, a 4.1% decrease from the 105.4 minutes spent in 2002. The recent decline in average time spent at a property damage collisions may possibly be attributed to the officers becoming more experienced in dealing with these situations and continuously looking for efficiencies in the process.

Average Time per Property Damage Collision Event Attended (Minutes)
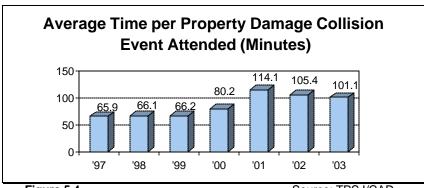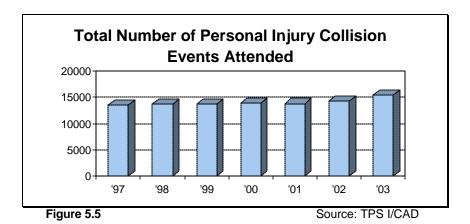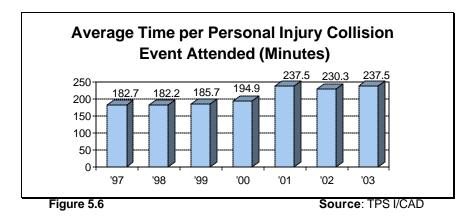
Figure 5.4   Source: TPS I/CAD

Every year there are far fewer collisions that result in personal injury than result in property damage. The number of personal injury collision events attended and average time spent on personal injury collision events attended are shown in Figure 5.5 and Figure 5.6, respectively. There were 15,368 personal injury collisions attended in 2003, up 7.0% from the 14,370 personal injury collisions attended in 2002, and up 13.8% from the 13,504 personal injury collisions attended in 1997.

Total Number of Personal Injury Collision Events Attended

Figure 5.5   Source: TPS I/CAD

As shown in Figure 5.6, the average time spent on personal injury collision events increased notably in 2001 and has remained high. The average time spent on personal injury collision events attended was 237.5 minutes in 2003, an increase of 3.1% from the 230.3 minutes spent in 2002, but up 30.0% over the 182.7 minutes spent in 1997.

Average Time per Personal Injury Collision Event Attended (Minutes)

Figure 5.6   **Source**: TPS I/CAD

The Service needs to identify how officer time is spent at collisions and, if possible, identify and implement ways to reduce this time. This will free up officer time and resources for other calls and policing services.

As illustrated in Figure 5.7, in 2003 there were 74 people were killed in traffic collisions, a decrease of 23.7% over the 97 killed in 2002, but a 5.7% increase from the 70 killed in 1994. The lowest number of persons killed in traffic collisions occurred in 2001.

To give this data a historical perspective, the greatest number of persons killed in traffic collisions was the 137 recorded in 1969. This number is even more significant as there were only 38,942 reportable collisions in that year compared to the 66,667 in 2003. More public education and better safety features in automobiles may contribute to a long-term trend of declining traffic fatalities in the future.

Total No. of Traffic Deaths by Year

Figure 5.7   Source: TPS Traffic Services
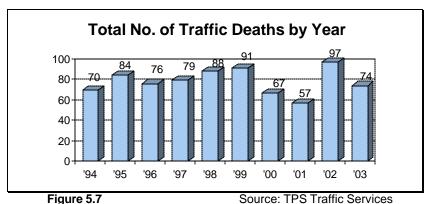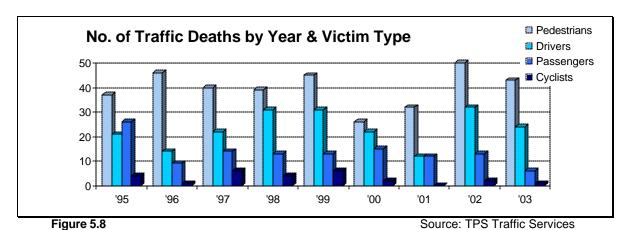
As shown in Figure 5.8, more pedestrians are killed in traffic collisions each year than are drivers, passengers, or cyclists. There were 24 drivers killed in traffic collisions in 2003, a 25.0% decrease from 2002, when 32 drivers were killed. The number of passengers killed in traffic collisions has been relatively stable since 1996. In 2003, there were 6 passengers killed in traffic collisions, a 53.8% decrease from 13 passengers killed in 2002. The number of cyclists killed in 2003 decreased to 1 from the 2 cyclists killed in 2002.

There has been a steady increase of traffic related pedestrian deaths from 2000, to a peak in 2002 when 50 pedestrians were killed in traffic collisions. The number decreased 16.0% in 2003, to a total 43 pedestrians killed. Pedestrian fatalities represented more than half (58.1%) of the traffic deaths in 2003. As mentioned in previous Environmental Scans, the highest recorded number of pedestrians killed was 83 in 1972.

No. of Traffic Deaths by Year & Victim Type

Figure 5.8   Source: TPS Traffic Services

Pedestrians 65 years of age and older made up a large proportion of the total number of pedestrians killed in traffic collisions in 2003, continuing a finding seen in previous years (Figure 5.9). The Toronto Police Service must continue to be proactive in dealing with senior pedestrians.

Pedestrians Killed in Collisions by Age (2003)
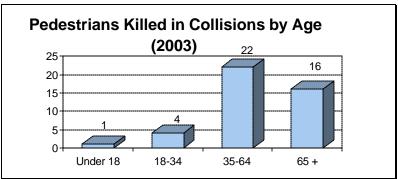
Figure 5.9	Source: TPS Traffic Services

Figure 5.10, 'The Toronto Collision Clock for 2002', was developed by the City of Toronto, Transportation Services, Traffic Data Centre and Safety Bureau.[150] This 'clock' breaks down 2002 collision data into minutes and hours. It provides a different perspective on traffic collisions.

The Toronto Collision Clock, 2002

One Collision Every 7.3 Minutes

One Person Injured Every 21.3 Minutes

One Cyclist Injured Every 8.0 Hours

One Truck Collision Every 3.9 Hours

One Pedestrian Injured Every 3.7 Hours

One Person Killed Every 3.8 Days

Figure 5.10	Source: City of Toronto, Transportation Services

E. COLLISION REPORTING CENTRES

As reported in previous Environmental Scans, since 1993, people who have been involved in minor traffic collisions have been asked to report to a Collision Reporting Centre instead of having police attend the scene. The Collision Reporting Centres are a valuable resource to the Toronto Police Service. With the large number of collisions that are reported to the Collision Reporting Centres, it is reasonable to predict that if this program was reduced or

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[150] **Traffic Data Report – Year End Review 2002,** City of Toronto, Transportation Services, Traffic Management Centre, Traffic Data Centre and Safety Bureau, December 2003.

eliminated it would return a huge workload back to the divisional traffic units and Traffic Services, and have a direct impact on the Primary Response units within the divisions. Collision Reporting Centres continue to be a valuable alternate response strategy that frees police resources and allows traffic officers to respond quickly, spend more time on more serious traffic investigations, and ultimately deal with issues and solve problems at the community level.

The Service may need to look for ways of reducing the time spent by officers at traffic collisions by exploring opportunities such as expanding the mandate of the Collision Reporting Centres.

F. HIGHWAY TRAFFIC ACT CHARGES

In addition to collisions, the number of *Highway Traffic Act* (HTA) charges laid provides some indication of road and traffic safety in Toronto. Charges laid under the HTA include careless driving, disobey traffic light and stop sign, speeding, inappropriate turns, defective equipment, improper use of lights, pedestrian cross-over violations, fail to remain, and other such offences.

As can be seen in Figure 5.11, the number of HTA charges has shown a general trend of increase since 1995. The number of charges laid under the HTA in 2003 was a 28.7% increase over the number of charges in 1994 and a 10.1% over 2002.

Highway Traffic Act Charges Laid
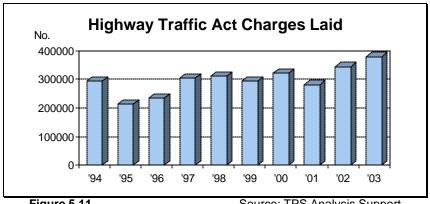
Figure 5.11   Source: TPS Analysis Support

A closer examination of four of the most common HTA charges laid when investigating traffic collisions is shown in Figure 5.12. Even though the total number of HTA charges increased in 2003 from 2002, the number of charges for Follow Too Close, Unsafe Lane Change, Fail to Signal Lane Change, and Careless Driving all decreased in the same time period.

Highway Traffic Act Charges
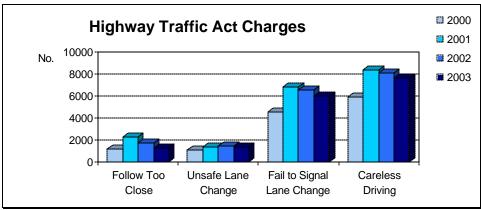
Figure 5.12   Source: TPS Analysis Support

G. AGGRESSIVE AND DISTRACTED DRIVERS

Aggressive driving could be defined as speeding, following too closely, failure to yield right-of-way, improper lane changes, improper passing, disobeying traffic signs and signals, etc. This type of behaviour has consequences for all roadway users in terms of personal injury, vehicle damage, and lost time due to traffic slowdowns. Aggressive driving could also lead to or be a contributing factor in road rage.

The term 'road rage' was coined in 1988 and means extreme anger exhibited by a motorist in response to perceived injustices committed by other drivers.[151] A study in the Canadian Journal of Public Health in July/August 2003 defined road rage as attempts that drivers make to threaten, injure or even kill other drivers during or after unpleasant driving experiences.[152] This study is believed to be the first comprehensive study of road rage in Canada.

The study, conducted through a telephone survey of 1,400 Ontario drivers in 2001, found that half of Ontario's drivers said they had shouted or cursed at other drivers; almost one-third admitted to making threatening or rude gestures while driving. Almost half of those responding (46.6%) said they were shouted or cursed at and had rude gestures directed at them over the previous 12 months; 7.2% said they had been threatened with damage to their vehicle or personal injury; and, 2.1% said they had threatened to hurt someone or damage their vehicle.

The study also found that the problem was far worse in Toronto than in the rest of the Province. Drivers in Toronto were more likely to be the recipients of shouts, curses, and rude gestures. This may be due to the fact that traffic congestion is heavier around Toronto than elsewhere in Ontario and, therefore, there may be more opportunities to be blocked or frustrated by other drivers. The study found that drivers who were well educated and well paid were more likely to be both victims and aggressors on the City's streets or highways. High-income earners may be rushed, have more appointments to meet, or get frustrated more easily. This supported the belief that stress and the pressures of modern life may often fuel road rage.

Aggressive behaviour was most prevalent amongst drivers 18 to 34 years of age, with 53.3% of that group saying they had been sworn at or threatened, and 44.2% of that group admitting to such behaviour themselves. Over half (56.0%) of those making $80,000 or more

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[151] *Road Rage Study Finds Toronto Drivers Worst*, Toronto Star, June 25, 2003.
[152] Smart, R., Mann, R.E. and Stoduto, G. *The Prevalence of Road Rage: Estimates from Ontario*. **Canadian Journal of Public Health**, 94(4), July/August 2003.

per year had been sworn at or threatened, while 44.5 % of that group admitted to such behaviour themselves.

A survey conducted in British Columbia in September 2002 by a medical professor at the University of Toronto found that 90% of respondents said that seeing other drivers reading, eating, or talking on cell phones created a high level of frustration that could spark aggressive driving.[153]   It was further found that excessive speed contributed to at least 60% of fatal teen car crashes.

As reported in previous Environmental Scans, there are questions about whether road rage is a real and growing phenomenon or if it simply appears to be growing due to increased awareness and media attention.   Given the increase in HTA charges as outlined above, aggressive driving may actually be increasing in Toronto.   In any case, even a low level of aggressive driving can cause serious problems on City streets.   The Service must continue to implement programs that target aggressive drivers and educate the public in this area. Aggressive driving is not a new phenomenon and for several years the Toronto Police Service has been involved in programs such as the twice-a-year Aggressive Drivers campaign, the Red Light campaign, speeding enforcement, the Seatbelt campaign, high collision intersection enforcement, and RIDE programs year round.

With regard to distracted drivers, a recent article stated:

> We let distractions steal our attention – a crying baby in a car seat, a CD that needs changing, that impatience to get somewhere in a hurry that casts aside normal degree of caution. And the very design of cars today – the safety features and comforts that distance us from the road and give us the confidence to drive faster, the array of technology conveniences that require driver programming and attention – all have the potential to put you at risk for having an accident.[154]

The article also noted that in Canada seven people are killed in or by a motor vehicle every day – a death rate that is almost five times higher than the number of those killed by acts of violence.[155]

A driver distraction study was conducted by the Public Administration for Traffic Safety of Spain and the Completeness University of Madrid, and was published in the Journal of Experimental Psychology: Applied, in the summer of 2003.[156] The researchers set up a series of lights in a car that were controlled by buttons on the steering wheel. The drivers were asked to turn off the lights with the buttons, as they came on. The car had a camera in it to gauge driver eye movement while the test was going on. The researchers also asked the drivers to listen to a two minute taped message and were asked to pay attention, as they would be asked questions about it.

The researchers found that when the drivers were asked questions about what they had heard, their ability to pay attention to the dashboard lights and the road dropped by one-third. The study also found that simple production tasks, such as relaying where they were, had about as large an effect as requests researchers considered more complicated. Further, distraction

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[153] Luba, F. et al. *A Compilation, Dangerous Drivers, Are You One?* **Reader's Digest**, 164(983), March 2004.
[154] Ibid.
[155] Ibid.
[156] *Loose Lips Sink Driving Skills*, Toronto Star, July 4, 2003.

levels were equally as high when the driver was talking to a passenger or on a hands free cell phone. Previous studies conducted by this group found that visual tasks also produced high levels of distraction for drivers.[157]

Increased traffic congestion and drivers starting the morning drive earlier to avoid rush hour traffic may result in driver fatigue that could increase the chances of drivers operating their vehicles dangerously by swerving, not being alert, etc.. This may also frustrate other drivers which could then result in aggressive driving behaviour. Concerns for policing will only increase as traffic congestion continues to be a problem and cars are built with more features with the potential to distract drivers, such as DVD players, televisions, GPS systems, and so on.

The development of programs such as Road Watch would assist in promoting road safety. Road Watch consists of three components that aim to modify aggressive driving behaviour: public education and awareness, participation, and enforcement.[158] The program is used to reduce motor vehicle collisions and potential fatalities by greater awareness and encouraging increased public participation; it is currently being used in the Town of Richmond Hill, Ontario.

The local Road Watch program in the Town of Richmond Hill is a community initiative that provides the citizens with an opportunity to report dangerous and aggressive drivers to the police. When a citizen observes a dangerous act of aggressive driving on a Richmond Hill road they can pick up a Citizen Report from various approved locations within the Town. They complete the form and drop it off at various approved Road Watch Drop Box locations or mail it in to the Richmond Hill Road Watch in care of the York Regional Police. The citizen's name is kept confidential and will not be disclosed. When the citizen's report is filed with the police through one of the methods mentioned above, an incident number is assigned and contact is made with the plate owner in a tiered response by the police. At each point, the driver is given opportunity to provide feedback.

The first time a citizen report is received under the Road Watch program a letter describing the incident and location where dangerous and aggressive driving was observed is sent to the registered owner or any driver of the vehicle. This letter asks the registered owner or driver to voluntarily co-operate and drive in a responsible manner on the roads. The second time a citizen report is received about the same license plate, a repeat letter is sent by the police, with personal contact from a police officer to address the problem. The third time a citizen letter is received for the same licence plate owner, a third letter is sent by the police and is accompanied by a personal visit from a police officer. Depending on the circumstances, charges can be considered and police can monitor the vehicle's actions to allow enforcement if the action is repeated.

H. IMPAIRED DRIVING

Drivers 'high' on over-the-counter, prescription, or illegal drugs could be forced to give police saliva, urine, or blood samples on demand under a proposed change to the Criminal Code introduced in April 2004.[159] The Federal government will commit $910,000 over five years towards training Drug Recognition Expert (DRE) officers. There are 73 certified DRE officers

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[157] Ibid.
[158] Town of Richmond Hill website (www.richmondhill.ca), 2004.
[159] *Bill To Deter 'High' Drivers,* Metro, April 27, 2004.

in Canada, and another 38 are in the process of being certified. The RCMP will allocate $4.1 million to get a national DRE program under way. Currently, Quebec, British Columbia, and Manitoba use DRE testing, and only where drivers voluntarily participate. Federal Justice Minister Irwin Cotler has said that there is no further funding attached to this Bill proposal and suggested that he trusted that the provinces would be able to come up with the resources for this program.

With regard to alcohol, a recent report released by the Traffic Injury Research Foundation found that 3.4 million Canadians continue to drink and drive.[160] The study found that 15.8% percent of drivers in Canada got behind the wheel of a car in the past month after consuming alcohol less than two hours earlier. This is down from 16.1% in 2002 and 16.7% in 2001 showing some improvement, but drinking and driving obviously remains an issue of concern. In the past year, about 6.3% or 1.4 million people drove when they thought they were over the legal limit. The study further found that only 6% of drivers know that their licence could be suspended for 12 to 24 hours due to drinking and driving. Drivers between 25 and 34 years of age were most likely to report driving after drinking. In Ontario, 15.8% of motorists reported such behaviour.

In 2002, the rate of police reported impaired driving incidents decreased by 4%, to a rate of 321 incidents per 100,000 persons aged 16 and over, after a slight increase in 2001. The downward trend since the peak seen in 1981 may be attributed to a number of factors, such as changing attitudes with respect to impaired driving and the ageing of the general population, as well as enforcement procedures used by the police, such as roadside suspensions.[161] Almost three-quarters (73%) of court cases involving impaired driving resulted in a conviction and, of these, 14% were sentenced to custody.

There is technology available that would assist officers in detecting potential alcohol impaired drivers.[162] The $1,200 device called the PAS III Passive Alcohol Sensor looks like a flashlight and is commonly referred to as 'the sniffer' since it electronically samples air around it in search of alcohol. This tool will detect even a small amount of alcohol in the air, which can prompt and help the officer to determine if it is worth a closer look or to ask the driver to take further tests to see if he or she is impaired. Currently, according to the National Executive Director of Mothers Against Drunk Driving, officers can fail to detect up to half of the impaired drivers they interact with. Some of the drivers mask their alcohol with breath fresheners or perfume, while some police officers may not have quite the 'olfactory expertise' necessary for the job. The PAS III is already being used at roadside checks in Winnipeg.

The Centre for Addiction and Mental Health (CAMH) supports reducing the level of blood alcohol concentration at which drivers could be charged, to .05 milligrams per millilitre (mg/ml). The Criminal Code currently draws the line at .08 mg/ml. Researchers at the CAMH have estimated that between 185 and 555 deaths per year could be prevented on Canadian roads by reducing the legal limit to the suggested level.

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[160] *3.4 Million Drink and Drive , Study Finds,* Toronto Star, December 3, 2003.
[161] Janhevich, D. et al. *Impaired Driving and Other Offences,* **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 23(9), November 2003.
[162] *Booze Sensor 'Extension" of Officer's Nose,* Toronto Star, December 20, 2003.

In general, the American Automobile Association (AAA), favours maintaining the blood alcohol level at .08 mg/ml.[163] The AAA suggests instead that if sanctions were increased on a sliding scale (the higher the level, the harsher the penalties), that might have a more effective impact on the small group that frequently drives impaired. Similarly, the Canadian Automobile Association (CAA) concurs with the AAA's perspective on tiered penalties for people convicted for impaired driving.[164]

In Toronto, those charged with drinking and driving offences decreased 20.9% between 1994 and 2003, from 2,890 to 2,285. In both 1994 and 2003, men were charged more frequently than women: in 1994, men represented 92.4% of those charged, while in 2003, men represented 90.1% of those charged. With regard to the ages of the men charged, as shown in Table 5.3 below, while young men 25-34 years formed the largest group in 1994 (40.4%), charges were somewhat more evenly distributed among age groups in 2003. In 2003, the largest groups were the 25-34 and 35-44 year groups, each constituting about 30% of those charged; those 45 years and older constituted one-quarter (25.0%) of those charged. While the proportion of those charged who were 25-34 years decreased from 1994 to 2003, both the oldest and youngest age groups shown were charged more often.

Table 5.3
Charges Laid Against Men – Drinking Driving Offences

	% of Total Men Charged – 1994		% of Total Men Charged - 2003
18-24 yrs	11.1%	18-24 yrs	14.5%
25-34 yrs	40.4%	25-34 yrs	30.0%
35-44 yrs	29.0%	35-44 yrs	30.2%
45+ yrs	19.3%	45+ yrs	25.0%

Source: TPS Annual Statistical Reports 1994, 2003

I. RED LIGHT CAMERAS

On November 20th, 2000, Bill 102, *The Red-Light Cameras Pilot Projects Act, 1998*, was proclaimed by the Lieutenant Governor and on the same day, the participating municipalities (Toronto, Hamilton, Ottawa, Halton, Peel, and Waterloo) began operation of red-light cameras. The red-light camera pilot project consists of 18 red-light cameras that are routinely rotated among the 70 sites within the 6 participating municipalities (10 cameras are rotated among 40 intersections in Toronto).

In the first year of operation, approximately 21,800 violation notices were issued Province-wide for red-light running at red-light camera sites.[165] Approximately 9,300 of the violation notices issued were at red-light camera sites in the City of Toronto. The number of charges laid by year for red-light running in the City of Toronto are shown in Table 5.4. The OPSEU strike in 2002 was believed to be a contributing factor to the lower number of charges laid in 2002.

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[163] The American Automobile Association website (www.American Automobile Association.com), 2004.

[164] The Canadian Automobile Association website (www.Canadian Automobile Association. com), 2004.

[165] **Works Committee Staff Report**, Works and Emergency Services, City of Toronto, December 31, 2001.

Table 5.4
Red Light Camera – Charges Laid, Toronto Sites

Year	# of Charges Laid
2001	8,863
2002	5,627
2003	13,196

Source: City of Toronto, Transportation Services

Public opinion studies conducted in Canada show that the public is strongly in favour of the use of red-light cameras. An Environics poll conducted in early 2001 revealed that Canadians expressed high levels of support for the use of electronic traffic enforcement techniques, such as red-light cameras: 79% of Canadians supported the use of cameras to identify vehicles that go through intersections after the traffic signal has turned red.[166] The residents of Ontario, particularly in Toronto, were more likely than the Canadian average to strongly support the use of all forms of electronic traffic enforcement.

The City of Toronto red light camera pilot project is supported by legislation until November 2004, allowing the program to continue without interruption until then. The project generates about $5 million in fines and costs $11.2 million to run, however, the City's Director of Traffic Control has stated that "there is no price on increased safety."[167] Further, a recent study by Toronto's Public Works Department found that dangerous collisions in Toronto intersections have decreased by 18% since the cameras were installed.[168]

J. SENIORS

A recent survey conducted by the AAA from vehicle accident reports in Texas from 1975 to 1999, which consisted of over 4 million accidents, found that older drivers are more likely to die in traffic accidents than younger drivers.[169] Drivers over 65 years of age were also 25% more likely to be involved in an accident than middle-aged drivers. The American study found that drivers from their 50s and early 60s are the safest, but when they turn 65 years of age they are more apt to get into an accident. Common reasons for accidents was the driver was ill or suffered a physical impairment at the time of the accident, was involved in a left turn crash, or suffered a 'perceptual lapse' leading to a failure to yield the right of way or to a disregard of traffic signs. The Canada Safety Council agreed with these findings and suggested that statistics show that, based on kilometres driven, senior drivers have a higher collision rate than young drivers.[170]

According to Transportation Canada, between 1988 and 1998, fatal crashes involving drivers aged 65 and older increased by 6.3% while injury crashes increased by 10.7%.[171] As the population continues to age – the number of persons 65 and older increased 1.8 times faster than

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[166] Ibid.

[167] *Photo Radar is Back on Province's Screen,* Toronto Star, March 31, 2004.

[168] Ibid.

[169] *Drivers Over 65, Bigger Crash Risk*, Toronto Star, February 19, 2004.

[170] Ibid.

[171] Ibid.

the total population during the same period – traffic safety programs or initiatives should be developed or implemented to target older drivers.

The Canadian Safety Council has developed a refresher course called '55 Alive' to help older drivers to adjust to driving under conditions that often come with age, and to help them make a decision about staying on the road.[172] The warning signs for deciding when to stop driving are: an increased number of collisions; direct involvement in minor collisions; difficulty seeing pedestrians, objects, and other vehicles; difficulty co-ordinating hand and foot movements; and, increased nervousness when behind the wheel.

Drivers over 80 are the fastest growing segment of Ontario's driving population. Prior to the fall of 1996, drivers reaching their 80th birthday completed an annual vision test, a knowledge test, and a road test to retain their driving privileges. In October 1996, as part of the government's Road Safety Plan, the Ontario Ministry of Transportation introduced Senior Driver Education Session for drivers aged 80 years and over. Under the new system, senior drivers must pay the applicable licensing fee, complete a vision test and a knowledge test, and take part in a group education session every two years. A small number of drivers may be asked to take a road test to have their in-car skills assessed.[173]

K. JOYRIDING

Joyriding and auto theft by youth has become a mainstream issue affecting tens of thousands of people across the country every year: in 2001, over 170,000 motor vehicles were stolen in Canada and 42% of those charged nationally for motor vehicle theft were 12 to 17 years old.[174] The majority of drivers involved in vehicle pursuits are young males under the aged of 25 and statistics show they steal 75 per cent of identified stolen vehicles.[175] Regions with high recovery rates and stolen cars that are recovered quickly within 24 hours or less suggest that the vehicles were stolen for joyriding or to commit other crimes. On the other hand, low recovery rates in some regions and provinces would suggest that professional thieves are involved that steal cars for resale or export out of the outside of the country. There is a possibility of high-speed chases resulting from police trying to stop joyriders. High-speed chases could result in injuries or death to the pursuing officers, the joyriders, other occupants of the vehicle, or other members of the public. Technology is available that could reduce the need for police chases – there are immobilising devices available that could be installed in all new vehicles at the factory, or existing vehicles on a retrofit basis that can be activated remotely by an officer.[176] These devices would result in the pursued vehicle being quickly, safely, and effectively immobilised, causing no harm to any of the participants or innocent bystanders. There are also systems on the market that can select a particular vehicle from freeway traffic and bring it quickly to a safe stop. The operation can be performed easily by a police officer while driving their patrol car at high speed. The officer would require no backup, and most pursuits would be stopped before they begin.[177]

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[172] Ibid.

[173] Ontario Ministry of Transportation website (www.mto.gov.ca), 2004.

[174] *There's Nothing Joyful About Joyriding*, **Blue line Magazine**, 16(1), January 2004.

[175] Ibid.

[176] P-Cel Research Incorporated website, (www.p-cel.com), 2004.

[177] Ibid.

L. TRAFFIC SAFETY PROGRAMS

According to a community survey conducted for the Toronto Police Service in at the end of each year, with regard to traffic in Toronto, respondents generally felt less safe in 2003 than they had in 2002 (Table 5.5).

Table 5.3
Community Survey Results – Traffic Safety

With regard to traffic in the City, would you say you feel very safe, somewhat safe, not very safe, or not at all safe:

	% Responding 'VERY' or 'SOMEWHAT' Safe			
	2000	**2001**	**2002**	**2003**
As a driver in the City	54%	72%	82%	66%
As a passenger in a motor vehicle in the City	67%	80%	81%	73%
As a pedestrian in the City	56%	75%	67%	65%
As a cyclist in the City[178]	15%	35%	50%	25%

In 2003, 69% and 74% of Toronto residents were concerned about speeding and aggressive/bad driving, respectively, in their neighbourhood; these proportions were increases from the 45% concerned with speeding and 44% concerned with aggressive/bad driving in 2002. And, while 28% of respondents were concerned about parking in their neighbourhood in 2002, this proportion increased to 42% in 2003.

Highlighted below are some of the safety programs the Service was involved in last year.[179]

Reduce Impaired Driving Everywhere (RIDE):

Since 1977, the Toronto Police Service has provided year-round RIDE spot-checks in an effort to deter incidents of impaired driving. In addition to the on-duty component, the Toronto Police Service receives grants from both the Ministry of Safety and Correctional Services and support from Mothers Against Drunk Driving (MADD) Canada to enhance the RIDE spot-check program.

The 2003 Festive RIDE Campaign began on November 27, 2003, and concluded on January 1, 2004. Festive RIDE was a joint enforcement campaign involving police services from Toronto, Hamilton, Halton Region, Peel Region, York Region, South Simcoe, Barrie, Durham Region, and the Ontario Provincial Police.

In Toronto, spot-checks were conducted throughout the City each night during the program, and were intended to complement enforcement activities occurring at the divisional level.

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[178] There were relatively large proportions of 'don't know/not applicable' responses for the 'cyclist' category (53% in 2000, 29% in 2001, 22% in 2002, 39% in 2003).
[179] **Traffic Services Unit, Annual Reports**, Toronto Police Service.

Operation Target Street – Lawrence Avenue:

The Toronto Police Service is committed to ensuring the safe and orderly flow of traffic on City streets. As mentioned in previous Environmental Scans, the inaugural phase of Operation Target Street occurred in November 2000, for Bloor Street and Danforth Avenue. The most recent Operation Target Street program ran from January 13 to 17, 2003, and targeted Lawrence Avenue between Royal York Road and Kingston Road. This street was selected as a target since during the previous year there were several traffic fatalities and other serious collisions, as well as numerous incidents of poor driving behaviour that occurred on Lawrence Avenue.

Operation Transit Watch:

Many residents of the Greater Toronto Area rely on the TTC, GO Transit, and various GTA transit carriers for their daily transportation needs. The safe and orderly flow of transit within the City is paramount to reducing traffic congestion and enhancing public safety, particularly during the morning and evening rush hours. Operation Transit Watch was created in response to a request for assistance from the TTC, whose drivers and operators were finding it increasingly difficult to operate their vehicles efficiently within the City.

The program ran from February 10 to 14, 2003, and officers targeted offences relating to HOV lanes, transit lanes, TTC bus stops, streetcar lines, and any other offences (such as prohibited turns, gridlock, and parking infractions) that impeded public transit movement.

Provincial Seatbelt Campaign:

As mentioned in previous Environmental Scans, the Ontario Association of Chiefs of Police (OACP) Traffic Committee dedicates a two-week period each spring and fall to seatbelt awareness, education, and enforcement. Research has shown that using seatbelts and child safety seats correctly reduces the number of injuries and deaths caused by motor vehicle collisions. Effective enforcement is a key factor in achieving an increase in seat belt usage. The Spring Seatbelt Campaign ran from April 12 to 20, while the Fall Seatbelt Campaign ran from September 27 to October 5, 2003.

Provincial Aggressive Driving Campaign:

With each year, the amount of vehicular traffic on Toronto roadways increases. Along with this increase, the Toronto Police Service receives an increase in reported aggressive driving offences. In an effort to reduce the number of aggressive driving offences, the Toronto Police Service, in conjunction with all Ontario police services, conducts an annual Spring Aggressive Driving Campaign. The OACP Traffic Committee dedicates a two-week period in May for a zero tolerance enforcement campaign to target aggressive drivers. The campaign encourages officers to concentrate on selfish and inconsistent drivers who follow too close, make unsafe lane

changes, run red lights, and drive without consideration for other users of the roads. The campaign ran from May 17 to 31, 2003.

Operation PED SAFE:

Pedestrian safety is a particular priority for the Toronto Police Service. Operation PED SAFE is a combined public awareness and enforcement campaign, where all officers are directed to pay particular attention to those motorists and cyclists who commit offences at pedestrian crossovers, sidewalks/footpaths, and crosswalks, and to pedestrians who disobey traffic signals, fail to yield to traffic, or commit any other pedestrian violations. This has become an annual campaign since 2001. In 2003, 43 pedestrians lost their lives representing 58.1% of all traffic fatalities in Toronto. The campaign ran twice in 2003: from March 17 to 21 and from November 7 to 16.

Cycle Right Campaign:

Cycling is an efficient and environmentally friendly method of transportation that continues to grow in popularity. However, far too many cyclists continue to ride in an aggressive and unsafe manner that poses a danger too not only themselves, but to other road users. Cyclists riding on sidewalks, disobeying traffic signals and stop signs, weaving carelessly in and out of traffic, or riding the wrong way down one way streets place themselves and others at risk of death or serious injury as a result of their unsafe actions. The Cycle Right Campaign was conducted from June 9 to 22, 2003.

Neighbourhood Traffic Watch:

Toronto is full of residential neighbourhoods with streets used by local residents for cycling, pedestrian traffic, jogging, and, mainly during the summer months, experience an increased presence of small children. The safety of our citizens within their own communities is of utmost importance. The program ran from July 7 to 13, 2003.

Operation Gridlock:

The safe and orderly movement of traffic on all city streets is a shared concern for motorists, cyclists, pedestrians, and all other users of the roadway. There are, however, those motorists who continue to ignore the most basic traffic laws, thereby causing gridlock and congestion on City streets. The Toronto Police Service is most concerned with drivers who selfishly block intersections and travelled lanes, or who park, stand, or stop their vehicles in prohibited areas, thereby impeding the flow of traffic. The Service, in partnership with Toronto Transportation, launched Operation Gridlock from August 11 to August 15, 2003.

Back To School Campaign:

The goal of this program is to ensure the safe movement of all students between home and school, through encouraging motorists, adult cyclists, and pedestrians to set a good example by obeying the basic 'rules of the road'. The program in 2003 ran from September 2 to September 12, 2003.

Operation Impact:

Operation Impact is a national traffic enforcement initiative endorsed by the Canadian Association of Chiefs of Police (CACP). This annual traffic safety program is built on the premise that "the greatest threat to public safety is the impaired driver, and the most effective way to save lives is to buckle up."[180] Operation Impact is designed to target impaired drivers and those motorists and passengers who are not wearing their seatbelts, with particular emphasis on those drivers who fail to ensure that infants and children are properly secured in either a child restraint device or seatbelt. The Campaign ran from October 10 to 12, 2003.

M. TRAFFIC SAFETY RESEARCH

According to a study led by Dr. Donald Redelmeier, Director of Clinical Epidemiology for Sunnybrook and Women's College Health Sciences Centre and Professor of Medicine at the University of Toronto, there was a 35% reduction in risk of being in a fatal motor vehicle crash in the month after a driver received a driving conviction.[181] The study tested whether a traffic conviction, because of the effect on the driver, might reduce the risk of fatal motor vehicle crashes. The study looked at all drivers involved in fatal crashes in Ontario over 11 years. This included 8,975 drivers who had a history of 21,501 total convictions, most commonly for speeding.

The study found that one life was saved for every 80,000 convictions, one Emergency Department visit was saved for every 1,300 convictions, and $1,000 in societal costs was saved for every 13 convictions. However, some risk to enforcement was also noted – one officer was killed for every five million convictions.

The benefits were similar for men and women, for young drivers and old, and for those with advanced rather than just basic driver's licenses. The life-saving benefits were lowest for those who drove with suspended licenses, and highest for convictions that carried $100 fine and demerit points.[182]

The study concluded that law enforcement was an effective means of reducing motor vehicle crashes and stated that "inconsistent enforcement, therefore, may contribute to thousands of deaths each year worldwide" (p.2).

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[180] *Operation Impact,* Toronto Police Service, Routine Orders, September 18, 2003.

[181] Redelmeier, D.A., Tibshirani, R.J., and Evans, L. **Traffic Law Enforcement and the Risk of Death from a Motor Vehicle Crash**. Sunnybrook and Women's College Health Sciences Centre, June 2003.

[182] **Traffic Enforcement Saves Lives**, News Release, Sunnybrook and Women's College Health Sciences Centre, June 2003.

Enforcement may not be a popular strategy but it is effective. The City of Toronto is a community committed to saving lives and preventing serious injuries, therefore, a responsible traffic enforcement program that is planned and targeted – concentrating on the places and the times at which people are likely to speed and risk killing themselves and others – is essential.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- Identify locations where traffic calming measures can be used to slow speeds or reduce the volume of traffic in neighbourhood streets in order to increase safety and liveability in the neighbourhood and to help alleviate the demand on policing resources.

- Support Transportation Systems Management and Transportation Demand Management programs and initiatives developed by the City by having more police representation on the working committees to provide location recommendations and assistance in developing implementation strategies.

- Ways of reducing the time spent at traffic collisions, both property damage and personal injury, should be explored.

- Given that pedestrians, especially senior pedestrians, are the most likely group to be killed in traffic collisions, safety programs to educate both drivers and pedestrians must continue.

- Apply crime analysis techniques to driving behaviour to identify and develop programs to target particular groups of drivers (e.g. aggressive drivers, senior drivers, young drivers, etc.) and traffic safety issues, and to increase officer safety.

- Continue to support and develop public awareness and education campaigns regarding safe driving behaviour.

- Explore new technology available to be used in traffic policing. For example, there are immobilising devices available that could be installed in each vehicle that can be activated remotely by a police officer. There is also technology available that would assist officers in detecting potential alcohol impaired drivers.

VI. CALLS FOR SERVICE

Knowing what types of calls for service are received and how the Service responds to those calls provide a foundation for decisions relating to the allocation of resources, including personnel, and to service delivery options and priorities to meet the needs of the communities served.

HIGHLIGHTS

- A trend of increase in calls for service was noted over the past six years, after decreases between 1994 and 1997. A total of 1.96 million calls were received in 2003, 1.9% more than in 2002 and 10.1% than in 1999. However, the number of calls received in 2003 was 15.8% less than the number of calls received 10 years ago in 1994.

- Over the past five years, between 1999 and 2003, calls received through the emergency line showed a large increase (16.8%), while the number of calls received through the non-emergency line showed a smaller increase (3.2%). Between 1994 and 2003, calls received through the emergency line decreased 7.5%, while calls through the non-emergency line decreased 23.6%.

- In 2003, more than half of the calls (53.8%) were received through the emergency line and the rest (46.2%) were received via the non-emergency line. This compared to 49.0% through the emergency line and 51.0% through the non-emergency line in 1994.

- Slightly less than half (47.4%) of the calls received were dispatched for police response, which was an increase from 1999 (45.1%) and 1994 (34.3%).

- The number of dispatched calls in 2003 was a 5.3% and a 16.3% increase over 2002 and 1994, respectively.

- Response times for both emergency and non-emergency calls have increased in recent years, with a diminished proportion of calls meeting the recommended service standards.

- The average time required to service a call has increased significantly over the years.

A. CALLS RECEIVED AND METHOD OF RESPONSE

Responding to the public's calls for service in a timely manner is a core function of traditional policing. Most of the emergency and non-emergency calls from the public to the Toronto Police are received via the Communications Centre, but some are made directly to local police stations. Starting in 1998, calls made directly to local police units without going through the Communications Centre have been added to the central records system.
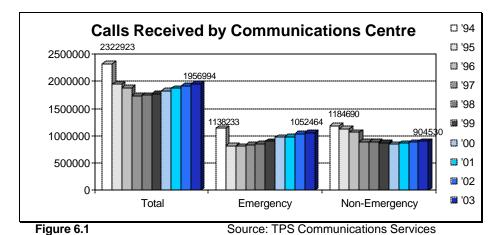
The total number of calls received through the Communications Centre has consistently increased in the past six years, after decreases between 1994 and 1997. A total of 1.96 million

calls were received in 2003, which was 1.9% more than the 1.92 million calls in 2002 and 10.1% more than the 1.78 million calls in 1999. However, the 1.96 million calls received in 2003 was 15.8% less than the 2.32 million calls received 10 years ago in 1994.

Over the 5 year period between 1999 and 2003, calls received through the emergency line increased 16.8%, while the number of calls received through the non-emergency line increased only 3.2%. Over the 10 year period between 1994 and 2003, however, calls received through the emergency line decreased 7.5%, while calls through the non-emergency line decreased 23.6%.

The number of calls received through the emergency line has continued to increase since 1995. About 1.05 million of such calls were recorded in 2003, a 1.6% increase over 2002. Statistics captured by Communications Services indicated that there was an increase in number of cellular phone calls received. The number of calls received through the non-emergency line also increased 2.3% from 2002. The number of calls received via the emergency and non-emergency lines in each of the past ten years is shown in Figure 6.1.

Figure 6.1   Source: TPS Communications Services

Of the total number of calls recorded, 53.8% were received through the emergency line (911) and 46.2% were received through the non-emergency line. These proportions were up from the 50.7% and 49.0% received through the emergency line, and down from the 49.3% and 51.0% received through the non-emergency line, in 1999 and 1994, respectively. Over the past ten years, the proportion of calls received via the emergency line has steadily increased, while that for calls via the non-emergency line has decreased.

It is the perception of the call-takers at the Communications Centre that more people have been calling the police through the emergency line for non-emergency issues.

Not all calls for service require a police response. The call-taker, after confirming the nature of the incident, will determine the appropriate mode of response, which could range from providing the information or advice required, referring callers to other emergency services such as ambulance and fire, dispatching a police unit to attend the incident, or a combination of these responses.

Calls requiring police intervention are dispatched to a police unit for response. In 2003, there was a total of 926,697 calls involving one or more police units being dispatched, a 5.3% increase over 2002, a 15.6% increase over 1999, and a 16.3% increase over 1994. These

dispatched calls constituted 47.4% of the total calls received, an increase from both 1999 (45.1%) and 1994 (34.3%). Figure 6.2 shows the changes in the proportion of dispatched calls over the past ten years. It appeared that both the number and proportion of calls dispatched for police intervention increased, which has an impact on officer workload.

Proportion (%) of Calls by Method of Disposal

Figure 6.2   Source: TPS Communications Services
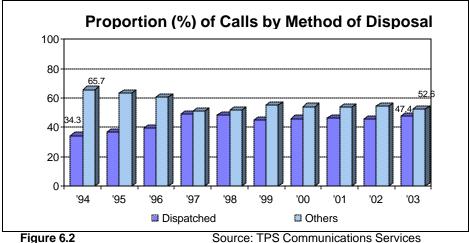
B. RESPONSE TIMES

Police performance in responding to the public's calls for service is usually assessed in terms of (though not necessarily confined to) the timeliness of response, i.e. rapidness of response. Police response time in this respect is defined as the lapse of time between the time the call is sent to the dispatcher (received) and the time police officers arrive at the scene of the incident. With the enhancement of the Computer Aided Dispatch (CAD) system, police arrival time can be captured by the central system when officers acknowledge their arrival time via their mobile workstation (MWS).

Information regarding officer arrival time has been recorded in the CAD data since 1996. Work directives have been issued, requiring the field officers to press the 'at scene' button of their MWS when arriving at an incident scene, to acknowledge their time of arrival. The overall compliance rate has continued to improve, though slowly at first.[183] Starting at just a 14.9% compliance in 1996, it increased to 27.7% in 1999, and to 44.4% in 2003. The compliance rate for Priority 1 calls alone in 2003 was 68.9%, the highest recorded since 1996, compared to 45.8% in 1999.[184] For other emergency calls (Priority 2 and 3), the compliance rate was 64.8%, compared to 40.8% in 1999.

