2006 ENVIRONMENTAL SCAN UPDATE

AUGUST 2006

PREFATORY NOTE:

Due to the long-term nature of many trends outlined in the Environmental Scan, and to align with the Service's Business Planning process, a complete Scan is now produced every three years.

For the years in which a comprehensive scanning process is not undertaken, Corporate Planning provides a brief update, mainly statistical, of most chapters.

Given the extended timeframe of much of the information contained within the Scan, this update does not provide extensive analysis of the data or of the various trends noted. Nor does it discuss recommendations/implications for police service.

Detailed discussion, analyses of many of the trends noted in this update, and the recommendations/implications for police service can be found in the 2004 and 2005 Environmental Scans.

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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. Estimates indicate only a 1.0% increase in Toronto's population between 2005 and 2006, to a total of 2,724,784.

- In February 2006, the Service introduced its Newcomer Outreach Program. The Program is designed to inform new immigrants about the services offered by police, to help people feel more comfortable accessing those services, and to provide information on rights and responsibilities under Canadian law.

- In April 2006, the City of Toronto conducted its first ever Street Needs Assessment, which involved a survey of homeless people in Toronto, to gather a variety of information, including demographic characteristics, the type of location where the individual was staying, length of time homeless, services that were being used and those that were needed, interest in housing, health, and addiction. Results of the survey are expected in late 2006.

- On May 16th, 2006, the nationwide census was conducted. Census data provides important insight into demographic, social, and economic conditions and trends in Canada, and are also used in planning for the provision of public services, including police services. Results of the census are expected to start to be published in 2007.

A. TORONTO POPULATION

According to estimates, the population of the City of Toronto increased by only 1.0% between 2005 and 2006, reaching 2,724,784 in 2006.[1] As noted in previous *Environmental Scans*, Statistics Canada census data found that the population of Toronto increased 4.0% between 1996 and 2001, from 2,385,421 to 2,481,494.[2] However, census data also showed that between 1996 and 2001 the population of the outer regions of the Greater Toronto Area (GTA) (Durham, Halton, Peel, York) grew faster than in Toronto: the population outside Toronto grew between 10.4% and 23.1%. The total population of the GTA grew by 9.8%, from 4,628,883 in 1996 to 5,081,826 in 2001.

[1] Estimates are based on census data, projections from the City of Toronto's Urban Development Services, and the Statistics Canada undercount rate.
[2] Census data from the Statistics Canada website (www.statcan.ca).

B. POPULATION COMPOSITION

Immigration:

In February 2006, the Service formally launched the Newcomer Outreach Program, designed to inform new immigrants about the services offered by the Toronto Police, and to help people feel more comfortable accessing those services.[3] The Program also provides information about some of the rights and responsibilities people have in Canada and what to expect when dealing with the police.

The Program resulted from a series of needs assessments in June 2005 with representatives from 38 agencies and organisations serving new immigrants, held in partnership with the City of Toronto Diversity Management & Community Engagement Unit. The focus was on identifying the specific policing needs of newcomers and what, if any, barriers newcomers might experience when they try to access police services.

Program resources include a pamphlet and DVD entitled 'A Guide to Police Services in Toronto', an inventory of translated reference material (Service crime prevention and public safety pamphlets), and information on interpreter services, all of which can be accessed through the Toronto Police Service website (www.TorontoPolice.on.ca). The reference materials for the Service's Newcomer Outreach Program are also available in all branches of the Toronto Public Library.

Since many of the agencies and organisations that attended the needs assessment provide orientation classes for new immigrants, guided discussion plans were created to help them use the DVD effectively in these classes.

The 'Guide to Police Services in Toronto' pamphlet and companion DVD are available in English, Cantonese, Mandarin, and Spanish, and will shortly be available in Punjabi, Tamil, Portuguese, and Vietnamese, with other languages to follow. The Guide contains information on a variety of topics, including:

- contacting the police;
- 9-1-1 interpreter services;
- how to become a police officer;
- what to do when police come to your home;
- what to do if you don't speak or understand English;
- when you have to answer an officer's questions or identify yourself;
- your rights if you are arrested;
- when a police officer can search you;
- what to do if an officer approaches you on the street; and,
- what to do and expect when an officer stops you while driving.

With the assistance of the YMCA, the Program was presented to the Language Instruction for Newcomers (LINC) co-ordinators for the City, who provide English language training for adult newcomers to Canada. As a result, lesson plans for English as a Second Language (ESL) and LINC classes were created for use with the DVD. These lesson plans can

[3] Information on the Newcomer Outreach Program was provided by the TPS Community Mobilization Unit.

be incorporated into the official curriculum of English language programs and will mean that information about police services will be provided to most English language students in Toronto.

The Homeless:

In April 2006, the City of Toronto conducted its first ever Street Needs Assessment. The assessment involved a large group of team leaders and volunteers conducting a survey of homeless people in Toronto. The aim of the survey was to gather a variety of information, including demographic characteristics, the type of location where the individual was staying, length of time homeless, services that were being used and those that were needed, interest in housing, health, and addiction. The survey is also expected to produce baseline information on the minimum number of homeless people who are outside or in shelters on any given night.

Both a 'detailed' and a 'sampled' survey were administered. The detailed survey included an area described as the central core of the City, with the approximate boundaries of Humber River to the west, Pape/Carlaw Avenues to the east, Dupont Street to the north, and Lake Ontario to the south. Areas outside of the core were treated more specifically, targeting a number of locations where homeless individuals were known to be living outdoors.

In order to protect the privacy issues related to the homeless, all completed surveys are to be kept confidential at the City. As agreed by City Council, the only information reported will be at the aggregate (City-wide) level, Community Council level, or by type of location (e.g. non-specific parks, ravines, streets, etc.). Initial results of the survey are expected to be reported in late 2006.

C. TORONTO COMMUNITY HEALTH PROFILES

A partnership between the City of Toronto Public Health, St. Michael's Hospital, Wellesley Central Health Corporation, the South East Toronto Project, and the Toronto District Health Council has resulted in the creation of a profile of each City neighbourhood. The *Toronto Community Health Profiles* can be accessed through the City of Toronto website (www.torontohealthprofiles.ca/index.php).

The data come from a wide variety of sources, the census for example, and includes information on population characteristics, land use, traffic and transportation, health, employment, and so on. The detailed information provided for each of Toronto's 140 neighbourhoods may be useful in a variety of planning activities.

D. 2006 CANADIAN CENSUS & DIVISIONAL PROFILES

Every 5 years, a census is conducted by Statistics Canada to provide a statistical picture of the country and its people.[4] Census data provide important insight into demographic, social, and economic conditions and trends in Canada, and are also used in planning for the provision of public services, including police services. The most recent national census was conducted on May 16th, 2006; it included every person living in Canada on the day of the census and Canadians who were abroad, either on a military base, attached to a diplomatic mission, or at sea

[4]Statistics Canada website, 2006 (www.22.statcan.ca/ccr01/ccr01_r002_e.htm).

or in port aboard a Canadian-registered merchant vessel. Results from the 2006 Census are expected to start to be published in 2007.

The complete *Scan* produced in 2005 provided information from the 2001 census in a variety of areas (e.g. age, immigration, visible minorities, language, households, etc.) for each of Toronto's seventeen policing divisions. That information is reproduced 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.

Once the 2006 census data is available, these divisional profiles will be updated and included in a future *Environmental Scan*.