The compliance rate for non-emergency calls (Priority 4 through 6) was much lower at 31.9% in 2003, compared with 29.8% in 2002, 18.7% in 1999, and 10% in 1996. Compared with the early years of such data being collected, the 2003 compliance rates were substantial improvements. However, in the interest of more accurate findings on police performance in responding to calls, further improvement in the compliance rate is deemed necessary, particularly for the non-emergency calls.

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[183] Compliance rates are based on statistics from TPS I/CAD Query And Reporting System, Report 24.

[184] Priority 1 calls are the highest priority emergency calls, typically involving situations requiring immediate response, including a person at risk or a crime in progress.

There are cases for which the officer arrival time was entered by the dispatcher – for example, for police response units not equipped with MWSs and for situations when no arrival acknowledgement was received from the officer and the arrival time was confirmed by the call dispatcher's enquiry. These calls, because of doubtful accuracy of the data on officer arrival time, are excluded from the following response time analysis.

Analysis of 'hotshots' (Priority 1 calls) under emergency calls (Priority 1-3) with a valid officer arrival time, revealed that the median response time for these emergency calls was 7 minutes from 1996 to 1998, with about 52% of the calls covered.[185] It increased to 8 minutes and remained so for four years between 1999 and 2002. Then it increased to 9 minutes in 2003, covering 55.3% of the calls.[186] The average response time for these calls was 10.9 minutes in 2003, compared to 10.7 minutes in 2002 and 9.7 minutes in 1996.[187]

The I/CAD statistics also indicated that in 2003, Toronto police officers were only able to respond to 33.8% of the Priority 1 calls within 6 minutes, compared to 38.9% in 1999 and 45.1% in 1996. This performance is well below the service standard recommended by the Restructuring Task Force, which required police to respond within 6 minutes for at least 85% of the emergency calls, and is the lowest since 1996.[188] The Service is currently reviewing the issue of response time standards.

For the remaining emergency calls (Priority 2 and 3), the median response time increased from 13 minutes in 1996 to 14 minutes in 1998, and to 15 minutes in both 2002 and 2003. The proportion of calls responded to by the police within 6 minutes was only 12.9%, compared to 18.1% in 1996. This was again far below the service standard recommended by the Restructuring Task Force, of response within 6 minutes for at least 85% of the cases. The 2003 proportion (12.9%) is also a deterioration from those of 2002 (13.1%) and 1999 (13.6%).

Figure 6.3 shows the cumulative proportion (%) of emergency calls (Priority 1 to 3) by response time.[189]

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[185] The median is the middle value of a group of values arranged in ascending or descending order.
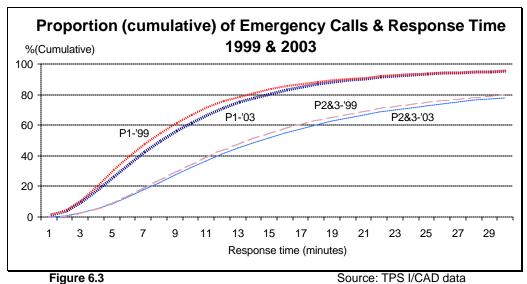
[186] Based on statistics from TPS I/CAD Query And Reporting System, Report 24.

[187] Computation based on statistics from I/CAD Report 24, covering only cases with response time from 0 to 60 minutes, i.e. 98.5% of total cases.

[188] Metropolitan Toronto Police. **Beyond 2000 Restructuring Task Force: The Final Report.** December 1994, p.85.

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

Proportion (cumulative) of Emergency Calls & Response Time 1999 & 2003

%(Cumulative)

100

80

60

40

20

0

P1-'99

P1-'03

P2&3-'99

P2&3-'03

1 3 5 7 9 11 13 15 17 19 21 23 25 27 29

Response time (minutes)

Figure 6.3   Source: TPS I/CAD data

As shown in Figure 6.3, the lines showing the response-time of emergency calls (Priority 1 to 3) for 2003 shifted to the right when compared with those of 1999, meaning that response time declined as indicated by a decreased proportion of calls being responded to within short durations.

For the non-emergency or low priority calls (priority 4 through 6), the median response time of those calls having valid MWS-entered arrival time was 27 minutes in 2003, unchanged from 2002, but an increase from 1996 (24 minutes). It was also found that 76% of such calls received a police response within 60 minutes. This is the third year that police response time is below the standard that was recommended for this group of calls.[190]

The above findings revealed that while the number of calls serviced by the police increased in recent years as a result of the increase in demand for service, there has been a deterioration in response time and a diminishing proportion of calls meeting the recommended service standards for both emergency and non-emergency calls. The much improved compliance rate in recording officer arrival time for both emergency and non-emergency calls certainly lends more credibility to the conclusion that there has actually been a decrease in performance related to police response time.

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[190] The standard recommended for non-emergency 'police required' calls is no more than 60 minutes for at least 80% of the calls, Beyond 2000 Final Report, MTP Restructuring Task Force, p.85.

C. SERVICE TIMES [191]

Service time (or officer time spent on a call) is the time required by police to service a call, from dispatch to clearance of call. Service time per call has a direct impact on police resource requirements for responding to calls from the public. Given the relatively 'fixed' police resources assigned to the primary response function, the longer the time required to service calls, the more the police resources will be stretched and the longer will be the pending time for calls in general. An analysis of service time for calls revealed that the average service time for calls has increased considerably over the past years (Figure 6.4).

Average Service Time (minutes)
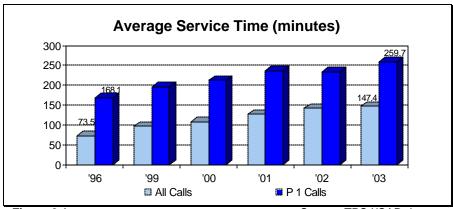
Figure 6.4   Source: TPS I/CAD data

As shown in Figure 6.4, the average time required for servicing a call doubled between 1996 and 2003, and increased 54.5% for Priority 1 calls. The average service time for Priority 1 calls, due to their emergency nature and the level of investigation required, is much more than that for calls in general. The average number of officers dispatched per event also increased from 1.9 officers in 1996 to 2.3 officers in 2003, a 25.3% increase. For Priority 1 calls, the average number of officers dispatched per event is much higher, and it increased from 3.1 officers to 3.6 officers for the same period, a 15.1% increase.

Table 6.1 shows the major types of calls (all priorities) attended by the police (i.e. calls that took up 2% or more of the total service time) and average service time for 2003, as well as the change in service time between 1996 and 2003.

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[191] Service time refers to officer(s') time on a call, the difference in time between the 'dispatch time' of an event and the 'closure time' of an event, as defined by the TPS Computer Aided Dispatch Query & Reporting User Reference, pp. 14 , 26, 27.

Table 6.1
Major Types of Calls and Average Service Time

EVENT TYPE	Calls/Events Attended by Police - 2003			% Change: 1996-2003	
	# Attended	AvST Min/E*	STime%**	# Attended	AvST Min/E*
Check Address	43903	98.1	5.3	57.2	26.8
Unknown Trouble	13894	255.5	4.3	43.9	61.9
Domestic	15792	217.6	4.2	-16.6	70.7
Pers. Injury Accident	14072	237.5	4.1	5.1	34.5
Medical Complaint	44265	64.9	3.5	32.5	23.9
Suspicious Event	18501	134.9	3.0	-9.2	72.3
Robbery	4253	548.2	2.8	-8.8	68.7
Prop. Damage Accident	23014	101.1	2.8	5.1	56.5
Advised	12141	182.9	2.7	-3.7	74.5
Dispute	21824	100.0	2.7	-2.0	39.5
Arrest	9852	218.6	2.6	7.7	52.1
Break & Enter	10007	201.7	2.5	-58.8	116.3
Disorderlies	26884	70.9	2.3	13.4	26.0
Wanted Person	6802	276.1	2.3	-30.2	52.2
Domestic Assault	5580	333.0	2.3	-30.8	75.7
Holding One	10378	168.6	2.1	-17.3	24.8
Assault	9093	191.7	2.1	-25.8	54.3
Threatening	9616	173.4	2.0	-29.0	130.2
Emot. Dist. Person	8621	189.1	2.0	(no such event type in 1996)	
Total of above items	308492	148.0	55.8		
TOTAL EVENTS/CALLS[192]	555821	147.4	100.0	-30.8	100.6

* Average service time per event in minutes.
** Total service time of call type as a proportion (%) of the total service time for all calls.

Source: I/CAD Report 52

As revealed in Table 6.1, all the major types of calls showed significant increases in the average service time between 1996 and 2003. These calls constituted about 56% of the total number of all calls and took up about the same proportion of the total service time. Together, medical complaints and domestic-related events alone took up 10% of total officer service time.

There are many possible factors that can affect the service time for calls, including:

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

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

Over the past five years, the total time required to service calls increased 41%. The increase in service time for emergency calls (Priority 1) is comparable, though smaller (35.4%), and the time required to service Priority 1 calls remained at about 24% of the total service time for calls.

It should be noted that managing a large increase in service time for calls without a commensurate increase in resources will necessarily be at the cost of other police programs. The continual increase in service time for calls, if not addressed, will be a drain on police resources and will remain a serious challenge for the police to adequately staff the primary response function and to deliver timely responses to emergencies.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- Evaluation of program performance is usually centred around the concepts of efficiency and effectiveness. In police response to calls from the public, efficiency indicators include the resources required per call (service time) and the extent to which resources are optimally deployed, i.e. minimum resources required for a given workload under all operational constraints (which is expressed as an optimal match between supply and demand). Effectiveness indicators include the timeliness of response (usually in relation to a service standard) and the quality of the response. While conceptually distinct, efficiency and effectiveness can be inter-related, as, for example, when an efficient deployment system cuts both the service cost and the response time. These two concepts provide the framework for evaluating police performance in responding to calls.

- Service time per call is an efficiency indicator that measures the cost of service. The increase in service time for most calls over recent years also means increase in cost of service. While changes in service time for calls can be due to various legitimate reasons, the lack of service time standards may be among the many factors contributing to the increased service time. The establishment of reasonable service time standards for calls, overall and by major call types, based on actual performance (I/CAD data), would assist field supervisors in monitoring officer performance and thus may help to curb further increases in service time.

- The establishment of a recommended service time for various types of calls will also help to address the concern raised about the current 60/40 Staff Deployment Model. This model uses the actual divisional service time for calls to compute their Primary Response staffing requirements. This practice, if applied without consideration for variance in performance, can be criticized as possibly rewarding inefficient and punishing efficient units.

- As an effectiveness indicator, there are indications that police response time for both emergency and non-emergency calls, based on data with valid officer arrival time, has deteriorated over the past five years, showing longer response times and a smaller proportion of calls that met a specific time standard. Effort should be directed toward improving the response time to meet the standard previously recommended by the Restructuring Task Force or a revised standard must be established based on more current data.

- Staff deployment has implications for police response time. Police response to calls is affected by officer availability (supply) and the pattern of calls for service (demand), that is, the extent to which officers are available when demands emerge. The match between this supply and demand is an efficiency indicator. Analysis of this match under all the operational constraints is necessary for the identification of both means and opportunities to enhance the operational efficiency in staff deployment and thus response time.

- Training is another area that should be reviewed in terms of enhancing officers' performance and efficiency in the servicing of calls, thus helping to reduce the service time spent on calls.

- There has been much improvement in the compliance rate of officers acknowledging their arrival time when responding to emergency calls. However, the compliance rate for non-emergency calls, which was below 32% in 2003, still requires further improvement. The continued improvement in the compliance rate for all types of calls is necessary to enable the accurate evaluation of response time, which is essential both for monitoring Service performance and for staff deployment analysis.

- The increased number of calls received through the emergency line and the possible misuse of the emergency line for non-emergency issues may have exerted pressures on the call-taking function. Initiatives to divert non-emergency calls from the emergency line should continue.

- Proactive initiatives by the Service to address the factors leading to calls should continue.

VII.   URBAN TRENDS

The jurisdiction of the Toronto Police Service encompasses the largest urban area in Canada. Trends involving urban development, public transit, public and private services, transportation, recreation, the environment, and so on, affect the nature and frequency of the police services that are required. The solutions to urban problems will involve alliances among the public, private, and voluntary sectors. Protection of public safety will require co-ordinated efforts in planning and service delivery. These efforts may range in focus from environmental design to growth patterns in the municipality and service delivery methods.

HIGHLIGHTS

- The Official Plan for Toronto has identified that 75% of the City will mature and evolve, experiencing limited physical change; the remaining 25% will experience much growth and change. This growth will be significant enough that 22 areas require secondary plans to guide the growth and 230 areas will require site and area specific policies to harness the growth potential.

- It has been forecast that an extra 2.6 million people will live in the Greater Toronto Area (GTA) by the year 2031.

- The Toronto Real Estate Board (TREB) recorded 6,060 sales in February 2004, up 2% from February 2003. This was the second best total for the month ever recorded.

- The booming economy of the late 1990s produced much wealth for many Torontonians, but the benefits were not shared equitably. Income disparities in Toronto are growing.

- Toronto's middle class is fading as the income gap widens. Median income in Toronto's 12 poorest neighbourhoods declined by more than 15% during the 1990s, while the 12 wealthiest neighbourhoods saw an increase of close to 10%.

- Cost of rental housing has been rapidly outpacing inflation: the cost of a one-bedroom apartment in Toronto has shown an annual increase of more than 6% in the years since 1997.

- In 1998, commercial and industrial building permits in Toronto accounted for 28% of the activity in the GTA; in 2001, the City's activity fell to 14%. The state of Toronto's infrastructure has been cited as a top competitive disadvantage, just ahead of taxes.

- According to the 2001 Census, nearly 1.5 million people in the GTA drive to work every day, about 504,000 take transit, and 120,650 walk or ride bikes to work. This has resulted in congestion on 70% of the region's roadways during peak periods.

- Ridership on Toronto Transit Commission (TTC) vehicles (surface and subway) decreased 2.4% between 2002 and 2003, from 415,539,000 to 405,413,000 riders.

- Reduced airline capacity, wars in Afghanistan and Iraq, continuous terrorism alerts, the outbreak of Severe Acute Respiratory Syndrome (SARS), etc., together with a weak economic environment in Toronto's source markets, contributed to a 4.6% decrease in passengers travelling through Pearson Airport in between 2002 and 2003.

- Since 2000, tourism in Toronto has declined steadily, worsening with the impact of SARS in 2003. It is expected that the tourism and convention industry will continue to be fragile due to factors beyond the control of Tourism Toronto, such as the value of the Canadian dollar, as well as medical, environmental, and geo-political influences.

- Between 2002 and 2003, there was a 10.1% increase in hazardous events attended by the Police Service. These events included natural gas leaks, explosions, and chemical hazards.

A. GOVERNANCE AND QUALITY OF LIFE

Urban areas play a unique role in Canada. Most Canadians live and work in urban areas and urban areas are the economic engines of Canada. Today, Canadian cities, particularly the City of Toronto, face great challenges, such as poverty, housing, air quality, traffic congestion and crime, however, cities do not have all the tools, resources, and authority required to tackle them.[193] These issues and constraints have a great effect on the demand for policing and the ability of policing to meet that demand. The Federation of Canadian Municipalities:

> The main concern of municipal governments is their capacity to finance, predictably and responsibly, the increasing functions and responsibilities they are being given, either by statute or public expectation. Municipal governments must change the way they can finance their operations so that they can meet their growing responsibilities ensure accountability, and develop their capacity to play an even more positive, productive and responsive role in Canada's political system.[194]

Cities in the United States (US) often have access to funding from property tax, sales tax, hotel/motel tax, business tax, fuel tax, license fees, individual and corporate income tax, development charges, tax-exempt municipal bonds, tax incentives, grants to corporations, and borrowed money. In contrast, Canadian cities only have access to funds from property tax, license fees, development charges, and borrowed money, as well as rare instances of hotel/motel taxes and fuel taxes.

Some key indicators that the City of Toronto is experiencing some difficulty in terms of maintaining its competitive advantage and good quality of life for its citizens are listed below.[195] A number of these issues are discussed in greater detail in the sections that follow.

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[193] **Unleash Our Potential,** Canada's Cities website (www.canadacities.ca), 2004.
[194] **Strong City, Strong Nation**, The Toronto Board of Trade, June 2002.
[195] Ibid.

Infrastructure is Inadequate and Deteriorating:
- 68% of the city's infrastructure was built before 1970.
- The Toronto Transit Commission's (TTC's) 10-year capital plan announced in 1999 called for an annual expenditure of $340 million a year just to accommodate current ridership. In 2002, the City allocated $276 million to the TTC – 20% less than what was required.
- 70% of the region's roadways are congested during peak periods.
- In a Toronto Board of Trade survey of senior executives, the state of Toronto's infrastructure was cited as the top competitive disadvantage, just ahead of taxes.

Access to Affordable Housing is Severely Constrained:
- Toronto's vacancy rate has been below 1% for more than five years.
- Cost of rental housing has been rapidly outpacing inflation. The cost of a one-bedroom apartment in Toronto has shown an annual increase of more than 6% since 1997.
- Overall availability of rental units is diminishing – the City of Toronto states that since 2000, 431 rental units have been lost to demolition. By contrast, the City estimates that 39 new rental units were built.

Toronto is Failing to Attract Visitors:
- Even with the Canadian dollar at an all-time low, Toronto has been unable to maintain its tourism market share. Competitor cities in the US saw a 5% to 10% increase, while Toronto saw only a 1.5% increase.
- The most profitable segment of tourism industry – overnight leisure visitors – has declined in Toronto for three of the past four years.

Real Income for Torontonian's is in Decline:
- Toronto's poverty rate stood at 23.3% in 2000; in contrast, Canada's was 19.1%.
- Toronto's middle class is fading as the income gap widens. Median income in Toronto's 12 poorest neighbourhoods declined by more than 15% during the 1990s, while the 12 wealthiest neighbourhoods saw an increase in median income of close to 10%.

Tax Base Is Eroding:
- The City's population is growing, but the overall population of the Greater Toronto Area (GTA) is growing faster.[196] In 1981, the City represented almost two-thirds of the GTA's total population. It now accounts for barely half.
- Business is flourishing outside the City. In 1998, commercial and industrial building permits in Toronto accounted for 28% of the activity in the GTA. This fell to 14% in 2001.
- Property assessments are not driving City revenue growth, but they are in the rest of the GTA. The City of Toronto estimates assessment growth at 0.29% for 2002; in contrast, Peel Region and Halton Region are forecasting assessment growth rates of 3.6% and 4.1%, respectively.
- Toronto lost 8% of the Financial Post's Top 500 Companies head offices from 1987 to 2000.

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[196] The Greater Toronto Area consists of Toronto, Durham Region, Halton Region, Peel Region, and York Region.

These indicators identify a City experiencing a number of challenges to maintaining a competitive advantage. It is unclear how much longer Toronto can continue to perform well under such growing challenges.

B. URBAN DEVELOPMENT

Toronto's Official Plan and Land Use Planning in the City of Toronto:

The *Planning Act* sets the ground rules for Land Use Planning in Ontario and defines how land uses may be controlled, and who may control them. Local municipalities have authority under the *Act* to make local planning decisions that will determine the future of communities. Land use planning provides a balance between individual private property owners and the common good of the whole community.[197] Land use planning affects every aspect of life in Toronto. It provides the basis for management of land and resources, with consideration for social, environmental, and economic concerns. Land use planning provides a blueprint to assist in the location and distribution of vital components in communities, such as homes, factories, parks, schools, roads, sewers, and other essential services to be provided.

There are proposed planning reforms, such as the *Strong Communities (Planning Amendment) Act*, that, if passed, will put the public first by opening up the planning process, allowing more time for public scrutiny, boosting environmental protection, and better protecting the public interest. The proposed *Greenbelt Protection Act, 2003* would ensure environmental protection and responsible growth management for the Golden Horseshoe area of Ontario. The introduction of the Environmental Bill of Rights (EBR) would make it possible for the public to participate in government decision-making on matters that could affect the environment and may also have an impact on urban development. The EBR applies to prescribed ministries, such as the Ministry of Municipal affairs and Housing.[198]

Communities that are planned and designed well have a greater potential for attracting jobs and investment. Jobs and investment in communities help to promote sustainable growth and development. It has been suggested as part of the Toronto Plan that 1 million more people could be accommodated in Toronto with no disruption to existing neighbourhoods and overall quality of life.[199]

On January 1, 1998, the new City of Toronto was created by amalgamating the Municipality of Metropolitan Toronto, the Borough of East York, and the Cities of Etobicoke, North York, Scarborough, Toronto, and York. In April 1998, Council's first major decision was to have a new Official Plan prepared to replace all the plans from the former municipalities.

Adopted by City Council on November 28, 2002, the Official Plan is designed to guide growth in the City of Toronto over the next 30 years. The Plan states that the vision "is about creating an attractive and safe city that evokes pride, passion and a sense of belonging – a city where everybody cares about quality of life."[200] Toronto will go through re-building and re-urbanization, and will grow up, not out. The Plan has identified that 75% of the City will mature

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[197] **Land Use Planning**, Ontario Ministry of Municipal Affairs and Housing website (www.mah.gov.on.ca), 2004.
[198] Ontario Ministry of Municipal Affairs website (www.mah.gov.on.ca), 2004.
[199] **Toronto Plan, A Land Use Strategy for Toronto,** City of Toronto, No.5, June 2004.
[200] **About the Toronto Plan**, City of Toronto website (www.toronto.on.ca), 2004.

and evolve, experiencing limited physical change; the remaining 25% of the geographic area will grow and change. This growth will be significant enough that 22 areas will require secondary plans to guide the growth and 230 areas will require site and area specific policies to harness the growth potential.

Growth in the City has the potential to enhance investment that will improve buildings and neighbourhoods, as well as provide 'spin-off' benefits, such as improved public safety, public streets, facilities, and community services.[201] An example of the growth potential can be found in the large vacant land parcels and buildings outside of the waterfront area. This area consists of 800 hectares of large parcels of underused or vacant land that could be developed into an area of new neighbourhoods and employment. Projections for the area within Toronto's central waterfront indicate that 100,000 more people could be housed in the area and 25,000 new jobs could be accommodated.[202]

As the development of the Plan is implemented, City Council should proactively ensure that Toronto will be positioned to support the projected growth. For example, with increasing population, an increase in demand for emergency services can also be expected. The City should, therefore, plan to ensure that the required resources will be available to support the police, fire, and ambulance services.

For the past 50 years, new development in Canada has typically occurred on greenfield lands at the edge of urban areas, resulting in the loss of farmland and natural areas, a rising car-dependency, and traffic congestion. Many municipalities also lack the infrastructure needed to support expansion into greenfield areas. Recently, there has been a shift in some Canadian municipalities, primarily Toronto and Vancouver, in the balance between greenfield development and intensification. Residential intensification – encouraging housing development in existing urban areas where infrastructure and transit service are already in place – is increasingly popular, and can include infill development, adaptive re-use, brownfield redevelopment, lot splitting, and secondary suites.[203]

The City of Vancouver now requires anyone owning a residential property with the intent of renting or leasing it, to obtain a business license. This includes all single family dwellings, duplexes, dwelling units within a multiple dwelling, rooming houses, and secondary units. Licences provide Vancouver with an instrument to ensure that these rental units meet by-law requirements and that the properties are suitably maintained. A license can be revoked or not renewed if a residential property owner does not comply with the requirements of the rental unit business license. This puts the pressure on owner occupier and absentee landlords to properly maintain and manage their properties.

Business and Economic Development:

Toronto is currently home to the world's tallest free-standing structure (the CN Tower at 553.33 m), and to the world's longest street, which starts at the City's lakeshore (Yonge Street is 1,896 km). In addition, Toronto is home to more nationally and internationally top-ranked

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[201] **Toronto Plan, A Land Use Strategy for Toronto**, City of Toronto, No.5, June 2004.
[202] Ibid.
[203] Fisher, S. et al. *Residential Intensification Case Studies: Built Projects,* **Research Highlights, Socio-Economic Series 04-014**, Canadian Mortgage and Housing Corporation (CMHC), February 2004.

companies than any other Canadian city. In the era of a global economy, Toronto has one of the largest networks of fibre-optic cable, larger than any North American city. The capacity of infrastructure bandwidth that is in place is greater than is required to move information at the speed of modern business.

In 1999/2000, the City of Toronto, in partnership with the Ontario Ministry of Economic Development and Trade – Office for Urban Economic Development, conducted a comparative analysis of the City's global competitiveness.[204] The study was led by an international team of consultants and examined 10 major industry clusters (aerospace, apparel, automotive, biomedical & biotechnology, business & professional services, financial services, food & beverage, information technology & telecommunications, media, and tourism). The study concluded that Toronto was one of North America's best-positioned cities to compete internationally in the 21st century. Key attributes to Toronto's ongoing success noted by the study include its economic, social and cultural diversity; an educated labour force; clean, safe and vibrant neighbourhoods; and an extensive telecommunications infrastructure.

Toronto has a highly skilled, multilingual, and educated workforce – for example, over 100 languages are spoken in the City and over 50% of the city's labour force has a university degree or college diploma – that provides a competitive base for the City to continue to have a thriving business community.[205] Some of the key facts relating to Toronto's competitiveness are listed below.[206] Toronto is:

- the financial centre of Canada, and the 4th largest in North America, employing 176,000 in the financial sector;
- has more than 76,000 businesses that generate a gross domestic product of $98 billion and employ over 1.3 million people;
- the nation's largest employment centre, with one sixth of Canada's jobs, and strong employment in both manufacturing and service industries;
- has the 4th highest concentration of commercial software companies in the world, and one of North Americas premier animation centres;
- North America's 3rd largest Stock Exchange by value traded;
- home to 40% of Canadian companies that are on Fortune's Global 500 list;
- home to 90% of Canada's foreign banks, and its top accounting and mutual fund companies, and to 80% of Canada's largest research and development, law, advertising, and high-tech firms;
- home to 7 of the top 10 information technology companies, including the Canadian headquarters and research centres of Apple, Hewlett-Packard, and Sun Microsystems, which has made Toronto known as 'Silicon Valley North';
- equipped with one of the best telecommunications networks in the world, with one of the highest percentage of fibre optic cable installed, and more wireless phones per capita, than anywhere in North America;
- strategically located – one-half of the population of the US is within one day's drive of Toronto and one-third of Canada's population is located within 160 km radius of Toronto; and,

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[204] **An Overview of Toronto's Key Industry Clusters**, City of Toronto website (www.city.toronto.on.ca), February 16, 2004.

[205] City of Toronto website (www.toronto.on.ca/economic_profile/clusteroverview.htm), 2004.

[206] City of Toronto website (www.city.toronto.on.ca/toronto_facts/business_econdev.htm), 2004.

- acknowledged in the 2002 KPMG report "Competitive Alternatives: A Comparison of Business Costs in North America, Europe and Japan" as at least 12.1% more cost-effective than any of the other US cities in the study.

Social Development:

In the 21st century, Toronto remains one of the world's best places to live. Toronto is also one of the fastest growing city-regions in North America and is well positioned for innovation and prosperity. This progress potential for the future also brings with it challenges such as a growing social polarization and inequalities that provide the possibility to erode all the progress made in the City.[207]

It has been forecast that an extra 2.6 million people will live in the GTA by the year 2031.[208] Approximately 100,000 new people come into the GTA every year, more than half settling in the City of Toronto.[209] The influx of new people, particularly new immigrants who may require some assistance in adapting to their new environment and Canadian culture, can create great social challenges. Immigrants to Canada tend to live in large urban centres. According to the Canadian Mortgage and Housing Corporation (CMHC), in 1996, the Toronto Census Metropolitan Area (CMA) was home to 33% of all immigrant households in Canada, and 42% of 'most recent' immigrant households. Immigrant households accounted for 50% of the 1.4 million non-farm, non-native households in the Toronto CMA. For the rest of Canada excluding the Toronto CMA, immigrant households accounted for 17% of the 8.4 million households.[210]

At the same time as large numbers of people are settling in Toronto, City-owned housing stock continues to deteriorate. Almost half the units were built prior to 1974 and it is estimated that over the next 3 to 5 years, 45,000 City-owned units are at risk of being lost due to limited investment. There are currently over 70,000 households on a waiting list for housing in Toronto and 1 in 3 families is paying more than 30% of their household income on shelter.[211] Census Canada's accepted affordability benchmark for a shelter cost to income ratio for Canadian households is 30% – housing is considered to be affordable if a household spends 30% or less of their income on shelter costs.[212]

As a further complicating factor, the booming economy of the late 1990s produced much wealth for many Torontonians, but the benefits were not shared equitably. The result has been that income disparities in Toronto are growing. In particular, the income gap disproportionately affects ethno-racial groups. There are disturbing statistics that suggest increasing levels of poverty and homelessness in Toronto. For example, in 1999 nearly 30,000 men, women, and children lived in emergency shelters at some point during the year, 100,000 people were waiting

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[207] City of Toronto website (www.city.toronto.on.ca/sds/introduction.htm), 2004.
[208] **Toronto Plan, A Land Use Strategy for Toronto**, City of Toronto, No.5, June 2004.
[209] **Toronto Needs A Real Solution, Enough of Not Enough** website (www.realtorontosolutions.ca/issues_housing .html), 2004.
[210] Engeland, J. et al. *2001 Census Housing Series, Issue 1: Housing Affordability Improves,* **Research Highlights, Socio-Economic Series 03-017***, Canadian Mortgage and Housing Corporation (CMHC), September 2003.
[211] **Toronto Needs A Real Solution, Enough of Not Enough** website (www.realtorontosolutions.ca/issues_housing .html), 2004.
[212] Engeland et al., 2003.

for subsidized housing, and an average of 100,000 people used food banks every month.[213] Nearly 40% of Toronto's children are living below Statistics Canada's low-income cut-off point.[214, 215]

A recent report by the United Way and the Canadian Council on Social Development, "Poverty by Postal Code", examined changes to Toronto neighbourhoods over a twenty year period.[216] The report noted that the number of poor families in Toronto increased by almost 69% between 1981 and 2001, compared to a 15% increase in the number of families overall and that there was a dramatic increase in the number of higher poverty neighbourhoods in Toronto – in 1981, there were 30 such neighbourhoods, while 20 years later, there were 120.

Some of the factors contributing to the growing social and economic polarization are the fundamental market shifts in the global economy, changing family structures, and the departure of the Federal and Provincial governments from key areas of social programming.[217] Another potential factor contributing to the shortage of rental apartment units is the use of units for purposes other than residential use.

Senior levels of government have downloaded new responsibilities with associated increased costs to municipalities. The City of Toronto has assumed the stewardship for a range of services, but has not been given the physical capacity to effectively carry out its new responsibilities. Toronto is facing increased needs, and more is expected from the both the City and community sectors, but there are fewer resources available to deal with these rising expectations. The City has little flexibility beyond raising property taxes, imposing user fees, or cutting services.[218]

The social infrastructure is now as varied as the needs it was developed to address. It consists of bricks and mortar facilities such as hospitals, schools, social housing, libraries, recreation and nursing homes, cultural and arts centres, as well as services such as child care, public health, children's aid, and social assistance.[219]

Social cohesion in the City is important and strong communities that support social inclusion by using public resources to meet the needs of those who face hardship, discrimination, and other barriers to participation will benefit the whole community. People who feel part of the larger community have an investment in the public good and are often willing to work to further improve quality of life. This can be of great assistance to policing and crime prevention efforts.

C. CRIME PREVENTION THROUGH ENVIRONMENTAL DESIGN

As reported in previous Environmental Scans, in 1993, the Toronto Police Service adopted a formal, proactive process to review public and private developments within Toronto.

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[213] City of Toronto website (www.city.toronto.on.ca/sds/introduction.htm), 2004.

[214] Ibid.

[215] According to the 2003 Statistics Canada low income cutoffs for Toronto, a family of three would be considered low income if their income fell below $25,230, after tax. (**Low Income Cutoffs from 1994-2003 and Low Income Measures from 1992-2001**, Income Statistics Division, Statistics Canada, March 2004.)

[216] **Poverty by Postal Code, The Geography of Neighbourhood Poverty 1981-2001.** A Report Prepared Jointly by United Way of Greater Toronto and the Canadian Council on Social Development, 2003.

[217] City of Toronto website (www.city.toronto.on.ca/sds/introduction.htm), 2004.

[218] City of Toronto website (www.city.toronto.on.ca/sds/introduction.htm), 2004.

[219] Ibid.

The Crime Prevention Through Environmental Design (CPTED) process is based upon the belief that the proper design and effective use of the built environment can lead to a reduction in the incidence and fear of crime and an improvement in the quality of life.

The City should ensure that the growth forecast by the Official Plan is built incorporating crime prevention initiatives within the design. CPTED principles adopted early in the site plan process will ensure that the new growth and re-development sites will be built with public safely in mind.

While CPTED principles such as better lighting in developments are not be the only solution to reducing crime in a neighbourhood, they certainly complement a safe neighbourhood initiatives and can be used as a tool to promote safety in neighbourhoods. Community groups, such as the Community Policing Liaison Committees, could be mobilized to conduct CPTED audits in their neighbourhoods and bring recommendations forward to the stakeholders, enhancing safety in communities.

Police services and government agencies throughout Canada and the US support Crime Prevention Through Environmental Design. The International CPTED Association and CPTED Ontario hold annual conferences and workshops and promote CPTED principles across Ontario and around the world.

D. REAL ESTATE IN TORONTO

The real estate market provides a good indicator as to how a city's economy is performing. A healthy real estate market will provide a significant contribution to a healthy economy, and will provide positive 'spin off' effects that can have a positive influence on demands for police service. A strong real estate market is usually followed by an increase in renovations and purchases of consumer goods such as furniture and appliances; these in turn boost the economy and job creation.

The Toronto Real Estate Board (TREB) recorded 6,060 sales in February 2004, up 2% from February 2003 and the second best total for the month ever recorded.[220] Many factors contributed to this result, including low interest lending rates. Low mortgage rates are fuelling growth in the Toronto housing market, which has been undeterred by shocks to the economy such as the August 2003 blackout. The increase in sales has been met by a corresponding 10% rise in new listings, helping to contain 'runaway price growth'. Despite the slower pace of price growth, the slight rise in five-year mortgage rates was enough for Toronto's affordability index to edge up to 38% from 37.3% in previous quarters. This translated into an average monthly payment of $1874, 1.9% higher than the previous quarter at the end of 2003.[221] With the rising inventory of new condos and higher vacancy rates, Toronto's condo market will see a downward pressure on prices especially among the numerous small square footage condos in the downtown core. [222]

According to TREB figures, the number of single-family home sales increased 5.5%, from 74,759 sales in 2002 to 78,898 sales in 2003 (Figure 7.1). The number of single-family home sales in 2003 also represented a 78.4% increase from the 44,237 sales in 1994.

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[220] **Market Watch**, Toronto Real Estate Board website (www.torontorealestateboard.com), March 4, 2004.

[221]**Market Watch**, Toronto.com: All You Need to Know About TO website (www.toronto.com/feature/12789/16.html), 2004.

[222] Ibid.

**Number of Single-Family Home Sales
(Toronto Real Estate Board Service Area)**
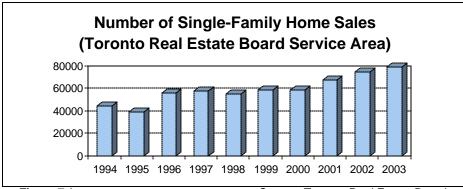
Figure 7.1   Source: Toronto Real Estate Board

Prices in the GTA were 4.8% higher in February 2004 ($310,190) than in January ($295,989), and were 7.0% higher than in February 2003 ($289,954). The annual average house price rose from $275,231 in 2002 to $284,955 in 2003, an increase of 3.5% in the average price of a single family home (Figure 7.2). Not all districts or neighbourhoods were equally active; for example, prices in the east end of Toronto rose by only 1% from 2002 to 2003. The average annual house price increased 36.4% over the 10 year period of 1994 to 2003.

**Average Price of Single-Family Homes
(Toronto Real Estate Board Service Area)**

Figure 7.2   Source: Toronto Real Estate Board

As seen in Figure 7.3, Toronto CMA housing starts have increased every year since 1999. It is projected by the Canadian Mortgage and Housing Corporation that there will continue to be a market for development intensification in Toronto, which will most likely translate into healthy rate of Toronto CMA housing starts.

Toronto CMA Housing Starts
1999 - 2003
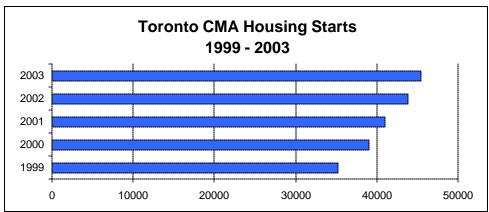
Figure 7.3   Source: Toronto Economic Development Division

Real Estate theory tends to suggest that an expansion phase in an economic cycle lasts at least 7 years.[223] Toronto has experienced an expanding housing market since 1996 with increasing average prices since 1997, constituting approximately 8 years of steady expansion. Several factors such as low interest rates and positive consumer confidence will most likely continue to fuel this area of the economy for the next year or two. A rise in interest rates could trigger a slowing of growth in the real estate sector.

Another indicator of the state of the economy is the issuance of building permits. In the City of Toronto, the number of residential permits issued went down 32.1% in 2003 from 2002, the number of commercial building permits issued went down 10.5%, and the number of industrial building permits issued went down 23.7%. The only exception was the 172.7% increase in the number of institutional building permits issued. Overall, permits issued in the City of Toronto were down 24.9%.[224] Building permits issued take months if not years to reflect in construction activity in the market. The decrease in building permits could be an indicator of a downward trend in construction to come in the next few years and of the projected slowing in the housing market.

E. TRANSPORTATION

Toronto Transit Commission:

Ridership on Toronto Transit Commission (TTC) vehicles (surface and subway) decreased 2.4% between 2002 and 2003, from 415,539,000 to 405,413,000 riders (Figure 7.4).[225] However, the number of riders in 2003 was a 4.4% increase over the 388,252,000 riders 10 years ago in 1994.

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[223] **The ABCs Of Real Estate**, Real Estate abc.com website (www.realestateabc.com), 2004.
[224] **Economic Indicators, January 2004,** Toronto Economic Development website (www.toronto.ca), 2004.
[225] **Operating Statistics 2002,** (pamphlet), Toronto Transit Commission.

T.T.C. Ridership
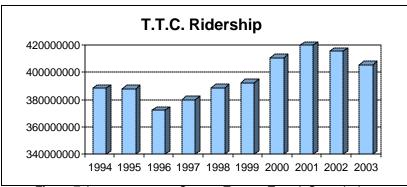
Figure 7.4   Source: Toronto Transit Commission

Downloading by the Province to the City has created financial constraints for services provided to the people of Toronto. The TTC has been affected by limited funding from the Federal and Provincial governments as well. In order to supplement the shortfall in funding, the TTC has the option of introducing a fare increase and or making cutbacks to service and various other areas of the organisation. In January 2002, the TTC increased the adult fare to $2.25. Each time a fare hike is introduced, ridership is negatively affected – people find alternative ways of travelling and eliminate or reduce their ridership on the TTC, contributing to the decline in ridership and further exacerbating funding difficulties. According to the 2001 Census, nearly 1.5 million people in the Toronto CMA drive to work every day, about 504,000 take transit, and 120,650 walk or ride bikes to work.[226] An increase in those who switch to the private automobile for their mode of travel will contribute to traffic congestion and increase policing demands.

Currently, the TTC moves about 1.35 million people every day, resulting in 53,000 fewer automobiles on the road every hour. The TTC carries 90% of all transit trips in the GTA and Toronto has the highest proportion of public transit users in Canada (more than 22%). The TTC also has one of the oldest fleets in North America, with buses that are designated to last for 12 years in use for an average of 14.5 years. Some passengers are riding on buses that are older than 24 years.[227]

One can expect the ridership levels to continue to decrease over the next few years as the financial constraints and ageing fleet of vehicles continue to hamper the TTC's ability to provide improvement to the service and attract riders away from making the daily commute in their vehicles.

On the 50th anniversary of the TTC (March 30, 2004), there was an announcement of a three-way commitment from the Federal government, the Province, and the City for a 5 year, $1.05 billion funding initiative for the transit system. The TTC plans to use the money as follows:[228]

- $388 million to modernize the subway system, including the purchase of new subway cars to increase service, environmental assessments for subway expansions, construction to improve subway station access, and subway infrastructure improvements;

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[226] Statistics Canada website (www.statcan.ca).
[227]**Toronto Needs A Real Solution, Enough of Not Enough** website(www.realtorontosolutions.ca/issues_ttc.html), 2004.
[228] *$1.05B for the 'heart' of Toronto*, The Toronto Star, March 31, 2004.

- $391 million on buses, including the purchase of hybrid or other green-powered buses, expanding bus rapid transit on Yonge Street between Finch station and Steeles Avenue, and expanding bus rapid transit between Downsview station and York University on Steeles Avenue West;
- $132 million on streetcars, including extending the life of streetcars, track repair, and streetcar infrastructure improvements; and,
- $140 million for fare integration, including the TTC's portion of an integrated ticketing system for a GTA transit system that would allow travellers to move effortlessly from one transit system to another.

Over and above the investment for renewing municipal transit systems, the Province is also funding expansion of transit systems. For Toronto, the Province is expected to invest $33.3 million towards an estimated $101 million project to: expand 'park and ride' facilities and make operational improvement at the Finch, Downsview, Kennedy, and Kipling TTC stations, improve transit vehicle tracking systems, conduct a study to evaluate roadway improvements and service for Bus Rapid Transit (BRT) routes, make station improvements to encourage inter-regional transit use at Kennedy, Finch, and Dundas West stations, and make improvements to give transit vehicles priority on key inter-regional routes, as well as transit control centre and transit priority projects.[229]

Although it will take a few years, this influx of new money from all level of government will result in service improvements, such as reduced wait times, increased hours of service, improved quality of vehicles, and so on. The TTC's Chief General Manager considers this influx of money as the first phase of what is required for the TTC.[230]

The TTC continues to be proactively involved in crime prevention programs, including the successful special constables program. In 1996, the Police Services Board approved a program to appoint TTC security officers as special constables. The TTC special constables are responsible for responding to acts relating to security and/or criminal incidents in the subway, transit stations, and on surface routes. In 2003, TTC personnel attended 10,138 emergency response calls, conducted 1,066 criminal investigations, made 692 arrests, issued 60 appearance notices, and laid 6,997 provincial/municipal charges/cautions.[231] Since the special constables have the power of arrest and release, there is no response required by the police, leaving police resources free to deal with other calls for service.

According to the TTC, there were 2,470 Criminal Code occurrences on TTC property in 2002, 0.4% fewer than in 2001 (2,481) and 20.0% fewer than in 1994 (3,087).[232] In 2002, there were 0.59 TTC-related crimes reported to the police per 100,000 riders, similar to numbers reported in both 2000 and 2001, but fewer than the 0.80 crimes per 100,000 riders seen in 1994 (Figure 7.5). The TTC-related crime rates in 2000, 2001, and 2002 represented a drop of 23.4% from the rate in 1998 (Figure 7.2). With the increase in ridership and decrease in crime rate, the TTC continues to be an extremely safe transit system.

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[229] Ontario Ministry of Transportation website (www.mto.gov.on.ca), 2004.
[230] *$1.05B for the 'heart' of Toronto*, The Toronto Star, March 31, 2004.
[231] **2003 Annual Report**, Special Constable Services, Toronto Transit Commission.
[232] TTC crime data for 2003 was not available at the time of writing.

TTC Annual Crime Rate
(per 100,000 riders)
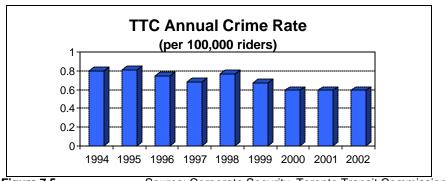
Figure 7.5   Source: Corporate Security, Toronto Transit Commission

The continued success of the TTC special constable program, allowing transit officers to deal with minor criminal offences without police intervention, permits the Police Service to allocate its limited resources to other areas.

GO Transit:

The GO Transit system was Canada's first, and Ontario's only, inter-regional public transit system, created and funded entirely by the provincial government to link Toronto with the surrounding regions of the GTA. The system carries 44 million passengers a year in an extensive network of train and bus services that is one of North America's premier transportation systems.[233]

Since the beginning of the GO Transit systems operation in 1967, more than three-quarters of a billion people have taken the GO train or GO bus. Officially known as the Greater Toronto Transit Authority (GTTA), GO Transit provides safe, convenient, and efficient transportation to the communities of GTA. The train service consists of 7 lines (Lakeshore West, Milton, Georgetown, Bradford, Richmond Hill, Stouffville, and Lakeshore East), and is available at all stations during peak rush hour periods.

The GO trains and buses serve a population of roughly five million in an 8,000 square kilometres area, radiating from downtown Toronto to Hamilton and Guelph in the west, Orangeville, Barrie, and Beaverton in the north, and Port Perry, Oshawa, and Newcastle in the east. The buses extend service as far as 100 kilometres from downtown Toronto. GO Transit connects with every municipal transit system in the GTA and Hamilton areas, including the TTC.

The GO train service has 53 stations, 361 route kilometres, 178 weekday train trips, a fleet size of 35 trainsets, 45 locomotives, and 355 bi-level passenger railcars, plus 10 more cars on order to enter service in 2004. The bus service consists of 14 terminals (plus numerous stops and ticket agencies), 2,345 route kilometres, 1,226 weekday bus trips, and 250 buses.[234]

Previously, the Province subsidized any operating and capital costs that were not recovered through revenue. In January 1997, the Province handed over the responsibility for GO Transit to the Greater Toronto Area municipalities and the Region of Hamilton-Wentworth, which would share all capital and operating costs not recovered through the fare box. In January

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[233] **What is GO?** GO Transit website (www.gotransit.com), 2004.
[234] Ibid.

1999, a new municipal agency was created by the Province called the Greater Toronto Services Board (GTSB), composed of regional chairs, municipal mayors, and local councillors from the GTSB's service area; this new agency became responsible for GO Transit in August 1999. In September 2001, then Ontario Premier Mike Harris announced that the Provincial government would take back responsibility for GO Transit and would put $3 billion into public transit in Ontario. The *GO Transit Act, 2001* was passed in the Ontario Legislature in December 2001. As of January 2002, GO Transit was no longer the responsibility of the municipalities the Greater Toronto Area and Hamilton – GO became again a Provincial responsibility and the GTSB ceased to exist.

GO Transit recovers most of their costs through revenue, with the fare box consistently bringing in 80% to 90% of what they need to operate. This is one of the best financial performances for any transit system in the world. Over the next 10 years, GO Transit plans to improve Union Station, build new track, add new trains and buses, and look for new parking solutions for commuters. In particular, GO Transit, in association with other key stakeholders, is undertaking a Class Environmental Assessment to add an additional main track on the Lakeshore East Go line from Cherry Street to the Scarborough GO station, to accommodate an increased capacity.

The increase in population forecast for the regions around Toronto, combined with improvements to the GO Transit system, could result in an increase in the daytime population of Toronto. Correspondingly, this could result in an increased demand for police services during the day, especially in the downtown divisions.

A comprehensive transit strategy is needed in the GTA to co-ordinate and develop effective service routes and scheduling. This strategy would also need to ensure that there is no duplication or conflict in service as well as providing fare integration to make it more convenient for existing riders and to attract new riders to the system.

Lester B. Pearson International Airport:

Passenger movement through Toronto's international airport decreased noticeably following the September 11, 2001 terrorist attacks (Figure 7.6).

Figure 7.6   Source: Toronto Economic Development Division

Reduced airline capacity, the wars in Afghanistan and Iraq, continuous terrorism alerts, the outbreak of Severe Acute Respiratory Syndrome (SARS), together with a weak economic environment in Toronto's source markets, contributed to a negative trend in passenger ridership in 2002 and 2003.[235]

There was a 4.6% decrease in passengers travelling through Pearson Airport in 2003 compared to 2002. In 2002, 25,930,363 passengers passed through Pearson Airport (including 11.2 million domestic, 8.1 million Trans-border, and 6.5 million international flight passengers). In 2003, 24,739,312 passengers passed through Pearson (including 11.0 million domestic, 7.3 million Trans-border, and 6.4 million international passengers). These numbers include people connecting to somewhere else through Pearson Airport.[236]

The Greater Toronto Airport Authority (GTAA), the not-for-profit corporation that runs Pearson Airport and is responsible for the Toronto Pearson International Airport (YYZ) ten year Airport Development Program (ADP), requires $3.3 billion in investment to meet the demand that has been forecasted. Part of the ADP is to build a new terminal, which is scheduled to open in 2004. This new terminal will eventually replace Terminals 1 and 2, and is expected to handle more than 50 million passengers a year by the year 2010. This will make Pearson the busiest airport in Canada. The new terminal will also have a cargo area that will be able to handle 900,000 tonnes of cargo.[237] Given current global concerns, an increase in passengers may warrant a review of the size and scope of the Combined Forces Special Enforcement Unit that deals with the airport.

The Breeze Ferry (Toronto to Rochester):

The new Breeze ferry was scheduled to start its service of regular crossings of Lake Ontario between Toronto and Rochester on May 1, 2004. The launching was delayed to mid-May, however, after it crashed into the corner of a pier while docking in New York in April. The 86-metre long ferry will be able to carry as many as 750 passengers, 220 cars, and 10 trucks on each trip between the two port cities at speeds of approximately 80 km/h. The trip will take approximately 2 hours and 15 minutes to complete and the vessel is projected to carry 680,000 people a year. This ferry represents the first new border crossing in 40 years.[238]

The construction of a prefabricated terminal in Toronto, costing approximately $8 million dollars, was planned to accommodate the volume of vehicular and pedestrian traffic created by the ferry service. A temporary tent will be used until the terminal building, which was not ready for the May launch of the ferry service, is available. The ferry service is expected to increase both people and vehicle traffic in the ferry terminal area and will also undoubtedly affect demands for police service in the area, particularly for the Marine unit and 51 Division where the terminal will be located.

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[235] Tourism Toronto website (www.torontotourism.com/media/research/visitor statistics.htm), 2004.

[236] Greater Toronto Airport Authority (GTAA) website (www.gtaa.com), 2004.

[237] Airport Technology website (www.airport-technology.com/projectID=1012), 2004.

[238] *No Clear Sailing Yet for Breeze Lake Ferry*, The Toronto Star, April 27, 2004.

F. PUBLIC AND PRIVATE POLICING SERVICES

The private security industry has experienced dramatic growth in the past 35 years. This has resulted in 29,000 licensed private investigators and security guards in Ontario in 2003, a 2.8% increase from the 28,207 in 2002 and a 51.1% increase from the 19,191 in 1994 (Figure 7.7). It is interesting to note that there were only 4,600 licensed Private Investigators and Security Guards in 1967. There are approximately 600 licensed agencies in the province providing private investigations and security guard services.

Section 2 of the *Private Investigators and Security Guards Act* exempts certain people and organisations from licensing requirements. This results in another 20,000 people employed in a security capacity that do not require a license. These security people would include in-house security guards or investigators, armed car personnel, security consultants, alarm installers and monitors, locksmiths and those involved in the development, manufacturing, and distribution of security technology and hardware.

Number of Current Licences per Year
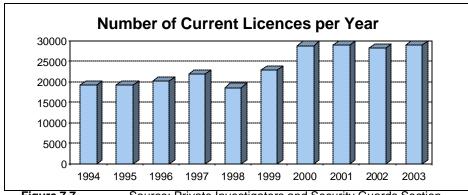
Figure 7.7	Source: Private Investigators and Security Guards Section, Policing Services Division, Ministry of Community Safety & Correctional Services

Statistics Canada figures for 1999 show that there were 59,090 police officers across Canada, but 82,010 security officers and private investigators. That industry included 2,756 companies in 1997 and generated $2 billion dollars, according to national data.[239]

As reported in previous Scans, many private security companies offer a wide range of services to the public and to government agencies. The services offered have included operations/maintenance services, fire suppression-prevention, emergency medical services, airport rescue, security and police support, and court security services, involving patrol of public facilities, traffic and parking control, process-serving, evidence control, prisoner transport, and jail security. It is interesting to note that private security companies are offering many services that have traditionally fallen to police and other emergency services agencies, or which they are presently mandated to perform.

Caution must be used when expanding the role of private security. With the death of Patrick Shand in September 1999, as a result of being restrained by three men including a security guard, Ontario had its first inquest to look at the lack of rules governing use of force for the private security industry. As stated by the Shand family lawyer, "As we download police

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[239] *Private Security Under Scrutiny as Jury Probes Death of Man*, The Globe and Mail, February 25, 2003.

services to those who can afford private policing, this (the use of force) will be an increasing problem, not something that is going to go away." [240]

If the operational budget for the public police is reduced or police service are asked to cut specific services due to budgetary constraints, difficult decisions will have to be made regarding the ability to deliver services to the public, the kinds of services that should be offered, and the kinds of services that can be supported. If public police are unable to deliver certain services, it is reasonable to suggest that private police agencies will fill the void.

Shrinking public budgets highlight the need to re-examine when public police should be used as opposed to private police/security. It is imperative that the public and private sectors work together to explore the possibility of future partnerships. Through such partnerships, safeguards must be put in place to ensure that public safety is not sacrificed to budget savings.

G. CONVENTIONS AND TOURISM

According to the World Travel and Tourism Council, the tourism industry is the largest in the world, valued at $450 billion. [241] Tourism Toronto has recognized, as have many in the private and public sectors, the need to develop new partnerships in order to achieve their goals and to create new opportunities. One of Tourism Toronto's goals is to have Toronto become the regional trade show centre for Canada and the northeastern United States. The largest convention and exhibit facilities in Toronto are shown in the Figure 7.8.
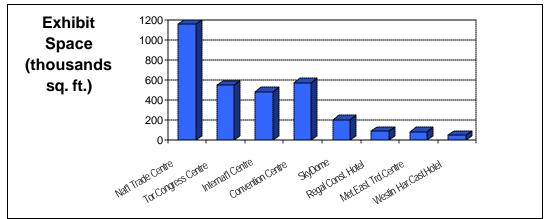
Figure 7.8   Source: Tourism Toronto

Since 2000, tourism in Toronto has declined steadily. SARS only worsened the decline in 2003, which was a very fragile year for tourism and conventions in Toronto. It is expected that the tourism and convention industry will continue to be fragile due to factors beyond the control of Tourism Toronto, such as the value of the Canadian dollar, as well as medical, environmental, and geo-political influences. The new reality for Toronto in the global meeting industry is a rising Canadian dollar, fear of global terrorism, uncertainty about travel abroad especially in the US, and very intense competition from around the world. [242]

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[240] Ibid.

[241] World Travel and Tourism Council website (www.wttc.org), 2004.

[242] Tourism Toronto website (www.torontotourism.com/Media/Research/VisitorStatistics.htm), 2004.

As shown in Figure 7.9, there were 1.6 million fewer visitors to Toronto in 2003, down from 18.9 million visitors in 2002 to 17.3 million visitors in 2003 – a drop of 8.5%. The 17.3 million visitors in 2003 was further a 17.2% decrease from the 20.9 million visitors to Toronto a decade earlier in 1994.

Visitors to Toronto CMA (millions)
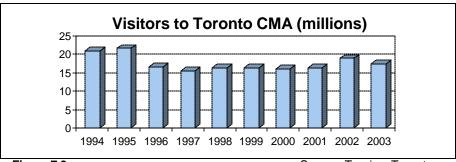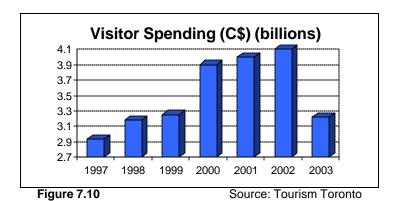
Figure 7.9   Source: Tourism Toronto

According to Tourism Toronto, visitor spending went down 22% between 2002 and 2003 – $4.12 billion was spent in 2002 compared to $3.22 billion in 2003, a difference of $900 million (Figure 7.10). In general, Canadians represent 76% of all Toronto visitors and account for 50% of all visitors spending; US residents represent 17% of the visitors and 29% of the spending; while the remaining 7% of visitors are from overseas and account for 22% of the spending. Business visitors spend more than leisure visitors do. People visiting friends and relatives spend less since a lower percentage stay at hotels. It should be noted that domestic trips under 80km are not included.

Visitor Spending (C$) (billions)

Figure 7.10   Source: Tourism Toronto

Tourism Toronto is establishing new partnerships and is undertaking aggressive new client initiatives to ensure recovery, sustain momentum and capitalize on opportunities to provide a complete renewal of Toronto's tourism industry. Toronto's mayor is looking to pursue major international events, such as the World Dragon Boat Championship, in an effort to draw world attention to and showcase Toronto.[243]

In an effort to attract tourists, various levels of government and private business played an active role in promoting tourism in Canada in general and in Toronto specifically in 2003.

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[243] *Mayor Eyes Big Events for TO*, Metro, December 17, 2003.

For example, in Canada, in May 2003, the Tourism Ministry launched a "Time for a Little TO". Further, in June 2003, the Federal government announced $17.5 million in additional funding to help promote tourism. The $17.5 million included $10 million for the Toronto03 Alliance, a non-profit corporation created in June 2003 by the Toronto City Summit Alliance to oversee tourism recovery efforts, and $7.5 million for a campaign aimed at selling Canada, not just Toronto. Businesses and various levels of governments also provided $13 million dollars for the July 30, 2003, Rolling Stones headline concert in Downsview that eventually boosted Toronto's economy by an estimated $75 million.

Following the relatively poor showing in 2003, it is predicted that tourism will increase by 14% in 2004 and by a further 5.7% in 2005. If Tourism Toronto is more successful in attracting visitors to Toronto, the challenge to the Service will be to continue to provide service to the public and to special events that effectively maintains the image of Toronto as a safe and enjoyable city to visit. Continued involvement in partnerships within the tourist industry will be a very positive step towards achieving this.

H. HAZARDOUS EVENTS

As noted in the chapter discussing Traffic trends, according to Toronto's Transportation Traffic Data Centre and Safety Bureau, the traffic volume in the City consists of 1.273-million inbound vehicles per day and 1.268 million outbound vehicles per day. The 2002 Toronto Collision Clock further noted that there is one truck collision every 3.9 hours in the City of Toronto.[244] It is also estimated that 1 in 10 trucks transport hazardous materials. This is a cause for concern as there is always some possibility that one of these trucks could become involved in a traffic collision. Such a collision would be made all the more dangerous by the involvement of hazardous materials.

The Toronto Police Service must be aware of this potential threat crossing the boundaries of Toronto daily. Members possibly responding to this type of occurrence must be aware of the dangers to prevent any unnecessary injuries or deaths to themselves or members of the public. The number of hazardous events attended by the Service has increased relatively steadily since 1995. As shown in Figure 7.11, between 2002 and 2003, there was a 10.1% increase in hazardous events attended by police. These events included natural gas leaks, explosions, and chemical hazards. In 2002 there were 1,162 such events while in 2003 there were 1,279 events. The number of events in 2003 was a 62.1% increase over the 789 events in 1995. As reported in previous Environmental Scans, over half (57.2%) of the events in 2001 were received in the last quarter of the year and involved possible anthrax contamination. These events were an indication of the heightened fear and concern following the terrorist attacks and anthrax letters in the US.

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[244] **Traffic Data Report – Year End Review 2002,** City of Toronto Transportation Services, Traffic Management Centre, Traffic Data Centre and Safety Bureau, December 2003.

Hazardous Events Attended (1995 - 2003)
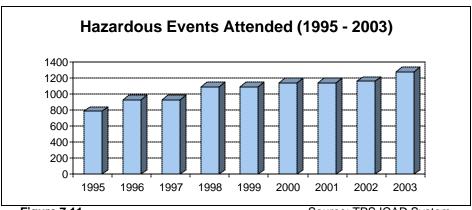
Figure 7.11   Source: TPS ICAD System

In relation to total number of calls for police service, the number of such events appears quite small, however this data is retrieved from the I/CAD system through an analysis of event types. This type of report captures only the events that were coded as a chemical hazard. It does not capture reports that may have involved a hazardous material, but which were coded differently. An example would be an accident where an employee was injured while involved with a chemical spill and the event is coded as an Industrial Accident instead of a Chemical Hazard. The actual numbers of such occurrences are therefore not known.

With recent world events and increased concern about hazardous materials, caution and awareness is the key to minimizing risks. Education and awareness should be the focus for private and public sector agencies to develop strategies to respond effectively to occurrences with what resources are available.

I. NATURAL DISASTERS AND TERRORISM

Large-scale disruptions, either through natural or man-made causes, have serious implications for the Police Service as well as for other emergency, government, and community services.

The state of domestic terrorism has been heightened since the World Trade Centre disaster of September 11, 2001. The bombing of the Alfred P. Murrah Federal Building in Oklahoma City in 1995 also heightened awareness of domestic terrorism, para-military and extremist groups, and the ease of obtaining materials capable of causing damage and devastation.

Deputy Prime Minister and Public Affairs Minister Anne McLellan and Justice Minister Irwin Cotler released a document in April 2004 entitled 'Securing an Open Society' that defines threats and security broadly. This report recommended spending $690 million over five years that to improve security in Canada and included:[245]

- $308 million for the collection and analysis of passports, fingerprints, cargo container content lists, signs of public health threats or threats to critical cyber-infrastructure;
- $137 million for enhanced intelligence efforts;

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[245] *Security Beefed Up*, Metro**,** April 28, 2004.

- $99.78 million for improving real-time processing at RCMP headquarters of fingerprint information;
- $14.95 million for a centralized government emergency operations centre; and,
- $10.31 million to boost the security of Canadian passports by embedding electronic chips containing data on facial features of the bearer. (The smart chip passport will be issued in early 2005.)

With recent world events and increased concern about hazardous materials, education and awareness should be the primary focus of dangerous goods co-ordinators. Toronto has not been a target of the type of terrorism that the US has experienced, but the potential does exist and the City should be prepared for it. One improvement, for example, would be to ensure that the wireless telephone systems are improved to keep people with cell phones connected during emergency events, ensuring that 911 calls are completed accurately and quickly to police and emergency operations. Companies should be able to locate wireless 911 callers within approximately 100 metres and relay the information to emergency dispatchers. Cell phone companies need to put into place new technology to meet this objective. This would involve replacing all phones currently in use.[246]

Police, government, and community leaders will have to make difficult decisions as to how much of the City's already constrained financial and human resources will be dedicated to such efforts. However, this preparation would not only be available to deal with terrorist attacks, but for other types of emergencies as well. Terrorist attacks are not the only type of disaster that could affect the Toronto area, as was seen with the blackout that rolled across southern Ontario and the eastern seaboard of the US in the late afternoon of August 14, 2003, because of a short circuit along power lines in Ohio. Temporary generators were used from August 15 through August 21 and cost the province of Ontario $70 million.

It is very difficult for an emergency service to be fully trained and prepared for all types of disasters that could happen in a large urban centre. There are, however, steps that can be taken to help prepare for this type of disaster, to increase the safety of residents, and to reduce property damage. The Toronto Police Service has instituted the Incident Management System (IMS) to deal with these emergencies. The Incident Management System deals with emergencies that that would produce unusual demands on police resources and equipment at the unit or Service level. These types of emergencies include a declared state of local emergency, which would cause the Toronto Emergency Plan to be activated. Currently, members of the Public Safety unit (PSU) are trained in IMS and update training on an ongoing basis. There are approximately 200 public safety-trained officers on call throughout the Service. Each member of the PSU is assigned a pager to ensure a quick response to major emergencies as well as to disorderly crowds or other situations that produce personnel demands that cannot be handled at the unit or field command level.

The Operations Section of the Service's Intelligence Support unit came into existence in October 2002. Members were initially tasked with updating and investigating JIG (Joint Intelligence Group) files from 9/11, which had Toronto and GTA connections relating to terrorism. Specific operational requirements included providing intelligence information relating to the anti-war demonstrations leading up to and continuing through the US war with Iraq.

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[246] *911 Needs Retooling Following Attacks,* **Organized Crime Digest**, 22(17), September 28, 2001.

Though not specifically as a result of the terrorist attacks on 9/11, those events played an important role in determining the responsibilities and response from this unit on many fronts. For example, there was increasing agency liaison within intelligence networks, including those between York, Peel, Durham, INSET, OPP, Canada Customs and Revenue, US Customs, Military Intelligence, and CSIS.

The TPS also seconded a liaison officer to New York City Police to facilitate communication and intelligence sharing between the Service and the US. The detective from New York has facilitated a training/information session between TPS and GTA representatives, with an NYPD advisor/analyst (former CIA) speaking to intelligence officers and analysts. The information flow has been steadily increasing between each agency.

As mentioned previously, with recent world events and increased concern about terrorist attacks, caution and awareness is the key to minimising risks. Education and awareness should be the focus for private and public sector agencies to develop strategies to respond effectively to occurrences with what resources are available.

J. DEMONSTRATIONS AND SPECIAL EVENTS

As reported in previous Environmental Scans, demonstrations cannot always be anticipated, and it is reasonable to assume that Toronto will continue to be a target for this type of activity in the future. The Police Service must be aware of this potential and continue to communicate with all levels of government to manage related costs.

Special events are also a strain on the Police Service and its resources. Some examples of recent major events include the Papal visit to Toronto during the World Youth Days in July 2002 and the Rolling Stones concert in July 2003 (marketed internationally to demonstrate to the world that Toronto was safe from SARS). Both of these events occurred in addition to already scheduled summer events in Toronto such as Caribana, and both occupied significant policing resources for a considerable amount of time. The attendance for the Pope's visit ranged from 250,000 at the opening Ceremony to 800,000 for the Papal mass and required 11km of road closures.

These types of special events have a significant impact on the ability to meet 'everyday' policing demands and on the Service infrastructure during the planning for these events within the City, as officers are re-deployed from regular duties to deal with the increased number of people in the City and other related issues.

Dundas Square:

Toronto has developed Dundas Square on the south-east corner of Yonge and Dundas Streets in downtown Toronto. Dundas Square is a public square that opened to the public in November 2002 and had a grand opening concert on May 30, 2003, celebrated by a crowd of 55,000 people. The Square is owned by the City of Toronto and is operated as a business venture, run by a board of management; it is designated for use as public open space and an event venue that can accommodate events of various sizes, including large events that close parts

of Yonge Street. The Square is available to permit by corporations and not-for-profit organizatins for promotions and special events.

Dundas Square again requires considerable policing resources to keep the area safe for all the visitors and participants in these events and to control traffic flow, particularly for those events that require the partial closing of Yonge Street to vehicular traffic. These planned and unplanned events will continue to have a significant impact on the operation, administration, and financial management of the Police Service.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- The Service should continue to develop their role as agents and facilitators of change by, when possible and relevant, participating in major committees or on working groups that could influence or change policy or legislation for community development or the public good.

- Plan for long-term, effective deployment strategies of police resources and response to calls for service and other policing demands to deal with the forecast growth in population and development as outlined in the Toronto Official Plan.

- As neighbourhoods change, or new neighbourhoods are created, it is essential that front-line officers are able to identify recurring problems and to create linkages and work with their communities to solve those problems.

- Explore and expand on opportunities with emergency services and other agencies to use existing by-laws, fire codes, and other regulations, or to create new ones, that can be used by both the Service and community groups as effective tools in CPTED initiatives.

- As GO Transit improves its infrastructure and the populations in the areas around the City continue to grow, the transient population – those who come to work, go to school, or for sports/entertainment – Toronto will also likely increase. This, in turn, may result in more demands for policing services, especially in the downtown divisions. The Service must develop deployment and service strategies that make effective and efficient use of limited resources.

- If government and Tourism Toronto initiatives are successful in attracting greater numbers of tourists and major special events to Toronto, the challenge to the Service will be to continue to provide police services to the public and to special events that maintains the City's image as safe and enjoyable to visit.

- With recent world events and increased concern about terrorist attacks, caution and awareness is the key to minimizing risks. The Service should expand existing programs and continue to explore new opportunities involving public and private sector agencies to develop strategies with education and awareness as the focus. Improved community awareness can assist the Service in responding effectively to occurrences with the policing resources available.

VIII. TECHNOLOGY & POLICING

The significant number of computers in our society has brought the legal system and policing community challenges of new crimes and new ways to commit old ones. Computer crime has become one of the most publicised aspects of computer use and although computer crime is experiencing exponential growth, the various crimes associated with computers are difficult to evaluate or measure in terms of magnitude or frequency. Technology has continued to grow and evolve in the areas of speed, memory, capacity, and the purposes for which we use computers. Members of the Toronto Police Service continue to meet the challenges of cyber crime. As we come to terms with the complexity and magnitude of organised crime, we have proactively embraced the challenge by reaching out and forming relationships with key experts, to pool resources in the borderless world of technological crime.

HIGHLIGHTS

- The Service's Technological Crime Unit, temporarily funded by a grant from the Provincial government, is increasingly being called upon to provide support to other units. The Unit has provided 4,502 hours of support in the investigation of child exploitation cases and 981 hours of support in other areas.

- Child pornography continues to present a complex problem for law enforcement agencies and continues to be a threat to children. The explosion in technology and the Internet have made handling the increase in child pornography a monumental task.

- In October 2003, the Child Exploitation section of the Toronto Police Service's Sex Crimes Unit held a one-day seminar with invited guests from within the Service and from the Children's Aid community. The purpose of the seminar was to provide an overview of child pornography, to discuss the extent of the problem globally and locally, to identify trends, and to highlight some the strategies used by the Service.

- The Toronto Police Service's Child Exploitation section and Microsoft have begun a joint initiative to develop software that will make it easier for police to investigate the dissemination of child pornography on the Internet. The 'Child Exploitation Linkage Tracking System' (CELTS) will connect police service across Canada to a database of known offenders.

- On-line luring – the on-line setting up of a meeting with a child for sexual purposes – is being addressed in a variety of ways, including officers are posing as children in chat rooms and Microsoft Canada requiring a paid subscription to its chat rooms.

- Technological advances have created – and continue to create – new opportunities for identity thieves. For example, on-line banking in Canada has doubled, from 8% of financial transactions in 2000 to 16% in 2002.[247]

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[247] Lawson, P. and Lawford, J. **Identity Theft: The Need For Better Consumer Protection**, The Public Interest Advocacy Centre, Ottawa, 2003.

- The Chief Postal Inspector for the United States Postal Inspection Service has called identity theft the organised crime of the new millennium.
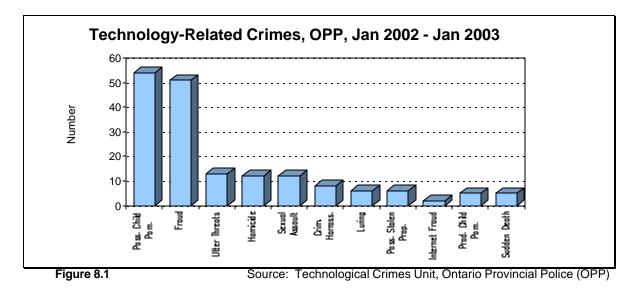
- In addition to using the Internet to conduct criminal activities, it is believed that organised crime groups may be using viruses, trojans, and phishing for financial gain.

A. GENERAL TRENDS – TECHNOLOGY-RELATED CRIMES – GREATER TORONTO AREA

Technology-related crimes continue to evolve and escalate throughout the Greater Toronto Area. Police services in Toronto and the surrounding areas continue to rise to the challenge of supporting investigations through:

- identifying anonymous emails;
- recovering deleted documents and pictures;
- cracking passwords;
- identifying computer owner information;
- tracking all internet activity;
- forming partnerships with schools and community groups to teach children, youths, and adults how to protect their privacy and manage their time safely on-line; and,
- recovering all ICQ ('I Seek You') chat conversations.

Figure 8.1 below shows the number of technology-related criminal investigations that were reported to the Ontario Provincial Police (OPP) from January 2002 to January 2003. It should be noted that child pornography and fraud made up the highest number of crimes, two trends that are growing concerns throughout the world.

Technology-Related Crimes, OPP, Jan 2002 - Jan 2003

Figure 8.1	Source: Technological Crimes Unit, Ontario Provincial Police (OPP)

The Technological Crime Unit of the Peel Regional Police continues to be an important resource for their investigative units. The Unit reports that they have experienced an increase in

the number of computers being used for surveillance video work. These computers generally have extremely large hard disk drives that take a large amount of storage space, and require more hours to work with, than an ordinary analysis. This trend is expected to continue as individuals move away from VHS systems and as alternative types of storage become capable of storing more information and become cheaper.

Table 8.1 below shows information from the Peel Regional Technological Crime Unit regarding computer intake and completed work in 2002 and 2003. An overall trend of increase in workload can be seen.

Table 8.1
Peel Regional Technological Crime Unit Workload

	Computer Intake		Work Completed	
	2002	2003	2002	2003
January	14	19	16	30
February	12	9	10	6
March	14	14	10	10
April	8	19	8	16
May	10	13	8	12
June	7	20	13	16
July	11	9	10	13
August	6	8	5	5
September	17	18	10	20
October	14	9	14	13
November	13	7	5	5
December	19	13	13	9
TOTAL	145	158	122	155

Source: Technological Crimes Unit, Peel Regional Police

B. THE TPS TECHNOLOGICAL CRIME UNIT

In 2002, the Ontario Government funded a $2 million temporary grant jointly to the Child Exploitation section of the Sex Crimes Unit and the Technological Crime Unit of Intelligence Support. In early 2003, this grant resulted in the addition of six computer forensic examiners and three child sexual exploitation investigators for child sexual related exploitation initiatives.[248]

The Technological Crime Unit provides fundamental support to not only the investigation of child pornography cases, but to many other crimes involving computers as well. During the first three months of 2004, the Tech Crime Unit provided technical support to investigators in 12 homicides. The technical support provided included the examination of computer hard drives, cellular phones, and personal digital assistants (PDAs).

In 2003, the Technological Crime Unit provided support to the Child Exploitation section in executing 70 search warrants. A breakdown of items seized and examined for child exploitation and homicide crimes are shown in Table 8.2.

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[248] Police Services Board meeting, March 27, 2003 (Minute No. P83/03 refers).

Table 8.2
TPS Technological Crime Unit – Seized/Examined

	Child Exploitation Crimes			Homicides		
	2001	**2002**	**2003**	**2001**	**2002**	**2003**
Personal Computers seized	14	46	197	-	4	26
Laptop Computers seized	2	9	27	-	-	1
Personal Digital Assistants (PDAs) seized/examined	-	2	6	-	-	1
Flash Cards seized/examined	-	-	4	-	-	-
Cameras seized/examined	-	-	8	-	4	1
Hard Drives examined	24	37	235	-	1	33
Floppy Disks examined	10	-	174	-	-	-
CDs examined	13	14	80	-	-	-
Zip Disks examined	1	2	8	-	-	-
Peripheral Computer Equipment seized	20	42	83	-	-	9

Source: TPS Intelligence Support

The Technological Crime Unit provided a total of 4,502 hours of support in the investigation of child exploitation cases, and a total of 981 hours of investigative assistance in other areas. The Tech Crime officers have received a total of 2,270 hours of computer-related training, including training on software such as Encase computer forensic software. Ongoing training is required by the Unit to maintain the necessary expertise to conduct investigations. Additional training options have also been identified, including FBI computer forensic training and offerings from the National White Collar Crime Centre. A training program for front-line investigators is being developed that will enable them to identify and seize computer equipment. As the support by the Technological Crime Unit becomes more widely known, it is expected that the demand for service from this Unit will increase exponentially.

C. CHILD PORNOGRAPHY

Child pornography continues to present a complex problem for law enforcement agencies and continues to be a threat to children. The explosion in technology and the Internet have made handling the increase in child pornography a difficult task. Since the publication of the last full Environmental Scan in 2002, a number of initiatives have been implemented by the Child Exploitation section of the Toronto Police Service's Sex Crimes Unit. These initiatives, coupled with Bill C-15A, stronger child pornography laws, assist law enforcement agencies in protecting children from sexual exploitation, Internet luring, and child pornography.

Toronto Police Service addresses child pornography with a three-pronged approach. Child pornography investigations are labour-intensive and complex. Trained investigators are required to thoroughly investigate, arrest, and pursue convictions of identified abusers; highly trained forensic technicians examine and retrieve evidence from seized hard drives; and, Victim Services offer support to victims and their families.

As shown in Table 8.3, the Child Exploitation section continues to experience increases in charges laid, arrests made, and hard drives seized.

Table 8.3
TPS Child Exploitation Section Workload

	2001	2002	2003	increase 2002-03	increase 2001-03
Charges Laid	50	72	131	81.9%	162.0%
Persons Arrested	10	19	37	94.7%	270.0%
Computer Hard Drives Seized	16	82	105	28.0%	556.3%
Images of Child Pornography Seized		~2 million	< 2 million	-	-
Investigative Files Opened		79	447	465.8%	-

Source: Child Exploitation Section, TPS Sex Crimes Unit

The Toronto Police Service has established a partnership with the Children's Aid Society (CAS), as CAS workers are often invited into homes to interview families. Once inside a home, the worker has the opportunity to make note of collateral material that may be used to entice children to gain their trust.

In October 2003, the Child Exploitation section held a one-day seminar at Toronto Police Headquarters, with invited guests from within the Service and from the Children's Aid community. The purpose of the seminar was to provide an overview of child pornography, to discuss the extent of the problem globally and locally, to identify trends, and to highlight some the strategies that Toronto Police Service is employing in the fight against these horrific crimes.

Key trends and critical information relayed during the seminar included:

- The scale of child pornography production and spread has increased significantly. Such a trend is conditioned by improvement of computer technologies.
- 'For profit' sites are emerging in child pornography.
- Babies are being used more often than ever in child pornography. While in previous years, most victims were 10 to 14 years old, in the last couple of years, babies, 2-, 3-, and 4-year olds have been seen on regular seizures.
- Computer software is being used to defeat the forensic retrieval of evidence.
- New operating systems with encryption capabilities (e.g. Windows XP) are available and being used more frequently.
- Steganography is used to conceal a pornographic image behind an innocuous image.
- Portable storage devices that resemble keys, chains, and pens are being used.
- 'Thumb drive' cameras and watches are external devices used for storing pictures or videos or for transmitting them to the Internet using a wireless card.
- Estimates are that 1 in 4 children are abused either emotionally or sexually and that 1 in 2 people in possession of child pornography also sexually abuse children.
- 'Grooming' children with subtle intimidation is the most common method employed by offenders to manipulate children.
- Peer to peer (P2P) file sharing is the most commonly used method used to transfer pornographic material.
- The TPS is the only police service to interview all children who have had contact with, or been involved with any person(s) found to be in possession of child pornography.

- Most child pornography charges laid result in convictions, however, sentences are still disappointing, often involving conditional discharges or suspended sentences.
- The TPS uses specialised software to remove children's images from pornographic material.
- Replacing images with a white overlay assists investigators in focusing on background material to facilitate the identification of victims.

A second partnership was established between the Service's Child Exploitation section and the Microsoft Corporation. Microsoft and the Toronto Police Service are developing software to assist officers to investigate the dissemination of child pornography on the Internet. The $2.5 million dollar software is called the 'Child Exploitation Linkage Tracking System' (CELTS) and will potentially connect police services across Canada to a database of known offenders:[249]

> The software is designed to store copies of all the images police find, creating a searchable database that can help them uncover similarities between cases. It can also analyse pictures and classify those that are child pornography, largely automating a job that consumes a huge amount of police labour.[250]

CELTS software will be on an open standard that will allow it to be tied into any software used by any police service or other agency. Investigations in Britain and the United States are already co-ordinated with CELTS.

The seven-member TPS Child Exploitation section is convinced that the key to breaking up sophisticated child porn rings is through the co-ordinated efforts of all law enforcement agencies and the use of sophisticated technology. This co-ordinated approach proved successful in December 2003 when the section managed to extract enough information from a collection of pornographic images posted on an international police website to identify the child's school; co-ordination with law enforcement in the US saved the life of the six-year girl in the Raleigh-Durham area of North Carolina.

On-line Luring:

There are numerous chat rooms that exist on the Internet where pedophiles lure children to illicit meetings without their parents' knowledge. The President of Microsoft Canada spoke of the challenges that face law enforcement agencies at the Toronto Police Service's International Conference on Child Exploitation in September 2003. He indicated that a recent study showed that 99% of children in Canada have access to the Internet; of those, 25% had on-line discussions

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[249] *Software will help track online pedophiles*, Globe and Mail on-line (www.theglobeandmail.com), September 23, 2003; *New Child Porn Tool Tested*, Toronto Police Service Intranet, January 27, 2004.
[250] *Bill Gates answers Canadian cop's plea,* Reuters (www.reuters.co.uk), October 8, 2003.

with people they met only in that way, and 15% of those who had met someone on-line had gone to meet that person, often on their own. [251]

'On-line luring' starts with on-line sexual predators engaging children in seemingly harmless conversation that soon turns racy and obscene with 'dirty' talk. Although dirty talk is not illegal, the line is crossed when an adult sets up a meeting for sexual purposes. Enacted in July 2002, the child-luring law (Bill C-15A) makes it illegal for anyone to use a computer to communicate with a person who is, or who they believe is, younger than 18 years of age, for the purpose of committing a sexual offence against the child. [252]

The OPP's Child Pornography section, known as 'Project P', was the first in Canada to assign officers to track on-line sexual predators by posing as teenage or prepubescent girls. Members of the Child Exploitation section of the TPS Sex Crimes Unit, in partnership with the Technical Support Section of Intelligence Services, followed suit, and in June 2003, made an arrest after investigating a Richmond Hill man for Internet luring. This is the first time an undercover Toronto police officer has successfully posed as a child on-line to apprehend a person luring young children over the Internet.

In an effort to reduce on-line luring, Microsoft Canada made a decision in late 2003 to require paid subscription to its MSN chat rooms. In Canada, chat room users have to provide credit-card billing information that will enable MSN and the police to track anyone abusing the service. [253]

D. IDENTITY THEFT[254]

Generally, people take their identity for granted. Identity defines who one is, determines the privileges and benefits one is entitled to, one's nationality, place of birth, financial credit available, and so on. When identity is compromised, overwritten, duplicated, or destroyed, the effects can be devastating.

According to the Ontario Minister of Consumer and Business Affairs, "identity theft is the fastest growing consumer crime in North America, with Canadian credit reporting agencies receiving more than 1,800 complaints each month". [255] The Security Director for the Canadian Bankers Association has said it can take up 75 hours and $1,000 to replace all of the ID carried by one person. [256]

Identity theft has been defined as "the unauthorized collection and fraudulent use of someone else's personal information."[257] Victims of identity theft can suffer "financial loss, damage to their reputation, and emotional distress, and are left with the complicated and sometimes arduous task of clearing their names."[258] Identity theft is not the same as identity cloning where criminals use the victim's information to establish a new life. Once the personal

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[251] *Software will help track online pedophiles*, Globe and Mail on-line (www.theglobeandmail.com), September 23, 2003.
[252] *Targeting those who target children*, Toronto Star, October 11, 2004.
[253] www.microsoft.com
[254] Identity theft is also discussed in the chapter on Crime Trends.
[255] *Police and Province Tackle ID Theft*, Toronto Police Service Intranet, February 5, 2004.
[256] Ibid.
[257] Lawson and Lawford, 2003, p.2.
[258] Ibid, p.2.

information is obtained, it provides criminals with an effective tool to commit further crimes. While 'identity theft' is not a crime in and of itself, criminals engage in identity theft to further facilitate other criminal offences, including fraud and activities supporting organized crime and terrorist organizations.

Identity and the confirmation of its authenticity is a focal point for government, law enforcement agencies, credit grantors, and consumers in a way that could not have been predicted just a few years ago. Prior to the events of September 11, 2001, identity theft was viewed as a financial matter. Now, the growing identity theft problem has drawn a tremendous amount of popular attention as it is linked to global crimes, including terrorism.

Traditionally, victims of fraud were contacted directly by criminals who used lies and deception to mislead victims into parting with their personal information or money. With the advent of computers, identity theft no longer requires direct communication between a victim and a criminal. An individual is now at risk of identity theft through ordinary, everyday actions such as:

- using credit and debit cards,
- ordering on-line items on an e-commerce site,
- providing required personal information to employers and levels of government, or
- discarding personal mail through conventional trash disposal.

By obtaining 'foundation documents' such as Social Insurance Numbers, birth certificates, and baptismal certificates through the submission of fraudulent applications, criminals are able to apply for and receive genuine Canadian passports. Once passports have been obtained through fraudulent applications, criminals can move freely throughout the world and across our borders. Further, while in Canada, individuals can claim social benefits, often in several names, from all levels of government, and provide support to themselves as well as to their criminal/terrorist organizations.

While almost all personal identification information can be used by identity thieves, the most commonly stolen information includes:[259]

- name, address, telephone numbers,
- date of birth,
- mother's maiden name (commonly used as a password),
- Social Insurance Number,
- credit card numbers and expiry dates,
- bank account numbers and Personal Identification Numbers (PINs),
- driver's licence number,
- health card number,
- passport, and/or
- birth certificate.

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[259] Ibid.