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	$49,423	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	$43,086	Apts. <5	1971-80	Portugal	China	Portuguese	Chinese	R. Catholic
51 Division	25-34 yrs	1 person	$35,821	Apts. 5+	1996-01	Philippines	China	Chinese	Black	No Religion
52 Division	25-34 yrs	1 person	$49,253	Apts. 5+	1996-01	China	China	Chinese	Chinese	No Religion
53 Division	25-34 yrs	1 person	$62,805	Apts. 5+	1996-01	U.K.	Pakistan	Chinese	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	$52,467	Semi-det.	1981-90	China	China	Chinese	Chinese	No Religion
AREA FIELD										
22 Division	35-44 yrs	2 persons	$57,503	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	35-44yrs	2 persons	$45,953	Single, det.	1996-01	Philippines	China	Chinese	S. Asian	R. Catholic
42 Division	5-19 yrs	4-5 pers.	$55,844	Single, det.	1991-95	China	China	Chinese	Chinese	No Religion
43 Division	5-19 yrs	4-5 pers.	$52,187	Single, det.	1996-01	Sri Lanka	India	Tamil	S. Asian	R. Catholic

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

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	5.2%	11.5%	8.0%	24.4%	21.0%	13.6%	8.0%	5.1%	2.5%	0.8%	100%
52 Division	3.5%	7.1%	10.3%	31.5%	16.9%	10.9%	7.9%	6.3%	3.8%	1.5%	100%
53 Division	4.9%	13.9%	5.6%	19.6%	17.1%	14.5%	9.8%	6.9%	5.3%	2.3%	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	5.1%	16.9%	5.5%	12.9%	17.4%	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	6.7%	18.2%	5.8%	15.1%	18.3%	13.4%	8.4%	7.9%	4.8%	1.2%	100%
42 Division	5.5%	20.0%	7.4%	14.3%	16.4%	14.8%	9.6%	7.3%	3.8%	1.0%	100%
43 Division	6.6%	21.0%	6.6%	13.8%	16.1%	13.7%	9.5%	7.6%	4.0%	1.2%	100%

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

Immigrants and Period of Immigration by Division – 2001 Census♦

	# Landed Immig.	% of Div. population	Proportion of Immigrants by Period of Immigration						
			Before 1961	1961-1970	1971-1980	1981-1990	1991-1995	1996-2001	Total
CENTRAL FIELD									
11 Division	38,125	40.7%	18.2%	13.7%	15.6%	19.2%	14.3%	18.9%	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	71,010	50.5%	8.5%	14.2%	22.5%	21.0%	14.3%	19.7%	100%
51 Division	37,397	47.5%	5.3%	7.1%	12.8%	20.6%	23.8%	30.1%	100%
52 Division	13,514	46.5%	7.3%	9.4%	18.7%	20.0%	17.0%	28.2%	100%
53 Division	50,982	32.0%	17.1%	14.3%	15.5%	15.2%	14.4%	23.5%	100%
54 Division	64,437	49.3%	8.9%	12.6%	14.7%	16.1%	17.7%	30.1%	100%
55 Division	37,625	34.2%	10.5%	13.3%	20.6%	20.9%	15.9%	18.8%	100%
AREA FIELD									
22 Division	70,361	38.9%	20.2%	13.3%	14.9%	17.4%	15.4%	18.6%	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	76,941	48.3%	9.6%	10.2%	13.2%	19.1%	22.3%	25.5%	100%
42 Division	153,208	64.8%	3.9%	7.7%	16.9%	25.2%	25.9%	20.4%	100%
43 Division	91,702	48.8%	9.0%	10.6%	15.0%	20.2%	22.1%	23.2%	100%

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

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

		% of Div. pop.		% of Div. pop.		% of Div. pop.		% of Div. pop.		% of Div. pop.	Divisional Population
CENTRAL FIELD											
11 Division	Poland	5.3%	UK	2.9%	Portugal	2.2%	Ukraine	2.4%	US	1.4%	93,693
12 Division	Portugal	7.7%	Italy	5.5%	Jamaica	5.3%	Viet Nam	4.9%	Guyana	2.3%	90,945
13 Division	Italy	8.2%	Portugal	8.0%	Philippines	3.5%	Jamaica	2.6%	Viet Nam	1.7%	131,082
14 Division	Portugal	13.4%	China	7.4%	Viet Nam	3.1%	Italy	2.8%	UK	1.8%	140,642
51 Division	Philippines	5.6%	China	4.3%	Sri Lanka	3.6%	UK	2.9%	Viet Nam	2.0%	78,690
52 Division	China	11.4%	Hong Kong	3.7%	UK	3.5%	US	2.0%	Philippines	1.7%	29,049
53 Division	UK	4.9%	US	2.2%	Philippines	2.0%	India	1.8%	Pakistan	1.4%	159,083
54 Division	Greece	4.4%	China	4.3%	Philippines	3.5%	Sri Lanka	3.1%	UK	2.9%	130,798
55 Division	China	8.1%	UK	3.8%	Viet Nam	3.4%	US	1.6%	Philippines	1.3%	110,148
AREA FIELD											
22 Division	Poland	5.1%	UK	3.3%	Italy	2.5%	Ukraine	2.3%	Philippines	1.7%	180,782
23 Division	India	8.9%	Italy	5.3%	Jamaica	4.3%	Guyana	3.5%	UK	2.1%	151,900
31 Division	Italy	12.5%	Jamaica	5.0%	Viet Nam	4.3%	India	3.8%	Guyana	3.3%	180,253
32 Division	Hong Kong	3.9%	Russian Federation	3.8%	Philippines	3.6%	China	2.9%	Italy	2.9%	199,274
33 Division	China	6.9%	Hong Kong	5.3%	Iran	4.6%	UK	2.7%	Philippines	2.4%	179,098
41 Division	Philippines	5.1%	Sri Lanka	4.7%	China	4.1%	UK	2.9%	Guyana	2.8%	159,440
42 Division	China	13.0%	Hong Kong	10.5%	Sri Lanka	5.6%	Philippines	4.2%	India	4.2%	236,598
43 Division	Sri Lanka	6.1%	India	4.3%	Jamaica	3.8%	Guyana	3.8%	Philippines	3.5%	188,089

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

Places of Birth – Recent (1996-2001) Immigrants - 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	Ukraine	2.0%	China	1.8%	Russian Federation	1.6%	India	1.3%	Philippines	0.6%	38,125
12 Division	Jamaica	1.4%	Viet Nam	1.0%	India	0.9%	China	0.9%	Pakistan	0.9%	50,215
13 Division	Philippines	2.3%	China	1.2%	Jamaica	0.8%	Russian Federation	0.7%	Ukraine	0.7%	64,518
14 Division	China	7.8%	India	1.1%	Pakistan	1.0%	Philippines	0.8%	Viet Nam	0.6%	71,010
51 Division	China	5.6%	Philippines	3.7%	Sri Lanka	2.3%	Bangladesh	2.0%	Pakistan	1.7%	37,397
52 Division	China	11.2%	India	1.7%	Iran	1.3%	Pakistan	1.1%	Taiwan	1.0%	13,514
53 Division	Pakistan	3.5%	India	2.2%	Iran	1.9%	China	1.9%	Philippines	1.5%	50,982
54 Division	China	3.8%	Pakistan	3.5%	India	2.6%	Bangladesh	2.2%	Sri Lanka	2.1%	64,437
55 Division	China	8.0%	Pakistan	1.9%	Philippines	0.8%	India	0.8%	UK & Viet Nam	both 0.7%	37,625
AREA FIELD											
22 Division	Ukraine	2.6%	China	1.2%	South Korea	1.2%	Yugoslavia	1.1%	India	1.0%	70,361
23 Division	India	6.4%	Pakistan	1.8%	Jamaica	1.3%	Guyana	1.3%	Somalia	1.1%	82,700
31 Division	India	3.0%	China	1.8%	Jamaica	1.4%	Pakistan	1.4%	Guyana	1.3%	105,012
32 Division	Russian Federation	4.4%	China	2.7%	Ukraine	2.3%	Philippines	2.3%	South Korea	2.2%	99,825
33 Division	China	6.9%	Iran	4.4%	South Korea	2.0%	Romania	1.9%	India	1.8%	101,459
41 Division	China	3.8%	Sri Lanka	3.3%	Philippines	2.9%	India	2.5%	Pakistan	2.1%	76,941
42 Division	China	7.1%	India	2.3%	Hong Kong	2.2%	Sri Lanka	2.1%	Pakistan	1.2%	153,208
43 Division	India	4.3%	Sri Lanka	3.9%	Pakistan	1.9%	China	1.8%	Philippines	1.5%	91,702