There are a number of ways thieves commonly acquire fraudulent personal data, including:[260]

- Outright theft such as
  - stealing wallets and purses,
  - stealing PDAs and laptop computers,
  - stealing mail with banking or credit card statements, pre-approved credit offers, telephone calling cards, or tax information,
  - stealing computer hard drives from businesses or government, or
  - stealing personal information from workplace records or computer databases;
- Finding lost wallets, purses, PDAs or laptops (often returned after the information is copied);
- rummaging through garbage for personal data ('dumpster diving');
- digging up information from publicly available sources, such as the Internet, funeral notices, or public directories;
- hiring on-line data brokers to search electronically for personal information about someone;
- bribing employees of a business to hand over personal information about customers;
- purchase of used computing equipment, usually from financial institutions, hoping for inadvertently undeleted personal information files;
- hacking into computer databases via the Internet;
- creating 'phisher' websites to solicit personal information from web surfers;
- watching people type in their PINs in bank machines and debit card terminals, or using a phoney terminal to obtain PINs; and
- 'pretexting' – for example:
  - posing as an Internet Service Provider, potential employer, or market researcher and requesting personal information directly from the individual for a seemingly legitimate purpose; or even
  - posing as an 'identity theft prevention' service and obtaining personal information such as drivers licence number, Social Insurance Number, mother's maiden name, and bank account numbers.

Since identity theft is now routinely committed without direct contact between the victim and the criminal, the victim may be unaware for long periods of time that someone has wrongfully used their identity data. The crime may not come to light until the victim is contacted by a financial institution, indicating a default in a mortgage payment for a mortgage that the victim has no knowledge of. By the time the crime has come to light, the results can be financially devastating.

Notwithstanding the serious repercussions of identity theft, it is not consistently treated as a serious and distinct criminal offence in all jurisdictions across Canada and the United States (US). The US has a federal identity theft offence with significant criminal penalties, as well as other offences that may be applied to certain aspects of identity theft. Forty-eight of the 50 states

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[260] Ibid.

have some form of law against identity theft, although not all of these statutes treat identity theft as a felony.

Canada does not have a separate federal offence for identity theft, although the Criminal Code includes other offences that may be applied to certain aspects of identity theft. The Canadian Association of Chiefs of Police (CACP) has called upon the Government of Canada, through the Minister of Justice and Attorney General, to amend the Criminal Code to reflect the seriousness of identity theft. Specifically, the CACP recommended inclusion of (i) a section that deals with possession of multiple identities, and (ii) a section that prohibits the sale or use of novelty identification documents capable of being used as a means of personal identity information.[261]

In Canada, there are no comprehensive statistics on identity theft, as victims have typically complained to a number of different agencies such as credit bureaux, banks, credit card companies, the government, police, etc. Law enforcement agencies have only relatively recently begun to try to collect and track these statistics.[262] It is generally acknowledged, however, that the incidence of identity theft, and subsequent fraudulent acts, has risen dramatically in Canada and the US. US officials have claimed that identity theft is the fastest growing crime in the nation and have identified it as the leading form of consumer fraud.[263] The Chief Postal Inspector for the United States Postal Inspection Service has called identity theft the "organized crime of the millennium". Annual losses in the US attributed to identity theft have exceeded $2 billion and are increasing. Identity theft complaints to the US Federal Trade Commission increased almost 600% over the past four years, from 31,117 in 2000 to 214,905 in 2003.

In Canada, the PhoneBusters National Call Centre (PNCC), a national deceptive telemarketing call centre operated by the OPP, has become the central source location for the collection, analysis, and dissemination of Canadian identity theft complaint data. The marked increase in complaints and revenue losses over the past two years is shown in Table 8.4

Table 8.4
PhoneBusters National Call Centre – Canadian Identity Theft Data

	2002	2003
No. of Identity Theft Complaints	8,187	13,359
Total Revenue Losses Reported	$11,786,843	$21,564,104

Source: PhoneBusters website

The increase in complaints and losses is a trend that is expected to continue in 2004. It should also be noted that it is believed that most identity theft complaints go largely unreported by individuals since financial institutions often offset consumer losses.

Identity theft is not a new crime; it has existed for many years. However, technological advances in our information-driven society and economy have created new venues for identity

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[261] Information from a summary paper on Identity Theft provided by the Ontario Provincial Police, Anti-Rackets Section.

[262] Lawson and Lawford, 2003.

[263] This information and the statistics that follow are taken from a summary paper on Identity Theft provided by the Ontario Provincial Police, Anti-Rackets Section.

thieves. "The growth of online banking and electronic commerce exemplifies the Internet's dramatic impact. Online banking in Canada doubled, from 8 per cent of financial transactions in 2000 to 16 per cent in 2002. In the spring of 2002, 56 per cent of Canadians said they were very likely or somewhat likely to bank online in the next two to three years. Yet, most of these consumers likely do not appreciate their exposure to risk of loss, or their liability, in the event of unauthorized online transactions."[264] Further, according to a report by the anti-virus software firm Symantec Corporation, computer users were five times more likely to have confidential data stolen from their PCs in the second half of 2003 compared to the first half.[265]

It has been suggested that biometrics and a national ID card will address ID theft.[266] However, the solution to identity theft will undoubtedly be more complex and multifaceted, addressing the causes individually and collectively. One vital requirement is co-operation among jurisdictions, municipally, provincially, nationally, and internationally. Identity theft is a global problem with significant implications for individuals and societies. A comprehensive approach that involves enforcement, prosecution, public education, and prevention initiatives will go a long way to ensuring the preservation of our identities.

E. VIRUSES, TROJANS, AND PHISHING

Computer users are faced with numerous threats on a daily basis, including viruses, trojans, and phishing scams. Viruses in circulation are quite purposeful in design. The object is often to install a trojan on an unsuspecting user's PC, which will allow the perpetrator to control the machine from afar, turning it into a 'zombie' machine. "Hundreds of thousands, if not millions of machines are 'owned' by someone other than the user sitting in front of the keyboard and monitor."[267]

Some of the trojans that have been circulating over the past few years include SubSeven, Back Orifice, and Netbus. These trojans have generally been written by 'script kiddies' with the intent of taking over another user's PC, grabbing passwords, and using groups of machines in organized distributed denial of service (DDOS) attacks. Generally, the harmless attackers are intent on proving their computer prowess by making the user aware of their presence. In one instance, a man was working on an on-line crossword puzzle on his PC when the hacker helpfully suggested a word for '14 down', using 'WinPopup'.[268] In other instances, hackers make their presence known by insulting the user, again using WinPopup.

Although these above examples are fairly harmless, there has been a growing trend of Eastern European hackers backed by organized crime, such as the Russian Mafia. These groups are after money.

> The easiest way to illegally acquire money now is through the use of online tools like Trojans, or through phishing: set up a fake Web site for PayPal or eBay or Amazon and then convince the naïve to enter their usernames, passwords, and credit card information. Viruses

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[264] Lawson and Lawford, 2003, p.18.

[265] Cited in the Metro, March 15, 2004.

[266] Minister Denis Coderre, Minister of Citizenship and Immigration, at "Biometrics: Implications and Applications", Ottawa, October 8, 2003 (www.cic.gc.ca/english/press/speech/bio-forum.html).

[267] Granneman, S. *A Visit from the FBI*. **Security Focus**, January 21, 2004 (www.securityfocus.com/cgi-bin/sfonline/columnists-item.pl?id=215).

[268] Ibid.

and spam also intersect in this nasty spiderweb. Viruses help spread Trojans, and Trojans are used to turn unsuspecting users' computers into spam factories, or hosts for phishing expeditions, and thus furthering the spread of all the elements in this process: viruses, Trojans, spam and phishing. It's a vicious cycle and unfortunately, it appears to be getting worse.[269]

Widely considered to be the most devastating and fastest spreading virus of 2003, the Sobig.F virus emerged in August 2003 and infected hundreds of thousands of computers in North America, Europe, and Asia.[270] The Sobig virus first appeared in January 2003, subsequently releasing five more versions, each version, increasingly robust. Users became infected with Sobig.F once they clicked on attachments to e-mail carrying subject lines such as 'Details', 'Approved' and 'Thank You'. Once the file was opened, Sobig.F replicated itself through the user's address book and signed e-mail using a random name and address. Millions of virus-infected e-mails were spammed out over the course of a few days. Unlike other viruses, which are created solely for the purpose of mischief, the Sobig.F virus does not appear to have been created for the sole purpose of wreaking havoc on computer systems. Rather, the virus hands control of a computer system over to the virus writer, including all the user's financial information, such as bank and credit card information.

In addition to the financial motive, computer experts believe that the Sobig.F series was the sophisticated work of a group of hackers who have a budget and money. The manager of an anti-virus firm has stated: "This is the sixth in a series of controlled experiments. This isn't about some kiddy writing viruses in his bedroom – this is really a very sophisticated example of organized crime".[271] The RCMP, together with CSIS, the FBI, and other law enforcement agencies, are currently investigating evidence that suggests that Sobig.F may have originated from a computer in Canada.[272]

Internet security experts also believe that organized crime orchestrated the Deadhat virus, which attacked MyDoom-infected PCs in January 2004. Both MyDoom.a and Mydoom.b viruses were propagated by e-mail. The unsuspecting users unwittingly launched electronic attacks on the web sites of SCO Group and Microsoft Corp. It is believed that the Sobig.F and Deadhat episodes are part of a new trend in the nature of viruses, launched with criminal intent rather than for purposes of directed or undirected destruction and havoc.[273]

Another sophisticated step for hackers is intrusions into banks and other financial institutions. These large institutions are infiltrated by hackers who steal financial information on millions of customers and then send an e-mail, demanding a large sum of money; if the money is not received, the media will be told of the breach. Companies, not wishing to lose public trust, keep the news of the break-in a secret, and pay the extortion money.[274]

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[269] Ibid.

[270] Information provided by D. Schwartz, Intelligence Analyst, Ministry of Public Safety and Security.

[271] Sturgeon, W. *Expert: Organized crime behind Sobig?* **ZDNet.com**, August 25, 2003 (zdnet.com.com/2102-1105_2-5067494.html).

[272] Information provided by D. Schwartz, Intelligence Analyst, Ministry of Public Safety and Security.

[273] *Viruses make criminal move*, BBC News (online edition), December 30, 2003 (newsvote.bbc.co.uk); Krebs, B. *Online financial crime headed from bad to worse*. **TechNews.com**, December 17, 2003 (www.washingtonpost.com).

[274] Granneman, 2004.

Phishing has emerged as a favourite tool of identity thieves and is serious threat to consumers. Phishing is another means that thieves are using to trick unsuspecting users on the Internet. Phishing, as the name implies, involves "fishing" for the credentials that are necessary to access and manipulate financial accounts, by using spam. Generally, a spam e-mail is sent, asking the recipient for an account number and the related password, using an explanation that their records need updating or a security procedure is being changed that requires confirmation of a password. Unsuspecting e-mail recipients supply the requisite information and, within minutes, unauthorized transactions begin to appear on the account. Phishing also involves setting up 'fake' websites that closely mirror the website of a particular organisation to fool users. Users log onto the fake website, and enter their username, credit card information, and user password. PayPal, the payment subsidiary of e-Bay, is a common target of phishing.

According to the Chairman of the Anti-Phishing Working Group:

> PayPal isn't the only target of phishers. In about 35 percent of all reported phishing attacks, Ebay's PayPal service is the biggest victim. But just about any financial institution, credit card issuer, retailer, or other business can be targeted. UK-based NatWest was phished badly in October 2003 and then even worse in December. The December attack was so bad that NatWest had to take down its site. Visa was another organisation that was targeted over the holidays.[275]

The Anti-Phishing Working Group (APWG) is an industry association focused on eliminating the identity theft and fraud that result from the growing problem of phishing and e-mail spoofing. Where appropriate, the APWG will share their information with law enforcement. Shown in Table 8.5 are the top eight companies to be targeted in January 2004 for phishing attacks, according to the APWG. [276]

Table 8.5
Phishing Attacks by Targeted Company

	January 2004
eBay	51
Citibank	35
AOL	34
Paypal	10
Earthlink	9
American Express	6
Microsoft	3
Visa	2

Source: Anti-Phishing Working Group

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[275] Berlind, D. *Toxic Phishers Scam the Unwary*, **ZDNet UK**, January 12, 2004 (insight.zdnet.co.uk/internet/security/0.39020457,39119040.htm).

[276] Anti-Phishing Working Group. **Phishing Attack Trends Report**, January 2004 (http://www.antiphishing.org).

From a social perspective, education is again the key to combating phishing. Users need to be aware of how to spot fraudulent e-mail and what to do about it. Companies should regularly scan the DNS to see if domains with a close resemblance to their own are being registered. Banks are now beginning to digitally sign their e-mails, which in turn requires that end users be educated on how to discern between an e-mail that has been legitimately signed and one that is not.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- The Service should pursue permanent funding for the Technological Crimes unit.

- Aggressive law enforcement strategies coupled with active lobbying for harsher sentencing for child pornography.

- Develop definitions for identity theft to capture statistics.

- Lobby for the creation of a new offence for simple possession of multiple identification.

- Co-ordination and partnerships, with policing agencies, government, and private industry are required at the local, provincial, national, and international levels to address identity theft and the investigation of identity theft.

- Work with the provincial and federal governments to encourage more aggressive prosecution of identity theft cases and develop sentences that are designed to deter identity theft.

- Work with a variety of public and private organisations to increase public education about identity theft – how it can occur, how to prevent it, and what to do if victimised.

IX. POLICE RESOURCES

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

HIGHLIGHTS

- As of December 31st, 2003, the total strength of Toronto Police Service was 7,098 members, up only 0.4% from the 7,073 members in 2002, but up 1.8% from the 6,975 members in 1994.

- Between 2002 and 2003, uniform strength increased 0.7%, while civilian strength decreased 0.6%.[277] Both uniform and civilian strength were higher in 2003 than in 1994, increasing 1.7% and 2.0%, respectively.

- Over the past decade, the number of police officers per 100,000 population in Toronto decreased 7.3% from 219 officers in 1994 to 203 officers in 2003.

- During 2003, 52.3 non-traffic Criminal Code offences were reported per constable, a 0.4% decrease from the 52.5 reported in 2002 and a 17.0% decrease from the 63.0 reported in 1994.

- The median age of uniform officers in December 2003 was 39.8 years, slightly less than 40 years in 2002, but up from the median age of 34 years in December 1981.

- In 2003, 39.9% of uniform members had 20 or more years of service; one-quarter of uniform members (24.8%) had between 0 and 4 years service.

- The average age of primary response constables was 34.0 years as compared to 38.5 years for all constables. In 2003, the average years of service for primary response constables were 7.7 years as compared to 13.5 years for all constables.

- In 2003, there were 143 separations – 78 retirements and 65 resignations, a 55.6% decrease from the 322 separations in 2002, and a 4.7% decrease from the 150 separations in 1994.

- The actual number of uniform officers assigned to front-line uniform duties in Policing Operations Command units and specific Operational Support units (e.g. Traffic Services,

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[277] Uniform strength includes police officers and cadets-in training. Civilian strength includes all permanent, full-time civilian members with the exception of cadets-in-training and parking enforcement personnel. (As of December 31st, 2003, the Human Resources Directorate reported 350 parking enforcement Personnel, 460 part-time or temporary personnel, and 692 school crossing guards; none are included in the total civilian strength.)
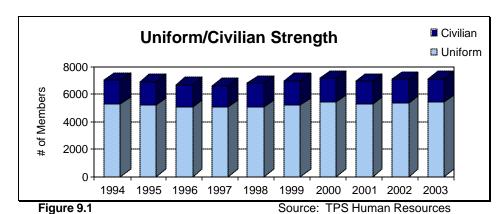
Marine Unit, etc.), including supervisors, increased about 3.9% from 3,188 in 2002 to 3,313 in 2003, but decreased 8.0% from the 3,600 in 1994.

- Ten years ago in 1994, racial minority officers comprised only 6.4% of uniform police officers, with a consistent though slow rise, that percentage increased to 11.7% in 2003.

- In 1994, female officers accounted for 9.9% of the total uniform strength; the proportion increased to 14.4% in 2003.

- Female minority officers accounted for 6.9% of all female officers in 1994, increasing to 7.8% of all female officers in 2003. In 1994, 6.3% of all male police officers were classified as minorities; this percentage almost doubled to 12.4% in 2003.

- In 1994, there was a hiring freeze and no officers were hired. Hiring resumed in 1995. In 1995, 20 of the 91 officers hired were racial minorities, representing 22.0% of the total officers hired. In 2003, 53 of the 187 officers hired were racial minorities, representing 28.3% of the total officers hired.

A. WORKFORCE DEMOGRAPHICS

Throughout the 1980s and the early 1990s, the total strength of the Service increased each year and peaked at 7,551 members in 1991. It started decreasing, on average about 2% per year, until 1998, when Service strength began increasing again. As of December 31st, 2003, the total strength of Toronto Police Service was 7,098 members.[278] This was up only 0.4% from the 7,073 members in 2002, but up 1.8% from the 6,975 members ten years ago in 1994 (Figure 9.1).

Figure 9.1   Source: TPS Human Resources

Between 2002 and 2003, uniform strength increased 0.7% from 5,334 to 5,369, while civilian strength decreased 0.6% from 1,739 to 1729.[279] Both uniform and civilian strength were

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[278] Total Service strength reflects total uniform and civilian members as reported by the Service's Human Resources Directorate.
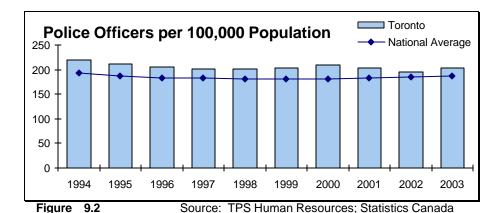
[279] Uniform strength includes police officers and cadets-in training. Civilian strength includes all permanent, full-time civilian members with the exception of cadets-in-training and parking enforcement personnel. (As of

higher in 2003 than in 1994, increasing 1.7% and 2.0%, respectively. Nationally, the civilian:officer ratio was 1:2.7 in 2003, relatively unchanged from the 1:2.8 in 2002.[280] The civilian:officer ratio for the Toronto Police Service was about 1:3.1 in both 2002 and 2003.

Officer to Population Ratio:

The number of police officers per 100,000 population may be used as a very general indicator of potential workload and performance efficiency. Over the past decade, the number of police officers per 100,000 population in Toronto decreased 7.3% from 219 officers in 1994 to 203 officers in 2003.[281] Across Canada, the national average number of officers per 100,000 population decreased only 2.1% during the same period, from 192 in 1994 to 188 in 2003. Between 2002 and 2003, the number of officers per 100,000 population in Toronto increased 3.6%, while the national average number of officers per 100,000 population increased 1.1% (Figure 9.2).

Figure 9.2   Source: TPS Human Resources; Statistics Canada

Toronto compares relatively equal to other large urban centres such as Montreal (220 officers per 100,000 population), Vancouver (205 officers), and Winnipeg (192 officers), but has considerably more officers per 100,000 population than surrounding GTA regional police services, such as Durham (155 officers), York (119 officers), and Peel (139 officers).[282] It is interesting that when using a conservative estimate of daytime population, which includes transient population, about four million, the police per population ratio in Toronto drops to about 132 officers.

December 31st, 2003, the Human Resources Directorate reported 350 parking enforcement Personnel, 460 part-time or temporary personnel, and 692 school crossing guards; none are included in the total civilian strength.)

[280] Shankarraman, G. **Police Resources in Canada, 2003**. Canadian Centre for Justice Statistics, Statistics Canada, December 2003, p.20.
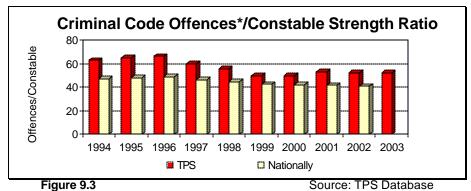
[281] The officer to population ratio considers only Toronto residents and the uniform strength of the Service. As it does not include transient populations (i.e. tourists, business commuters, visitors etc) or levels of crime, its usefulness is limited to trending and comparison to other police services.

[282] Shankarraman, 2003.

Crime to Strength Ratio:

The number of non-traffic Criminal Code offences reported per constable is an indicator of the demand on police resources.[283]   During 2003, 52.3 non-traffic Criminal Code offences were reported per constable, a 0.4% decrease from the 52.5 reported in 2002.[284]   This is a result of a 0.3% decrease in the number of reported non-traffic Criminal Code offences and a 0.1% increase in the number of constables. The 2003 ratio reflects a 17.0% decrease from the 63.0 reported in 1994 (Figure 9.3).

Criminal Code Offences*/Constable Strength Ratio

Figure 9.3   Source: TPS Database
* Based on non-traffic Criminal Code offences

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

Age and Length of Service of Uniform Members:[285]

An ageing population is not unique to the Police Service, but is characteristic of the population in general. Clear trends of an ageing workforce were evident throughout the past decade. Analysis of age characteristics illustrates a significant increase in the proportion of officers 40 years of age and older and a comparable decrease in officers less than 30 years of age compared to the early 1980s (Figure 9.4). The median age of uniform officers in December 2003 was 39.8 years.

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[283] The Criminal Code offence/constable strength ratio is generally accepted as a valid workload indicator; historically the CCJS estimates indicate that officers spend approximately 20%-25% of their time investigating Criminal Code incidences. It should be noted that due to the changes in Service data systems and extraction procedures, offence data for previous years have been recalculated to allow fair comparison and may differ from data in previous Scans. Similarly, given the timing of the implementation of eCOPS, 2003 data may have been undercounted.

[284] Includes constable and detective constables, but does not include cadets-in-training.

[285] Does not include cadets-in-training.

Age of Uniform Police Officers
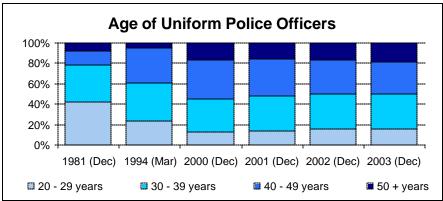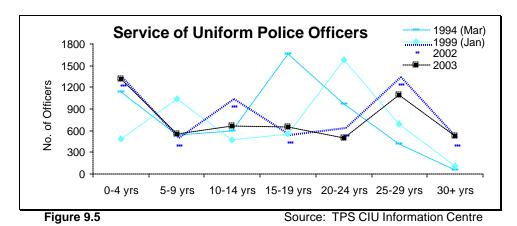
Figure 9.4   Source: TPS Human Resources

Two decades ago, in 1981, only 21.0% of officers were 40 years of age or older. This increased to 39.0% in 1994 and to almost a half (49.8%) in 2003. Conversely, while twenty years ago 41.0% of officers were under 30 years of age, this decreased to 24.0% in 1994 and decreased further to 15.3% in 2003. Of particular note, while the proportion of officers 50 years of age and older was 8.0% in 1981 and 5.0% in 1994, it increased to 18.7% in 2003. The median age of uniform officers in December 2003 was 39.8 years, slightly less than 40 years in 2002, but up from the median age of 34 years in December 1981. The age distribution of this workforce over time reflects the ageing of existing uniform members, as well as the impact of the separation of generally older officers and the recruitment of generally younger officers.

As expected, given the distinct ageing trend, comparison of length of service characteristics clearly indicates an increasingly experienced overall workforce (Figure 9.5).

Service of Uniform Police Officers

Figure 9.5   Source: TPS CIU Information Centre

In 2003, 39.9% of uniform members had 20 or more years of service. As can be seen from Figure 9.5, between 0 and 4 years service was the service level with the highest proportion of officers (24.8%), due to the recent recruitment drive and retirements; the next most frequent service level was between 25 and 30 years (20.5%). In 1994, almost one-third (31.1%) of officers were in the 15 to 19 years service range.

Over the past decade, the average length of service of uniform officers increased from about 15.0 years to 16.1 years. The absence of a larger increase in the average length of service is again, for the most part, due to the inclusion of recently hired officers with little or no service time and a high number of retirements over the past five years.

Figure 9.6 presents a profile of uniform officers both by age and length of service. It illustrates a somewhat bi-modal distribution – a proportion of older more experienced officers and a larger proportion of younger inexperienced officers.
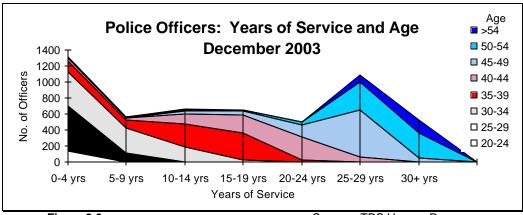
Figure 9.6   Source: TPS Human Resources

The shape of the distribution of the length of service of police officers offers insight into potential concerns related to the officers with service of 25 years or more who are poised to retire; the Service may be faced with the challenge of recruiting and retaining sufficient staff should a large number of these officers decide to retire around the same time.

Given the general clustering of officers into two major groups – those with long service and those with very short service – the organisation is also faced with complex challenges in terms of work satisfaction, promotional opportunities, physical capabilities and the requirements of work, and occupational health and safety. Job content, training and development, lateral and vertical mobility, attrition, and organisational structure are all issues affected by the demographic profile of officers. While these are difficult challenges in themselves, the challenges are further complicated by the fact they apply to two very distinct groups of employees – young, inexperienced officers and older, more experienced officers – who often require very different, and sometimes conflicting, solutions.
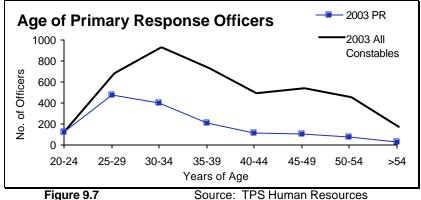
An examination of the age characteristics of constables found anticipated variations between primary response constables and all constables Service-wide.[286] Just over one-third (38.1%) of all police constables were assigned to primary response in the divisions. The average age of primary response constables was 34.0 years as compared to 38.5 years for all constables. Compared to the Service as a whole, a higher proportion of officers under 30 years old and a lower proportion of officers over 40 years were assigned to primary response: 39.2% of the primary response constables were under 30 years old and 6.3% of the constable were 50 years or older. In comparison, in the profile of all constables, 20.1% were under 30 years of age while

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[286] Primary Response includes only constables assigned to primary response platoons in the divisions.

14.6% were 50 or older. Figure 9.7 shows the age distribution for primary response constables as compared to all constables.

Age of Primary Response Officers

Figure 9.7   Source: TPS Human Resources

As would be expected given the age distribution of patrol constables, their service levels were also found to be lower than the Service average. The average years of service for primary response constables in 2003 was 7.7 years as compared to 13.5 years for all constables. The lower service levels among primary response officers were understandably due to the deployment of recent Police College graduates to the primary response platoons in the divisions during 2003. Figure 9.8 shows the service distribution for primary response constables in 2003, compared to the distribution of all constables Service-wide.

Service of Primary Response Officers

Figure 9.8   Source: TPS Human Resources
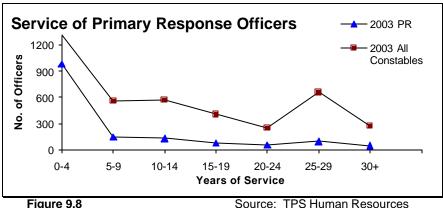
Compared to the Service distribution, a higher proportion of constables with less than 10 years service and a lower proportion of constables with more than 10 years service were assigned to primary response – 73.5% of the primary response constables had less than 10 years service and 12.8% had 20 years or more service. In comparison, in the profile of all constables, 46.5% had less than 10 years of service while 29.3% had 20 years or more.

Retirements and Resignations:

The number of uniform retirements and resignations from the Toronto Police Service during the past decade have varied greatly. Factors such as the provision of retirement incentives, a reduced retirement factor, the disproportionate number of officers eligible to retire during this period, limited external employment opportunities in the early- and mid-1990s, and aggressive recruiting of Service members by other police services in the late 1990s, have contributed to the widely fluctuating levels of separation over the past decade.

As shown in Figure 9.9, from 1997 to 2001, the number of separations from the Service increased steadily, with the number of retirements, in particular, driving the increase. The number of both retirements and resignations have fallen each year since 2001. In 2003, there were 143 separations – 78 retirements and 65 resignations, a 55.6% decrease from the 322 separations in 2002, and a 4.7% decrease from the 150 separations in 1994.[287]

Figure 9.9   Source: TPS Human Resources

By the end of May 2004, 171 officers had formally indicated their intention to leave during 2004, indicating that the minimum level of separation from the Service in 2004 will be 19.6% higher than in 2003. This may be attributable to the phase out of the reduced OMERS retirement factor program that closed at the end of July 2004.

After a record high level of retirements in 1996, followed by a record low level in 1997, retirements, as noted previously, consistently increased each of the following years until 2001, when the level started dropping again. The 78 retirements in 2003 were 59.2% lower than the 191 retirements in 2001, and 23.5% lower than the 102 retirements in 1994.

After record low levels of resignations between 1994 and 1996, resignations in 1997 through 2000 showed a general tendency to increase slowly, and peaked in 2001, then started decreasing. The 161 resignations in 2001 was the highest level reported in over two decades. Resignations in 2003 (65) were 50.4% lower than in 2002 (131), but 35.4% higher than resignations in 1994 (48). While possibly attributable, in part, to a recovering economy in which

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[287] Changes have been made in Figure 8.9 to the number of separations since 1996 (as reported in previous *Scans*) due to the previous inclusion of recruit separations in civilian rather than uniform data.

employment opportunities are more readily available, the decrease in resignations may imply that the measures put in place by TPS to attract, recruit, and retain uniform members have been successful. Of the 65 officers who resigned in 2003, 39 officers joined other police services, a 58.5% decrease from 2002; over the past three years, about 240 officers have separated from this Service to join other services. These officers are, on average, in their early 30s with 8 to 10 years of experience. Although some officers from other services have been hired by the Toronto Police Service, this number is only a fraction of the number of TPS officers who have resigned.

Traditionally, Ontario police services have not actively recruited members of other services. However, with staffing shortages as a result of retirement incentives, natural attrition, and lengthy hiring moratoriums, police services face the challenge of quickly recruiting and training sufficient uniform personnel. Certainly, recruiting trained and experienced personnel from other Ontario police services is an effective, economical, and efficient way of meeting this challenge. This trend has been particularly costly to the Toronto Police Service in terms of recruiting, hiring, training, and experience. One of the greatest challenges for this Service in the next few years, will be to attract, recruit, and retain its uniform members or, at least, minimise both direct and indirect costs associated with separation.

Resource Deployment:

In 2003, 77.5% of all uniform members, including supervisory staff, were assigned to Policing Operations Command divisions and specific Operational Support units, such as Traffic Services, Marine Unit, etc.. This was down from 79.6% assigned in 2002. The actual number of officers assigned to visible, front-line uniform duties in these units (i.e. not plainclothes, etc.), including supervisors, increased about 3.9% from 3,188 in 2002 to 3,313 in 2003, but decreased 8.0% from the 3,600 in 1994 (Figure 9.10).[288]
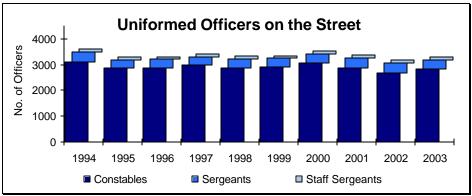
Figure 9.10   Source: TPS Human Resources

This recent increase in front-line officers is, to a large extent, a timing issue – 225 recruits graduated and were assigned to uniform patrol early in 2003. On-going hiring strategies are in place to hire recruits to maintain established staffing levels in response to separations. It should be noted that officers assigned to uniform functions in divisions and Operational Support units

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[288] Uniform strength does not include Cadets-in-training.

have been supported by initiatives for improved efficiency, expanded use of technology, alternate response mechanisms, civilianisation, community partnerships, and so on.

In 2003, there were 7.7 constables for every sergeant within Policing Operations, an increase from the 7.0 constables per sergeant reported in 2002.[289] The increase in the constable-sergeant ratio was due to the deployment of the 225 cadets-in-training to the Policing Operations.

B. WORKFORCE DIVERSITY[290]

Racial Composition:

As discussed in the Demographics chapter, Toronto has a highly diverse community that is still growing. In December 1995, the Solicitor General issued the Equal Opportunity Guideline for Ontario Police Services, which promoted fair and equitable access and opportunity for all, but no longer contained a prescribed standard for community representation. The transition from legislated standard to that guideline was virtually invisible to the Toronto Police Service, as the equal opportunity initiatives closely parallel the policies, practices, and procedures that have existed within the Service since 1986. Even in the absence of a prescribed standard for community representation, it is the stated intention of the Service that the organisation will continue to strive to reflect the community it serves; this is one of the goals under the current Priorities contained in the Service's Business Plan. The number of racial minority and Aboriginal officers on the Service has increased over the past ten years and is shown in Figure 9.11.[291]
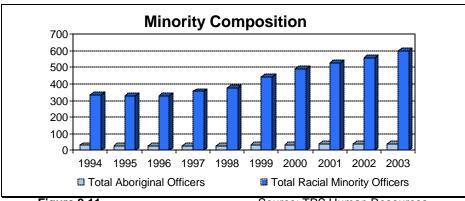
Figure 9.11   Source: TPS Human Resources

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

[290] Uniform officers in this section do not include Cadets-in-training.

[291] Racial minority officers are officers, other than Aboriginals, who are non-white in colour or non-Causcasian in ancestry, even though they may have been born in Canada or are Canadians.

While the representation of visible minorities among uniform members remains far below the 42.8% of the City's population at last census, uniform representation has increased over the past decade. Ten years ago in 1994, racial minority officers comprised only 6.4% of uniform police officers, with a consistent though slow rise, that percentage increased to 11.7% in 2003 (Figure 9.12). The racial minorities that the TPS Recruiting Unit has focused on, but not limited to, are South and West Asian, Asian, and Black.

Racial Minority Officers
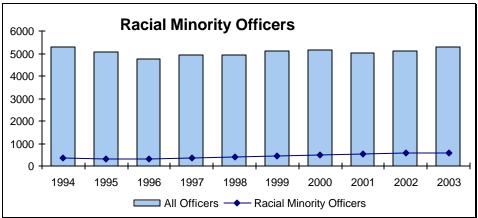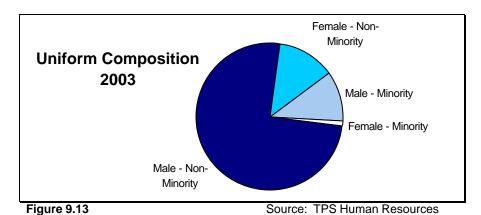
Figure 9.12	Source: TPS Human Resources

Figure 9.13 shows the racial composition of uniform officers in Toronto in 2003: 1.2% of the officers were racial minority or Aboriginal women, 10.8% were racial minorities or Aboriginal men, 13.0% were non-minority women, and 75.0% were non-minority men.

Uniform Composition 2003

Figure 9.13	Source: TPS Human Resources

Female Officers:

The number of female police officers is an indication of gender balance within the Toronto Police Service. Throughout the last decade, there was a steady rise in female officers. In 1994, female officers accounted for 9.9% of the total uniform strength; the proportion increased to 12.4% in 1999, and by 2003, female officers accounted for 14.4% of police officers.

There has been a slow, though inconsistent, increase in female minority officers over the last ten years. As can be seen in Figure 9.14, female minority officers accounted for 6.9% of all female officers and 10.7% of all racial minority officers in 1994, increasing to 7.8% of all female officers but decreasing to 9.5% of minority officers, in 2003.

The number of female non-minority officers steadily increased through the last decade. In 1994, female non-minority officers accounted for 9.2% of all officers. This increased to 13.3% by 2003.

Female Racial Minority Officers
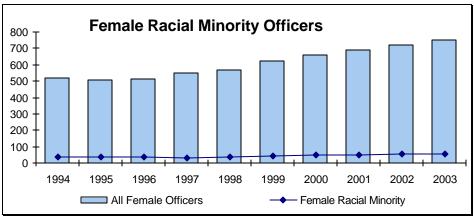
Figure   9.14   Source: TPS Human Resources

Male Officers:

Male officers have always accounted for the largest proportion of officers in the Police Service. In 1994, male officers accounted for 90.1% of the total number of police officers. That percentage dropped to 87.6% by 1999, and further to 85.8% in 2003.

The number of male racial minority officers rose relatively steadily through the last ten years, and this may be, at least in part, attributed to the outreach programs engaged in by the Service's Recruiting section. In 1994, 6.3% of all male police officers were classified as minorities; this percentage almost doubled to 12.4% in 2003 (Figure 9.15).

Non-minority male officers constituted 84.5% of the uniform total in 1994 and dropped to 75.0% in 2003.

Male Racial Minority Officers
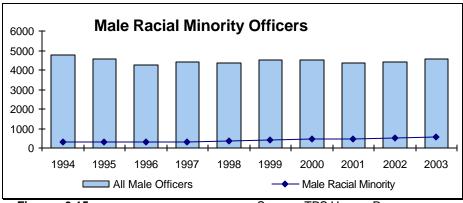
Figure   9.15   Source: TPS Human Resources

Aboriginal Officers:

Due to a unique historical relationship between the Aboriginal people with the rest of Canada, they are not grouped with other visible minority groups when discussing racial composition. As shown previously in Figure 9.11, the Service has had only a small number of Aboriginal uniform members over the past decade. In 1994, the 31 Aboriginal officers comprised 0.6% of all police officers; by 2003, this had increased, though only very slightly, to 42 Aboriginal officers or 0.8% of all officers. The proportion of Aboriginal officers who were female has remained roughly around 19%.

C. UNIFORM EQUITY HIRING

In 1994, there was a hiring freeze and no officers were hired. Hiring resumed in 1995. Since then, the proportion of racial minority officers hired has varied between 10% and 32%. In 1995, 20 of the 91 officers hired were racial minorities and 1 was Aboriginal, representing 22.0% and 1.1%, respectively, of the total officers hired. In 2003, 53 of the 187 officers hired were racial minorities and 4 were Aboriginals, representing 28.3% and 2.1%, respectively, of the total officers hired. The proportion of uniform hires in each of the past ten years is shown in Figure 9.16.

Figure 9.16   Source: TPS Database
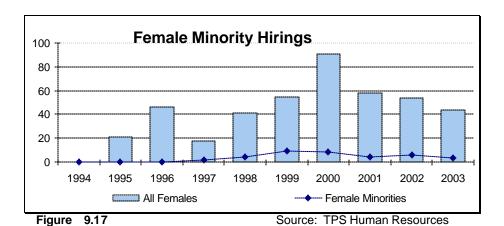
Female and Female Minority Officers Hired:

In 1995, female officers comprised 23.1% of the total officers hired, dropping to 20.1% in 1999, but then increasing again to 23.5% in 2003.

In both 1995 and 1996, no female racial minority officer was hired. However, in 1997, 2 female minority officers were hired, comprising 12.4% of the racial minority and 4.0% of the total officers hired during that year (Figure 9.17). The number of female minority officers hired peaked in 1999 (9), when they represented 17.0% of racial minority officers hired; however, they only represented 3.3% of all officers hired. In 2003, female minority officers represented 5.7% of minority officers hired and 1.6% of all officers hired in that year.

Female Minority Hirings

Figure 9.17 — Source: TPS Human Resources

Male Minority Officers Hired:

In 1995, 22.0% of the total number of officers hired were male minorities (Figure 9.18). The number of male minority officers hired peaked in 2000 (74). They represented 90.2% of minority officers hired that year and 15.8% of all officers hired. In 2003, male minority officers represented 94.3% of racial minority officers hired and 26.7% of all officers hired in that year.

Male Minority Hirings
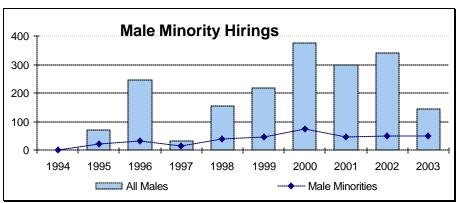
Figure 9.18 — Source: TPS Human Resources

The Service's Recruitment section is a seven-member team within the Employment Unit; the section is made up of diverse membership and is committed to making Toronto Police more reflective of the community it serves, through pro-active recruiting and by increasing the overall applicant pool. The members are currently engaged in an enhanced outreach program to recruit members of the City's diverse communities. They attend community events and job fairs to make presentations about policing as a career. Serving members representing the specific community are invited to participate as role models in the programs. The section has also engaged in partnerships with a number of colleges and universities offering criminal justice studies and police foundation programs; these partnerships enable classroom presentations and permit police attendance at career fairs. Information sessions are also carried out at locations tailored to the needs of the specific communities. Officers from all areas of the Service, and of all ranks, are again invited to participate as role models in these sessions.

In 2003, two or more of the seven members of the Recruitment section attended different community events all over Toronto. Media Outreach programs like the Korean Television interview and conferences like the Racial Profiling Conference were also carried out through the year.

The Unit believes that the influence of leadership committed to equity hiring has resulted in a greater success in hiring from the diverse communities.

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- The current age and service distribution illustrates the need for a constant annual recruit hiring rate. Because of irregular hiring rates the current distribution is heavily weighted between older, long-serving officers and younger, inexperienced officers. The Service must ensure a more consistent intake of recruits over time.

- The co-existence of two very diverse employee groups – older, long-serving officers and younger, inexperienced officers – creates diverse and often conflicting employee needs. The Service will be required to address job content, training and development, lateral and vertical mobility, attrition, physical, emotional and personal (family accommodation, child care, retirement counselling, etc.) challenges for two very different types of employees.

- With regard to recruiting and retaining personnel, the Service has to compete for workers in a market where many other employers are offering widely flexible plans to accommodate employees' efforts to balance home and work life. The provision of accommodation offered by outside organisations, unless matched, could have a notable impact on the Service's ability both to attract new recruits and to retain existing personnel.

- Staff development will be a serious issue in the next few years. As a large number of senior and supervisory officers become eligible to retire and hundreds of new officers are hired each year, there will be a critical need to quickly develop and promote qualified personnel to fill supervisory and management positions, to ensure that all officers, particularly new officers, are given proper direction and supervision.

- The age and service distributions of primary response officers in particular show a large number of officers with little or no experience. The Service needs to ensure that these officers receive the training, direction, and supervision they need to carry out their functions effectively and efficiently.

- Continued communication and partnership with the City's diverse communities will not only assist the Service with crime prevention and problem solving, but also possibly with representational hiring goals.

X. PUBLIC PERCEPTIONS

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

HIGHLIGHTS

- According to the results of the Service's 2003 community survey, feelings of safety in neighbourhoods generally increased from 2002, though fewer respondents felt Toronto in general was safe.

- The 2003 survey found that concern with issues related to disorder in their neighbourhoods (e.g. vandalism, graffiti, etc.) generally increased.

- Most high school students and school administrators in all years surveyed said they felt safe in and around the school at any time of the day.

- When asked about the level of violence at their school, roughly two-thirds of high school students in all years said that, generally, their school and school grounds were not violent, although the proportion was lower in 2003 and 2002 than in 2001. In all years, school administrators were more likely than students to say their school and grounds were not violent.

- The Toronto Police Service survey of Toronto residents in December 2003 found that 88% said they were satisfied with the delivery of police service to their neighbourhood, down from 90% in 2002, but up from the proportions seen in previous years.

- The 2003 community survey identified some concerns about police and minority/ethnic groups (i.e. relations between police and members of minority/ethnic communities generally rated 'fair' or 'poor'; one-third or fewer thought police did a 'good' job of providing services to ethnic/racial groups; and an increased proportion believed Toronto police targeted members of minority/ethnic groups for enforcement).

- Almost all respondents in the past two years (93% in both 2002 and 2003) said they agreed with the statement: I believe that Toronto police officers carry out their jobs to the best of their abilities. This proportion was an increase from the 84% in 2000 and 89% in 2001. Similarly, 89% of respondents in 2003 said they believe that Toronto police are trustworthy, compared to 79% in 2002.

- The Service's 2003 community survey found that, for those who'd had contact with police during the previous year, there was an increase in satisfaction with police during that contact: 83% said they were satisfied in 2003, up from 71% in 2002, 80% in 2001, and 79% in 2000.

- While more high school students in 2003 than in 2002 said they would feel comfortable talking to police about crime or other problems at their school, roughly two-thirds of students in all years said they felt the relationship between students and police was fair or poor.

- Most high school students and school administrators in all years surveyed said they were satisfied with the delivery of police services to their school.

- Fewer administrators said they were consulted by police when determining what issues should be addressed at the school (49% in 2003, 64% in 2002, 67% in 2001). Fewer also felt part of a problem-solving team (68% in 2003, 78% in 2002, 83% in 2001).

- The total number of public complaints against the police decreased 5.1% between 2001 and 2002, from 742 complaints in 2001 to 704 in 2002, but increased again 2.7% to 723 in 2003.

- Of the community survey respondents who said they'd had experience with the police complaints process, fewer in 2003 than in previous years were satisfied with the process and the outcome.

A. PERCEPTIONS OF SAFETY

Fear of crime and perceptions of safety are important indicators of the way people feel about their cities and neighbourhoods, and can also be indicators of how well they feel their police services are performing. Recognising this, it is important that police address perceptions of fear and safety. Some of the concerns around perceptions of safety and fear of crime are concisely summarised below:

> It is widely recognised that the negative consequences of crime are not limited to crime victims. Many in Canadian society who have not themselves been victimised by crime fear the possibility of such an occurrence. In some cases, the fear of crime may cause people to place serious restrictions on their behaviour. Because of a concern for personal safety or the security of their property, they may be unable to take advantage of the social and cultural opportunities which their communities make available to them (Conklin, 1975). Discretionary income may be diverted away from more creative ends and towards the purchase of hardware which is intended to increase feelings of security. Under extreme circumstances, the overall effect may be a reduction in the quality of life and a slow but steady decline in the character of local communities (Skogan, 1990).[292]

General Community:

In the final quarter of each year, the Toronto Police Service contracts for a community telephone survey of 1,200 Toronto residents.[293] The survey focuses on the respondent's perception of crime and personal safety, satisfaction with the delivery of policing services to

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[292] In: V. Sacco, *Fear and Personal Safety*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 15(9) March 1995, p.2.

[293] The community survey conducted for the Service is a randomly selected sample of 1,200 adult residents. The results are considered accurate within ±3%, 95 times out of 100, of what they would have been had the entire adult resident population of Toronto been surveyed.

their neighbourhood and in general, and, where the respondent has had contact with the police in the past year, satisfaction with the service provided.

Most respondents (90%) felt very or reasonably safe in their neighbourhoods in 2003, roughly similar to the levels in 2001 and 2002, but up from the 74% in 2000 (Figure 10.1). More respondents in 2003 said they felt 'very safe' in their neighbourhood than in 2002. Slightly fewer respondents (85%) felt that Toronto in general was very or reasonably safe in 2003, down from 87% in 2002.
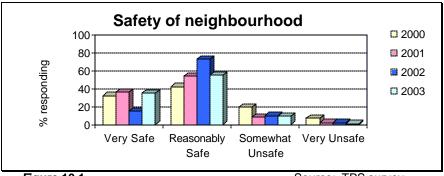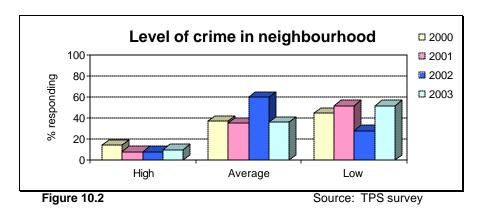
Figure 10.1   Source: TPS survey

In 2003, as in 2000 and 2001, the largest proportion of Toronto residents thought their neighbourhood had a low level of crime; in 2002, the largest proportion of Toronto residents thought their neighbourhood had an average level of crime (Figure 10.2). In all four years, the most people felt that the level of crime in their neighbourhood had remained about the same.

Figure 10.2   Source: TPS survey

Just over two-thirds (69%) of survey respondents said they walked alone in their neighbourhoods after dark in 2003, compared to 51% in 2002 and 71% in 2001. This proportion was lower than that seen in an Ipsos-Reid poll in September 2003 where 78% of residents said they would feel safe walking alone in their own neighbourhood after dark.[294]

Over the past four years, when asked about the **most** serious policing problem in their neighbourhood, responses have been relatively consistent, with people typically naming break &

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[294] Ipsos-Reid, *Toronto: Crime and Safety in the City*, September 9th, 2003 (www.ipsos-reid.com).

enter, youth/gangs, traffic/parking, and drugs. These issues – along with the need for youth programs and services, graffiti, police visibility and the need for foot patrols, relations between the police and the community (especially minority communities), the courts/legal system, and community mobilization – were also consistent themes at the townhall meetings held by Toronto Police Chief Julian Fantino during March and April 2004.[295] It should also be noted, however, that roughly 1 in 5 survey respondents in each year said that there were no serious policing problems in their neighbourhoods.

Almost two-thirds (64%) of Toronto residents said that they were concerned about crime in their neighbourhoods in 2003, down from 67% in 2002 and 2000, but up from 61% in 2001 (Figure 10.3).
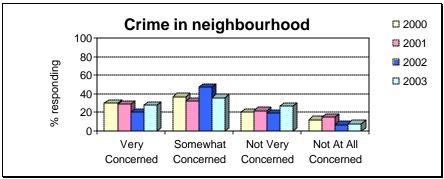
Figure 10.3   Source: TPS survey

Issues related to disorder in their neighbourhoods were of increasing concern to residents. In particular:

- residents were increasingly concerned about disorderly youth – 51% said they were concerned about youth hanging about and being disorderly in their neighbourhoods in 2003, up from 49% in 2002 and 2001, and from 45% 2000;

- residents were generally more concerned about vandalism – 57% said they were concerned about vandalism in their neighbourhoods in 2003, up from 34% in 2002 and 31% in 2000, but the same as the 57% in 2001;

- residents were increasingly concerned about graffiti – 41% said they were concerned about graffiti in their neighbourhoods in 2003, up from 27% in 2002, 38% in 2001, and 21% in 2000; and,

- residents were generally more concerned about drugs in their neighbourhoods – 56% in 2003, compared to 45% in 2002, 57% in 2001, and 37% in 2000.

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[295] Notes from each of the townhall meetings can be found in Appendix A.

Survey respondents were also asked how likely they felt it was that they would be victimized during the next year. As shown in Figure 10.4, respondents in 2003 generally felt they were less likely to be victimised in the coming year than respondents in 2002 or 2000; the perceived likelihood of victimization in 2003 was about the same or slightly higher than was seen in 2001. The only areas where respondents felt more likely to be victimised than in 2002 were: being harassed on the street and being victimised/harassed by youth.

Peceived likelihood of victimisation in coming year
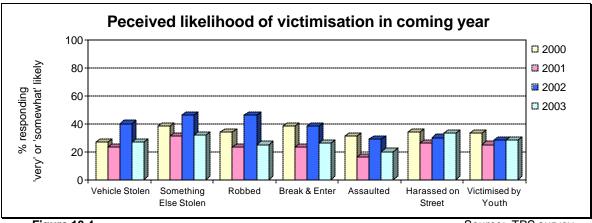
Figure 10.4   Source: TPS survey

Almost 9 in 10 residents in 2003 said there was no place in their neighbourhood they would be afraid to go during the day, up from the almost 8 in 10 who said this in 2002. Only about 4 in 10 in each year said there was no place in their neighbourhood they would be afraid to go at night.

In keeping with the general increase in perceptions of safety in 2003, less than one-quarter (23%) of respondents in 2003 said that worry about crime kept them from doing things they'd like to do. This was down from 31% in 2002.

High School Students:

At the end of each year, the TPS Corporate Planning unit distributes surveys for students to all the high schools of the Toronto District and Toronto District Catholic School Boards. In 2003, of the 1,380 surveys that were sent out, 51% were completed and returned. In 2002, 1,400 surveys were sent out and 56% were returned, and, in 2001, 1,440 surveys were sent out and 47% were returned.

The proportion of students who felt that crime had remained about the same over the past year in and around the school decreased in 2003 (50% in 2003, 54% in 2002 and 2001). The proportion of students who felt that crime had increased continued to rise to 33% in 2003, from 30% in 2002 and 26% in 2001. However, as shown in Figure 10.5, most students in all years said they felt very or reasonably safe in and around the school at any time of the day (84% in 2003, 83% in 2002, 85% in 2001).

Feel Safe In/Around School During Day
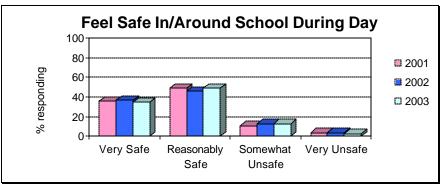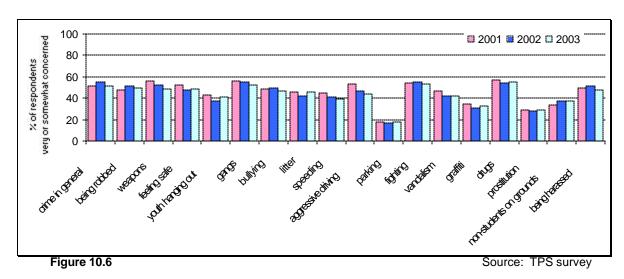
Figure 10.5   Source: TPS survey

When asked about the **most** serious policing problem in and around their school, the most common answers from students were generally the same in all years: assaults/fighting, drugs, and youth/gangs. In 2003 and 2002, 13% said there were no serious policing problems in or around their school compared to 11% in 2001. Most students based their opinion of the most serious policing problem on what they'd personally seen (67% in 2003, 66% in 2002, 70% in 2001).

Students were asked to rate how concerned they were about a number of issues in relation to their school, the school grounds, and the area around their school. In 2003, only for 5 of the 18 issues did 50% or more of students say they were concerned about them. Gangs (52%), fighting (53%), and drugs (55%) had the highest levels of concern.

If they said they were very or somewhat concerned about gangs, students were asked what they were most concerned about. Of the 363 students who said they were concerned, the most frequent concerns, as in previous years, were personal safety (70%), confrontations/being harassed (51%), and/or having property damaged or stolen (46%).
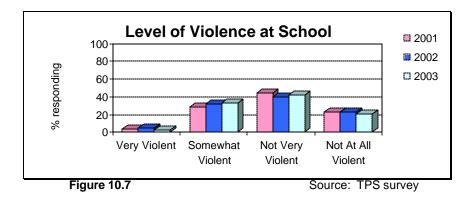
The proportion of students in each year who were very or somewhat concerned about each of the 18 issues is shown in Figure 10.6.

Figure 10.6   Source: TPS survey

When asked about the level of violence, if any, at their school, roughly two-thirds of students in all years said that, generally, their school and school grounds weren't violent, although

the proportion was lower in 2003 and 2002 than in 2001 (64% in 2003, 63% in 2002, 67% in 2001). The proportion of students who thought their school was very or somewhat violent was 36% in 2003, 37% in 2002, and 33% in 2001 (Figure 10.7).

Figure 10.7   Source: TPS survey

Students were also asked about victimisation. In all years, about 1 in 10 students reported that they had been a victim of a crime at school during the past year (12% in 2003 and 2002, 11% in 2001). And in all years, thefts and threats were the most common crimes, followed by assaults. In 2003, only 12% of those who said they'd been victimised said they'd reported the crime(s) to police, similar to proportions seen in previous years. A further 39% said they'd reported to principals or teachers, down from 48% in 2002 and 47% in 2001.

In 2003 and 2002, students were also asked why they hadn't reported their victimisation(s) to the police. The most common answers in both years were that there was no point/the police wouldn't do anything, that they thought it was too minor to report, that they didn't want any more trouble, or that they dealt with it themselves. In 2003, an increased proportion of students said they didn't report to police because they were scared.

In 2003, only 26% of high school students said there was a student Crime Stoppers program at their school, down from 49% in 2002. Eleven percent (11%) of these students in 2003 said they had used the program, up from 7% in 2002. In both years, over half of those who said there was no Student Crime Stoppers at their school said they would like to have one (55% in 2003, 56% in 2002).

School Administrators:

A total of 456 surveys were also sent to Toronto area school administrators in 2003 – 138 to high schools and 318 to elementary schools; 258 school administrators responded (57%). In 2002, 56% of the 460 surveys sent out were returned, and in 2001, 58% of the 468 surveys sent out were returned. In all years, two-thirds of respondents represented elementary or middle schools and almost three in four were principals.

School administrators were more likely than students to say they felt that crime in and around their schools had remained the same over the past year. Overall in 2003, 64% of administrators believed that crime in and around their schools had remained the same over the past year, while 24% believed it had increased. In 2002, 63% believed that crime had remained the same and 25% believed that it had increased, while in 2001, 65% believed that crime had
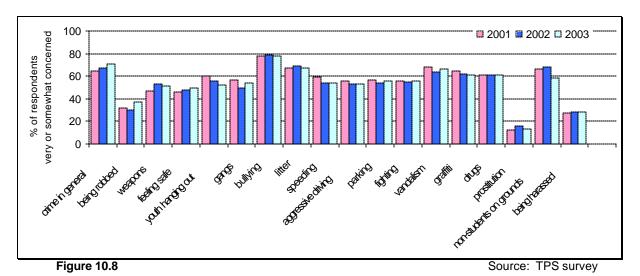
remained the same and 22% believed that it had increased. High school administrators were more likely to say that crime had increased (25%) than elementary school administrators (23%). This is in contrast to 2002 when elementary school administrators (27%) were much more likely to say that crime had increased than high school administrators (21%), but similar to what was seen in 2001. Similar to what was found with students, though at higher levels, most administrators said that they felt very or reasonably safe in and around the school at any time of the day (95% in 2003, 93% in 2002, 95% in 2001).

When asked what, their opinion, was the **most** serious policing problem in their school, administrators most frequently said traffic/parking, bullying, drugs or assaults/fighting. In 2002, respondents identified the most serious problem as bullying, traffic/parking, assaults/fighting, or trespassers, while in 2001, respondents most identified traffic/parking, bullying, assaults/ fighting, or break & enter/property theft.

Similar to high school student results, high school administrators most frequently identified drugs, assaults/fighting, or youth/gangs as the most serious policing problem, while elementary school administrators most frequently identified traffic/parking or vandalism. In 2003, 7% of elementary school administrators said there were no serious policing problems, down from 9% in 2002 and 14% in 2001; in 2003, 2% of high school administrators said there were no serious policing problems, down from 4% in 2002, but up from 0% in 2001. Most respondents in all years said they had based their opinion on what they had personally seen.

Overall in 2003, respondents were most concerned about bullying (78%), crime in general (71%), litter/garbage (67%), vandalism (66%), and graffiti (61%). Figure 10.8 shows the proportion of respondents in each year that said they were very or somewhat concerned about specific issues.

Figure 10.8   Source: TPS survey

Reported concerns by elementary and high school administrators differed somewhat. In 2003, high school administrators were most concerned about drugs, aggressive driving, and bullying, while elementary school administrators were most frequently concerned about bullying, litter/garbage, and parking.

With regard to the level of violence, administrators were again more likely than students to say their school/grounds were not violent. Further, more administrators in 2003 than in

previous years said that their school grounds were not very or not at all violent (83% in 2003, 74% in 2002, 76% in 2001). In both 2003 and 2002, two school administrators reported that their schools were very violent, compared to no school administrators in 2001. In all years, high school administrators were more likely than elementary school administrators to feel their schools were very or somewhat violent.
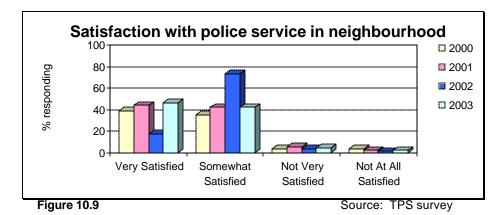
In 2003, 22% of school administrators said there was a Student Crime Stoppers program at their school, with high school administrators (53%) more likely to say they had the program than elementary school administrators (7%). However, about one-third of elementary school administrators and over half of high school administrators whose school did not have such a program said that they would like to have one (55% of high school administrators, 31% of elementary school administrators).

B. PERCEPTIONS OF POLICING

The public's perception of the police and their level of satisfaction with police services are critical indicators of the quality and effectiveness of police in a community – the ability of the Service to perform is, in large part, dependent upon the relations between the police and the public. Public confidence and trust are vital to successful policing, and may ultimately be reflected back in community perceptions of crime and safety.

General Community:

The Toronto Police Service survey of Toronto residents in December 2003 found that 88% said they were satisfied with the delivery of police service to their neighbourhood, down from 90% in 2002, but up from the proportions seen in previous years (Figure 10.9). Of note, however, is that the proportion of those 'very' satisfied with police service in their neighbourhood increased to 46% in 2003 from 17% in 2002. Over 9 in 10 residents in each of the past three years (93% in both 2001 and 2002, 94% in 2003) said they were satisfied with the Toronto Police Service overall.[296]

Figure 10.9   Source: TPS survey

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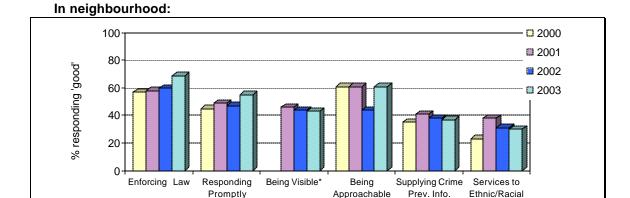
[296] Question was not asked in 2000.

In 2003, three-quarters (76%) of residents said they were satisfied with the number of police patrolling their neighbourhood in cars. However, only half (51%) said they were satisfied with the number of officers patrolling their neighbourhood on foot or bikes – again mirroring concerns raised at Chief Fantino's townhall meetings in early 2004.

With regard to specific aspects of policing in their neighbourhoods, perceptions improved over 2002 in three of the six areas: more people felt the police were doing a 'good' job (rather than 'average' or 'poor') of enforcing the law, responding to calls promptly, and being approachable (Figure 10.10). The proportion of people feeling the police were doing a good job of the first two areas continued a general trend of improvement seen since 2000. On the other hand, continuing a trend of decrease since 2001, fewer people felt the police were doing a good job of being visible, supplying crime prevention information, or providing service to ethnic/racial groups.

In neighbourhood:
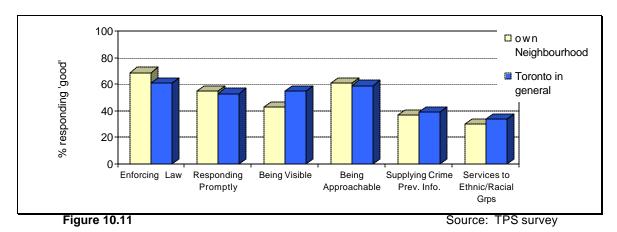
Not asked in 2000.

Figure 10.10   Source: TPS survey

It is of interest that respondents were more likely to perceive police as doing a good job of enforcing the law, responding promptly, and being approachable in their neighbourhood than in the City as a whole (Figure 10.11). But, they were more likely to perceive police as doing a good job of being visible, supplying crime prevention, and providing service to ethnic/racial groups in the City as a whole than in their own neighbourhood.

Figure 10.11   Source: TPS survey
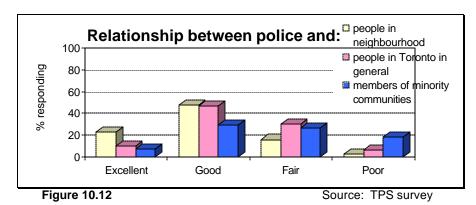
In 2003, respondents were asked for the first time how well they felt the Police Service did in a variety of policing areas. The responses are shown in Table 10.1 below.

Table 10.1
Perceptions of Police Effectiveness - 2003

	Responding 'very' or 'fairly' well
Policing major events in the City	93%
Improving public safety and security	79%
Reducing crime and disorder	77%
Dealing with traffic collisions	76%
Enforcing traffic laws	75%
Dealing with speeding	73%
Consulting with the public	66%
Investigating child abuse/exploitation	62%
Dealing with traffic congestion	62%
Dealing with gun crimes	61%
Dealing with youth violence	61%
Enforcing drug laws	61%
Supporting victims and witnesses	59%
Dealing with aggressive/dangerous drivers	59%
Investigating crimes committed against members of minority communities	58%
Dealing with victimisation of youth	56%
Investigating hate crime	54%
Dealing with organised crime	54%

Source: Toronto Police survey

While respondents in 2003 felt in general that police-community relations were excellent or good, there were some important differences (Figure 10.12). Respondents were most positive about the relationship between police and the people in their neighbourhood and least positive about the relationship between police and members of minority communities.

Figure 10.12   Source: TPS survey

On a similar note, almost 1 in 3 respondents (28%) in 2003 said that they believed that Toronto police officers targeted members of minority or ethnic groups for enforcement, an increase

from 26% in 2000, and 23% in both 2001 and 2002. While still a relatively small proportion, this perception, and the perception of fair to poor police-minority community relations noted above, are critical for the Service to address.
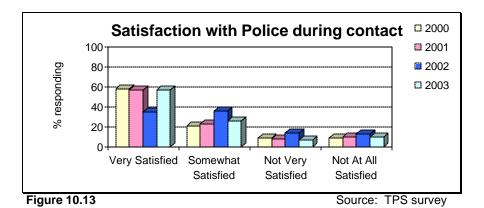
In general, however, most people see the police in a positive light. Almost all respondents in the past two years (93% in both 2002 and 2003) said they agreed with the statement: I believe that Toronto police officers carry out their jobs to the best of their abilities. This proportion was an increase from the 84% in 2000 and 89% in 2001. Similarly, 89% of respondents in 2003 said they believe that Toronto police are trustworthy, compared to 79% in 2002.

Almost three-quarters (72%) of respondents in 2003 said they had heard or read media commentary about the Toronto Police Service over the past few months. However, of those who heard or read commentary, 77% in 2003 said their opinion of the Police Service had not changed.

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

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

Of those respondents in 2003 who'd had contact with police, 83% said they were satisfied with the police during that contact, up from 71% in 2002, 80% in 2001, and 79% in 2000 (Figure 10.13).[297]

Figure 10.13   Source: TPS survey

About 1 in 5 respondents (18%) in 2003 said that the contact changed their opinion of police, compared to 34% in 2002, 17% in 2001, and 27% in 2000. As shown in Figure 10.14, of those whose opinion changed, 52% in 2003 said they had a more positive opinion as a result of the contact, compared to 43% in 2002, 58% in 2001, and 52% in 2000.

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[297] 32% of respondents (387 people) in 2003 said they'd had contact with the police in the past year, compared to 8% (102 people) in 2002, 35% (415 people) in 2001, and 25% of respondents (301 people) in 2000.

Contact changed opinion of police: **If contact changed opinion, how:**
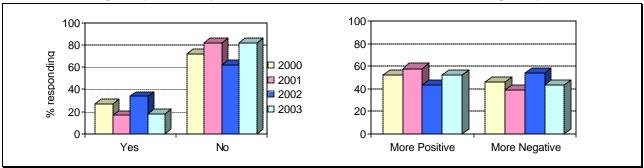
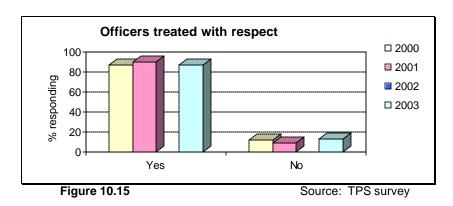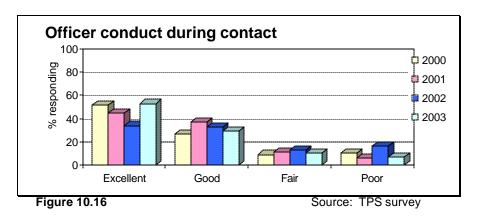**Figure 10.14**   Source: TPS survey

Almost 9 in 10 respondents in all years the question was asked said they felt that the officers they had contact with treated them with respect (87% in 2003, 90% in 2001, 87% in 2000) (Figure 10.15).[298]

Figure 10.15   Source: TPS survey

With the exception of 2002, about 4 of 5 respondents each year rated the officer's conduct during the contact as 'good' or 'excellent' (82% in 2003, 67% in 2002, 82% in 2001, and 79% in 2000) (Figure 10.16).

Figure 10.16   Source: TPS survey

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[298] The question was not asked in 2002.

Similarly, with the exception of 2002, about 4 of 5 respondents each year rated the officer's professionalism during the contact as 'good' or 'excellent' (83% in 2003, 68% in 2002, 82% in 2001, and 83% in 2000) (Figure 10.17). In 2003, the two most common reasons for rating the officer's professionalism as fair or poor were 'didn't treat me fairly' and 'inappropriate behaviour'.
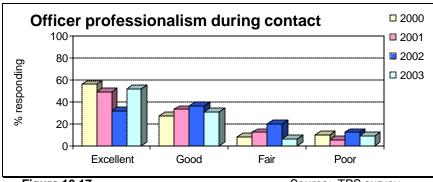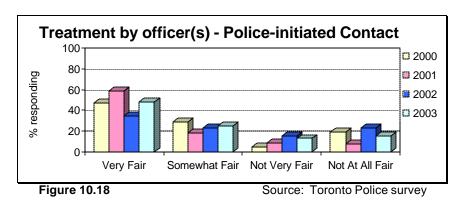
Figure 10.17   Source: TPS survey

Perceptions of those involved in <u>police-initiated contact</u> can be an important indication of the quality of officer-public interaction. Just over one-quarter (26%) of all those who said they'd had contact with police in 2003 had police-initiated contact. Almost three-quarters (73%) of these respondents said they felt the officer(s) treated them fairly, up from 58% in 2002, but down from 77% in 2001 and 76% in 2000 (Figure 10.18).

Figure 10.18   Source: Toronto Police survey

High School Students:

When asked in 2003 how many times they saw police officers at their school, 1 in 4 high school students (26%) said they saw police more than once a month; 22% said they saw police 6 to 12 times a year, and 36% said they saw police 1 to 4 times a year. The remainder (16%) said they never saw police at their school or they didn't know. These proportions are similar to those seen in previous years.

When asked why the police were usually at their school, in 2003, the most common answers were 'just visiting/patrolling', 'security at dances', and 'questioning/talking to people'. In 2002, the most common answers were 'just visiting/patrolling', 'questioning/talking to people', and

'investigating crime'.   In 2001, the most common answers were 'just visiting/patrolling', 'investigating crime', or 'breaking up fights'.
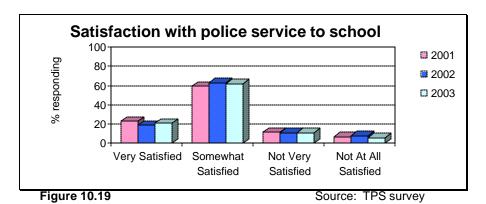
The proportion of students who wanted to continue to see police around the ir school about as often as they were there now increased to 45% in 2003, up from 42% in 2002 and 43% in 2001. The proportion who wanted to see the police around the school less often or not at all decreased to 31% in 2003, down from 35% in 2002 and 34% in 2001. About 24% in all years wanted to see the police around the school more often.

More students in 2003 than in 2002 said they would feel very or somewhat comfortable talking to police about crime or other problems at their school, though the proportion was lower than that seen in 2001 (63% in 2003, 59% in 2002, 67% in 2001). As in previous years, the most common reasons for not feeling comfortable talking to police were 'talking to police makes me nervous', 'not my place to talk about what other people do', 'don't want to tell on people', and 'just don't like police'.

However, fewer students in 2003 felt that the relationship between police and students in their school was good or excellent (31% in 2003, 33% in 2002, 36% in 2001). The largest proportion of students in all years felt the relationship between police and students was fair or poor (69% in 2003, 67% in 2002, 64% in 2001).

In general, as in previous years, in 2003, the largest proportion of students felt the police did an average, rather than good or poor, job of enforcing the law (55%), responding promptly to calls (45%), being visible (42%), being approachable (48%), supplying crime prevention information (45%), and providing services to ethnic/racial groups (48%).

Overall, however, most students in all years were satisfied with the delivery of police services to their school (83% in 2003, 82% in 2001 and 2002) (Figure 10.19).

Figure 10.19   Source: TPS survey

School Administrators:

Overall, almost two-thirds of school administrators in 2003 (65%) reported having contact with police on a regular basis, even when there were no immediate problems to address. This was up from the 56% who reported regular contact with police in 2002 and similar to the 62% seen in 2001. As in previous years, high schools (73%) were more likely than elementary schools (60%) to report regular contact.

Almost 4 in 10 respondents (38%) reported meeting with police at least once a month – 61% of high schools and 27% of elementary schools. In 2002, 58% of high schools and 32% of

elementary schools reported meeting with police at least once a month; in 2001, 54% of high schools and 32% of elementary schools reported meeting with police at least once a month.
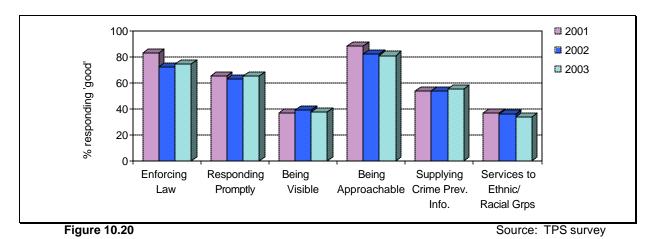
According to all school administrators, issues most frequently dealt with by police in schools in 2003 included safety (48%), bullying (44%), threats to students (42%), trespassing (40%), and crime (38%). These issues were generally the same as in previous years. High school administrators most frequently identified threats to students (71%) and crime (63%). Elementary school administrators, in comparison, most frequently identified safety (53%), bullying (41%), and traffic (41%).

Almost half of the school administrators (49%) in 2003 said that they were frequently or occasionally consulted by police in determining which issues should be addressed, down from 64% in 2002 and 67% in 2001. However, most in all years reported that they were involved in the final determination of whether a problem should be addressed (95% in 2003 and 2002, 99% in 2001). Fewer respondents in 2003 (4% in 2003, 10% in 2002, 11% in 2001) said that students were involved in this determination, with high school students (7%) three and a half times as likely to be involved as elementary students (2%).

Fewer administrators in 2003 (68%) than in 2002 (78%) or 2001 (83%) felt that they were very much or somewhat a part of a problem solving team with police. Similarly, fewer administrators in 2003 (80%) than in 2002 (83%) or 2001 (88%) were satisfied or very satisfied with the level of partnership experienced.

About 87% of school administrators in 2003 reported that they were satisfied or very satisfied with police response to issues and concerns raised by the school, down from 90% in 2002 and 96% in 2001, and 96% said that relations between administrators and police were excellent or good, down from 97% in 2002 and 98% in 2001. In all years, administrators were more likely than students to feel that relations between students and police were excellent or good (83% in 2003, 85% in 2002, 88% in 2001).

Most administrators said that the police do a good or average job in each of the following six categories – law enforcement, responding to calls promptly, being visible in the community, being approachable, supplying crime prevention information, and providing services to a range of ethnic and racial groups. Figure 10.20 shows the proportion of respondents who thought the police did a good job (rather than average or poor).

Figure 10.20   Source: TPS survey

The same proportion of administrators in 2003 as in 2002 said that, overall, they were satisfied or very satisfied with the delivery of police services to their schools (91% in 2003 and 2002). This was down from the 95% seen in 2001. Four respondents reported being very unsatisfied in 2003 compared to five respondents in 2002 and one respondent in 2001.

C. PUBLIC COMPLAINTS

Public trust and confidence in the police are essential components in the effort to ensure a safe and secure community – police accountability to the community, at all levels, is inherent in the philosophy of community policing. Therefore, both the public's confidence in the effectiveness of the complaints process and the number of public complaints may serve as performance indicators for police.

The total number of public complaints against the police decreased 5.1% between 2001 and 2002, from 742 complaints in 2001 to 704 in 2002, but increased again 2.7% to 723 in 2003. With regard to type of complaint, 54.6% in 2001, 73.5% in 2002, and 79.9% in 2003 involved allegations of conduct of a less serious nature; 18.9% in 2001, 23.7% in 2002, and 17.8% in 2003 involved allegations of conduct of a serious nature; 0.1% in 2001, 0.6% in 2002, and 0.3% in 2003 involved complaints about a Service policy; and, 1.6% in 2001, 2.1% in 2002, and 1.9% in 2003 involved complaints related to service provided. An additional 24.8% of complaints in 2001 involved no specific allegation or were categorised as 'other'.

As part of the Service's general community survey each year, respondents are asked about opinions and experience with the public complaints system. Just over two-thirds (68%) of respondents in 2003 said they were confident that the Toronto Police Service could impartially investigate public complaints against officers, compared to 57% in 2000, 66% in 2001, and 67% in 2002 (Figure 10.21).
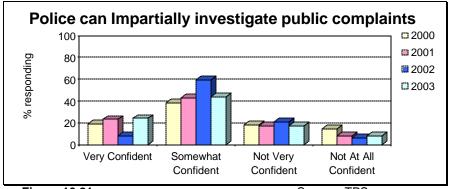

Figure 10.21   Source: TPS survey

Only a small proportion of respondents in each year said that they'd had experience with the police complaints process (8% in 2003, 6% in 2002, 12% in 2001, 23% in 2000). Of these, 50% said they were satisfied with the process in 2003, down from 74% in 2002, 69% in 2001, and 65% in 2000 (Figure 10.22). Similarly, 50% said they were satisfied with the outcome in 2003 down from 70% in 2002, 64% in 2001, and 56% in 2000 (Figure 10.23).
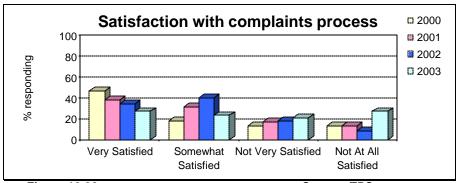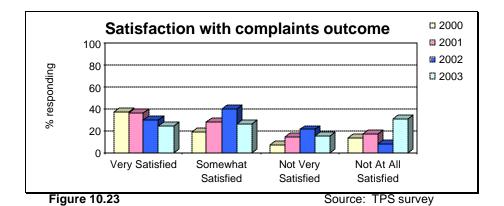
Figure 10.22   Source: TPS survey

Figure 10.23   Source: TPS survey

RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- Surveys are an important source of information on a variety of issues and permit contact with people who may not attend public consultations. They also provide feedback on public satisfaction with police services and information on perceptions of fear and safety.   In order to address trends in public perceptions, the Police Service must continue to have access to survey information on a regular basis.

- To enhance perceptions of safety and police service, and to ensure that these perceptions do not vary widely from reality, it is vital that the Service educate and increase awareness of the people of Toronto with regard to crime occurrences, police procedures and authority, what to expect when in contact with police in a variety of situations, and the capabilities and limitations of the Police Service.

- The Service must enhance efforts to address the disorder issues that are perceived to have a negative impact on the community's environment and perception of safety. Regular input from the community on a local level is required for the police to understand and target those occurrences/offences that are perceived to have a particularly adverse impact on the community's quality of life. Efforts will have to be made to keep expectations reasonable on the part of the community, and to give feedback on what is being done.

- The Service must increase efforts to develop or be involved in initiatives directed towards enhancing relations between the public, particularly ethnic and minority communities, and the police.

- To continue to improve satisfaction levels for those who have contact with police, the Service must continue efforts to ensure professional, integrity, and high quality service by members in any and all dealings with the public.

- It is essential to be able to identify the factors underlying complaints against the police, particularly those related to the misconduct of police officers. These factors have important implications for the quality of police services provided and police accountability and public confidence.

XI. LEGISLATIVE IMPACTS

Laws set out many of the mandates and parameters by which the Toronto Police Service operates, and by which its members conduct themselves both on and off duty. Therefore, changes to those laws, actual or expected, affect the Police Service, its members, and the community as a whole. Laws also reflect the expectations a community has of its police. Changes to laws can reflect changes in those expectations. It is, therefore, vital that the Toronto Police Service takes legislation and legislative changes into account when planning and providing service, whether the changes come from the Police Services Board, the municipality, the province, or the federal government.

HIGHLIGHTS

- The *Sex Offender Information Registration Act*, legislation respecting the establishment of a national sex offender registry, received Royal Assent on April 1, 2004.

- Bill C-12, *An Act to Amend the Criminal Code (protection of children and other vulnerable persons) and the Canada Evidence Act*, proposes amendments intended to help safeguard children and other vulnerable persons from sexual exploitation, abuse and neglect. Further, the Act also proposes to better protect victims and witnesses in criminal justice proceedings.

- Proposed amendments to the *Contraventions Act* and the *Controlled Drugs and Substances Act* sets out new maximum penalties for certain of the offences in relation to cannabis. The Act also designates offences in relation to possession or production of small amounts of cannabis, as contraventions under the *Contraventions Act*.

- Various amendments to the Criminal Code included in Bill C-14 include establishing more serious offences for deliberately setting traps likely to injure or kill law enforcement personnel and new requirements for warrant applications for weapons search and seizure.

- Amendments to the Criminal Code relating to the criminal liability of organisations, expand the circumstances in which organisations may be held criminally liable.

- The hate propaganda section of the Criminal Code now includes as an "identifiable group", any section of the public distinguished by sexual orientation.

A. NATIONAL SEX OFFENDER REGISTRY

In Ontario in 1993, an inquest was held into the death of Christopher Stephenson, an 11-year old who was murdered by a convicted paedophile on federal statutory release. The coroner's jury at this inquest recommended that a national registry for convicted sex offenders be created. Bill C-16, the *Sex Offender Information Registration Act*, received Royal Assent on April 1, 2004.[299] The Bill's purpose is to help police services investigate crimes of a sexual nature by requiring the registration of certain information relating to sex offenders.

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[299] The Act was not proclaimed at publication.

One of the guiding principles of this legislation is that the police should have ready access to certain information relating to sex offenders to assist in the investigation of crimes of a sexual nature. Another guiding principle is respect for the privacy interests of sex offenders and the public interest in their rehabilitation and reintegration into the community. In order to accomplish this, the prescribed information is to be collected only to enable police to investigate crimes that they have reasonable grounds to suspect are of a sexual nature. Access to the information, and use and disclosure of it, are to be restricted.

A number of sections are to be added to the Criminal Code as part of the creation of a national sex offender database. Of particular note are Sections 490.011 and 490.012. Section 490.011 defines a "designated offence" by listing the offences for which an order that a sexual offender must register with the database may be imposed. Section 490.012 is the key provision of Bill C-16. This subsection provides that a court shall, on application by the prosecutor, make an order requiring a person to comply with the *Sex Offender Information Registration Act*. Such an order would be made after sentence is imposed for a "designated offence," or after the court renders a verdict of "not criminally responsible" for such an offence due to a mental disorder. The duration of the order can vary from 10 years to life, depending on the maximum sentence of the designated offence.

The legislation allows for either the prosecutor or the sex offender to appeal a judge's decision on whether or not to compel the offender to enrol in the Sex Offender Registry or to grant or deny early termination of an order. Further, the court is not required to make an order if the offender establishes that, if the order were made, the impact on the offender would be grossly disproportionate to the public interest in protecting society through the effective investigation of crimes of a sexual nature. Thus, section 490.012 makes explicit the balancing that must be achieved by judges between the interests of sex offenders and the interest of society to be protected from them.

Bill C-16 will cover all sex offenders who are serving a sentence at the time the law comes into effect. Therefore, the Registry will include the names of offenders convicted of sex crimes who are in jail, on parole, or on probation on the day the law takes effect. It will not cover those who have completed their sentence by the time the law comes into force.

Significantly, the Bill provides for the registration in the national database of those offenders who are registered in the Ontario sex offender database, unless they have been finally acquitted of, or received a pardon for, every relevant offence.

Clause 4 of the Bill requires a sex offender to report for the first time under an order, to the registration centre that serves the area in which his or her main residence is located. This is to be done within 15 days after the order is made, where the offender is not given a custodial sentence.

A sex offender must also report if he or she:

- receives a discharge for the offence for which the order was made;
- is found not criminally responsible for the offence on account of a mental disorder;
- is released from custody pending the determination of an appeal relating to the offence; or,
- is released from custody after serving the custodial portion of a sentence for the offence for which the order was made.

A sex offender must subsequently report to the closest registration centre within 15 days:

- after changing his or her main residence or any secondary residence;
- after changing his or her given name or surname; or,
- at any time between 11 months and one year after he or she last reported to a registration centre.

The legislation also requires the court that convicts a sex offender to send a copy of an order requiring that the offender to provide information to the Sex Offender Registry, to the police service that originally charged the sex offender.

As would be expected, a number of concerns about the proposed Sex Offender Registry legislation have been raised. For example, upon an acquittal or a pardon, the offender's record will be permanently removed from the database. Another concern is that the information contained in the Registry will not generally be available to the public; there are differing opinions as to whether or not such information should in fact be made so available. The Ontario Provincial Police have attributed the high compliance rate (93%) in Ontario partly to the fact that there is **no** public notification.[300] This is contrary to the practice in many American states, where citizens can view the registry, yet where the national compliance rate is much lower.[301]

The Canadian Association of Police Services Boards also raised concerns regarding the proposed Sex Offender Registry legislation. The following resolution was passed at its 14th Annual Meeting in August 2003:[302]

> WHEREAS this proposed legislation, although supported in principle by police services across Canada, falls short of the scope and effectiveness envisioned by the policing community, namely:
>
> - No photograph is required, even though this tool is most effective in identifying offenders.
> - The proposed database fields are restricted to only the most basic information such as name, address, physical description, scars, marks, tattoos and postal code which falls far short of the investigative value of the Ontario model.
> - The proposed national database search capabilities are restricted to postal code and address queries which do not allow for immediate, accurate geo-mapping radius searches.
> - The proposed non-compliancy first conviction penalty of $10,000 or six months in jail is far too low.
> - Sex offenders only have to register at the nearest police facility to their residence – not necessarily with the local police service responsible for their residence.
> - The Registry is not retroactive – meaning existing sex offenders in custody will not be entered. Since records would only be entered from the "Go Live" date, this tool could take years before it builds a critical mass.