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

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%	4.3%	4.5%	1.6%	1.9%	1.5%	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	13.0%	5.5%	5.2%	2.2%	2.3%	2.4%	0.3%	0.5%	0.9%	0.5%	1.3%	0.6%
51 Division	8.7%	10.9%	11.7%	6.9%	2.3%	2.5%	1.0%	1.0%	2.4%	0.5%	1.0%	1.0%
52 Division	23.1%	6.0%	4.3%	1.7%	1.0%	1.5%	1.6%	1.4%	2.5%	1.5%	0.4%	0.5%
53 Division	3.4%	6.1%	2.0%	2.7%	0.9%	0.2%	0.4%	1.1%	0.8%	0.6%	0.4%	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%	3.7%	5.3%	1.7%	0.8%	1.2%	0.2%	0.6%	0.3%	0.6%	0.5%	1.0%
AREA FIELD												
22 Division	3.2%	4.0%	3.7%	2.3%	1.3%	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	8.5%	15.3%	7.9%	6.5%	1.2%	0.7%	1.5%	1.8%	0.7%	0.5%	2.0%	0.5%
42 Division	34.3%	18.2%	10.3%	5.2%	0.7%	0.7%	1.2%	1.2%	0.5%	0.4%	2.5%	0.2%
43 Division	5.6%	20.2%	11.8%	4.7%	1.0%	0.5%	0.5%	1.5%	0.6%	0.6%	2.6%	0.6%

* 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

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

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	4.0%	Tamil	2.1%	Tagalog(Pilipino)	1.3%	Korean	1.2%	Bengali	1.0%
52 Division	Chinese	11.5%	Korean	0.9%	Japanese	0.7%	Vietnamese	0.6%	Persian (Farsi)	0.4%
53 Division	Chinese	0.8%	Urdu	0.6%	Persian (Farsi)	0.5%	Gujarati	0.5%	Serbian	0.3%
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	2.2%	Ukrainian	1.1%	Chinese	0.9%	Korean	0.8%	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%	Persian (Farsi)	0.9%
33 Division	Chinese	8.4%	Persian (Farsi)	2.3%	Korean	1.4%	Arabic	0.8%	Romanian	0.8%
41 Division	Chinese	4.5%	Tamil	3.0%	Tagalog(Pilipino)	1.0%	Greek	0.9%	Urdu	0.8%
42 Division	Chinese	19.3%	Tamil	2.9%	Urdu	0.7%	Tagalog(Pilipino)	0.6%	Punjabi	0.6%
43 Division	Tamil	3.2%	Chinese	2.4%	Gujarati	0.9%	Urdu	0.8%	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

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

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	3.1%
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	25.6%	Buddhist	5.1%	Anglican	3.6%	Muslim	3.5%
51 Division	None	26.6%	Roman Catholic	26.6%	Muslim	9.2%	Christian n.i.e.*	5.7%	Anglican	5.4%
52 Division	None	34.1%	Roman Catholic	21.4%	Anglican	6.2%	Muslim	5.7%	Jewish	4.8%
53 Division	Roman Catholic	21.6%	None	19.5%	Anglican	12.9%	Jewish	11.4%	United	10.5%
54 Division	Roman Catholic	23.3%	None	18.6%	Muslim	12.0%	Greek Orthodox	7.4%	Anglican	6.2%
55 Division	None	35.1%	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	8.5%	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	27.9%	None	16.4%	Muslim	9.3%	Hindu	7.8%	United	7.3%
42 Division	None	26.2%	Roman Catholic	23.2%	Hindu	10.1%	Muslim	6.4%	Christian n.i.e.	5.6%
43 Division	Roman Catholic	27.7%	None	13.7%	Hindu	11.1%	Muslim	8.6%	Anglican	8.3%

* n.i.e. = not included elsewhere

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

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	25.8%	50.6%	29.3%	10.5%	8.2%	1.4%	59.9%	39.1%	1.1%
52 Division	14.1%	48.8%	33.9%	9.8%	6.4%	1.0%	58.9%	40.4%	0.5%
53 Division	12.6%	44.4%	30.3%	10.5%	13.0%	1.6%	50.6%	48.9%	0.5%
54 Division	20.1%	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%	39.9%	57.2%	3.0%
AREA FIELD									
22 Division	17.4%	27.9%	32.5%	16.5%	20.5%	2.4%	31.9%	66.2%	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	22.1%	23.5%	29.0%	18.9%	23.6%	4.8%	27.6%	68.2%	4.3%
42 Division	19.0%	13.8%	22.7%	19.8%	33.9%	10.1%	16.3%	74.8%	9.0%
43 Division	21.1%	18.9%	27.0%	19.2%	29.0%	6.2%	21.7%	73.6%	5.1%

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

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

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	26.3%	14.0%	3.3%	7.0%	21.7%	27.0%	0.7%	44.9%	55.2%
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%	20.5%	8.9%	3.7%	27.4%	27.1%	1.4%	39.4%	59.8%
51 Division	2.1%	2.4%	5.4%	0.9%	10.7%	78.2%	0.3%	18.2%	76.8%
52 Division	0.9%	2.1%	2.6%	0.2%	9.3%	84.6%	0.3%	28.4%	71.1%
53 Division	24.9%	6.7%	2.2%	2.2%	15.3%	48.7%	0.4%	39.8%	59.1%
54 Division	28.6%	12.0%	3.3%	2.8%	12.0%	40.6%	0.6%	49.1%	50.9%
55 Division	21.4%	31.5%	7.8%	3.5%	24.4%	10.7%	1.0%	54.1%	45.4%
AREA FIELD									
22 Division	48.5%	2.4%	3.2%	1.9%	15.1%	28.7%	0.1%	61.9%	38.1%
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	43.2%	5.8%	3.2%	4.7%	7.9%	35.3%	0.2%	54.5%	44.7%
42 Division	41.1%	8.0%	14.2%	1.7%	2.8%	32.2%	0.2%	69.7%	30.3%
43 Division	48.5%	2.6%	5.7%	3.2%	2.6%	37.3%	0.0%	60.3%	39.0%

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

2000 Household Income by Division – 2001 Census♦

	Proportion of Divisional Households										
	<$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+
CENTRAL FIELD											
11 Division	6.7%	11.8%	11.0%	11.8%	9.3%	7.9%	7.4%	6.0%	4.9%	4.3%	18.9%
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%	14.3%	12.6%	11.6%	9.5%	8.3%	7.2%	5.7%	4.7%	3.8%	13.8%
51 Division	13.5%	16.6%	12.7%	12.4%	9.7%	7.2%	6.3%	4.4%	3.1%	2.7%	11.5%
52 Division	8.7%	11.3%	10.6%	10.0%	9.7%	8.2%	7.2%	6.1%	4.6%	4.2%	19.2%
53 Division	4.7%	8.4%	8.3%	9.5%	9.6%	7.6%	6.7%	5.7%	4.7%	3.9%	30.9%
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%	10.1%	9.9%	8.3%	8.0%	6.7%	5.7%	4.6%	22.9%
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	7.5%	11.4%	12.7%	12.0%	10.8%	9.3%	8.1%	6.6%	5.5%	4.0%	12.1%
42 Division	5.0%	8.8%	10.2%	10.4%	9.9%	9.8%	9.0%	7.7%	6.2%	4.8%	18.2%
43 Division	7.1%	11.5%	9.8%	10.2%	9.6%	8.5%	7.6%	6.7%	6.0%	5.1%	17.9%

Data Source: Statistics Canada

♦ Some divisional information may differ from that shown in previous *Scans* due to changes to divisional boundaries during 2004.

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.