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[300] MacKay, R. *Bill C-16: The Sex Offender Registration Act,* Legislative Summary prepared by the Library of Parliament-Parliamentary Research Branch, February 16, 2004.
[301] Ibid.
[302] Canadian Association of Police Services Boards, 14th Annual Meeting, Resolution 03-04, 23 August 2003.

The impact of this legislation on the Toronto Police Service is expected to be minimal given that the Sex Offender Registry Unit is already in existence, having been created pursuant to the establishment of the Ontario Sex Offender Registry.

B. PROTECTION OF CHILDREN AND OTHER VULNERABLE PERSONS

Bill C-12, *An Act to amend the Criminal Code (protection of children and other vulnerable persons) and the Canada Evidence Act,* was at first reading stage in the Senate when Parliament was dissolved in May 2004.

The Bill proposes amendments to the Criminal Code and the *Canada Evidence Act* that are intended to "help safeguard children and other vulnerable persons from sexual exploitation, abuse and neglect," and to "better protect victims and witnesses in criminal justice proceedings."[303] Bill C-12 pursues those objectives through a three-fold approach. First, the Bill will expand the scope of some existing offences, narrow the availability of statutory defences, and/or increase penalties available following conviction. Second, the Bill proposes the creation of new offences relating to "voyeurism". And third, Bill C-12 proposes a variety of procedural reforms intended to facilitate testimony by young persons and broaden the court's ability to accommodate the needs of children and other vulnerable witnesses in a variety of criminal justice proceedings. These three points are outlined in further detail below.

Following the reasoning and outcome in the R *v. Sharpe* case, Bill C-12 proposes amendments to the child pornography provisions that will broaden the application of the law and limit the available defences to such a charge. The Bill redefines child pornography by adding a second category of written material, "the dominant characteristic of which is the description, for a sexual purpose, of sexual activity with a person under the age of eighteen years that would be an offence under this Act."[304] As a result, written material will no longer have to advocate or counsel illegal sexual activity with a person under 18 years of age to fall under the definition of child pornography. Bill C-12 also eliminates existing exemptions for material having "artistic merit or an educational or scientific purpose", while retaining a single statutory defence for acts or material that "serve the public good and do not extend beyond what serves the public good."[305]

Bill C-12 also expands the offence of sexual exploitation. At present, Section 153 of the Criminal Code makes it an offence for an adult to engage in sexual activity with anyone over 14, but under 18, where the adult is in a position of trust or authority towards the young person, or where a relationship of dependency exists. Following Bill C-12 amendments, an adult's sexual contact with someone in that age group will also constitute an offence where the relationship is exploitative of the young person and, further, removes the defence of consent in such situations. The maximum available penalty is also increased from five to ten years' imprisonment. At the same time, the maximum penalties for convictions under Section 215 (failing to provide necessaries of life) and Section 218 (abandoning a child) are increased from two to five years.

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[303] Canada, Department of Justice, Media Advisory, Ottawa, December 5, 2002.

[304] MacKay, R. and Pilon, M. *Bill C-20* (now C-12)*: An Act to Amend the Criminal Code (protection of children and   other vulnerable persons) and the Canada Evidence Act,* Legislative Summary prepared by the Library of Parliament-Parliamentary Research Branch, February 12, 2004, p. 4.

[305] Ibid., p.3.

Bill C-12 adds child pornography offences to the list of those for which a sentencing court can make an order prohibiting the offender from:

- attending at public places ordinarily frequented by children under 14;
- seeking paid or volunteer employment that involves being in a position of trust or authority towards persons of that age group; or,
- communicating with them by computer.

Bill C-12 inserts a new offence of voyeurism into Part V (Sexual Offences) of the Criminal Code. The new law targets voyeurism as both a sexual offence and a privacy offence.

And finally, Bill C-12 also proposes amendments to allow children and other vulnerable witnesses greater access to testimonial aids, such as screens and closed-circuit television, and to eliminate the need for a competency hearing prior to the admission of testimony from a child under 14 years of age.

Some criticism of the Bill has been levelled at the fact that the definition of child pornography will still include fictional depictions of children engaged in sexual activity. This is seen as making the Bill vulnerable to a challenge under the *Charter of Rights and Freedoms.* Arts groups have expressed fears that the proposed definition of child pornography may infringe upon the freedom of expression of artists in Canada.[306] At hearings before the Commons Justice Committee, representatives of arts groups attacked Bill C-12's predecessor, Bill C-20, saying that it could make criminals of some artists and force them to show how their work serves the 'public good' – a term they called vague and subjective.

The impact of this legislation on the Toronto Police Service, if passed, is anticipated to be minimal. In general, however, child exploitation investigations are becoming increasingly complex and require specialised training and equipment. The technological aspect of these investigations also continues to advance and thus investigators must continually upgrade their skills.

C. CANNABIS LAW REFORMS

Bill C-10, *An Act to amend the Contraventions Act and the Controlled Drugs and Substances Act*, received first reading in February 2004. The Bill was at third reading stage in the House of Commons when Parliament was dissolved in May.

The legislation deals with the reform of cannabis laws in Canada. The key elements in Bill C-10 are:

- 'decriminalisation' of the possession of small and intermediate amounts of cannabis, through designating such possession as a contravention under the *Contraventions Act*; and,
- a reform of punishment in relation to the offence of producing marijuana.

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[306] MacKay, R. and Pilon, M. *Bill C-20* (now C-12)*: An Act to Amend the Criminal Code (protection of children and other vulnerable persons) and the Canada Evidence Act,* Legislative Summary prepared by the Library of Parliament-Parliamentary Research Branch, February 12, 2004.

One of the key messages that the government is emphatically promoting is that this legislation is not a first step to legalisation. In addition, the government emphasizes that these reforms are in no way intended to encourage or normalize the use of cannabis.

The *Controlled Drugs and Substances Act* establishes four main offences: possession, trafficking, importing/exporting, and production. The purpose of the proposed amendments is to set out new maximum penalties for certain of the offences in relation to cannabis (including both hashish and marijuana). In addition, the government has indicated that the offences in relation to the possession of small amounts of marijuana and production from not more than three plants, will be designated as contraventions under the *Contraventions Act.* This Act was amended in 1996 to allow the use of existing provincial and territorial ticketing programs to process the less serious federal offences.

The stated purpose of these reforms regarding punishment for marijuana possession offences is to:

- modify the penalties for marijuana possession to offer a range that ensures that the punishment available is appropriate to the seriousness of the crime;
- avoid the complications and expense of the criminal process for minor offences, resulting in more effective use of justice system resources;
- discourage the use of cannabis through higher rates of enforcement of cannabis possession offences (a more effective response will allow police to use a ticket where in the past they might have issued a warning); and,
- address the current differential treatment of those who commit cannabis possession offences, for example between rural and urban jurisdictions, across the country, which results in inconsistent treatment of offenders under the law.

The government has stated that it hopes that increased enforcement (by issuing a fine rather than providing a warning) will lead to a decrease in use. This approach has been criticized by many who point to numerous studies demonstrating that the levels of enforcement and penalties have no discernible effect on drug usage.[307] Many argue that the continued prohibitionary approach will result in the continuation of certain negative consequences, including: control by organised crime, and no regulation of the quality and potency of the product.

One of the stated purposes of Bill C-10's graduated punishment provision, is to address the increasing problem of large-scale marijuana growing operations and the export of illegal drugs across the Canada-US border. Consequently, offenders who produce 25 plants or fewer are liable to a lower maximum penalty, while those producing more than 25 plants are liable to higher maximum penalties.

The Bill also sets out a new provision that lists other factors that must be considered by a court when imposing a sentence in relation to production from more than three cannabis plants. These additional factors include:

- the person used real property that belongs to a third party to commit the offence;

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[307] LaFreniere, G. *Bill C-38: An Act to amend the Contraventions Act and the Controlled Drugs and Substances Act,* Legislative Summary prepared by the Library of Parliament-Parliamentary Research Branch, February 12, 2004.

- the production constituted a potential security, health, or safety hazard to children who were in the location where the offence was committed or the immediate area;
- the production constituted a potential public safety hazard in a residential area; or,
- the person set or placed a trap, device, or other thing that was likely to cause death or bodily harm to another person in the location where the offence was committed or the immediate area or, if the person occupied or was in possession of the location where the offence was committed or the immediate area, he or she permitted such a trap, device, or other thing to remain in that location or area.

A court that is satisfied of the existence of one or more of the factors in Section 10 but decides not to sentence the offender to a custodial sentence must provide reasons for that decision.

As would be expected, fundamentally divergent opinions exist about the subject of cannabis law reform.[308] The majority of provinces have expressed opposition to the proposed reforms, as have several organisations, including the Canadian Association of Chiefs of Police, the Canadian Police Association, and Mothers Against Drunk Driving. Those organisations supporting the legislation include the Canadian Bar Association, the Centre for Addiction and Mental Health, and the Canadian Centre on Substance Abuse.

Ironically, one of the possible consequences of heavier penalties may be an increase in organised crime's control of production. While it is doubtful that criminal organisations would be concerned about heavier penalties, the opposite is probably true for those who produce marijuana on a smaller scale. In the absence of small-scale producers, criminal organisations or other more sophisticated producers could conceivably fill the vacuum.

There is considerable divergence of opinion within the law enforcement community as to what effect 'de-criminalisation' will have on the level of enforcement of cannabis laws. Notwithstanding, it is uncertain as to whether this legislation will be re-introduced by the government in the next session of Parliament.

D. VARIOUS UNRELATED AMENDMENTS TO THE CRIMINAL CODE

Bill C-14, *An Act to amend the Criminal Code and Other Acts*, received Royal Assent in April 2004. This legislation amends a number of unrelated sections in the Criminal Code. Included are the following:

Traps likely to cause bodily harm or death:

At present, setting a trap with intent to cause bodily harm or death to persons is an indictable offence under the Criminal Code. Amendments to Section 247 impose harsher penalties where the offence is committed in furtherance of another indictable offence and/or where death or bodily harm ensues. The legislation provides for new maximum penalties ranging from ten years to life imprisonment. These amendments are intended to respond to a significant increase in the use of such traps in the production of illicit drugs, and to the concerns

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[308] Ibid.

of emergency workers and law enforcement personnel whose safety has been compromised as a result.

This amendment is not expected to have a significant effect on Toronto Police Service operations.

Warrant applications for weapons search and seizure:

Prior to this amendment, section 117.04(1) of the Criminal Code authorised a justice to issue a warrant to search for and seize weapons, ammunition, explosives, and related licences, upon application by a peace officer, when reasonable grounds existed to believe that the possession of such items by a particular person was "not desirable in the interests of the safety of the person, or of any other person." In July 2002, the Ontario Court of Appeal found the law violated Section 8 of the *Canadian Charter of Rights and Freedoms* because it did not require the peace officer to have reasonable grounds to believe that any weapons were likely to be found on the person or premises named in the warrant, nor did it require the issuing justice to agree such grounds existed. The Court's decision declared this section of the Criminal Code to be of no force or effect.

This legislation amends the warrant application provisions to clarify that such applications must be made by a peace officer based upon reasonable grounds to believe that the person possesses such items and that such possession is not desirable in the interests of public safety *and that reasonable grounds exist to believe that the item sought will be found in the place to be searched.*

This amendment is not expected to have a significant effect on Toronto Police Service operations due to the fact that the Service's warrant application practice is in accordance with the Ontario Court of Appeal's direction.

E. CRIMINAL LIABILITY OF ORGANISATIONS

Bill C-45, *An Act to Amend the Criminal Code (Criminal Liability of Organisations),* received Royal Assent in November 2003 and was proclaimed and in force on March 31, 2004. The highlights of the bill are as follows:

- The criminal liability of corporations and other organisations will no longer depend on a senior member of the organisation with policy-making authority having committed the offence.
- The physical and mental elements of criminal offences attributable to corporations and other organisations will no longer need to be derived from the same individual.
- The class of personnel whose acts or omissions can supply the physical element of a crime attributable to a corporation or other organisation will be expanded to include all employees, agents, and contractors.
- For negligence-based crimes, the mental element of the offence will be attributable to corporations and other organisations through the collective fault of the organisation's senior officers (which will include those members of management with operational, as well as policy-making, authority).

- For crimes of intent or recklessness, criminal intent will be attributable to a corporation or other organisation where a senior officer is a party to the offence, or where a senior officer has knowledge of the commission of the offence by other members of the organisation and fails to take all reasonable steps to prevent or stop the commission of the offence.
- Sentencing principles specifically designed for corporate/organisational offenders will be adopted, including the availability of additional probation conditions.
- Special rules of criminal liability for corporate executives will be rejected.
- An explicit legal duty will be established on the part of those with responsibility for directing the work of others, requiring such individuals to take reasonable steps to prevent bodily harm arising from such work.

Critics of the legislation argue that it does not go far enough in ensuring the criminal accountability of corporate directors and officers, and that the sentencing provisions may be of little use in the case of bankrupt corporations or against parent or successor corporations.[309]

This amendment is not expected to have a significant effect on Toronto Police Service operations. The issue of workplace safety is the one that Service members may encounter most frequently. The Ministry of Labour currently undertakes the lead responsibility for investigations respecting workplace health and safety in Ontario. However, investigations that previously resulted only in *Occupational Health and Safety Act* charges being laid, may now result in criminal liability as a result of the amendments contained in Bill C-45. The police retain the authority to conduct criminal investigations and would be considered the lead agency in such investigations. This may have workload implications for officers.

F. HATE PROPAGANDA

Bill C-250, *An Act to amend the Criminal Code (hate propaganda)* received Royal Assent in April 2004. Subsection 318(4) of the Criminal Code now includes as an "identifiable group", any section of the public distinguished by sexual orientation.

This amendment is not expected to have a significant effect on Toronto Police Service operations due to the fact that the Hate Bias Crime section of Intelligence Support already consults on and reviews occurrences of hate bias crime where sexual orientation is identified as a factor.
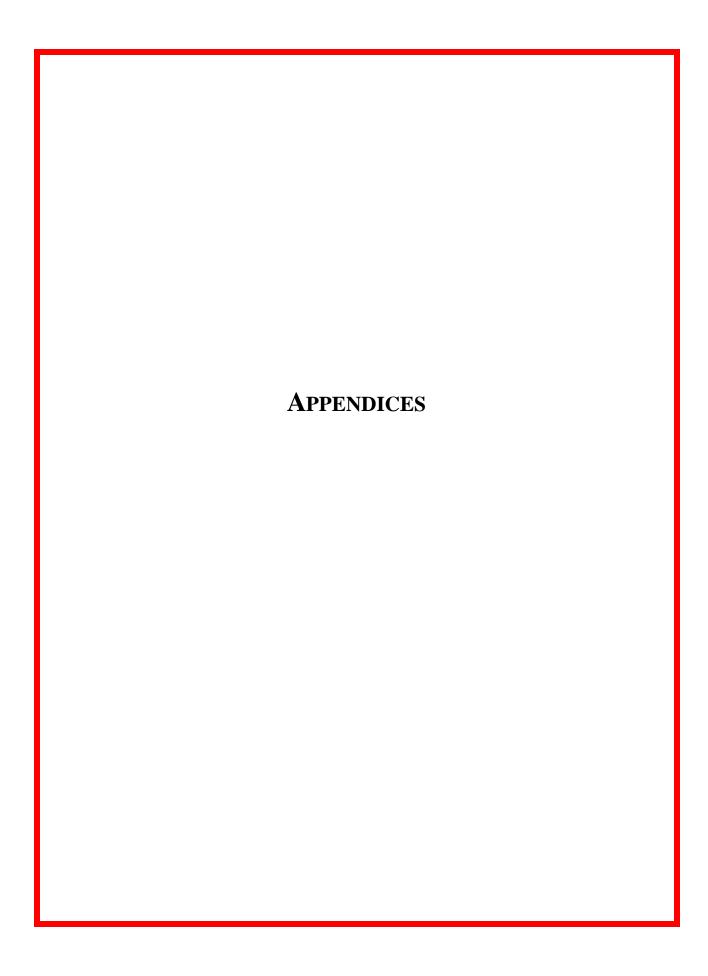
RECOMMENDATIONS/IMPLICATIONS FOR POLICE SERVICE

- The *Sex Offender Information Registration Act* will continue to affect the workload of the Service's Bail and Parole and Sex Crime Units, in recording and updating information about sex offenders residing in Toronto, as well as in any enforcement that may be required to ensure compliance on the part of the sex offenders to report to the police.

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[309] Goetz, D. *Bill C-45: An Act to amend the Criminal Code (criminal liability of organizations),* Legislative Summary prepared by the Library of Parliament-Parliamentary Research Branch, July 3, 2003.

- Access to a computerised national sex offender registry should prove to be a valuable tool for officers to track the movement of sex offenders across provincial lines.

- The Toronto Police Service should work with other police agencies to lobby the Federal government for changes that will address perceived shortcomings of the *Sex Offender Information Registration Act*.

- With the priority given to investigations of child sexual exploitation, the Service must ensure that officers have the required training and skills to deal with these crimes and their victims.

- Should the *An Act to amend the Contraventions Act and the Controlled Drugs and Substances* be re-introduced to Parliament, the Service should be prepared to present any concerns with the legislation to the Federal government.

- Officers should be made aware that investigations relating to workplace safety, with the implementation of the amendments in Bill C-45, may now result in criminal liability instead of only charges under the *Occupational Health and Safety Act*.

APPENDICES

EXTERNAL CONSULTATION: PUBLIC TOWNHALL MEETINGS
February to April 2004

11 and 14 Divisions – February 3, 2004

- Speaker 1 – wants to develop a task force with 11 Division to build bridges of communication in an effort to make neighbourhoods 'better places to live'
- Speaker 2 – communities want to support the police and are looking to the police for leadership - if the police need help to change laws, then we want to support that effort
- Speaker 3 – believes that the Service should work more closely with the RCMP, especially in relation to immigration; also concerned with the "300+" incidents against Muslims that occurred in Canada in 2003; would like to see the crime hot spots in the Division patrolled by officers more regularly
- Speaker 4 – why are the police targeting young graffiti artists rather than dedicating their resources to real crime?
- Speaker 5 – if the police have limited resources, why pressure individuals who have grow operations? pot is benign and less lethal than alcohol
- Speaker 6 – is there anything the public can do to improve the conditions for officers in the area?
- Speaker 7 – police blitzes are working well and should be continued; foot patrol units are also very successful in this Division and should continue
- Speaker 8 – supports an independent governing body for complaints against the Service; mentally ill individuals need more resources and should not be treated as criminals – are officers provided with adequate resource information for the mentally ill?
- Speaker 9 – wants to know why the police are not protecting children in foster care
- Speaker 10 – crime statistics are high and in-house security is being disbanded – fears that without security, crime will escalate, putting residents at greater risk
- Speaker 11 – frustration at the lack of resources for police – what can community do to assist in getting more officers on the road; would also like to see more foot patrols in the area
- Speaker 12 – was wrongfully identified as another person and lost custody of her children; has called police on several occasions and not had the response she would have liked – felt the officers were rude to her
- Speaker 13 – would like to know when Toronto will get a helicopter
- Speaker 14 – frustration at the lack of adequate response from police when had an abandoned vehicle left on her private property – felt dismissed by the officers who attended
- Speaker 15 – disappointed with the Toronto Police on a number of diverse issues
- Speaker 16 – City has failed all of us due to the lack of appropriate funding; criminals getting a free ride in jail – provided with food and shelter on the backs of the taxpayers
- Speaker 17 – disappointed at lack of notification about this meeting – wants to know why the residents of the co-op were not notified; police are harassing the young people in the neighbourhood
- Speaker 18 – concerned about road rage around Lansdowne and Dufferin; young, black youth are unfairly targeted by police and she's often told to mind her own business; why aren't police accountable for annual budget like other agencies?
- Speaker 19 – concern at how police deal with young, black, Jamaican youth – would like to know what diversity and sensitivity training police receive
- Speaker 20 – concerns over young, black, youths killing other young, black, youths
- Speaker 21 – would like to know if new 14 Division will be built in the Bloor/Lansdowne neighbourhood
- Speaker 22 – citizens have lack of continuity when communicating with police – each time calls police on the same matter, speaks with many officers, none of whom seem to know what he is calling about – could each incident/event be given a unique identifier, similar to sales in the private sector?

22 and 23 Divisions – February 12ᵗʰ, 2004

- Speaker 1 – crime prevention funding should go to youth; criminals need to be disarmed; too much hate crime, discrimination; police must teach tolerance
- Speaker 2 – thanked 23 Division for community participation
- Speaker 3 – more blacks need to be involved – noticed absence of blacks in attendance this evening; asked about status of former Youth Corps' program – was a positive program
- Speaker 4 – saddened by lack of support from all levels of government and justice system
- Speaker 5 – need more police presence in complexes, e.g. could even just go when on coffee breaks
- Speaker 6 – raised issues related to marijuana use, missing vehicle license plates, and lack of signalling in traffic
- Speaker 7 – concerned about drug use/prostitution in local park, not enough police presence
- Speaker 8 – concerned that province opted out of alternative resolution provisions in YCJA; Chief should lobby province to address youth issues, prevent revolving-door justice – programs needed
- Speaker 9 – community must work with police and victims to address child abuse
- Speaker 10 – concerned about speeding on Eglinton Avenue; why do repeat offenders continue to repeat? what areas of criminal justice system require review?
- Speaker 11 – claims was victim of "unauthorized human experimentation" at HSC
- Speaker 12 – parents must take responsibility for children; police and community should work together; youth should be involved in decision making processes
- Speaker 13 – discussed gun problem, lack of help from federal government – criticised policies; criminal activity is increasing
- Speaker 14 – must stop referring to youth crime issues as 'black on black' or 'white on black' – colour descriptors must be removed to promote police-youth interaction
- Speaker 15 – youth must have places to go, otherwise they are bored and get involved in crime; police and youth could work together at programs, trust will develop
- Speaker 16 – didn't like previous meeting, enjoying tonight's much more
- Speaker 17 – need more youth programs and community centres; need recreation programs and mentors; youth need to know more about Crime Stoppers program if police want witnesses to come forward; lack of minority representation at meeting

51 and 52 Divisions – February 17ᵗʰ, 2004

- Speaker 1 – talked about harm reduction; what role will Service play in supporting City's drug strategy?
- Speaker 2 – police coverage/foot patrols have disappeared – realise staffing challenge for the Service; appreciated community consultation regarding boundary changes; look forward to working with police to reduce Caribana violence in the area
- Speaker 3 – will share information with Chief relating to computer viruses; wonders if the police liaise with the military
- Speaker 4 – African-Canadian community is not against police, but have some issues with way police do their job; would like upcoming inquiry results shared with public not swept under table
- Speaker 5 – does the Chief see any benefits to the Gun Registry, in particular any benefits for police? sees billions of dollars being wasted that could be given to police instead
- Speaker 6 – problems with street youth in area and people coming into Entertainment district at night – much noise, harassment, etc. – afraid to leave home or walk home from subway at night, especially on summer weekends; wonders if police could patrol street 2 am to 5 am
- Speaker 7 – remembers when area had foot patrol – knew officers' names; need foot patrol again, especially in areas not easy to patrol by car; need for police substation in St. Jamestown; increasing crime due to limited resources at 51 Division

- Speaker 8 – has requested several times for Chief to be on radio show but no response; officers need training to change inappropriate mindset toward black community; Chief should consider resigning – has failed the black community
- Speaker 9 – need for additional CRU officers in 51 Division – have had to delay dealing with issues in park because no officers available
- Speaker 10 – shootings were not related to last year's Caribana as police portrayed, just happened on same weekend; has drafted resignation for Chief to sign
- Speaker 11 – LGBT community has developed working relationship with 52 Division – what plans does 51 Division have to try to work with them now that boundaries have changed? hopes that positive relations with police can be maintained
- Speaker 12 – police do nothing when he calls – police have to be open to everyone's help; won't talk with police at night even though does during day since gets treated differently at night
- Speaker 13 – foot patrols/street crime units gone, don't have a downtown drug squad – why don't police deploy to deal with drugs and disorder? need to re-examine how officers deployed; problem with not having divisional drug squad is that after central drug officers leave, problems come back
- Speaker 14 – concerned about lack of regard for civilian oversight – why/how was Heisey memo leaked? are police investigating? can other Board members expect similar treatment?
- Speaker 15 – police have been doing good job in dealing with major crime, like organised crime – how can we now address other crimes in the City (e.g. areas of high crimes and drugs)?
- Speaker 16 – gets good feedback from tourists in downtown area regarding police; homeless/vagrants a problem – has bringing back vagrancy laws been looked at? would like to see tougher gun laws and longer sentences for gun crime; City should take grant funding away from radical organisations and give to police to improve safety and security on streets
- Speaker 17 – when will boundary changes be implemented and how do changes address lack of resources issues? needed added service/foot patrols – more drug use on streets, more street violence
- Speaker 18 – policing complex but not helpful to divide world into 'good guys' and 'bad guys', need to talk about context (e.g. homeless); police accountability to citizens is top priority – Board, Councillors lack courage to stand up to police – Board needs to help police carry out their mandate
- Speaker 19 – many street lights on Yonge don't work – need better lighting so older people feel safe to go out; also, when lights on buildings are out, darkness brings drug dealers

12 Division – February 19th, 2004

- Speaker 1 – (student) involved in Empowered Student Partnership (ESP) program with students and police; did survey – major issue for students was intimidation and people blocking doors
- Speaker 2 – (student) involved with Student Crime Stoppers program – was the first school to get an award from Crime Stoppers – school helps in re-enacting crimes to help catch people; do skits for primary school grades to help them make good life choices
- Speaker 3 – (student) mentoring program helps grade 9 students get on the right track in high school; conducted conflict resolution campaign; people should be proactive – even little things make a difference
- Speaker 4 – (student) promote excellence at school – students do well compared to other high schools and have top ranking grads; involved in the Safe Schools and mentoring programs; sponsor student from a developing country; promote STAR program (Students and Teachers Against Racism)
- Speaker 5 – is the Young Offenders Act promoting prevention rather than cure
- Speaker 6 – wants to meet to discuss complaint against officers; discrimination; policing is out of control; police are harassing public
- Speaker 7 – helped person immigrate to Canada – he's working for cash illegally, is a drug user, and a nude dancer – how can police help in this matter?

- Speaker 8 – how do police deal with people who are mentally impaired? how are they treated? can we put identification tags on people to identify that they are mentally impaired?
- Speaker 9 – crisis – people with criminal records come here and just cause chaos – why don't we deport? are in and out of jail, treat police with no respect - are playing with the system
- Speaker 10 – people feel intimidated by police; people feel anxious/vulnerable – perception of experience when stopped by police is communicated to family and friends; police don't offer public apology if wrong, so people feel it doesn't matter
- Speaker 11 – the area has a culture and business, but media portrays it as an area for drugs, crime, etc.; need foot patrol, old style policing, brought back – know officers and they know us
- Speaker 12 – Police let people take clothes off during Caribana parade – police take different approach with black community
- Speaker 13 – instead of increase in budget money for police, need increase for youth services – youth have no place to go
- Speaker 14 – if one person has negative experience with police, will tell 100 other people – if people haven't dealt with police before, will believe that story; police need to tell public, e.g. when drug officers accused of stealing drugs, tell public what the police are doing about it, what the rules are, and take quick action – if you do this people will be happy
- Speaker 15 – concerned with the lack of resources available to deal with youth and young adults
- Speaker 16 – am black – can't blame police for everything – must ask ourselves, where did the guy get the gun? why did he rob?

54 and 55 Divisions – March 9th, 2004

- Speaker 1 – needs to know what can be done – money taken, door broken down, framed, afraid
- Speaker 2 – Falun Gong practitioners being persecuted in China – peaceful protest outside Chinese consulate being interfered with by consulate staff – would like help from police
- Speaker 3 – what will police do to stop red light running? too many near misses in neighbourhood
- Speaker 4 – encourages Police Service to use established community agencies in problem solving, as well as community groups; autodialler in 54 Division antiquated – needs replacing
- Speaker 5 – East York very safe, but recent incursion into area by massage parlour/'rub and tug' – bringing fast cars, drugs to area with schools nearby; also problem with kids smoking pot behind school
- Speaker 6 – community can get access to funding sources police can't – can use funds for community mobilisation efforts – need community group created to apply for grants
- Speaker 7 – traffic safety is an increasing concern; concerned about crosswalk on street with heavy traffic flow – need changes to HTA wording for pedestrians and drivers approaching crosswalks – is currently not clear
- Speaker 8 – good crime prevention plan would be to take children to Don Jail for tours rather than police stations; how can citizens talk to police about tickets? officers always say can't talk since matter is before courts
- Speaker 9 – drug dealers in park last summer, but 54 Division not responsive – want police to help; community is mobilising to be ready for this summer
- Speaker 10 – Chief and Service members exemplify 'honour through service'; community owes Chief and Service thanks
- Speaker 11 – concerned about gun violence in City; need police to give community suggestions on how they can help police in dealing with gun problem
- Speaker 12 – unless Canadians put pressure on politicians at all levels, can't effect change – need to pressure, not just sit and wait for them to do what's right
- Speaker 13 – citizens need practical direction from police – what can we do to create change, be part of solution?

- Speaker 14 – would using metal detecting wands be of help to police? could stop people on the street and wand them; concerned that if police get helicopter, it could be shot down in an urban area
- Speaker 15 – was street youth in Winnipeg – got involved in program there that was very helpful, helped turn life around – program now used internationally – would like to give Toronto Police information on this program
- Speaker 16 – when New York cracked down on graffiti and turnstile jumping, murder rate dropped – could Toronto do this?
- Speaker 17 – gets many calls to tow from private property, blocking driveways, etc. – need to educate people about who they really need to call in those situations
- Speaker 18 – was arrested when police told her brother she needed to be taken to hospital for bipolar disorder, but spent three weeks in detention before going to Queen Street – has been treated like a criminal
- Speaker 19 – young people rarely support police anymore; officers aren't big and imposing authority figures anymore – have "little" officers now; put critics in uniform on street for a day to see what police have to deal with
- Speaker 20 – need rec centres, libraries, etc. open all night so teenagers have safe places to go rather than after hours clubs downtown
- Speaker 21 – wants to know how do parking enforcement officers work
- Speaker 22 – increasing co-operation between police and Toronto Housing security and program development – focusing on ways to help youth
- Speaker 23 – need to give youth today positive message, not to give up hope, support is available; would also appreciate police help dealing with death threats neighbour on street

41 and 42 Divisions – March 11th, 2004

- Speaker 1 – what can private citizens do to help with justice system?
- Speaker 2 – discussed importance of youth having hope; supports Mayor's program for Malvern; high school dropout rate too high; Service should commit to community policing model
- Speaker 3 – root cause of gang violence is the demand for drugs, therefore should treat users
- Speaker 4 – most important social problem – statistical relationship between dropouts/criminality and "fatherlessness"
- Speaker 5 – has confidence in police, but commented on recent video of TPS officer punching black male – why is that officer still on the Service?
- Speaker 6 – as a long-haired teen, is often pulled over by police – such profiling by police is what the police are supposed to do; police should announce skin colour to media
- Speaker 7 – police 'sniffer' dogs should be used to detect marihuana grow operations; firearm manufacturers should install security sensor tags in guns to ease detection at border points
- Speaker 8 – problems with youth due to "no marketable skills"; Service should pursue changes to judicial system with Minister of Justice
- Speaker 9 – latest 'town crier' message warned of strangers entering schools, yet observed 5 officers conducting speed enforcement at single location – should have been done by parking officers, letting other officers do school patrols
- Speaker 10 – recommended Act of Parliament similar to 1970 War Measures Act, to give police greater powers to combat gang violence; asked when Scarborough getting another police station
- Speaker 11 – the area requires a "Canadian Cultural Centre", with a gym, canteen, and lecture theatre – speakers can be invited to promote education, respect, values
- Speaker 12 – asked politicians in attendance to write their leaders to commit to support for police
- Speaker 13 – socio-economic link exists between crime and poverty – unless living conditions change, will be no change in crime; racism exists – police cars should be equipped with video cameras

- Speaker 14 – concerned for youth – wants government to advocate return to discipline – lack of discipline is reason kids are out of control; need fire and police services to recruit more minorities; buses should be provided to transport youth home from community centres in evening hours
- Speaker 15 – concerned about Scarborough's reputation
- Speaker 16 – wants changes to Young Offenders Act
- Speaker 17 – commented as homeowner with dogs, would be charged if defended property
- Speaker 18 – guns don't kill, people kill; mindset of youth is that they won't live past 25 – nothing to live for, no future; with two children, better to remain on welfare versus taking low paying job
- Speaker 19 – commented tonight was a nice meeting, but asked all those attending where they would be in six months – people must go into the community and get involved now
- Speaker 20 – youth and police are disconnected – what are police prepared to do right now?
- Speaker 21 – if Chief was employed in private sector, would have been fired because gun strategy has failed – more can be done
- Speaker 22 – Gun Registry is needed; disclosure of hydro records (for identifying "spikes" in usage to locate grow operations) is a privacy issue; tax policy review is necessary to enable funding for 'soft services' needed by disadvantaged
- Speaker 23 – thanked for police response to concerns about a neighbourhood bar – feels safe now
- Speaker 24 – how many officers assigned to 41/42 Divisions live in the divisions? what is being done to promote policing as career for local youth?
- Speaker 25 – need to discipline children; need to adopt a moral standard; laws have taken power to discipline away from parents
- Speaker 26 – what is being done to provide safety in schools?
- Speaker 27 – victim – frustrated – need to take victim's point of view; doesn't necessarily agree with long sentences, but must be effective; some police detectives minimise victim's concerns

32 and 33 Divisions – April 1st, 2004

- Speaker 1 – thanks from the Jewish community for care and good job done by TPS and 32 Division to address the issue of hate crime
- Speaker 2 – concerned about rooming house – harassment and crimes by tenants; police called but could not do much due to the constraints of bylaws and jurisdiction
- Speaker 3 – concerns raised about homeless sleeping in the park – causing safety and security issues – need for more police enforcement
- Speaker 4 – support for Chief's remark about justice system not working effectively in dealing with criminals; what can citizens do to help with problem of criminals being recycled by justice system?
- Speaker 5 – issues of increasing car theft, traffic, and transient population caused by new TTC line on Sheppard Avenue – affecting the local community
- Speaker 6 – did not get a personal response from police when called regarding graffiti in the neighbourhood – wanted a direct response from police personnel instead of just receiving a recorded message
- Speaker 7 – request police address issue of hate and persecutory propaganda from Chinese Consulate in Toronto against Falun Gong, deemed an illegal organisation by the Chinese government
- Speaker 8 – suggested a citizens patrol to enhance community safety
- Speaker 9 – wondered whether a small group of hard-core criminals were responsible for majority of the crimes, violence and gun-related crimes
- Speaker 10 – problem of seniors being harassed by residents of a group home in the neighbourhood – need police to address the issue
- Speaker 11 – requests adequate police staffing for 32 and 33 Divisions to ensure public safety
- Speaker 12 – what can the community do to help with the problem of youth violence and related problems?

- Speaker 13 – appreciate work done by police to keep the community safe
- Speaker 14 – appreciate good job done by police to maintain public safety

31 Division – April 13th, 2004

- Speaker 1 – would like area BIA to be in partnership with the police
- Speaker 2 – people are scared to come forward as informers – is there a way to talk to police without being identified? people are scared that there's no anonymity with the police
- Speaker 3 – have to do something about the media – always blame Jane and Finch, even if thing didn't happen there; thank you to police for hard work on Cecilia and Holly cases; troubling that media saying police not doing a good job
- Speaker 4 – need to reform the Youth Justice Act; noticed an increase in apartment crime – what is going on?
- Speaker 5 – gun problem in community; need to stop children from buying imitation guns in toyshops – should community go to the legislature?
- Speaker 6 – most crime committed by youth, but youth not at this meeting – what are police doing to get youth to attend meetings? programs are run, but youth still using guns – why are we missing youth?
- Speaker 7 – compliment police for improving on domestic violence issues; laws needs to be changed in all areas – we direct our politicians, we must get them involved – we need to help police
- Speaker 8 – why aren't we working with youth? Only see white police officers here – maybe visible minorities in police will help situation
- Speaker 9 – support the police with everything, even with money issues; opportunity to ride along in a police car – realised that forensics should get more money because if lose money, not be able to prove case in court; massage parlors are selling guns, drugs, etc. – is it true police have to catch them in the act 3 times before can convict?
- Speaker 10 – should use York University to recruit; should promote good news and not negative news – negative news promotes negativity
- Speaker 11 – How can my mommy keep me safe? (Speaker is a 6-year-old girl)
- Speaker 12 – media is the problem – after 3 shootings in City, talk show topic 'was is it safe in Scarborough'? host mentioned twice that he would not live in Jane/Finch – this is not acceptable
- Speaker 13 – negative stereotypes about us youth – wouldn't it be better with youth if more are involved, like 4 years ago when we had sports leagues? people have negative stereotypes of police, too
- Speaker 14 – what can we do as kids to protect ourselves from bullies?
- Speaker 15 – problem with guns late at night – daughter is afraid to walk alone in the area; parents should be held accountable for their children
- Speaker 16 – realise budget cuts are a problem, but students like when police talk to youth and remember them – students remember this for a long time; why don't they make courses to help new Canadians learn the rules?
- Speaker 17 – what will police do about violence and guns? law enforcement is good but want to deal with crime prevention – police hands are full with identifying and catching these people
- Speaker 18 – stereotyping of Driftwood youth and community, but it is not as bad as people say; some people work late and are stopped by police just because they live in the area – is it because they are black? Would they be stopped if lived in Richmond Hill? I was stopped by police for no reason, though wasn't treated badly

13 and 53 Divisions – April 20th, 2004

- Speaker 1 – problems related to traffic and cars driven by young people with too loud music; support helicopter for police; frustration in not being able to reach the Chief by phone
- Speaker 2 – had bad experience with the police and had unsatisfactory service
- Speaker 3 – police doing a good job in addressing crime issues and promoting community cohesion
- Speaker 4 – complaint about police service
- Speaker 5 – concerns raised about killing of black kids, gun violence, and wall of silence during police investigations, for fear of retaliation
- Speaker 6 – community needs more details about resources deployed by the police to encourage crime witnesses to come forward to supply information
- Speaker 7 – concerns raised about vandalism
- Speaker 8 – frustration with way police arrested a neighbour and the unsatisfactory police response to his enquiry; doubts police care about the rights of people being arrested
- Speaker 9 – concerns raised about unwarranted force used by the police in dealing with young people
- Speaker 10 – stressed importance of police sensitivity in dealing with ethnic communities – training for officers should provide more focus on that
- Speaker 11 – requested more support from police for his community, both locally and in Jamaica, to stop killings before they happen
- Speaker 12 – wondered whether there was any police manual on police conduct available to the public
- Speaker 13 – deterioration of traffic problems in neighbourhood, in terms of accidents and violations by both drivers and pedestrians – how can they be dealt with?
- Speaker 14 – asked about discipline exercised by police in discharge of their duties, particularly in applying strip search on young offenders
- Speaker 15 – more resources should be deployed by the police to fight crime and improve service to the public

EXTERNAL CONSULTATION: CITY COUNCILLORS
March 10th , 2004
(an invitation to participate was sent to all City Councillors)

Suzan Hall, Councillor, City of Toronto

- officers at 23 Division do an excellent job
- with pilot of changed shift schedule, had about 20 officers in CRU – very good; but lost 6 when pilot ended, and lost 2 more to other projects – only 12 left and have to deal with annual leave, training, court, sick time, etc. – need more officers for CRU – did needed proactive and preventative work
- if City-wide demands call for officers to be pulled from areas, maybe shouldn't be pulled from high needs areas – couldn't this be prioritised?
- what is current deployment criteria? area has huge demands, calls backed up and long response times – would like this to be addressed
- trying to address some problems – setting up safety committee with community – good support from division, trying to get community buy-in – want community to take lead
- also looking at encouraging pride in environment, surroundings
- two prime concerns in area – cleanliness and safety
- inviting not only community groups to join safety initiative, but also individuals – looking for ideas, thoughts on how community can help them help themselves
- limited number of officers on street

Sandra Bussin, Councillor, City of Toronto

- quality of life is key for community – many are at home, work at home – good sense of community, eyes on the street
- happy with relationship with 55 Division – have exceptional community officers now – very cognisant of community; division very supportive when there's an issue to be addressed
- would like to get more local statistics, local results of programs
- tends to deal with issues as they arise – should maybe be more proactive, meet more frequently with divisional management
- doesn't attend CPLC meetings, but doesn't feel some individuals are representative of community – CPLC seems more like a club – would like them to do more outreach, see members rotate through more frequently, more diversity
- one of bigger issues in area is graffiti – brand new play area in Kew Gardens paid for by community now has spray paint all over it – kids? getting away with it; seems to be happening more frequently
- more and more people coming in to set up bars, restaurants – some are dives, but almost a given that people get liquor licences unless they have criminal records
- another big issue is loose dogs, especially along the boardwalk – animal control, and sometimes police, can't get names of people doing this – attitude is that their dogs have the right to run free; have people threatening to poison the dogs; can't have police and animal control there all the time – need people to be responsible

Paula Fletcher, Councillor, City of Toronto

- good relationship with 55 Division; has worked closely with Sex Crimes Unit as well
- one community wants officers on foot, not in cars – allows better relations with officers – people would feel safer, would build trust

- possible to identify 'hot spots' in City to have foot officers? not all neighbourhoods want or need foot patrol
- maybe need to work closer with Toronto Community Housing security to get higher visibility
- issues with young people (20-22 years) and crime – zero tolerance in schools took troubled kids out of schools and put them into community with no supervision, no learning, nothing to do – end up outside of normative society – maybe made schools safe, but doesn't mean community is safe
- have officers going into schools – maybe some of that budget should be taken to bring back guidance counsellors – need to review everything being done in schools and what can be done more efficiently – need to know how to spend money most effectively
- school monitor program worked well in high schools, paid for by Board – known by and to students, preventative, people kids could talk to; got taken away because was working – nothing left to deal with, problems cleared up
- would encourage police to be more transparent regarding budget – give information line-by-line to Council/Budget Advisory Committee (actually, all ABCs, not just police)
- integrity of PSB critical to community
- questions regarding CPLCs – how are they selected? who's responsible for them? what's their mandate? what's their purview?
- maybe for advisory role, instead of CPLC, should have meeting every couple of years with large group of stakeholders, representatives of key sectors in community to get 'pulse' of community, set strategic direction – hard for one small group to fill both community mobilisation and advisory roles

Adam Giambrone, Councillor, City of Toronto

- have good relationships with 11 and 14 Divisions
- have building with vacant units and squatters – have been working with licencing and police to deal with them; working together well – police went in with licencing officers – had over 300 by-law charges laid
- would like officers to participate in community building – attend community events, introduce selves to residents, etc.
- adjusting of boundaries and building of new 11 Division has made community happy; new boundaries will also make just one division responsible for an area that was previously split
- some concerns regarding laneways – maybe bike or foot patrols could look at during summer? seeing bike or foot officers would also feed in to perceptions of safety, though understand problems with staffing
- have much population growth, much development – about 4,000 housing units planned with more to come – many developments specifically geared to families; expecting population increase; will also change housing patterns from single family to condos, rentals – will probably change policing requirements
- some concerns about lack of public access/security concerns – access for emergency vehicles
- have struck task force – Bloor/Lansdowne Committee Against Drugs – has support from police – getting community involvement, working on community policing issues

EXTERNAL CONSULTATION: COMMUNITY POLICE LIAISON COMMITTEES
March 22nd, 2004

Thecla Jorna – 53 Division

- divisional crime mainly auto thefts and break & enters
- need more officers walking, biking; also more patrolling in cars – community members want more police presence; especially need more police in areas where teens hang out
- divisional outreach programs are very important – have tremendous prevention value
- officers need to be aware of cultural differences, e.g. some cultures don't trust police, don't want to discuss personal problems with strangers, won't talk to police for fear of backlash
- also need more diversity in hiring – aware Service is working on this, but not fast enough; need to be more representative of the community; is there a problem in getting people from different communities to apply?
- few young people attended the Chief's townhall meeting, and few of those who did attend, got to the microphones – mics were hijacked by other agendas – need to encourage more youth to attend; media reporting of the townhall was also biased

May Chow – 52 Division

- division has large transient population – divisional population therefore swells and shrinks depending on time, day, etc.; is also seat of two levels of government, has hospital row, medical centres, two universities, tourist attractions, embassies/consulates, entertainment district, special and sporting events, financial district, etc.; City also proactive in keeping centre vibrant, so have areas of high density residential population as well – mean very diverse policing requirements
- have strong business representatives and strong residential representatives – often with conflicting views – business people just want problems to go away now, residents want to problem-solve for long-term solutions
- main concerns are drugs and petty crimes relating to getting them, aggressive panhandling, break & enters, trespassing, assaults, theft from autos and persons, traffic, and graffiti
- also concerned about coming boundary changes and loss of officers – smaller, older residential communities already feeling lost among other security concerns – afraid with loss of 80 officers, will have even less police presence
- like getting the monthly 'hot spot' crime maps – helpful to community

Winnie Wong – 52 Division (Chinatown CPLC)

- works with both 14 and 52 Divisions
- same issues as everywhere – need more officers, more visibility – officers have said they don't have time to patrol; community has expressed concerns for safety – want to see police walking, want to know officers to feel comfortable with them
- community policing is political rather than policing issue now – less support for – bridge that was built up, is falling down; emphasis has shifted from community policing to catching thieves
- Chinese generally don't have good relations with police, don't want their children to become police, don't want to go to police for help – language is also a problem
- Community Safety Centre on Spadina was joint police/community initiative – police have pulled back – if people don't want to go to police to report, can go to Safety Centre
- have problems with guns, gangs, assaults, also problems with theft from auto, break & enters, etc.

- must listen to community, bring back community policing – need real co-operation between police and community, need to work together – need to rebuild relationship

Clem Edwards – 42 Division

- large, residential division with very diverse population, many of whom don't trust police – under supplied by officers
- crime increasing everywhere in division – break & enters, car thefts, purse-snatching (especially from seniors), muggings – have also seen increase in prostitution and marijuana grow houses; also have homeless people, domestic violence, traffic issues, and graffiti
- but major concern is influx of guns and gangs and gang violence
- need increased presence of officers – need more patrols – need local, eye-to-eye policing in community, one-on-one relationships
- officers need to reflect diversity of community as well – would make a big difference
- overall, though, still a safe place to live – media plays a role in perception that all of Scarborough is violent – some people who get involved in violence/shot don't even live here – news makes it look like everything's happening in Scarborough
- need adequate funds for adequate policing; need to do something now before we lose the City
- another problem is that people, especially members of ethnic/minority communities, fail to give information to police because they're afraid of retaliation – what can be done to address this? also hear that when people do report, police don't do anything, don't take them seriously (in relation to 'minor' things)
- to address traffic issues, have a radar gun that can be used by community members to measure traffic on their street – able to get proof of problem, then can bring to division to address

Lionel White and George Christoff – 41 Division

- have one of largest youth populations in City – have seen increase in street crime and youth victimisation of youth; have also experienced more weapons-related offences, especially guns
- have very diverse community, with over half having English as second language – have mistrust/fear of police because of past experiences in countries of origin; believe a large proportion of crime goes unreported
- have a number of the most dangerous intersections in Toronto – have high number of traffic issues and pedestrian fatalities
- have high proportion of social housing communities – have many residents with low economic means, mental health issues, substance abuse issues, plus have drug dealing and prostitution
- have three subway stations where students converge in afternoons – have large number of criminal occurrences there
- very concerned about youth, violent crimes, and weapons – have 'inner city' problems, no longer just a 'sleepy suburb'; have become a high needs community with multiple social issues
- need to see more front-line police presence, higher police/population ratio – would reassure with regard to feeling safe; could also use more police cars or bikes in division – hard division to walk around

Lorrie Ming-Sun – 32 Division

- same problems as elsewhere – break & enters, thefts of and from autos, robberies, traffic violations, increasing senior pedestrian fatalities, credit card fraud, and senior scams, as well as increasing anti-Semitic property vandalism – violent crimes not a major issue for this division
- need more information out on how to prevent break & enters, as well as increased uniform presence and strong Neighbourhood Watch
- try to educate public with regard to theft of and from autos – have prevention project at Yorkdale each year
- increasing traffic violations, especially red light running, with increasing volume; also increasing pedestrians accidents and fatalities, especially seniors
- increasing senior population in division – need to target safety and prevention initiatives, which will have to be consistent and ongoing
- anti-Semitic vandalism – need to do outreach, especially to Russian Jewish community – often reticent about calling police; having difficulty in getting whole community together and involved
- increasing divisional population in general – much development (condos, townhouses, high rises) and more coming – will result in increased calls for service and impact on police availability to provide services – will need more police – can't let community deteriorate with increased criminal activity

Ellen Hudgin – 31Division

- much new development happening in division – homes, condos, townhouses; also have special events at Downsview Park – all means increasing volume of traffic in an already high traffic area – seeing an increase in aggressive driving and other violations
- need specially-trained/specialised officers to deal with domestic violence
- have increasing gang violence and guns – people feeling unsafe
- need changes to laws relating to sentencing – police not getting support they need from criminal justice system
- need more positive police-youth interaction, especially at younger ages – need to get kids feeling comfortable with police
- graffiti is also an issue

Donata Calitri-Bellus – 23 Division

- personal safety is a main concern – people don't feel safe; violence is increasing and have a lack of co-operation from victims and witnesses; community safety ends up being a budget issue
- gangs and gang violence are huge concern – much media attention/hype, but no solutions offered
- break & enters also an issue and youth issues have always been a concern
- CPLC has sought out help from faith community – has been helpful, they know what's going on; also seeking to have more seniors participate with CPLC, to address their issues
- involved in community outreach initiatives, including Gun Play, No Way program, graffiti eradication, car seat clinics, Crime Stoppers, Kid Print, etc.
- division understaffed – need more officers – calls backed up, people often left waiting for police response
- need more police presence in general, on foot, in cars, on horses, etc.; people also want to see police at community events – beneficial interaction, people get to see police in more positive light; CRU always understaffed – end up just doing PR work because not enough people to do problem-solving

- lots of criminal activity in division, many housing projects, many newcomers to the country; also taxed with Woodbine Casino and Metro West Detention Centre, and may have refugee detention centre opening soon
- community concerns revolve around guns and gangs – need better laws to deal with those using guns in committing offences
- residents concerned for officer safety in some areas
- diverse community – officers need cultural sensitivity training

Lily Zavaglia – 13 Division

- very diverse area
- gun violence, domestic violence, and drugs are all issues
- challenge to get community involved, to make their concerns known
- main concern for everyone is they want to feel safe, want children to grow up in a safe community
- working with division on a number of initiatives

Barbara Spyropoulos – 12 Division

- people generally feel reasonably safe in their community, reasonably satisfied with policing in the division
- need availability of strong CRU to deal with chronic problems and to interact with community, especially young people, on regular basis – strong CRU would build trust and lead to dialogue
- communications between police and public are important and could stand improvement; maybe more training for officers in relation to communication – not just lecturing, but also in understanding of human behaviour, how to approach people so as not to escalate minor matters – could try role playing, brining youth in to participate
- traffic issues – enforcement seems to be only deterrent
- need strong enforcement with respect to those who carry weapons
- new more timely communications between Service and volunteers with regard to meetings (need at least seven weeks lead time)
- need more access to training programs like CPTED for volunteers – if better educated in crime prevention, can be of more assistance

EXTERNAL CONSULTATION: PUBLIC & COMMUNITY AGENCIES
March 24th , 2004

Baher Abdulhai, University of Toronto, Intelligent Transportation Systems Centre

- transportation involves moving people and goods at varying rates – have varying demands at different times; also have varying supply due to accidents, etc.; human factors are also involved – end result is gridlock
- congestion is symptom, not disease – we do want people to come and move around the City
- solutions must be system-wide, must be dynamic, must explore technology; must be no mode bias – solutions must be well-rounded
- long-term planning looks at why people commute and activity chain complexities; can also have day-to-day short-term options; intelligent transportation systems (ITS) can do ongoing monitoring, feedback, and make changes – ITS is information technology plus communications technology plus roads and vehicles
- benefits of ITS are promises of reduced travel time, better use of network/more effective use of existing roads, reduced energy consumption, and increased road safety
- ITS Centre gets information for Toronto freeways and streets, receives ongoing data relating to traffic; provides multi-jurisdictional, multi-sector, multi-disciplinary facility for all stakeholders; uses algorithms to identify problems (accidents) and solutions based on predicted implications (e.g. re-routing, change timing of signals, etc.) – have holistic, systemic, real time control
- algorithms used are currently also being evaluated by the province
- dynamic transportation systems are getting fuller and less forgiving when something happens – is strategically important to address varying needs; need to diffuse traffic to optimise
- interaction between traffic and land use is taken into account

Pastor Orim Meikle, Rhema Christian Ministries

- work closely with the community; congregation is young, multi-ethnic, and growing
- recently presided over funerals for a number of shooting victims, dealing with the families
- have made it a point to address issues, not evade; focus on younger children; are mobilising – are visible and tangible in community; want all children to have an environment conducive to growth and advancement
- guns and drugs are problems, as is economic disparity and the inability to find jobs; lack of recreational facilities and activities – schools, libraries closed
- community needs to be more involved in policing; need tougher laws in some areas
- have targeted five areas – holistic model dealing with body, soul, spirit
- first area is spiritual disparity – trying to address the absence of God in the community – provide social events, mentoring, programs for 'unchurched' youth, as well as traditional worship; also trying to get 'unchurched' youth out into the community, doing community work; also want to have community patrol – walk streets and talk to or pray with people in troubled areas
- second area is to address crime – targeting guns and gangs – working with police and community; have 'semi-diversion' program in 33 Division – give kids options, job skills, mentoring; would like to arrange a gun drop-off for gangs
- working with agencies to help understand gang culture – trying to get out and talk with gang members; also trying to understand drug trade
- can't make the assumption that skin pigmentation qualifies you for crime – kids are not born into crime, they are oriented to it – not a black problem, but a community problem, an adult problem

- purchasing first foster/transition home for kids leaving jail – people will work with them, teach job skills, find job placements, introduce into society
- third area is abuse – have drug, alcohol, and abuse treatment program; working with other agencies; addressing teen pregnancy
- fourth area is economic disparity – buying two homes to provide low-cost housing and address homelessness; focusing on job creation, preparation, placement – program (in partnership with HRDC Canada) helps kids with interview skills, how to use computer, how to make resume, etc.; also working with YMCA job connect – believe in 100% employment
- fifth area is educational concerns – have after school program for additional academic support in a secure area; provide life skills training and study skills workshops; academic mentoring; leadership development opportunities through TROOP (with TPS)
- also involved in Big Brothers/Big Sisters mentoring programs, 'Breaking the Cycle' basketball program for kids and police – hope to bridge the gap, want kids to understand police not only enforce laws but are also there to help
- have staff for programs, but many use volunteers from the congregation – no shortage of volunteers

Nancy Andrews and Margaret Leitenberger, Children's Aid Society

- police play a pivotal role in CAS work
- have seen dramatic increase in domestic violence referrals – increased over 500% in past 3-4 years – may be due to increased public awareness; have pilot project ongoing – six intake workers focus solely on domestic violence cases – want to develop best practices, how CAS can work differently – also talking with police regarding possibility of working more closely
- have also seen increase in neglect cases – possibly the result of legislated child welfare reforms in 2002, as well as increased awareness in community
- don't really have protocol for involving police; child welfare reforms also resulted in guidelines – must see kids within 12 hours – about 50% - because of police lack of resources, police often not available when CAS has to go – too bad, because response works best when work together
- population of Toronto very diverse, large immigrant population – often have to rely on interpreters; must be sensitive to culture; trying to hire people representative of community
- developing joint protocol with police regarding physical and sexual abuse cases – emphasizes working together
- priority to work on building/improving relationships with police, e.g. joint training; very important to understand each others' roles – when work together right from beginning, can talk about cases
- would be good if police could get back to CAS regarding bail conditions or discuss with CAS before bail conditions set, since sometimes officers don't understand CAS point of view; must try to assess as much as possible the long-term impact of short-term conditions/action
- must take calculated risks – risk management/threat assessment for each case; be best if officer and CAS worker can sit together to assess threat

Rod McPhail, Transportation Planning Division, City of Toronto

- with amalgamation, developed new official plan for whole City; goal was a concise plan; was adopted in November 2002, legally binding for Council; not official yet – had 163 appeals to deal with (hearings start April)
- expect growth to happen in only 25% of City, rest will experience little or no change – transportation is currently available in the 25% areas; most of development will be re-development
- vision is to reduce dependence on the automobile – not sustainable over 30 years

- plan meshes transportation and where growth should take place, where it could take place – have identified avenues and centres on transit lines
- also plan on identifying higher order transit corridors, connecting with GTA as well – project 7 million in GTA – growing faster than any area in North America except Los Angeles
- plan will only happen if there's money to implement
- surface transit priority routes have been identified, i.e. those bus, streetcar lines having difficulty – will look into how to move people better using existing rights-of-ways, roads (e.g. St. Clair line)
- transportation plan building blocks are parking, road improvements, transit priority, transit improvements, and land use planning – each are difficult areas on their own
- people moving downtown tend to be young people who work downtown and older people – many moved closer to better transit access, large number of those who live downtown walk to work now; only 16% of people who work in core, drive in

Rob MacCallum, Criminal Intelligence Service Ontario

- CISO was formed in 1966 following the Royal Commission on Organised Crime in 1962 – bring police services together to share information
- organised crime moving away form crimes of violence to crimes that don't have long sentences and receive less public attention
- human trafficking is on rise – result of conditions in Canada and abroad; benefits organised crime and unscrupulous employers – cheap labour; victims often forgotten; potential loss of life or freedom, slavery to sex trade; federal initiatives here and in US have failed to stem
- gaming presents other opportunities for organised crime – on-line sites susceptible to extortion – flood sites with viruses – if money paid, will be removed; problem gamblers in casinos are targets for loan sharks – new casinos will have impact on police resources
- gambling has many social impacts too – thefts, frauds, robberies, extortion, violence, spousal and elder abuse, substance abuse, health care issues, work –related issues, etc.; estimated that 5% of Canadian population are gamblers, 6% of these are or are at risk to be problem gamblers
- tobacco smuggling – historically, tax hikes have increased smuggling; with tax hikes pending, can again expect increase
- cyber crime – new area, not well understood yet; have viruses being launched with criminal intent, e.g. SoBig.F virus believed created/sent out by organised crime – hands control of computer over to someone else who has access to information stored, such as bank, credit card, or personal information
- Internet offers alternative ways to conduct traditional organised crime activities, e.g. bookmaking; also 'phishing' scams that lure people into providing credit card/other sensitive information
- reported cases of identity theft have increased by over 40% in Ontario; believed most go unreported
- commercial crimes include insider trading, stock manipulation, money laundering, etc.; Canada has 13 securities regulators – very disjointed system; organised crime very much and becoming more involved; have court challenges to deal with e.g. that reporting encroaches on lawyer-client privilege
- has been estimated 700 underage prostitutes work in Toronto's downtown core; Bill 86 (Rescuing Children from Sexual Exploitation) received Royal assent, but hasn't been proclaimed – would allow police to take underage prostitutes off street for up to 5 days, put into safe environment, give support
- child pornography is a massive problem – UK study shows a 1500% increase 1998-2001
- methamphetamine labs big in western US and Canada, and showing sharp increase in Ontario; also have marijuana grow operations starting to show up in Toronto – sophisticated, unbelievable amounts of money involved – raise concerns relating to safety, health, insurance, law enforcement
- oxycontin abuse big in eastern Canada, but moving west – is a prescription opiate used to relieve non-cancer pain
- have seen increase in shootings in GTA – up 35% in 2002/03; more guns seized end up being from commercial and residential break-ins rather than smuggled in from US

EXTERNAL CONSULTATION: COMMUNITY ADVISORY COUNCIL
April 14th, 2004

Abdul Patel – Muslim Community

- socio-economic environment important – pockets of poverty in City – deterioration of quality of life – community activities expensive, becoming a luxury; increasing poverty linked with increasing crime
- systemic discrimination and lack of opportunities push people into these poor neighbourhoods – many of Muslim community (immigrants especially) have settled there – perceived as ghetto – poorly served by City services/works/funding, e.g. poor lighting contributes to fear, deteriorating buildings due to lack of inspectors
- to make ends meet, many people need 2-3 jobs or get pulled into illegal activities, e.g. welfare cheating, smuggling, selling stolen foodstuffs – police aware of some of these activities, but not all
- need places for youth – promote responsible citizenship – will be even bigger challenge to reach out to them in coming years
- need increased opportunities for fair and equitable employment
- need better partnership with provincial and federal levels of government – City Council must start to do things differently
- police may need to get more involved in social issues – e.g. have many areas of new immigrants, when the get a police officer who knows their culture and language, they often feel comfortable enough to ask for advice, get direction on other issues – informal community support (realise, though, this may also be draining for police officers)
- hate crimes in increasing in Muslim community – hate calls, threats to Mosques – many people are afraid to report

Rick Gosling – Community Partnerships

- have most programs in public housing complexes – have seen increased anger in children, reflecting parents and others in community
- have seen serious crimes in housing projects go unreported
- due to budget cuts, residents now responsible for much building maintenance – can't afford, so can't maintain quality/standards of building
- also cuts to security budgets – losing sense of community, safety; quality of many current security staff also leaves much to be desired – antagonistic toward youth
- lack and reduction in recreational programs, and the programs that do exist aren't relevant to the community/don't fit community needs – lack of sports programs and opportunities – young people don't have place to go
- have lost breakfast and literacy programs – literacy of children getting worse (not just new immigrants) – many kids have learning disabilities that aren't being identified; have implemented a homework program to try and help – marks have improved, kids do respond
- young offenders are of great concern – putting them in cells not necessarily the answer; need effective rehabilitation, otherwise just get repeat offenders – get recruited by gangs and kids then afraid to break away
- school zero tolerance needs to be re-examined; need to start providing support when kids start to be truant, show problems
- lack of drug programs for young people in the City – the few that exist have extremely long waiting lists – even takes long time to get into programs elsewhere in Ontario – so police end up seeing/ getting calls for the same kids and drugs

- elder issues as well – police seeing more incidents of elder abuse, especially financial (e.g. even just 'average' person who is using up their parent's funds); no community shelter for elderly – if have to be removed from home for safety reasons, have no appropriate place to take them

Duberlis Ramos – Spanish Community

- shares many views expressed already
- given social/economic trends – run risk of policing by socio-economic level
- populations at risk are increasing in City – how should issues be addressed? not necessarily policing issues at beginning, but may become so at later stages, e.g. Hispanic community has mounting drop-out rate – other conditions cause, but then often becomes policing concern
- how to document these problems and the extent of these problems – need to build longitudinal analyses to determine effect of policy implications on policing – many policies implemented, then have unexpected consequences (e.g. school zero tolerance)
- need to deal proactively with issues – policy is not necessarily a policing issue, but it is preventative
- from Hispanic community perspective, need to increase communication, co-operation, build new partnerships based on future not past (e.g. much of new growth in GTA projected to come through immigration – how do we plan for this, plan for the problems that can be predicted?)
- while important to deal with current issues, need to build capacities sustainable into future – to have effective policing, need planning/involvement in policy – safety has to be a central node
- policing is one of most fundamental parts of society, a cornerstone – everyone relies on them
- Hispanic community feels it's important to participate, communicate with police – community policing, community partnerships area important to the community

Audrey Jamal – Arab Community

- about 250,000 Muslims and 150,000 Arabs in Toronto – very diverse community
- being looked at differently now by Intelligence and Policing agencies post September 11th – also experiencing a hate crime backlash
- community based racism and hate reinforced after federal government passed Bill C36 – Canadian Arabs and Muslims collectively blamed and targeted – Muslim women were attacked on street, businesses/agencies were vandalised or threatened, children being bullied/teased were afraid to go to school, etc.
- national security issue has had a way of trickling down in systemic ways – e.g. people have been asked to change their business cards if they have Arabic-sounding names
- deportations, detentions, arrests also an issue
- much frustration in community – feel not being served by police sometimes; community feelings of safety have been affected
- as Service works more closely with federal and national agencies, need also to work closely with community – when there are initiatives looking at security, need broad-based consultation – will hopefully mitigate risk of stereotyping, profiling
- community can be a resource to be used in officer training – can help ensure cultural and religious sensitivity
- working more with the Hate Crime unit – if work closely, can encourage community to work with police, report crimes, etc.

Peter Ferreira – Portuguese Community

- police are invisible in Portuguese community – not necessarily a negative – have had no major issue recently that have wanted police involvement
- fourth largest community in City – most have come within the last 30 years, many don't speak English – whenever deal with police, language is an issue – interpreter services are needed
- realise Police Service is working to get more representation from community – how can community help get people interested in policing?
- new immigrants tend to respect police more out of fear – lack of English contributes – must be stressed this is not due to something police have done, just a reflection of new immigrants
- not sure what programs are being run within the Portuguese community – don't have same problems as other communities
- do have some concerns regarding drop-out rate for Portuguese youth – are working with partners trying to address – these kids may end up in trouble
- arrest of illegals has been an issue that has increased over past five years – police have sometimes been called because there are so few immigration officers – arrests have created some anxiety in some parts of community
- seeing more Portuguese-speaking people coming from places like Africa, South America – bring different issues to community, and again, many don't speak English
- lack of communication, language barrier creates frustration in community
- would like to maybe see more community outreach by Service

INTERNAL CONSULTATION: POLICING SUPPORT COMMAND
December 2nd, 2003

Communications Services – Staff Sergeant James Brown

- 2.7% increase in emergency calls in 2002 was consistent with increases seen in previous years
- two most important ongoing capital projects are revision of policing boundaries and Automated Vehicle Location (AVL) system
- boundary project involves realigning patrol areas and divisions (in particular, in 51, 52, 41, and 42 Divisions); drawing on CAD data on officer time spent at calls and geocoding – are trying to equalise workload and police hours across City (roughly 8,000 officer hours per patrol area)
- all divisions have had input into process of determining new boundaries; currently meeting with public (e.g. BIAs) in areas affected to explain changes
- where possible and known, have tried to build in accommodation for development/growth
- boundary changes will affect emergency response/primary response officers – intent is increased availability
- AVL now in all marked scout cars – dispatcher can see officer location – can send other units when officer needs assistance; can dispatch closest unit to calls
- second stage of AVL project will be rollout of data systems (May/June 2004) – will allow S/Sgts in divisions to see where their cars are; by July, with new mobile workstations, officers in cars should also be able to see where other cars for their division are
- expect AVL to be most useful in calls where containment necessary, e.g. gun calls – can ensure units are positioned appropriately
- AVL will primarily be an officer safety tool

Community Liaison – Staff Sergeant Nick Memme and Staff Sergeant Gord Barratt

- Special Constable Liaison section – special constables have existed for long time in history; represent interests of employers more than police do; special constables have limited powers of police officers, but are not police officers – are appointed by police services boards, are not governed by complaint or special investigation processes under PSA
- TTC, Toronto Community Housing Corporation, and University of Toronto have about 170 special constables, TPS has about 600 for court security, prisoner transportation, etc.
- all special constables must to trained to the prescribed standards of the Board; must only carry authorised equipment; can't identify selves as police officers, can only enforce specific legislation (e.g. Criminal Code, Controlled Drug & Substance Act, Liquor Licence Act, POA, Trespass to Property Act, etc.); must have uniforms distinguishable from Police Service
- special constables have access to CPIC, follow applicable Service procedures, use Service forms for investigations, arrests, reports
- agencies in Toronto produce daily morning report for Service on all arrests, occurrences, major incidents; also provide Board with annual report
- relieves demands on Service resources to some extent – may be of benefit to consider creating special constables in other areas
- benefits to both sides – customer gets efficient, effective service they get to deploy to address their needs, and Service gets less demands on resources and low level order maintenance

Detective Services, Intelligence Support – Detective Sergeant Al Coulter

- as with other Detective Support units, workload and frustration are issues for members
- with good intelligence, can both solve and prevent crimes
- changing demographics in City (increases in visible minorities, use of Language Line, number of new immigrants, ethnic gangs and ethnic crime, etc.) are indicators of issues for law enforcement – to get timely source information, need multilingual officers with intelligence skills
- presents succession planning problems: not only need maturity and experience, but language skills; training to be an Intelligence officer takes a long time – need to start training new officers now
- given concerns about terrorism, even more important that police have timely and accurate information from community – ethnic Intelligence officers will be needed in greater numbers as City grows and diversifies
- intelligence-led policing can be preventative policing, but we don't have enough officers
- police use judicial authority to support use of technological methods for investigations – reaching maximum physical capacity at facility – need to consider sharing of resources between GTA and provincial police services to keep pace with demand
- sharing resources would not only mean cost savings, but would enhance information sharing
- information is not 'intelligence' until has been gathered, analysed, and distributed – to do intelligence-led policing, need more analysts with the best training and equipment possible
- data collection systems must be maintained and enhanced; also need timely analysis and distribution of information – must get information to people who need it for crime prevention, officer safety, and community protection

Emergency Task Force – Police Constable Bob Leighton and Police Constable Ken Costello

- TASER is a technological innovation that offers very effective non-lethal use of force option – have been using for couple of years now
- TASER can stun with direct touch or can shoot darts on 21? lines (don't penetrate more than ¼?) – 5 sec. high energy pulses 'jam' nervous system and co-ordinated actions become difficult
- only minor injuries from application: small puncture wounds if darts used, some redness if touched and maybe slight blistering depending on how long TASER applied
- medically proven safe – will not damage nervous system, affect cardiac rhythm or stop a pacemaker, cause seizures, electrocute person, cause urination or defecation, cause serious injury or death; main concern is secondary injuries from falling; subject generally feels dazed for several minutes; may have involuntary muscle contractions, yell, have vertigo, etc.
- can contact anywhere on body (even through clothes) – even darts don't have to penetrate skin
- data downport – can download when weapon was fired, number of times fired, how long fired, etc.
- once subject is controlled, can move in for arrest – arrest team can touch person while TASER still active; works on almost everyone (unlike pepper spray, etc.) – emotionally disturbed, people on drugs, etc. – better ensures safety for officers and for person – have time to move team in, no urgency to jump on individual – person usually very compliant afterwards
- in 2001, 2002, 2003 – TASER present at about 30% of calls per year (e.g. just show red laser targeting dot, maybe arc once without touching so person hears it); actually used at 11% of calls in 2001, 10% in 2002, and 16% in 2003
- Province now looking at newer model (smaller, arc better focused) – also looking at allowing front-line supervisors to carry (currently only tactical units are approved for use) – see it eventually replacing pepper spray for front-line use – use of TASER does save lives

Fraud – Detective Sergeant John White

- Fraud has 54 investigators, 12 in cheque/credit card section
- identity theft is issue that will impact on Service – has become a part of many frauds; ID theft is theft that occurs as a result of someone wrongfully obtaining and using a person's personal data in some way that involves fraud or deception, typically for economic gain; requires no direct contact between victim and criminal
- 'identity theft' not itself defined in Criminal Code – other offences are often part of identity theft; makes statistics on ID theft difficult to collect, since offences could be coded as personations re: credit applications, forgery and uttering of counterfeit documents or cheques, fraud, mail fraud, or possession of stolen or forged credit cards or card data, etc. – would have to go through each individual report to see if ID theft involved (should be noted that while ID theft may involve these offences, not all of these offences involve ID theft – again adds to difficulty in collecting statistics)
- difficulty in gathering statistics means difficulty in defining the extent of problem
- arrests for personations have increased steadily since 2001, with roughly 1,300 charges per year related to ID theft
- victims of ID theft often unaware have been victimised until apply for credit and find have bad credit rating or bank or bill collector contacts them re: debt or loan payments; often difficult to satisfy creditors that they're not responsible for debt and not complicit in any way
- reporting also difficult , since most victims are not aware of circumstances leading to crime
- ID theft often also multi-jurisdictional, with criminals or victims in other cities or countries – difficult to investigate, can be costly to prosecute
- can become a victim through 'dumpster diving' (stealing personal records from garbage of insurers, banks, medical offices, businesses, homes, etc.), mail re-direction, Internet theft, 3rd party compromise (employee of database keeper steals the information), or a personal acquaintance who knows the victim's correct identifiers; information can be used to create false identification – can apply for credit cards, get cell phone and plan, get same-day credit approval with retailers, take over existing bank accounts/RRSPs/etc., renegotiate mortgage, take lien on home/car, etc.
- in-depth investigation often required, and when caught, culprit not likely to get (much) jail time
- credit bureaus and phone busters have noted a dramatic increase in identity theft
- other forms of identity theft also a problem, e.g. credit/debit card skimming – even happening in bank ATM vestibules, not just at gas stations and retailers

Homicide – Detective Sergeant Frank Skubic

- generally see about 60 homicides per year in Toronto, but that doesn't give full picture
- have 30 active investigators – 15 teams of one Detective Sergeant and one Detective; more being demanded of investigators in every case, and have increasing demands related to court preparation and attendance; also, have to balance demands of on-going cases and attending new calls
- one of most problematic areas is disclosure – more and more being required; essentially have to duplicate and disclose all investigative materials – responsibility for doing so usually falls to Case Manager; when Crown transfers disclosure information to Defence, usually get a request from Defence for further disclosure that takes as much, if not more, time than original disclosure preparation
- preliminary hearings also take up much investigator time – becoming discovery processes for Defence – ties up officers and end up having to supoena witnesses not otherwise needed yet, at request of Defence
- investigators spending more and more time in court, which means they have less time available to go on calls

- judicial authorisations also an issue – in particular, need for search warrant when privacy interests may be involved – have had to call on divisional officers to guard a site for days while investigators typed out search warrant – issue currently being addressed by Justice Liaison Committee
- with regard to Centre for Forensic Sciences – rely on them to establish grounds; DNA evidence becoming very important in court, as are firearms issues but, when no significant urgency involved, takes up to 3 months to get DNA analysis and up to a year for ballistics information (one GTA police service has hired own firearms examiner/expert so that they don't have to depend on the CFS)
- staffing is an issue – as outlined above, currently there is a tremendous demand on investigators – have requested 5 additional teams, plus additional support staff to help with disclosure
- need more physical space for files, etc. (currently being addressed), and more equipment, such as cell phones, laptops, etc.
- private security firms are moving from VHS to digital systems – new issues arising, resulting in some confusion at court, e.g. is complete hard drive required as evidence or is an image of hard drive sufficient?

Marine Unit – Police Constable Richard Baker

- major change that will affect Marine unit next year will be the start of the fast ferry service between Rochester NY and Toronto (will be stationed in Rochester; crew will be American)
- first run expected in May 2004; will make 3 trips per day and operate all year round
- will be able to carry over 700 passengers and over 200 vehicles and 10 trucks
- any criminal activity/occurrences past international border on Lake Ontario will be responsibility of Marine unit; marine/international security issues are of concern
- 51/52 Divisions pier will be site of the terminal building – will be dealing with an international security zone, as at the airport, as well as with Customs, Immigration, etc. – not sure yet about level of RCMP involvement
- much focus on Island airport bridge and impacts, little on fast ferry impacts – can anticipate an increase in calls for service (e.g. medical calls, thefts, lost passports, mischief, assaults, etc.)
- also expect increase in calls to Marine unit regarding general complaints about ferry from other vessels in area and boating community (at least until they get used to ferry)
- potential for calls for service related to border security issues
- possible increase in paid duties for both land units at Terminal and Marine unit in Pier area
- since will run all year round, there is the added risk of operating in inclement weather, possibly requiring police and other rescue operations
- if venture is successful, company that owns ferry plans to buy another and house it in Canada, so boats will be operating from both sides of Lake
- Marine unit has been liaising with police from New York state regarding responsibilities, etc.

Mounted and Police Dog Services – Staff Sergeant Roger Weaver and Staff Sergeant Gord Graffman

- Mounted unit facing increased demands for crowd management at major events – unprecedented number of call-outs for demonstrations, requests for divisional support, attendance at community events – 79% increase in crowd management events in 2002 over 2001; in first 5 months of 2003, the unit attended 39 events – 66% of the total from the previous year – expect 2003 will exceed 2002
- protesters have adopted tactics designed to splinter police resources (e.g. large demonstrations, multi-day demonstrations, simultaneous demonstrations, demonstrators dividing up and going to different sites without police knowing where they are going, etc.) and have shown escalation in violence during protests – need more resources available to deal with these changes

- shortage was most prevalent during Kosovo conflict – mounted response was difficult to sustain for longer than two days without detrimental effects to horses and officers because of extended hours they were required to work; more recently, SARS concert, immediately followed by Caribana-related events resulted in long hours for both officers and horses
- when used at demonstrations, regular feeding cycle and unlimited access to water is interrupted – over extended period of time, this can have serious or even fatal effects (colic) on the horses; although mounted officers prepare for prolonged events by taking hay and providing access to water when they can, sometimes officers and horses cannot take a break – without an appropriate number of horses to provide relief, horses can become stressed and their physical well-being is put at risk
- Mounted unit also limited by number of available personnel – at larger demonstrations, has been necessary to supplement on-duty members with personnel on overtime or call-backs, or use training staff (affects training of new horses)
- officers and horses getting exhausted – had to decline requests for horses at several events this year
- Police Service dogs and handlers being affected – criminals more willing to use any and all methods to avoid capture and tend to offer more resistance during arrest
- skyrocketing demands: seeing increased demands for firearms detector dogs and explosive detector dogs; increase in demand for tactical calls and assistance to squads; increased mandatory training for officers; 40% increase in calls for service since 2001; and now participate in the City of Toronto HUSAR Team
- gun dogs on every platoon by end of December – basically an investigative tool
- dogs are ageing; having to research new sources for candidate dogs; takes about years for trainer and dog to become and effective team

Parking Enforcement – Sergeant M. Steve Bushey

- big projects last year were stolen vehicle location program and attendance enhancement program dealing with absenteeism; current big project is hand-held parking ticket device/system – is a joint project of TPS, Parking Enforcement, City of Toronto Parking Tag Operations, and Works & Emergency Services
- current/old process involves much paper handling – hand-held project will involve real time data transfer of ticket information, along with other benefits, including integration with current systems; will allow on-line search (vehicle information, immediate/real time interface, outstanding ticket lists, stolen vehicle list, permit lists, previously entered public and private notes) – data will be available to members on the street
- will also be an on-line database of storage and evidence – less paper for court
- when no communication is available, information is saved and sent when connection is re-established
- backend administration will include a new full tag processing system, database of users and authorisation levels, officer certification, geocoding of data, and be interfaced with City and policing databases as well as towing dispatch
- both City and Service will be able to put information in and take information out
- RFP will be released in early 2004; expecting implementation in fourth quarter 2004
- hand-held units will be mainly for Parking Enforcement officers, maybe some MLEOs, but not front-line officers – units expensive and officers write relatively few tickets

Traffic Services - Staff Sergeant Gord Jones

- traffic safety is consistent, constant community concern
- strategies focus on education, awareness, enforcement
- saw decrease in reportable collisions in 2002, but increases in fatalities and personal injury accidents

- collisions taking longer to investigate – even longer given number of new officers – takes time to learn/become comfortable with investigative process
- increased enforcement of HTA attributed to Strategic Traffic Enforcement Measures team and to fact that TSV now at full strength
- with ageing population, expect collisions to increase – also expect number of unfit drivers to increase – medical profession has generally been unwilling to make recommendations to have licences re-evaluated; MTO currently reviewing notification process – is also considering creating form for front-line officers when feel someone's licence status should be reviewed – form would provide automatic 7-day suspension while review occurs
- education of 'at risk' road users is a priority – many programs done with community partners
- drinking/driving is an issue – these investigations can be overwhelming for inexperienced officers – need to receive training and ride with experienced officer to raise comfort levels and confidence
- growing trend in recent years for courts to reduce drinking/driving criminal offences to careless driving under HTA – offender not subject to sanctions such as suspension, ignition lock – demoralising for officers; drinking/driving still a major factor in fatalities
- possibility of decriminalisation of marijuana – impaired driving still a crime, but will be difficult to detect/enforce; to deal with problem, some TSV intoxilyzer technicians are being trained as Drug Recognition Experts (5) – found after training, officers about 95% accurate – has no legislative support in Canada though, and training is expensive
- pedestrians make up largest number of fatalities – working to increase fines for pedestrian offences and encouraging officers to ticket pedestrians more, as well as increasing education efforts – hope with increased enforcement and education, will realise putting selves and drivers at risk
- 13 deaths attributable to street racing in GTA in recent years; in partnership with MTO and other GTA police services have implemented Project ERASE in summer to target the problem – extremely successful in 2003, will undertake again in 2004; problem is that courts don't seem to take this problem seriously
- government currently exploring feasibility of photo enforcement – should be used to prevent collisions, not to make money; TSV would like input into locations of cameras, i.e. high accident areas
- looking at new collision database that will make it easier to transfer information between partners; would have timely data for analysis and deployment
- in past, all recruits spent part of field training time at TSV; recently had recruits sent directly to TSV who will stay here – benefits re: succession planning for the unit

INTERNAL CONSULTATION: UNIT COMMANDERS
December 5th and 9th, 2003
(an invitation to participate was sent to all Unit Commanders)

22 Division – Superintendent Jane Dick

- second largest division; City planners have identified it as one of the most rapidly developing areas; definite change in age structure – older population leaving, younger one/families moving in – demands for schools, recreation facilities will increase; high rise developments are targeting young singles; with growing younger population, youth violence/victimisation will be issues of concern, can also expect domestic calls to increase
- community stakeholders have expressed concerns regarding traffic with all the business and residential development
- with residential developments, expect several thousand new units, as well as new residences for Humber College – will affect calls for service and traffic levels
- new schools also being planned (elementary and high school), and revitalisation projects have been proposed along main roads; will also have new large 'big box' stores
- as noted, expect increases in traffic congestion/parking issues and increases in calls for service, as well as increases in thefts, youth crime, assaults, medical calls, theft from/of cars, domestics, robberies, break & enters, frauds, etc.
- impact on resources – requests for staff for special events, demonstrations, etc. outside divisions affect ability to provide divisional policing; many events are annual and expected to continue

31 Division Superintendent – Jim Parkin

- lack of experience on front-line – don't have enough senior people to train younger; end up having to open positions in CIB, CRU to younger officers – potentially liability issues if/when they make mistakes
- burnout, especially in CIB, an issue – are short-staffed because can't take from PRU, investigations are complex and more demanding than in past
- currently 55% of PRU staffing scout cars have less than 2 years experience – have inexperienced officers training other inexperienced officers – they will make mistakes
- Service initiatives take up too much time and divisional resources – don't have the resources to do and they take away from local initiatives
- mandated training, on-duty court take away from ability to staff cars; also have long-term sick and maternity leave officers still recorded on divisional strength – gives false picture of available staff to deploy; also have officers assigned outside division (e.g. SVTF)
- eCOPS, TRMS, etc. have caused much frustration and stress – need representation from field at outset when designing systems; people in field learning to distrust statistics, when they can get them
- e-mail causing headaches – everybody gets cc'd on everything, so don't know who's acting on it, or get everybody acting on it – inefficient; need administrative address for each unit – everything handled through admin staff
- annoying, inconvenient to send officers to HQ to get meal money for prisoners – would be good to get local bank accounts set up or trust couriers to deliver

33 Division – Staff Inspector Mike Farrar

- crime in division is moving from property to violent

- have changing political landscape at all 3 levels – changes to PSB, City Council, Province – dealing with 'rookie' Councillors and MPPs
- using youth referral program – has much value – allow alternative justice sanctions that wouldn't be there otherwise, but support systems not necessarily available in community – need this infrastructure
- when OMERS full pay deductions hit, may see large number of people leaving – will have to accelerate training – knowledge base leaving, have much younger people
- stratification of workforce by length of service – wearing people out who have 10-15 year experience – these people are our knowledge base and we're using them everywhere; quality 10-15 year people are needed everywhere
- constant agitation over promotional processes – need to revisit promotions (especially to senior officer ranks) to get leaders, not just those who can memorise
- don't understand prioritisation process for repairs
- no direct correlation between statistics and performance and how you're evaluated – you get what you measure; everybody needs to measure the same things; one of primary responsibilities in policing is addressing quality of life issues – these should be measured too
- systems not integrated – systems don't 'talk' to each other; need a corporate plan for systems

53 Division – Staff Inspector Peter Sloly

- with ageing population, looking at elder abuse training for officers; also have increasing immigrant population in division – support new recruitment for CPLC, but also need more officers who speak the languages and who are from the communities
- auto-dialler used extensively – may be enhanced technology that can be used relating to targeting messages sent and translation services
- division will be affected by boundary changes: division has high tax-payer base, but currently doesn't have a plainclothes unit – expect this to change; will see increase in calls for service, crimes – will be getting some extra staff to help deal with – will need evaluation to determine if staffing meets changing challenges
- more task force-style policing means fewer officers for divisions – need to know return on our investment – are task forces effective (at community and City levels)? need to report back to divisions now to say how their support has helped, if it has
- crime prevention is very important – need to look at causes, can't just keep fighting fires; crime prevention/community relations is every member's responsibility; don't want to lose specialists, but need strategy that has everyone involved – this will be especially important if we stay with task force-style policing
- CPTED needs to be built into crime prevention, not just an add-on
- with regard to EDPs: would like to see expansion of program in 51/52 Divisions where officers partner with mental health professionals; would like to see Taser rolled out to PR supervisors; need to liaise with community agencies – police can't be the fallback
- need training at mid-level senior management relating to strategic and risk management, crime analysis, statistics, etc.