HIGHLIGHTS

- In 2005, a total of 197,810 non-traffic *Criminal Code* offences occurred in Toronto, representing a slight 0.5% decrease from 2004 and a 1.1% decrease from five years ago.
- Between 2004 and 2005, increases were noted for violent crime (4.7%) and other *Criminal Code* offences (2.5%), while a 3.3% decrease was noted for property crime.
- After a slight decrease in 2004, robberies increased 5.7% in 2005, and increased 14.3% over the past five years, but decreased 5.1% over the past ten years.
- The number of non-sexual assaults increased 3.7% in 2005, was an 11.8% decrease over the past five years, and was a 5.3% increase over the past ten years.
- Sexual assaults increased 5.0% in 2005 compared with 2004, but decreased 4.2% and 4.8% over the past five and ten years, respectively.
- Crimes showing relatively large increases over the past five years included fraud (76.6%), weapons offences (60.9%), homicide (29.5%), and robbery (14.3%). Crimes that showed relatively large decreases included theft of auto (27.6%), theft from auto (22.6%), non-sexual assault (11.8%), and mischief (19.5%).
- While overall crime showed a large decrease over the past ten years (19.0%), the decrease was driven mainly by a considerable decrease in property crime (34.3%). Both violent crime and other *Criminal Code* non-traffic offences increased over the past ten years.
- In terms of number of crimes that occurred per 1,000 population, a clear trend of decrease was seen between 1996 and 1999, after which the overall crime rate remained relatively stable at about 76 to 77 occurrences per 1,000 population, before dropping to around 74 in the past two years.
- In 2005, of the average 73.3 non-traffic *Criminal Code* offences that occurred for every 1,000 population, 12.8 were violent crimes, 41.9 were property crimes, and 18.6 were other *Criminal Code* offences. The overall crime rate was a 1.5% decrease from 2004 and a large 26.0% decrease from ten years ago.

- In 2005, 26.4% of non-sexual assaults, 38.3% of robberies, and 5.6% of sexual assaults involved the use of weapons. Compared to five years ago, the proportions remained similar for non-sexual assault and robbery, while that for sexual assault increased. These proportions represented decreases when compared to ten years ago.

- The proportion of cases involving the use of firearms increased for both assaults and robberies, and was echoed by significant increases in gun-related calls from the public.

- There is indication that the number of marijuana grow-operations increased considerably, most of which are 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 2005 was a 2.5% increase from 2004 and a 3.1% increase from 2001. Over the past five years, the number of persons arrested/charged per 1,000 population decreased for violent crime, *Criminal Code* traffic, and drug offences, but increased for property and other *Criminal Code* offences. Males in the younger age groups continued to have the highest arrest rates.

- In 2005, 42, 41, 52, and 14 Divisions were the busiest stations in terms of number of crimes occurred and dispatched calls serviced.

- Relative to eighteen other Canadian cities of 'comparable' population size, in 2004, the crime rate in Toronto ranked low (sixteenth) in overall crimes, and ranked fifth and fifteenth in violent crimes and property crimes, respectively. Between 2000 and 2004, Toronto was among the ten cities that had a decrease in the overall crime rate, and was among the fourteen cities that had a decrease in the property crime rate. It was also among the fifteen cities that had a drop in the violent crime rate. Among the seventeen cities with an increase in the per capita cost, Toronto had the seventh smallest increase of 19.7%, compared to the largest increase of 39.1%.

A. National Crime Trends[5]

Canada's crime rate, based on crimes reported to or detected by the police, fell 1% in 2004, but there were increases in homicides and drug incidents. Violent crimes accounted for about 12% of all the non-traffic *Criminal Code* incidents and the violent crime rate dropped by 2%. While the homicide rate increased 12% in 2004, the robbery rate dropped 4%, with a 3% drop in robberies involving firearms.

Most property crimes declined, except possession of stolen goods and fraud, and the overall property crime rate dropped 3%. About half of the property crimes were thefts of $5,000 and under. The number of break-ins dropped 4%, continuing a general trend of decline. The

[5] Based on: Sauvè, J. *Crime Statistics in Canada 2004*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada) 25(5), July 2005. Annual national crimes statistics are usually available a year after the year under review.

motor vehicle theft rate also dropped 4%. The rate of cannabis incidents resumed its upward trend with a 10% increase, after a large drop in such incidents in 2003 as a result of uncertainty within the law enforcement community with the introduction of legislation to decriminalize possession of small amounts of cannabis. Ontario's crime rate was the lowest in the country for the second year.

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 2004 General Social Survey by Statistics Canada found that only about 34% of criminal victimisations were reported to police.[6] 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:[7]

- 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.

As discussed in previous *Scans*, other exogenous and endogenous factors also have an impact on official crime statistics. These factors include, for example, demographics, economic conditions, 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 changing service priorities and dwindling resources resulting from persistent budget constraints.

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

[6] Gannon, M. and Mihorean, K. *Criminal Victimization in Canada 2004*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada) 25(7), November 2005.
[7] Wallace, M. *Crime Statistics in Canada 2002*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 23(5), July 2003.

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. 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, where 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 on law enforcement, investigation of crimes, justice administration, and freedom of information. Many of these result in changes and new responsibilities to be taken up by the police, and imply more work for the police or require more time to process an investigation because of the new or added requirements to comply with under the law.[8] 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.

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 have increasingly been incorporated as one of the primary goals in policing. Police administrators know that policing cannot effectively address the issue of crime by simply reacting to crime without also dealing with those causes of crime that policing can have 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 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. These proactive crime prevention programs are resource demanding.

The number of crimes that have 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. In essence, police resource requirements should be determined on the basis of contemporary policing goals and 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. Alternatively, there is the need for police to constantly evaluate their effectiveness and efficiency in service delivery so as to ensure that policing is rendered in a cost-effective manner.

[8] For more details on the impact of legislative changes on police resources, please refer to the analyses published in previous *Scan* reports.

D. NUMBER OF CRIMES IN TORONTO [9]

In 2005, a total of 197,810 non-traffic *Criminal Code* offences occurred in Toronto, which was a 0.5% decrease from the 198,898 offences in 2004, a 1.1% decrease from the 200,105 offences in 2001, and a 19.0% decrease from the 244,213 offences in 1996.[10] 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 1996 and 1999, after which it has remained relatively stable.

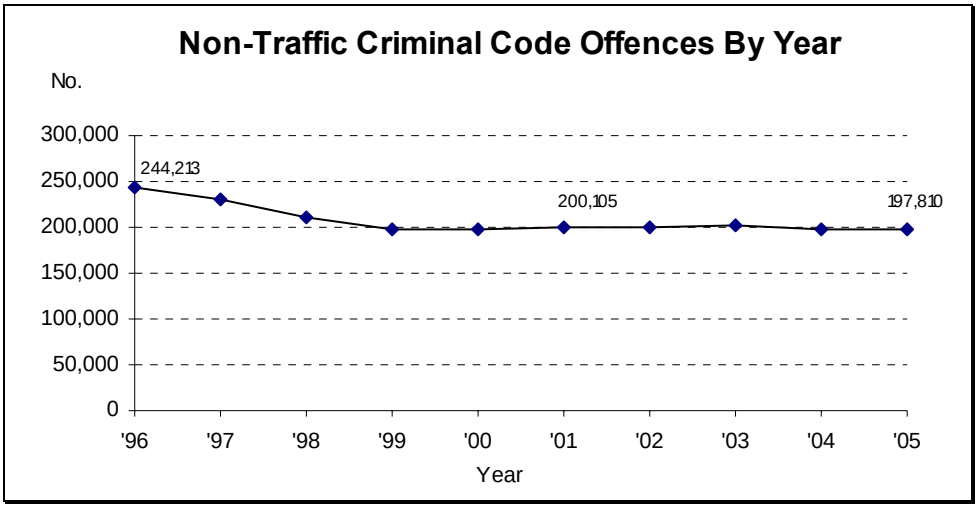

Figure 2.1 Source: TPS Database

Toronto was hit by a wave of gun violence in 2005. Of the 79 homicides recorded that year, the highest number recorded in the past ten years, 52 or 65.8% involved guns, compared to 31 or 46.3% in 2003. The number of calls related to guns increased 18.5%. Increases were also noted for proportion of robberies and assaults (non-sexual) involving the use of firearms, in addition to overall increases in specific violent crimes, including robbery, sexual assaults and non-sexual assaults. The Service responded with initiatives of re-deploying officers to boost police presence/visibility in the community, implementation of the Toronto Anti-Violence Intervention Strategy (TAVIS) to target crime hotspots, and participation in an inter-jurisdictional Greater Toronto Area anti-gang and enforcement team, in addition to enhancing its