54 Division – Staff Inspector Jim Dicks

- division has 8 subway stations, 1 hospital, 3 major high schools, several industrial/commercial parks, about 30 parks, Ontario Science Centre, ageing population (increasing staff involvement/activities at psychiatric institutions), and large concentration of public/rental housing with several youth gangs
- increase in street-related robberies – most youth/gang related, occurring in/around subways, high schools, housing projects

- youth gangs also associated with assaults, assaults with weapons, thefts, mischief; seeing increased involvement of young offenders, some very young (e.g. 10-12 years of age)
- division below strength; also have 14 additional officers unavailable for street duties/activities due to illness, leave of absence, etc.; division is 7th in Service with regard to occurrence of major incidents, but tied for 11th in terms of constable staffing
- CRU attending large number of out of division events (e.g. demonstrations, parades) – reduces ability to address local community issues, crime
- staff shortages limit ability to successful fulfil mandated responsibilities and Service programs/ initiatives, and meet service delivery expectations of community; lack of sufficient personnel results in increases in premium pay and lieu-time hours
- need divisional resources to be considered prior to implementation of Service initiatives
- reduced staffing levels mean professional development at divisional and Service level are reduced – personnel, especially younger officers, have sense of limited professional improvement opportunities/advancement
- assigning officers to on-duty court contributes significantly to reduced officer availability, as does increasing training requirements (e.g. APT, use of force, TRMS, eCOPS, first aid, etc.)
- present occurrence process is inefficient and inaccurate
- data entry requirements aren't incorporated into Service programs (i.e. directed patrol, intelligence-led policing)
- to mitigate staffing concerns: have tried to increase number of personnel in CRU, reduced number of divisional community initiatives, use call-backs, increased staffing in Street Crime unit (had to decrease staffing in Youth Bureau)

55 Division Superintendent – Tony Corrie

- morale is excellent, getting good quality supervision – officers and supervisors appear highly motivated – enthusiasm of younger officers, quality of recent promotions
- had positive effect on major crime indicators, but also decline in quality of life/disorder offences; with gentrification happening in some areas, need to concentrate on quality of life issues – much street level policing
- community supportive
- issue with centralisation – taking officers from field for task forces, etc. – having to give up many of best people – hard on divisions
- too many Service-wide initiatives – throwing more and more work at PRU – may result in burn-out, kill enthusiasm of younger officers; need to be able to do only those initiatives relevant to division
- disclosure demands hard on CIB
- CRU totally focused on special events, demonstrations – little time left for problem-solving anymore; City needs to ensure organisers of events have budget for security before they issue permits; special events taking too much time – can't answer calls; need for paid duties affect our relationship with community organisers but are necessary
- big job to restore member confidence in technology – everything has so many problems with it e.g. TRMS, eCOPS, etc.
- security of parking lot is important issue

Community Programs – Staff Inspector Jim Sneep

- child abuse: several community organisations crucial to investigations – being asked to provide greater commitment to them; involved in crucial meetings regarding revision of existing child abuse protocols and protocol implementation; expect duties to report will increase in future – will impose

greater service delivery demand; statistics collection, research, program development, etc. are all vital to stay current – need timely and reliable data

- elder abuse: Canadian population ageing – increasing vulnerability; often numerous support agencies required – support and intervention systems in place are generally inadequate – agencies look to Service to fill gap; with increasing calls relating to elderly, must respond efficiently/effectively; specialised training and education is required
- mental health: health care restructuring has left many EDPs living in community without any support – increases demands for police service and intervention; need clear direction regarding police response to mental health issues – integrate into community support system or assist them to become more independent is dealing with what's not really a police issue?
- crime prevention: increase in violent robberies of small businesses – looking to Service for crime prevention programs; need to implement a small business reduction strategy – currently piloting in 2 divisions, but is labour intensive (Auxiliaries being trained to help); crime prevention officer in divisions need to be able to focus on that role alone, not also be given other duties
- Adequacy Standards regulation includes standards for crime prevention, but few resources from province and no crime prevention training at OPC
- access to current crime statistics imperative for crime prevention – need full-time crime analyst assigned to unit
- domestic violence: huge risk area for Service; criminal justice system makes it difficult for victim to seek help – lack of co-ordination of services, resources limited, etc.; enhanced investigation techniques and prosecution needed; looking at co-ordinated/integrated justice response – have received grant to explore (e.g. family justice centres); divisions with dedicated domestic violence teams able to provide support to victims and liaise with Crowns, but it's a struggle to keep the teams with the current staffing model
- youth/youth services: YCJA brought greater community involvement in correcting behaviour, more police input; Service being approached with partnering proposals for alternative treatment measures; effective implementation hindered by lack of co-ordination of 3 levels of government – lack of training for officers to act as facilitators, lack of infrastructure, etc.; may have to close successful program at end of year due to lack of funding
- proactive strategies addressing youth violence and youth victimisation as important as enforcement – need to address root causes; education and prevention programs well received by youth and public; have to make sure youth don't see prevention efforts as harassment; important to build trust to improve reporting of crimes by youth; need to ensure continued police involvement with elementary schools and school programs – crucial in establishing positive relations, building trust
- need to challenge parents regarding awareness of problems with or encountered by their children – remedies start at home; important to involve parents/caretakers – put them on notice that they have to deal with problems, can't ignore
- to develop successful proactive youth strategies, need best practices identified, front-line police resources optimised, and strategic partnerships for additional resources and expertise

Corporate Information Systems-Information Access – Sue Cardwell, Acting Manager

- both sides of CIS working to address/meet challenges
- launch of eCOPS has had an impact – unifying search has simplified searches for officers; with occurrence implementation, will have automatic coding for CPIC, UCR
- expect decrease in staff next year – project downsizing will be reviewed early in 2004 due to various workload studies – will have to decide who stays/goes – contract issues, etc.
- with regard to decommissioning – can't just get rid of old systems – some have capabilities not in new eCOPS (e.g. retention/purging)

- quality control staff is required in CIS – output is only as good as input; also need responsibility/ accountability at all levels – front-line supervisors must review reports
- challenge to meet public demands – e.g. demand for police reference checks has grown very quickly – have over 2,000 agencies on board, volunteers come and go, and have to do reference checks each time – try to meet 2-3 week turnaround time, but are falling behind; reference check process is proactive, preventative measure that needs to be supported – also generates money for Service
- FOI also dealing with large increase in demand – legislated to respond within 30 days – about 3,000 requests this year
- trying to deal with increased demand through new computer equipment/technology; looking at possibility of on-line requests
- have also looked at LiveScan since people often don't have two pieces of photo ID for clearance letters, etc. – people would be able to give fingerprints instead – privacy issues
- have to keep aware of new and changing legislation – e.g. changes to Education Act requires mandatory background checks for teachers, janitors, etc. – had to deal with over 3,000 requests

Detective Services – Superintendent Ken Cenzura

- violence in Toronto linked to drugs, guns, gangs – no easy resolution
- increased use of firearms has increased number of shootings, including homicides, and associated crimes (e.g. armed robberies)
- Gang and Gun Task Force implemented to address violent crime associated to individuals, criminal organisations/gangs, focusing on firearms and weapons-related criminal acts; Firearms Enforcement unit does complex investigations into smuggling and trafficking of firearms and co-ordinates firearms tracing investigations
- emerging trend has been identified: trafficking in domestic firearms and their use in criminal acts – more attention focused here now
- Street Violence Task Force – operates in conjunction with GGTF – targets violent street gangs
- gang and gun investigations require much human and technology resources – has significant budget impact; must be continual monitoring of street gang activity and this information must be shared for intelligence-led policing to succeed
- have acquired gang database – not running yet – will co-ordinate gang activity information and make it available to Service members
- addressing gun and gang violence requires partnerships with other police agencies and support from provincial and federal governments
- appropriate sentences for firearms-related offences is critical
- all projects are being reviewed as to how will continue in future – heavily resourced, so must be effective or be changed

Emergency Task Force – Staff Inspector Wes Ryan

- need to balance competing interests of training vs. critical incident calls and support to field (about 500 calls/year for last 3 years) – see no decrease in need to respond; also doing many warrants as well as assisting with drug destruction, prisoner transportation (prevents front-line officers from having to use force), cell extractions, etc.
- have 592 hours of training required by Adequacy Standards each year – but with number of calls, often have to take people away from training days – challenge is to make up time; possible risk to Service if not in compliance and an incident occurs
- if could increase number of gun teams, could do more; but should also look at types of calls attending

- enhanced emergency response expectations/capability, e.g. CBRN, terrorism – very training intensive, over and above minimum Adequacy requirements; officers need to stay very up-to-date; again this training competes with time available to respond to calls
- officers have to be ready to go at a moment's notice – no 'down' time for Special Weapons Team members – get about 170 calls per shift (days, afternoons, nights) – results in fatigue; looking at alternate shift schedule with Labour Relations
- less lethal technology used by SWTs – used over 180 times in over 400 calls – particularly TASER; question about how Service will adopt the technology – ETF always has a number of officers at scene when used – officer safety will be critical issue when roll-out of less-lethal equipment to front-line – need to ensure officers use safely and are protected if equipment fails

Employment – Maureen Carey, Manager

- Service demographics an issue – could face major hiring blitz in 2004 – OMERS factor increasing and early retirement incentive ending; will involve more strategic approach to recruitment and outreach; every Service member is a recruiter – networking in the community is vital to bringing in good calibre people
- Recruiting unit will assist divisional personnel with community events to promote employment with TPS and will brief CRU and SCU officers on OACP constable selection system so they can disseminate the information
- takes a long time to bring people on board, but process ensures we get the best quality people
- aggressively approach recruitment with diversity of population in mind – efforts to have TPS representative of population served
- looking at shortening OPC time for those who go through Foundation training
- need to liaise with Training – no use hiring large numbers of people if we don't have the training capacity
- many partnerships can be developed internally to support Employment
- unit will develop a model to assist in understanding of future staffing expectations of units requiring specialised skills – will try to proactively address future gaps

Forensic Identification Services – Staff Inspector Ed Stewart

- most important challenge for FIS is ability to respond to calls for service effectively/efficiently – calls increased 15% over 2002, but didn't receive any additional resources to deal with them; business case for increase of 6 members not yet approved by City Council; Service becoming more dependent on forensic expertise – important we have ability to continue to provide
- DNA legislation required TPS to create liaison with Centre of Forensic Science to manage DNA data bank hits – will need full-time co-ordinator position to manage this plus the destruction of DNA samples
- Livescan fingerprinting system capital project nearing completion of first phase of 2 phase project – is on time and on budget; in first phase, 8 central lock-up sites will get biometric devices to replace ink and paper – will enable transmission of fingerprint directly into AFIS
- phase 2 scheduled for implementation in August 2004, i.e. fingerprinting system that will identify known criminals at time of bookings and provide investigators with proactive identifications of crime scene prints at same time; palms will also be part of database
- Employment unit will also get Livescan unit for applicant and civilian background checks
- mugshot system (RICI) being integrated with Livescan devices
- enhancement capabilities will allow AFIS technicians to improve some poor quality scene prints

- Photo section extremely busy – major increase in use of film, mainly due to more pictures taken by SOCOs in field to satisfy requests by detectives and Crown Attorneys for disclosure
- would like to move to digital photography, but not approved in budget – to continue transition toward digital, working with ITS to develop short-term solution until funding can be approved for long-term; all divisions recently been given ability for SOCOs to download digital images – FOI and disclosure issues may arise if images are lost because don't have sufficient server supported by ITS
- annual Forensic Identification Training Seminar developed into one of best forensic conferences in Canada; committee consults with other services on what training should include; labour intensive to create this seminar – being done without additional resources and with full cost recovery
- succession planning has been a challenge – takes long time and much expense to train FIS officer to be competent in crime scene management

Fraud – Staff Inspector Mike Federico

- information systems are one of biggest challenges for Fraud Squad – can't identify trends – limits ability to make strategic decisions, do problem-solving – developing own systems for unit
- have funding and personnel challenges – demographics of membership limits ability to create a qualified candidate pool, while funding affects equipment availability, premium pay, etc. – partnerships and grants help, but are mostly short-term
- lobbying for sentencing reform in frauds – currently sentences mean little time in incarceration, even if actual sentence is many years
- proceeds and money laundering are major issues – need provincial directorate; need cost recovery formula to be revised
- need supportive legislation in relation to identity theft, need to outlaw possession of multiple pieces of ID
- need legislation to make private sector responsible for some funding of police investigations in certain situations
- time to review Service donation policy

Hold-Up – Staff Inspector Steve Harris

- issues common for all support units
- all Service computer systems need to be integrated and able to provide timely information (almost need real time) – information must be easily and readily available
- digital imaging used to be done by Video Services, but person who did it has left and Service no longer has capability – now when have video image, go to OPP or York Region – slows everything down
- a related issue is that images are now often on hard drives, not VHS – Service often doesn't have systems compatible with those of smaller companies
- need procedures regarding dealing with digital images, storing originals, etc. – perhaps responsibility should go to FIS – would be available 24/7 and able to give expert testimony in court
- would be good if could distribute CDs with information to platoons – the quicker information can be given to front-line officers, the quicker arrests can be made – has worked for bank robberies; would need equipment – may be relatively easy to get corporate sponsorship or donations; would also need officers trained on equipment in each division
- statistics on robberies not accurate in central databases – need accurate and complete information
- demands of disclosure are phenomenal – can't keep up; detectives are spending their time photocopying and unit spending too much on paper – should be allowed to burn information onto CD

Homicide – Staff Inspector Gary Ellis

- two inter-related issues significantly affecting ability to investigate, solve, and prosecute murder cases – first issue relates to types of murders, second to justice system
- seeing more youth gang murders – more complex, new challenges, requires new/integrated approach – usually multiple suspects, multiple arrest warrants, multiple disclosure; youth gang subculture very self-contained; witnesses may be reluctant; gangs becoming more sophisticated; preliminary hearings and trials last months instead of days; often involve a mix of adult and young offenders; and CFS does not have up-to-date database comparing crime scene weapons and ammunition to other scenes
- now require judicial authorisation for search warrants, for some arrest warrants, for DNA warrants – all have major staffing and resource implications, and delay investigation processes; risk losing cases because cannot get DNA warrants done, have difficulty accessing judges, etc.
- huge volume of information being turned over in disclosure – takes excessive amounts of officer time and resources – defence requests for additional disclosure result in defence driving prosecutions now
- almost all cases have preliminary hearing then trial – hearings are getting much longer, and more involved – have evolved into discovery by defence with demands to hear from witnesses – essentially now trying cases twice; again has significant impact on officer availability to deal with new cases
- not clear where legal requirement ends and judicial practice begins – cannot continue to work in this manner
- Community Response is needed in divisions – young gang members now don't seem to have had any positive contact with police at all and City is now paying the price

Mounted and Police Dog Services – Staff Inspector Karl Davis

- every time the US does something, unit gets busy (dealing with protests at Consulate)
- don't have enough officers (or horses) to police large demonstrations –end up having call backs and overtime; would like to increase number of horses from 29 to 34 – would provide relief factor
- also have shortage of vehicles and trailers; need trailers and extra horses to give horses and officers a break, time to eat and get water
- timing of City budget is off – have to plan feed budget before City puts horse/dog supplies out to tender – if tender turns out more than we budgeted, we're responsible for the extra costs; much of unit budget should be corporate, e.g. horse/dog food, special/tactical equipment, etc.
- doing many more ceremonial events due to requests – costly – generally take officer or two for whole shift, since due to dress, can't patrol before/after event
- negotiating with HUSAR with regard to dogs – received 2 year grant of $50,000; want reassurance that if officers are called out of town, back fill guaranteed
- have 2 cadaver dogs – often go out of town; training 4 more firearms detecting dogs – will be out in coming weeks
- 83% of dog calls are done by Police Dog Services – don't have the people to pull off to do search training (takes 6 weeks); have about 1½ officers per shift due to training requirements
- could do more if had more resources

Occupational Health and Safety – Tom Imrie, Manager

- have had staffing increase of one – co-ordinating day-to-day unit issues
- Board has approved (and Ministry has okayed) a non-traditional central joint OHS committee – will take pressure off local committees; also will be outlet for recommendations of local committees
- Bill C45 criminalizes neglect under OHS Act – not proclaimed yet; internally, will be more responsibility on people who direct work in an organisation; externally, potentially any occupational

fatality could result in need for criminal investigation – workload implications for officers, will also need enhanced OHS training

- wellness outreach been very well received by Service members – have used partnerships with community and Association; have done/are doing wellness training in divisions – have had absence reduction in Service over past few years – hopefully part of decrease due to wellness program
- have also decreased Workers Compensation claims – have been accommodating – trying to replace little things before they become big claims
- working with Risk Management to implement personnel risk management from Campbell report (i.e. early intervention before problems develop)

Parking Enforcement – Superintendent Doug Reynolds

- unit gets definite benchmarks – performance standard, sick rate; report semi-annually
- bring in about $75 million for City; budget is $30 million
- unit is about 30% minority, 30% female
- unit constantly being reviewed
- expect City Parking Authority to try to take over unit – would be huge impact for Service, since do more than just parking (interpreter service, disabled parking, tow abandoned, assist at special events, etc.) and about $3 million of PKE budget given to Service
- bad City planning/development has resulted in never enough parking available – expect problem will just increase
- largest single call for service is parking complaints (about 100,000 calls per year)
- attendance management system has significantly improved attendance – being looked at by City – have fired people for not showing up for work, not meeting performance standards; also have Code of Conduct in Parking – have fired people for not upholding Code and Service Core Values (firing upheld by arbitrator)
- parking officers are not police, but are a uniformed presence in neighbourhoods

Property and Evidence Management – Staff Inspector Marlene Watson

- officers were failing to complete forfeiture orders – Service has transferred over $9 million to Seizure office – if forms had been filled out, Service would have gotten $3 million to use for community purposes; have now got box on dope sheet, new procedure, etc.; also accountability issue – when forfeiture forms not completed, don't have record of how much was seized – case manager must check this
- have information on website on how to fill out property forms; also now back teaching at College and will go to divisions with training
- problems with firearms – receiving loaded weapons, not proofed – people can get hurt; form has changed to include name of who proofed the weapon – sergeants need to ask if weapons have been proofed before sent; to ensure staff safety, PEMU has now changed procedure – assume weapon loaded now and have changed unloading stations
- also have portable unloading station – can go to scene of large seizures, etc.
- regarding disposition of property – officers need to complete 415s; need to keep everything up to date – PEMU can't make disposition decisions; if officers kept 415s up-to-date, wouldn't have to keep sending reminder lists to divisions; have property from years ago – don't know what to do with it; is divisional responsibility to deal with property in cases where officers have retired, etc.
- PEMU will accommodate requests for training, e.g. divisions misusing property lockers – may be liability issue – PEMU will come out and audit/look at lockers if asked
- other services come to look at our property system

Traffic Services – Superintendent Steve Grant

- TSV now at 100% staffing levels
- probationary constables now assigned to TSV from outset – will have junior officers on front-line, allowing experienced officers to move to more difficult areas, e.g. breath, etc.; but increased number of junior officers will also have impact – may take longer to do investigations since have limited experience; expect eventually divisions will be able to get more experienced traffic officers – sometimes see divisional traffic officers waiting for TSV officers – concerned about traffic competency in PRU (lack of experience there too, since officers move out/new volunteers come in – traffic here just another part of divisional training, not a long-term career path anymore)
- going to 3 sergeants per platoon to provide adequate supervision, especially important given number of younger officers; will have learning curve, though, since some of those coming don't have traffic background
- enforcement levels Service-wide are up – attributed to STEM team, corporate emphasis on traffic, etc. – will see a corresponding increase in court next year though
- pedestrians usually big proportion of fatalities – typically someone crossing where they shouldn't be crossing or hit in intersection by someone turning corner; doing more enforcement now for pedestrians and motorists who put pedestrians at risk; historically have been reluctant to charge pedestrians, but this is changing; also doing more education
- pedestrian crossovers are actually safest places in City to cross streets – but pushing for legislative changes because currently cars don't have to stop until pedestrian steps on road or in direction
- unfit drivers becoming more of an issue, especially with ageing population – fatalities and injuries as result – previous government was considering limitations on drivers, e.g. can't drive at night, etc.; would like to be able to automatically suspend licences
- still much drinking/driving – officers often reluctant, uncomfortable because of complex investigations involved, especially younger officers – need to be shown how to do; also, process takes a long time, needs to be streamlined
- College stopped drinking/driving and laser training courses – trying to bring people to TSV for training
- lack of support for Breath program in province – CFS used to support, but now have no staff to do; now done by OPP, but still need equipment approved – province won't approve until CFS does, but CFS won't because don't have staff to
- may also have to start dealing more with driving impaired by drug use – legislation not supportive, can't get blood samples except in extreme cases; good tool is drug recognition program, but training extremely expensive
- trying to stop street racing; working with other GTA police services; in some places in US, by-laws against even being a spectator – car can be impounded
- government supports photo enforcement – may be big next year; will need legislation outlining police role, etc.
- have been pushing for national collision database – Transport Canada supports – will be pilot starting; hopefully by end of next year will be able to enter data into a common system; statistics always released slowly – need timely, accurate data

Training & Education – Chuck Lawrence, Manager

- with regard to regulations – don't know what new government will do – will be key to have right people on governmental committees; can't just throw training at every issue
- haven't sorted out role of outside training in policing field; also some quality issues have been raised about some outside training; are difficulties with provincial and federal training infrastructure
- risk management – have had City Auditor in to look at Diversity training – expect more

- don't yet have overall training policy, but have been working towards
- have good job specifications on civilian side, but not uniform – especially needed for key positions named in Adequacy regulation
- current training facility is old, inadequate – ongoing business case to build new facility, but seems way in future; problem is tendency not to put money into the old building in the meantime – need short-term facility plan; ranges are risk factor for Service – have limitations
- not taking maximum advantage of technology – collective bargaining issue regarding on/off duty training, e.g. with Web-based training, most people will do at home; also, Service doesn't have IT capability (perhaps use PDAs?)
- training not discretionary anymore – most is regulated/mandatory
- administration/infrastructure for T&E is key – e.g. haven't yet hired approved Registrar, so the plan to work more closely with Operational Support units to provide outside training hasn't happened yet; don't have staff or infrastructure in place relating to training records
- collective agreement is obstacle to partnerships with outside training – TPS shifts don't necessarily fit with outside training schedules; need to decide what training will be on duty, what off duty
- succession/career planning is essential – need to be able to give people list of training requirements for certain units to let them plan; also need to look at what units/positions have transferable skills
- training in ethics, diversity need special people – possibility of recruiting from outside on contract basis
- need to stay aware of new initiatives with training implications so can prepare training schedule that won't be hardship for field units

INTERNAL CONSULTATION: FRONT-LINE OFFICERS
January 17th, 2004

12 Division – Police Constable Siu-On Wong

- main problems in division are drugs, hookers, booze cans
- have very diverse community – negative reporting, especially regarding racial profiling, in media has resulted in much tension between public and officers – increased concern for officer safety as officer's jobs become tougher, situations more volatile – spend more time diffusing than solving problems
- light court sentences are an issue – judges need to hand out tougher sentences, especially for violent crimes using firearms and repeat offenders; gang members are back out on the street too easily; Youth Criminal Justice Act needs changing
- budget restrictions have resulted in lack of equipment (vehicles, radios, etc.) and lack of officers
- have lack of experience in division – have on average only 2 PCs with 10 years or more experience on each platoon, average about 4 PCs per platoon who have reached 1st class; MCU, CRU, SCU all average about 5 years experience; lack of experience could lead to officer safety issues; need more training
- in Peel, have system to call in occurrences – uses prompts, or have templates on Word, for different types of occurrences; also have people (senior PCs) whose job is to review the occurrences – quality control
- call-down system would be good to have, but the one we had needs to change (what was on the occurrence often didn't resemble what was called down)
- have officers with 2 years on trying to teach officers with 1 year on how to complete occurrences – not working
- know of people on other police services who would like to come to Toronto, but don't want to lose seniority or vacation time – Service should consider – would be getting people with experience at a time when we've lost a lot to retirements
- having a central location for impaired drivers to be processed would be much more efficient than the way it's done now – would get officers back out on road faster and leaving processing to those specialising in it

14 Division – Police Constable Peter Durst

- drugs are source of great number of community complaints, especially in certain areas
- have problems in schools with kids using/selling drugs – interferes with other students' learning
- officers could spend whole shift dealing with only drug-related issues – have increase in muggings, robberies, thefts, break & enters to pay for drugs
- get complaints from business owners regarding loitering in front of their stores, chasing potential customers away; tourists stay away from area too because portrayed as unsafe
- use of kids to hold and carry drugs exposes them to criminal activity at early age and creates newer, younger criminal
- constantly have hookers in certain areas – get many citizen complaints – takes officers away from answering more serious calls
- Major Crime/Vice constantly doing hooker/john sweeps – spend much of their time in these areas
- prostitution is cause of many criminal offences, including muggings, robberies, thefts, etc.
- again, get complaints from business owners regarding loitering; hookers also bring unnecessary vehicular and pedestrian traffic and criminal element into the area

- 14 Division building inadequate – antiquated heating and air conditioning systems, poor and inadequate wiring/hydro service, wind/rain blow through window frames, only have half-lockers, little parking available so get complaints from neighbours – low morale as result
- staffing also an issue – 60/40 model not being upheld – have 24 scout cars, but on any given day staff only 6-8; go from call to call with no time for proactive policing or directed patrols
- training, vacation, sick, court, injuries, etc. leave platoon short-staffed almost all the time – end up unable to give officers time off – low morale again results – negative working environment
- whenever crisis created in the media, officers taken from units to create a new squad – always at expense of front-line uniform
- junior members need longer to investigate some occurrences, and with large number of senior members expected to retire, will be even more junior members
- issuing officers turtlenecks for the winter would be much appreciated and a big morale booster

23 Division – Police Constable Timothy Jacob

- officers looking forward to getting new building in 2005
- have large Indian, Somalian communities – need interpreters for victims – would be good to have one civilian per shift who could speak the languages available for translation, cultural questions, etc.
- during the 11½ hour shift pilot project had more staff – now that pilot is over, back to being short-staffed; being short-staffed means not able to do investigations as thoroughly as would like, and DVI team has been eliminated
- average length of service is 2 years or less – very junior
- no confidence in eCOPS – told to start using, but have not received any training and can't get any information to help; also, can't update eCOPS by self – have to write things out for clerk to enter, which means a backlog; do not eliminate CIPS
- lack of adequate budget means restrictions and not enough resources

32 Division – Police Constable Franklin Bishop

- 32 Division has experienced enormous increase in vehicular movement as result of many factors – commuters driving through or parking in designated areas, building of condos/apartments/commercial properties with their own parking areas, municipal and provincial traffic (GO buses, TTC, taxis, fire, ambulance, police, Board of Education, school buses, Post Office, Works department, etc.), commercial delivery vans, construction, tourists, community residents, pedestrians
- with increased vehicular movement – officers find it difficult to travel to calls as quickly as they could be
- increase in collisions, personal injury accidents, property damage accidents inevitable
- another concern is domestics – cultural differences, poverty, unemployment, homelessness, can lead to assault (violent or not), drug or alcohol addiction, and murder
- front-line officers spend hours of intense investigation, diffusing these situations that can be a danger to them and to public – need support of community, ability to make referrals to help people, but budget cuts mean social support agencies have been cut; need community and police working together to address this issue
- internally, staffing is a concern – expect many officers to retire in next few years, but even before then have trouble with staffing due to Advanced Patrol Training and other courses, resignations, sickness, pregnancy, injuries, court, vacation, retirement, etc.
- problem of adequate staffing occurs in all divisional areas – CIB, Major Crime, Plainclothes office, Youth Bureau, Community Response, etc. – based on years of experience and abilities – officers can advance to these areas only if uniform platoon at strength

- shortage of personnel for front-line vehicles is a health and safety concern
- constant training is a necessity and platoon training days and divisional instruction have become very effective – don't have to lose officers for 1 or 5 days to a course
- proper promotional staffing is an issue – if applied effectively, can increase productivity and stabilise morale – will result in better service to community
- eCOPS system not available to patrol units – causes delays in leaving station; to function properly, officers need to be able to access e-mail, send reports, etc. while on the road; also causes frustration

51 Division Detective – Constable Paul Beauparlant

- surveyed officers, community – street disorder associated with drug trafficking, prostitution, robbery, gang activity is driving other crimes such as break & enter, assault, theft of motor vehicle, weapon use, homicide
- one main challenge relating to the above is high demand and supply of crack cocaine – have trafficking, addiction, prostitution, victimisation, violence/weapons/gang activity, high rate for recidivism, lenient court system
- other challenge is high density of social services and subsidised housing – have transient male population, over 1,000 shelter beds in 6-block radius, positioned in centre of cocaine and prostitution trade, high victimisation rate
- division has taken highly visible, target policing, directed patrol approach to reducing street disorder – results encouraging – have seen reductions in 7 index crimes
- internally, moving to new building - looking forward to change, but will still require adjustment period; also having boundaries adjusted and taking on new personnel
- also fostering new community partnerships

52 Division – Police Constable Helen Dixon

- have a proliferation of guns – have disproportionate number of young male shooting victims – most of these homicides remain unsolved – community afraid to speak to police for fear of reprisals; issue complex – need police-community partnership to address
- 'rotating door' justice system and recidivism are problems – dealing with the same people over and over is a waste of everyone's time and resources – need to work with justice system, lobby Ottawa to address this
- Primary Response is foundation of policing, can provide strong police presence on street, but officers continually taken away to do peripheral things, task forces – end up with only 2 of 17 cars going out on shift
- question whether all the task forces, etc. would be needed if we actually had all the cars fully staffed and out on the road, e.g. during CAP, targeted patrol in certain area and crime went down – when patrols stopped, crime went back up – visibility made a big difference; visibility also makes a big difference to the level of problems seen in the Entertainment District
- losing much experience with people retiring – need training, both for new officers now, and strategically, so that people have the skills to fill other positions later on

53 Division – Police Constable Debbie Bland

- platoon strength currently about 12 officers, many of them junior – most senior people most into the squads

- Service budget is a concern for officers – funding received from City Council directly influences every aspect of policing, e.g. uniforms, equipment, overtime, staffing, etc.; lack of funding has resulted in staffing shortage in division – have developed strategies to target break & enters and auto thefts, 2 main problems, but because of lack of staff can only work on them sporadically
- another concern is growing concentration of liquor establishments – have over 241 bars operating; entertainment facilities growing to match growing condo/apartment development and population increase – has resulted in increased demands for police presence – challenges ability to respond to calls for service
- internally, technology issues present challenge, e.g. current inability to 'marry' COPS and eCOPS information – causing much confusion, not sure information front-line officers are getting is complete and accurate
- eCOPS is quickly getting the reputation of being the worst thing done – people have no faith in it
- 53 Division facility also an issue – includes a number of other units not really related to division, e.g. Central Field Command, Central Paid Duty Office, Street Violence Task Force, Special Events Planning, etc., plus will be getting more officers with boundary changes – already over-crowded in many areas, particularly parking, and don't have enough computer terminals

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INTERNAL CONSULTATION: FRONT-LINE SUPERVISORS
January 21st, 2004

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11 Division – Staff Sergeant Jim Khan

- staff development and training are issues – have to be ongoing – train people, then lose them to transfers and end up short staffed again while someone new is being trained
- inexperience on platoons poses a challenge – almost every platoon has younger officers with less service time – need senior officers and supervisors to provide more guidance and help – often adds to stress and pressure, and end up with officers not wanting to be coach officers
- when senior officers are transferred or taken for task forces, etc. often get recruits to replace them – end up losing much experience and gaining that much more inexperience
- implementation of new technology (e.g. TRMS, eCOPS) is a concern – much challenge and frustration – time consuming to train, programs are frequently updated and seem to be run on a trial-and-error basis
- challenge to maintain community satisfaction – need to make sure communities understand what we can and can't do, as well as what services are available to them – need to ensure expectations are realistic; police also need to understand community needs
- need to continue community outreach – need new methods of communicating and educating
- partnership and dialogue will improve mutual trust and respect

13 Division – Staff Sergeant Neil Corrigan

- increasing demands on divisional staff; is a challenge to get appropriate number of officers for assignment to field each day
- training is significant drain on officer availability, e.g. on day shift during year, common to lose 4 officers for 5 days for APT; many demands on divisional investigators as well as PRU
- other areas that require significant officer time are court (criminal, federal, traffic, liquor, parking), annual leave, etc. – affects availability for deployment
- policing is labour intensive – demands on human resources translate to demands on budget; likewise, constraints on budget affects ability of Service to provide quality policing
- police/population ratio getting worse and does not include substantial transient population; with increasing costs of policing and increasing population, City will have to make difficult funding decisions
- facing increasing demands for service with decreasing staff – calls for service have increased, as has violence and firearms/weapons incidents; serious violent incidents also require greater investment of officers and officer time
- Service has created a number of task forces, specialised units, etc. to deal with issues – but these draw their strength from field and divisions lose officers; traffic, CRU, etc. also then draw from PRU to back fill their needs
- during evening shifts, division routinely clears 6-7 cars, sometimes only 5 – one incident exhausts available resources; as calls for service increase, our resources to respond to them do not
- have very young officers on platoon – not uncommon to find most senior person has just over 2 years service; many senior constables have moved to investigative positions in unit or moved to specialised units, task forces within the Service, or work in a station duty role
- discrepancy between ratio of junior to senior constables puts heavy burden on the senior constables still on platoon and on supervisors, for monitoring, training, supervising; also junior officers are in current state of learning – understandably takes them longer to do thing
- however, younger officers have no shortage of enthusiasm or commitment to police work

22 Division – Staff Sergeant Jon Schmidt

- platoons have fewer staff but demands have increased – also still have to deal with annual leave, court, training, sick time, etc. – in addition, officers constantly taken from the division for special initiatives (e.g. special events, Public Safety Unit callouts, various task forces, etc.) which impacts on ability to deal with local demands and expectations
- with amalgamation of 21 and 22 Divisions, 22 Division now second largest division – still required to maintain visible presence, but gets harder with fewer staff to fill cars
- also with amalgamation, CRU and traffic moved to the substation (old 21 Division) – physical distance means lack of interaction with PRU and investigative units – reduces communication and effectiveness
- difficult to find/keep fully trained staff for substation – constantly getting transferred, seconded
- population in area continues to grow, and much more residential development is planned – population increase will lead to increase in crimes (thefts, break and enters, domestics, medical complaints, etc.), calls for service, traffic problems, etc.
- community has high expectations of police – have good rapport, but have increasingly high demand standards; they want constant, regular, aggressive traffic enforcement and there is constant pressure with regard to dealing with prostitution in certain areas

31 Division – Sergeant Robert Johnson and Staff Sergeant Steve Land

- concern with providing effective policing to communities with increasing immigration – in particular, have growing Spanish community – need more people who can speak the languages needed, for communication with both victims and suspects; increased cultural sensitivity training also needed
- increasing number car thefts in community is big HR drain – affects amount of time officers are available to answer other, higher priority calls or do general enforcement/patrol; car thefts could be reduced by simple initiatives implemented by car manufacturers and the IBC
- with complex crime scenes, resources can be tied up for days guarding the scene; time also tied up guarding EDPs at medical facilities – officers aren't available to deal with other divisional demands
- internally, issues of seniority and experience are of great concern – 67% of members were hired in 2000 or later – lack of experience affects quality of reports and subsequent investigations, more time is spent at calls, more supervision is required
- also affects staff development program – used to be able to hold investigative, etc. positions as 'carrot', but now there's no one available to go but the younger officers; but, when send 2nd class officers to MCU, losing what little experience they do have from street policing; also means putting young, inexperienced officers in position of doing investigations
- have few senior people to mentor junior officers, so have young officers teaching younger officers – concern regarding complaints that could be generated from them just not knowing how to do something – 'forgiveness' not readily granted by community anymore; also issues of officer safety, and corporate risk and liability
- young officers can answer calls, but don't have policing 'instincts' yet that come with experience – mentoring is so important – need much more supervision if don't have experience on platoons
- informal leaders have also been lost from platoons with loss of seniority
- discipline is much harsher – supervisors have no latitude to supervise, just process-servers – no empowerment to deal with issues within the platoon – even honest mistakes getting punished
- also more stress on sergeants to respond to calls to help young officers – end up acting like senior constables, but young officers won't speak up about mistakes/ask questions because they are still sergeants – if they know you may have to discipline them, they won't talk or ask – again, senior constables in uniform are so important

33 Division – Sergeant Ron McNeil

- have a relatively 'quiet' division, but is a large division with relatively few officers – gives rise to officer safety concerns; also, if get one major incident, basically shuts down division, since have no backup
- Service paying the price now for mass hires in the '70s – much younger officers on platoons – just don't have the experience out there to train, help out with problems, etc. – making these young officers accountable with very little training
- young officers make mistakes – part of learning process – but now can't use for training basis, have to discipline
- increasing number of guns on street, especially in past two years – guns are being used, not just shown around – have young, inexperienced officers on street who have to deal with this – need senior people on road, in uniform, not in task forces; when officers are hurt, usually are uniform members, but still keep taking people from the field
- guns being located in vehicle stops – had four last year, all involved young officers
- need clear car in division at all times to be backup if needed – end up letting calls backlog and officers are running from call to call – increasing burnout
- need to spread senior constables around – crisis waiting to happen
- need more communication from neighbouring divisions regarding what's going on
- Guns Task Force takes the credit for guns seized by uniform officers – they aren't the ones in danger, uniforms should get credit for seizures
- had gone back to hand written occurrences – officers took more time with them this way; occurrences then entered on COPS by clerk and officers back on road; now officers have to come off road to enter eCOPS – supervisors usually only get to see them after the officer has gone off duty; Service has gotten lost in technology; hand writing was also better training for young officers

42 Division – Sergeant Doug Brown

- busiest division; largest geographically with over 800 km of roads and highways; much business and residential development – have new subdivsions with no street maps yet; high concentration of rent controlled or assisted housing; diverse population; large proportion of youth
- violent crime increasing
- guns and gun-related crime a major concern – had 6 gun-related homicides in 2003, 377 shooting incidents reported, 27 shooting situations; experienced large rise in 'drive-by' shootings; automatic weapons discharged indiscriminately by youth gang members
- 15 known gangs operating in division – number in constant flux – fighting for territory; often when gangs warring, officers must respond to multiple situations often occurring at same time
- gang fighting and shootings have intense, immediate effect on officer availability
- another issue concerns hydroponics operations (grow labs) and illegal chemistry factories (Ecstasy labs) – being found daily – division supplies officers to support Drug Squads; very time intensive – scene containment, getting search warrants, seizing and cataloguing equipment and substances; labs can be related to organised crime and directly affect guns/gun-related incidents in division
- internally, budget constraints an issue – have little control over homicides or grow labs, but both usually require much overtime – has direct impact on unit budget, even if officers assisting Homicide or Drug Squad; both uniform overtime and court budgets exceeded last year
- divisional investigators have heavy caseload – each detective has about 130-150 active cases before courts and roughly same number of active investigations ongoing – causing stress and burnout
- TRMS and eCOPS have added greatly to frustration and stress

54 Division – Sergeant Peter Christie

- staffing levels in January are usually fine, but when start to have annual leave, training (especially APT), sick leave – situation gets bad fast – not much allowance built in
- have no senior people on the road – still very junior – need to fill gap
- people are running into problems, not because they're necessarily doing something wrong, just for example don't know how to say something appropriately; people are making mistakes but not intentionally; articulation is everything – search warrants, courts, etc. – don't learn these skills in high school – young officers need to learn how to articulate things appropriately and to take notes properly – even then they still may be lost without guidance
- security of station is poor, especially at night when not many staff around
- don't have enough scout cars to cover patrol areas; not enough cars for supervisors or CRU
- have an ageing population in division – increasing number of fires, break & enters
- youth also an issue – have high school kids who aren't sophisticated gangs, but are gangs nonetheless – they are violent and armed; believe much youth crime goes unreported
- much gun, drug activity at certain housing complexes
- need to look at the way crime is or isn't reported
- GPS not easy to use – have to log out of one screen and into another, hard to find the vehicle on the system, especially in dense areas of the City – really of value to have in all cars? even have dead areas for the radio, so what's the use of GPS? – need to think of whether technology is really necessary before we do something; GPS is like 'big brother'

55 Division – Sergeant Norm Brinn

- officers are concerned about security at station – tires have been slashed, cars keyed, and scout cars have had antennas ripped off; have 2 outlaw motorcycle gangs in area (Vagabonds and Hells Angels) that have been collecting officers' licence plates, etc.; need a compromise – need officers to feel safe but not to the extent that the community feels overly intimidated
- staffing is also an issue – have many senior supervisors, but officers generally getting younger – about 2/3rds of platoon have 4 years or less service – those with longer service taken for CIB, task forces, etc.; Service should maybe re-think training or assignments (e.g. maybe share MCU between 2 divisions so have some officers with experience left for platoons)
- high population density in division, basically working class; but also have movie studios/buildings, commercial units being made into lofts/condos, old racetrack is gone and replaced by high-end housing, and higher end townhouses also going up in other areas – all means divisional demographics are changing – becoming increasingly middle class; also means increase in break & enters, with increased dollar figures per incident
- some government housing in area under proposal for re-zoning to high density housing – expect further population increase if goes through
- development has resulted in increased traffic congestion and collisions on main divisional roads that weren't built for the volume of traffic being experienced – impacts on both workload and officer ability to get to calls quickly

All Participants

- way too many investigative units, task forces in the Service – have taken too much away from front-line; support units don't support front-line – often the other way around
- 90-day review to put officers on front-line was a good idea, but they're all gone now; task forces are created by knee jerk reactions

- support is a key issue – officers feel they don't have support anymore, not from community, not from media, not from Senior Officers/Command
- need to reward front-line uniform officers – these officers should be getting extra money, not investigators
- have people listed on platoon strength who can't do front-line work (e.g. maternity leave, seconded, long-term sick, etc.) – misleads about officers really available to be deployed
- should review coach officer pay – only get paid for 10 weeks while College staff get paid all the time; possibility of new rank (corporal?) for coach officers – could be field promotion/more informal
- need to use incentives to spread seniority around Service – for one thing, don't take away money when people leave plainclothes to return to uniform – officer could just stay at that level until others catch up
- need to change mentality on Service that PRU is 'the dregs'
- need Service procedures divided into 'must do' and 'may do' steps/processes – latter would give some leeway – would be able to get same results without necessarily going through all the steps listed (and without getting into trouble for not following each and every step)
- also, supervisors have to have the ability to deal with errors made in good faith without resorting to discipline
- much better if could have young officers completing occurrences by hand – would take more time, learn more
- duty inspectors aren't liaison anymore – are more like 'big brother' checking up on you
- in last two years have been getting good recruits – older, with life experience (although this puts more demand on supervisors)
- training sergeants at divisions not being used as effectively as they could be – if did, wouldn't always have to send people off to the College, could train when convenient for divisions