[9] 2005 was the second year that the production of corporate statistics on crime and arrest was based on the Enterprise Case and Occurrence Processing System (eCOPS). The current information system represents a live database, 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, the regular updates to the live database require that statistics that were produced and published in the past be revised from time to time. **Due to these changes in Service data systems and extraction procedures, coupled with the regular updates to the live database, all crime and arrest/charge data for previous years have been revised/recalculated to reflect the latest available data and for the sake of fair comparison. The crime statistics for the past years, particularly the more recent past years, therefore, may differ from the same statistics published in previous *Scans*.**

[10] 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.

commitment to neighbourhood policing and the solving of local problems before they evolve into crime. The Province also responded by providing funds for TAVIS and for recruiting an additional 250 officers.

Table 2.1 shows changes in the number of reported crimes by major offence categories and by specific offences. With a slight 0.5% decrease for crime in general between 2004 and 2005, a 3.3% decrease was noted for property crime, while there was a 4.7% and a 2.5% increase for violent crime and other non-traffic *Criminal Code* offences, respectively.

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	1996	2001	2003	2004	2005	04-05	01-05	96-05
Total Non-Traffic CC	244213	200105	201635	198898	197810	-0.5	-1.1	-19.0
Violent	33493	37057	34592	32948	34496	4.7	-6.9	3.0
Property*	172181	117034	119604	116936	113053	-3.3	-3.4	-34.3
Other CC	38539	46014	47439	49014	50261	2.5	9.2	30.4
SPECIFIC CRIMES								
Homicide	58	61	67	64	79	23.4	29.5	36.2
Sexual Assault**	2190	2176	2071	1986	2085	5.0	-4.2	-4.8
Non-sexual Assault	24070	28719	25829	24423	25337	3.7	-11.8	5.3
Total Robbery	5946	4938	5462	5339	5645	5.7	14.3	-5.1
Robbery - Fin. Inst.	n.a.	152	141	145	127	-12.4	-16.4	n.c.
B&E	24639	16117	16446	17174	15134	-11.9	-6.1	-38.6
Auto Theft	19864	14052	14219	10836	10169	-6.2	-27.6	-48.8
Theft from Auto	36056	20772	18100	17664	16085	-8.9	-22.6	-55.4
Other Theft	48135	34365	35802	35026	35182	0.4	2.4	-26.9
Fraud	9873	8311	12066	13736	14677	6.9	76.6	48.7
Offensive Weapons	3588	4104	5443	5644	6602	17.0	60.9	84.0
Mischief	27348	18407	15065	15218	14818	-2.6	-19.5	-45.8
Drugs	5985	9841	7173	9717	9446	-2.8	-4.0	57.8

** Mischief offences are included under Property Crime. For the purposes of other reports, mischief offences may be included under Other Criminal Code.*
*** Excludes sexual offences.*
Source: TPS Offence Database

Over the past five years, the total number of crimes decreased slightly, by 1.1%, with a 6.9% decrease in violent crime, and a 3.4% decrease for property crime, but a 9.2% increase for other *Criminal Code* offences. Specific types of crimes showing relatively large increases over the past five years included fraud (76.6%), weapons offences (60.9%), homicide (29.5%), and robbery (14.3%). Crimes that showed relatively large decreases included theft of auto (27.6%), theft from auto (22.6%), mischief (19.5%), and non-sexual assault (11.8%).

While crime in general decreased over the past ten years (19.0%), the decrease was driven mainly a decrease in property crime (34.3%). There were actually increases for both violent crime (3.0%) and other *Criminal Code* offences (30.4%) between 1996 and 2005.

E. RATES FOR COMPARISONS

In terms of the total number of crimes per 1,000 population, a clear trend of decrease was seen between 1996 and 1999, after which the rate remained relatively stable at about 76 to 77 occurrences per 1,000 population between 1999 and 2003, before dropping to 74.5 in 2004 and 73.3 in 2005.

Figure 2.2 shows the crime rate by major offence group for the past ten years. Of the average 73.3 non-traffic *Criminal Code* offences that occurred per 1,000 population in 2005, 12.8 were violent crimes, 41.9 were property crimes, and 18.6 were other non-traffic *Criminal Code* offences.

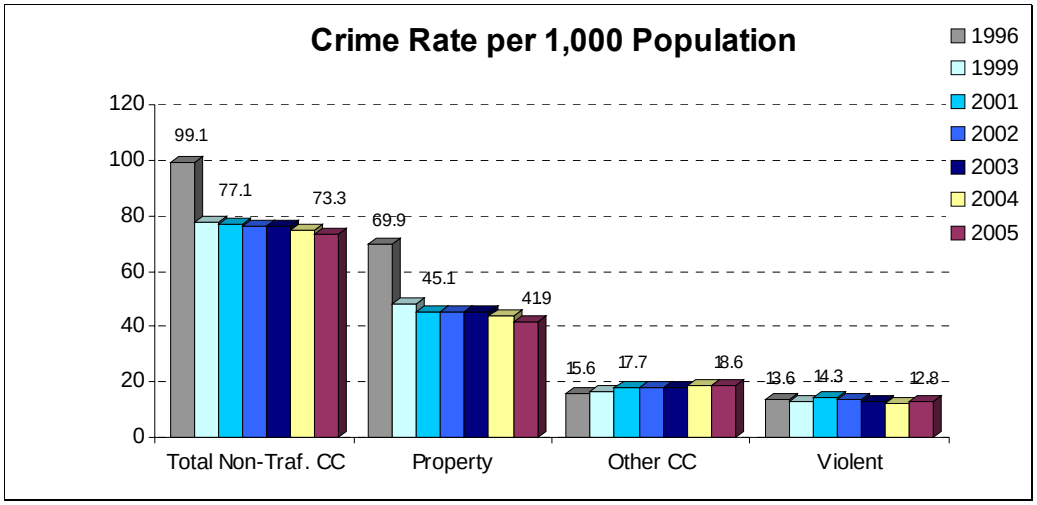

Figure 2.2 Source: TPS Database

Compared to 2004, the 2005 total crime rate (non-traffic) decreased 1.5%, with a 4.3% decrease for the property crime rate, but a 3.7% and 1.7% increase for the rates of violent crime and other *Criminal Code* offences, respectively.

Over the past five years, the total crime rate decreased 4.9%, including a 10.5% drop in the rate of violent crime, a 7.1% drop in the rate of property crime, but a 5.1% increase in the rate of other *Criminal Code* offences.

Over the past ten years, the total crime rate dropped considerably, by 26.0%, including a 5.9% drop for the violent crime rate, a 40.0% drop for the property crime rate, but a 19.1% increase for the rate for other *Criminal Code* offences.

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.[11] The clearance rate here is computed as the

[11] 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.

proportion of crimes cleared among the crimes that occurred for the period under review.[12] 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 when compared with those of more distant past years. The clearance rates for the more current years are expected to increase in future years. Figure 2.3 shows the clearance rates by major offence categories over the past ten years.

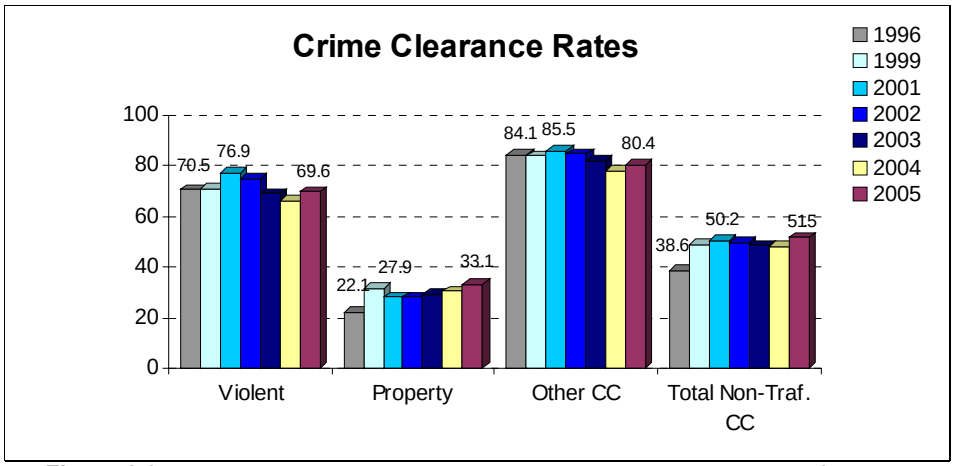

Figure 2.3 Source: TPS Database

In 2005, 51.5% of the crimes that occurred were cleared within the same year. These rates are an improvement when compared with the 38.6% clearance rate in 1996 and 44.9% in 1998. Over the past ten years, the category of Other *Criminal Code* offences had the highest clearance rate of over 80% in each year, although this rate dropped to 77.7% in 2004. Violent crimes consistently had the second highest clearance rate of about 70%; this rate decreased slightly (1.3%) over the past ten years. Although property crime had the lowest clearance rate each year, this rate rose slowly over the past five years, from 27.9% in 2001 to 29.0% in 2003 and to 33.1% in 2005, which was the highest rate over the past ten years.

F. CHANGES IN PROPORTION OF MAJOR OFFENCE GROUPS

In terms of the composition of crime, property crimes continued to constitute the majority (57.2%) of the total number of non-traffic *Criminal Code* offences in 2005. Violent crimes and other *Criminal Code* offences constituted 17.4% and 25.4%, 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.

[12] 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, irrespective of when they occurred, divided by the number of cases occurred for the specific period of time under review.

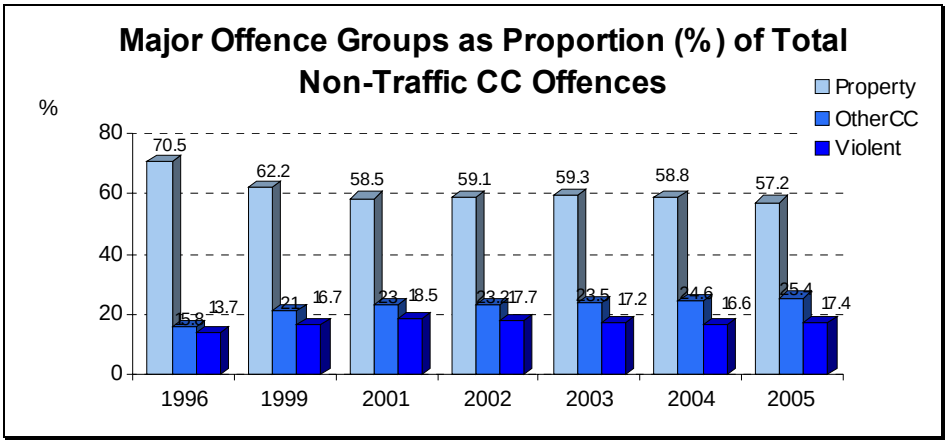

Figure 2.4 Source: TPS Database

Between 2001 and 2005, the proportion of both violent crimes and property crimes slightly decreased, while that for other *Criminal Code* offences increased. Over the past ten years, the proportion of violent crimes and the proportion of other *Criminal Code* offences increased, while that of property crimes decreased. As a proportion of total crimes, property crime dropped from 70.5% in 1996 to 57.2% in 2005, while the proportion of violent crime increased from 13.7% to 17.6%.

G. CRIMES OF VIOLENCE

After reaching the peak of 37,057 occurrences in 2001, the number of violent crimes decreased for each of the years between 2002 and 2004 and then increased to 34,496 in 2005, representing a 4.7% increase over 2004 and a 3.0% increase over the past ten years. Of the violent crimes, most were non-sexual assaults (73.4%), followed by robberies (16.4%), and sexual assaults (6.0%).

The total number of non-sexual assaults in 2005 was a 3.7% increase over 2004, was an 11.8% drop over the past five years, but was a 5.3% increase over the past ten years. Most of the non-sexual assaults were minor assaults (65%). Sexual assault increased 5.0% in 2005, but dropped 4.2% and 4.8% over the past five and ten years, respectively. The number of robberies showed a 5.7% increase in 2005, which was a 14.3% increase over the past five years, but a 5.1% decrease over ten years ago. Of the 5,645 robberies recorded in 2005, most were muggings (34%) and swarming (17.5%). Robberies involving financial institutions, home invasion, swarming, and vehicle jacking decreased in 2005, while muggings increased.

H. USE OF WEAPONS AND INJURY OF CRIME VICTIMS

Gun violence was a particularly serious issue in 2005, as witnessed by the large increase in homicides and other violent crimes involving the use of guns. Table 2.2 shows the proportion

of robberies, assaults, and sexual assaults by type of weapons involved over the past ten years.[13] In 2005, 26.4% of non-sexual assaults, 38.3% of robberies and 5.6% of sexual assaults involved the use of weapons. Compared to five years ago, the proportion for robbery decreased, while the proportion for non-sexual assault and sexual assault increased. All proportions represented decreases compared to ten years ago.

The proportion of cases involving the use of firearms reached the highest level of the past ten years for both assaults and robberies. Use of firearms constituted 1.4% of non-sexual assaults and less than 1% of sexual assaults, but about a quarter (25.2%) of robberies. After decreases between 1996 and 2002, the proportion of robberies involving the use of firearms increased over the past three years, with large increases in the past two years – from 14.2% in 2003 to 21.4% in 2004, and to 25.2% in 2005.

Table 2.2
Proportion (%) of Assaults, Robberies, and Sexual Assaults Involving Use of Weapons

	Firearm	Others	Total Weapon	Nil/ Unspecified	Total
ASSAULT					
1996	0.9	28.1	28.9	71.1	100.0
1997	0.8	26.3	27.2	72.8	100.0
1998	1.0	26.6	27.6	72.4	100.0
1999	0.9	26.7	27.6	72.4	100.0
2000	0.9	25.3	26.2	73.8	100.0
2001	1.0	24.2	25.2	74.8	100.0
2002	1.0	24.2	25.3	74.7	100.0
2003	1.1	21.7	22.8	77.2	100.0
2004	1.1	24.9	26.0	74.0	100.0
2005	1.4	25.0	26.4	73.6	100.0
ROBBERY					
1996	19.1	24.9	44.0	56.0	100.0
1997	15.5	25.4	40.9	59.1	100.0
1998	17.8	23.3	41.1	58.9	100.0
1999	17.7	23.5	41.2	58.8	100.0
2000	16.6	21.7	38.3	61.7	100.0
2001	15.8	23.6	39.4	60.6	100.0
2002	12.9	21.8	34.7	65.3	100.0
2003	14.2	20.9	35.1	64.9	100.0
2004	21.4	17.6	39.1	60.9	100.0
2005	25.2	13.1	38.3	61.7	100.0
SEXUAL ASSAULT					
1996	0.8	6.1	6.9	93.1	100.0
1997	0.5	5.5	6.0	94.0	100.0
1998	0.4	4.3	4.7	95.3	100.0
1999	0.5	3.7	4.2	95.8	100.0
2000	0.6	3.4	3.9	96.1	100.0
2001	0.4	3.1	3.5	96.5	100.0

[13] The 'Most Serious Weapon' rule used by the Canadian Centre for Justice Statistics was recently adopted by the Toronto Police Service and the used weapons statistics for previous years have been recalculated/revised to enable fair comparison across the years.

	Firearm	Others	Total Weapon	Nil/ Unspecified	Total
SEXUAL ASSAULT (CONT'D)					
2002	0.3	2.7	3.0	97.0	100.0
2003	0.6	7.2	7.8	92.2	100.0
2004	0.6	5.3	5.9	94.1	100.0
2005	0.3	5.3	5.6	94.4	100.0

Source: TPS Database

The increase in violent crimes involving the use of guns was echoed by the number of gun-related calls from the public for police assistance, which increased significantly in recent years. Table 2.3 shows the number of such calls received and attended by the police over the past five years. As shown, the number of gun-related calls increased 18.5% in 2005 over 2004 and increased 38.0% over the past 5 years. A majority of these calls were related to person with a gun and the sound of gunshot. A smaller number was related to shooting.

Table 2.3
Gun-Related Calls[14] from the Public for Police Assistance

	2001	2002	2003	2004	2005	% Change 2004-2005	% Change 2001-2005
Person with a gun	1,618	1,582	1,771	1,794	2,062	14.9	27.4
Shooting	196	212	255	216	324	50.0	65.3
Sound of gunshot	918	888	1,031	1,171	1,384	18.2	50.8
Total gun-related calls	2,732	2,682	3,057	3,181	3,770	18.5	38.0

The proportion of victims injured increased for assaults (both sexual and non-sexual) and robberies last year. In 2005, 50.4% of the victims of non-sexual assaults were injured, an increase from 2004 (47.7%), but a drop from both 2001 (54.5%) and 1996 (62.4%). About 29% of the victims of robbery were injured in 2005, an increase from 2004 (24.4%), a small decrease from 2001 (31.3%) and a small increase from 1996 (27.7%). For sexual assaults, 16.4% of the victims were injured in 2005, an increase from 2004 (14.7%), but a drop from both 2001 (17.3%) and 1996 (20.7%).

I. THEFT OF MOTOR VEHICLES AND BREAK & ENTER

Theft of automobiles and break & enters are crimes that can 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 a private home, resulting in both financial and psychological

[14] These statistics are based on a report with data retrieval parameters covering all types of calls, which are slightly different from the statistics based on specific types of calls.

consequences for victims.[15] Victims are usually left fearful of recurrence or personal harm and constantly anxious about the security of their homes.

In 2005, citizens of Toronto had about 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 9.4 persons were victims of one of these two crimes. This rate is a decrease from the 11.6 persons five years ago and the 18.1 persons ten years ago.

Theft of Motor Vehicles:

The Canadian Centre for Justice Statistics reported that, nationally, vehicles were generally stolen for thrill-seeking and transportation purposes.[16] They were abandoned/ recovered once they had served their purpose.

Vehicle theft is a crime characterised by relatively low clearance rates. In 2005, only 16% of the motor vehicle thefts occurred in Toronto were solved by the police, despite 77% of the lost vehicles were recovered. The 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. Organised crime involvement in the theft of motor vehicles is discussed in greater detail in previous *Scans*.

In 2005, a total of 10,169 vehicle thefts were recorded in Toronto, representing a 6.2% drop from 2004, a 27.6% drop from 2001, and a large 48.8% drop from 1996. Figure 2.5 shows the number of vehicle thefts in the past ten years. In general, motor vehicle thefts in Toronto have decreased from the peak in 1996 when 19,864 such occurrences were recorded.

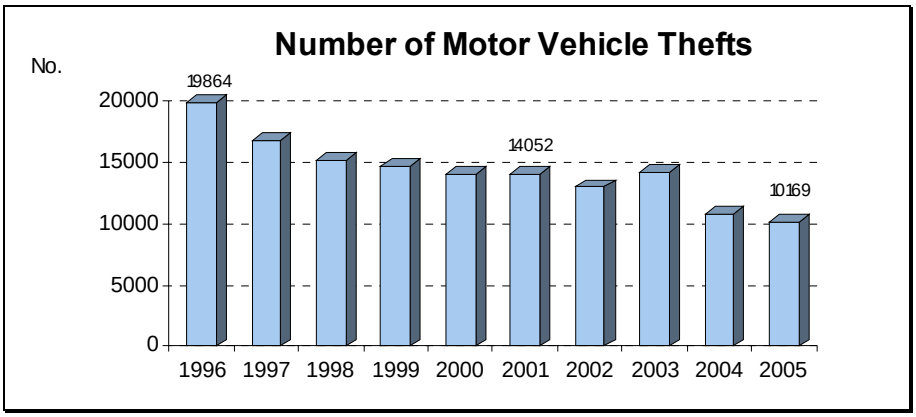

Figure 2.5 Source: TPS Database

Break & Enter:

Over the past ten years, the largest number of break & enters in Toronto was reported in 1996, when 24,639 occurrences were recorded. A steady decrease of such crimes started in

[15] Kowalski, M. *Break And Enter, 1999*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 20(13), 2000.
[16] Wallace, M. **Exploring the Involvement of Organized Crime in Motor Vehicle Theft**. Canadian Centre for Justice Statistics, Statistics Canada, May 2004.

1997, levelled off between 2000 and 2002, increased again in 2003 and 2004, then decreased to 15,134 occurrences in 2005. The number of break & enters in 2005 was a 11.9% decrease from 2004, a 6.1% decrease from 2001, and a 38.6% decrease from 1996. Figure 2.6 shows the number of break & enters in each of the past ten years.

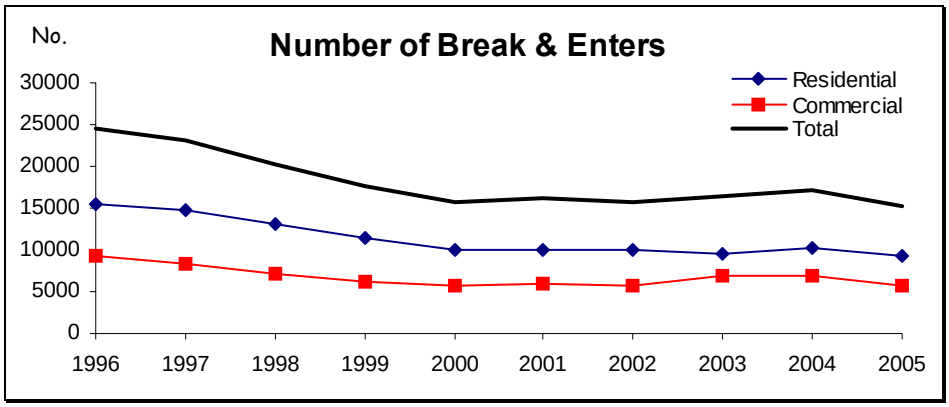

Figure 2.6 Source: TPS Database

As shown, both residential and commercial break & enters decreased over the past ten years and remained relatively stable in recent years. Of the premises broken into in 2005, 61.4% were residential homes and 38% were commercial premises. The proportion of residential break & enters rose to a peak of 65% in 1999, but has since decreased; the 2005 proportion was about the same as five years ago. The clearance rate for break & enters was 18.3% in 2005, compared to 16.1% and 15.2% five and ten years ago, respectively.

J. DRUG-RELATED CRIMES

Drug use and drug-related crimes have a complex relationship with crime. 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, break & enter, etc.), and 36% to 46% reported committing the crime to support their substance abuse.[17] About 38% of the newly admitted federal male inmates and almost half of provincial inmates were dependent on drugs or alcohol or both. While criminal activity is often used to fund substance abuse at the individual level, drug trafficking can be used to fund the activities and increase the power of organised crime and extremist groups. There is also a strong link between drugs and violent crime in the illegal drug market. Violence is understandably the means for eliminating competition, settling disputes, and/or protecting turf or a shipment of drugs.

The latest available report on drug use in Toronto, based on a 2003 survey, identified no significant short-term changes in drug use patterns.[18] Marijuana remained the most popular

[17] 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.

[18] Following analysis is based on: **Drug Use in Toronto 2004.** Research Group On Drug Use, City of Toronto website (city.toronto.on.ca/health/rgdu/index.htm).

illicit drug used in Toronto. Compared with previous years, the proportion of reported marijuana use within the past year for both students and adults slightly increased – from 22% in 2001 to 23% in 2003 for students, and from 14% in 2001 to 15% in 2003 for adults. These proportions, however, represented about the highest levels recorded since monitoring began 30 years ago. Cocaine was the other most frequently abused drug. Although there was indication that this drug gained popularity in recent years, the use of it was reported by fewer than 5% of the people surveyed.[19] Inhalant use was reported by about 8% of Toronto students. About 3% of the students and less than 1% of the adults surveyed reported the use of ecstasy. Heroin use remained low in the general population. It was also revealed that homeless youths and other marginalized populations were more vulnerable to drug addiction. The latest Ontario Student Drug Use Survey revealed that the use of both legal and illegal drugs among Ontario students (Grades 7-12) has declined and that more students reported being drug free.[20]

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.

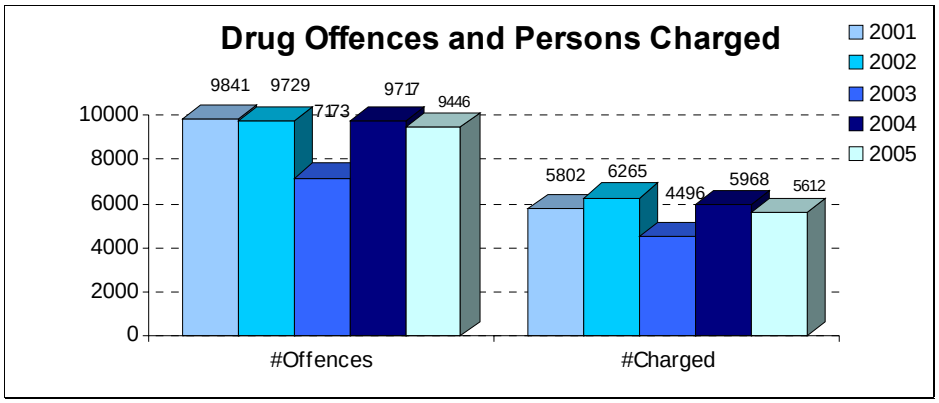

Figure 2.7 Source: TPS Database

After significant drops in 2003, the number of drug offences and persons charged for such offences increased and were close to the level of the previous years, despite a small 2.8% drop in drug offences and a 6% drop in persons charged in 2005.[21] Over the past 5 years, drug offences and arrests decreased 4.0% and 3.3%, respectively.

In 2005, an average 2.1 persons were arrested/charged for drug offences per 1,000 population. This was a decrease from the 2.3 persons in both 2004 and 2001. On average, of every 10 persons arrested for drug offences, 8.7 were male and 1.3 were female. Males in the

[19] Both crack-cocaine and methamphetamine, despite being prominent drugs and their increased use among some groups of people, were found not to have diffused into the general population. Please refer to: *Methamphetamine Use Down Among Ontario Students, 1999-2005*, in **CAMH Population Studies eBulletin**, March/April 2006, 7(2).

[20] *Highlights of the 2005 OSDUS (Ontario Student Drug Use Survey) Mental Health & Well-Being Report*, in **CAMH Population Studies eBulletin**, May/June 2006, 7(3), Centre for Addiction and Mental Health website (www.camh.net).

[21] The number of drug offences is based on number of charges laid.

younger age groups (18-24, 25-34, and 12-17 years) were more likely charged for drug offences than other age groups. Males in the 18-24 years age group consistently had the highest drug charge rate – 14.8 persons per 1,000 population in 2005, about 7 times higher than the overall charge rate of 2.1 persons.

A troublesome trend of development in terms of the drug problem has been noted – the proliferation of marijuana grow operations (MGOs), mostly in residential areas. It has been estimated that between 65% and 98% of cannabis production is related to organised crime in Canada.[22] 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.[23, 24] Violent crime has always been an integral part of the production, trafficking and distribution of illegal drugs.

In Ontario, the proliferation of MGOs is evidenced by the large increase in number of such grow-operations investigated and dismantled by police. In 2005, the Toronto Drug Squad attended, assessed, and assisted with the investigation and dismantling of 346 MGOs, an 8.1% increase over the 320 cases in 2004 and a 327% increase over the 81 cases in 2002.[25] During the first 3 months in 2006, Toronto Police attended to 86 MGOs, compared to 91 for the same period in 2005. The grow-operations pose a number of hazards to the community, including hazards to 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 to 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 when grow-operations are uncovered, and in organised criminal groups becoming more powerful via accumulation of financial profit, thus becoming larger in operation and more difficult to manage.[26]

The detection, investigation and dismantling of the rapidly increasing number of MGOs have proven to be very time-consuming tasks for the police. The legal requirements for obtaining search warrants and the procedures to comply with in addressing the health and safety risks associated with the raid, seizure, preparation, and storage of the plants and other properties seized are all resource demanding. Combating the problem of the large increase in MGOs is a difficult task and requires more dedicated and specialised enforcement, as well as legislative support in terms of police discretion to lay criminal charges in aggravating circumstances of drug possession.

K. ORGANISED CRIME

Organised crime is reported to have become increasingly sophisticated and mobile, extending beyond the illegal drug trade and prostitution to illegal migration, trafficking of human

[22] Desjardins and Hotton, 2004.
[23] 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.
[24] It is estimated that with 16 marijuana plants producing one pound, and prices at about $2,000 a pound, 1,600 plants can bring in $200,000 in less than nine weeks (*Planting Profit - Police Fight for Ground in the Battle Against Marijuana Cultivation.* **RCMP Gazette**, 64(3), 2002).
[25] Statistics from the Toronto Police Drug Squad.
[26] 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.

beings, money laundering, economic crimes, cross border smuggling of counterfeit goods, and environmental crimes such as the dumping of toxic waste.[27] Organised crime takes advantage of opportunities for profit, usually through identifying and exploiting loopholes in legal markets or involvement in criminal markets of illegal goods and services, such as illicit drugs and firearms.[28] The organised criminal groups posing a threat to Canada's public safety include the Asian-based, East European-based, Aboriginal-based, and Traditional (Italian-based) organised crime groups, as well as organised crime at marine ports, airports, and land border areas, and the outlaw motorcycle gangs.[29] While shared ethnicity remains an important organizing principle for a number of crime groups, currently there are also multiple-ethnic criminal organisations, many of these being street gangs.[30] Organised crime groups are increasingly networked for co-operative criminal ventures based upon mutual needs. These groups may operate on regional, national, or multi-national levels. The key methods employed to facilitate their various ventures and ensure their success over the long term include intimidation, violence and technology.

Most of the organised criminal groups have monetary gain as the primary objective of their organisational function. There are also some non-traditional organised criminal groups that have political or special interests on top of their financial goals. There is indication that more terror groups are using criminal schemes and organised crime as a front to fund their activities, including support to specific political pursuits in their home country.[31]

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.[32] The advance in technology has provided opportunities for organised crime groups to expand their horizon of activities. Traditional crimes can now be committed with new means and opportunities for new crimes are easily available, such as those committed via the Internet, including identity theft and cyber extortion/terrorism. As a result, the scope and potential impact of their criminal activities have increased and the financial resources that accumulate enable these groups to become more sophisticated and powerful.

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[27] **Organized Crime, under section on Law Enforcement** (published in Public Safety and Emergency Preparedness Canada website (www.psepc-sppcc.gc.ca).

[28] Please see *Executive Summary*, **2005 Annual Report on Organized Crime in Canada**, Criminal Intelligence Service Canada, published in CISC website (www.cisc.gc.ca).

[29] *Executive Summary*, **Criminal Intelligence Service Canada, Annual Report 2004**; published in CISC website: cisc.gc.ca/AnnualReport2004/Cisc2004/executive2004.html.

[30] Please see Chapter on Characteristics and Methods, **2005 Annual Report on Organized Crime in Canada**, Criminal Intelligence Service Canada, published in CISC website (www.cisc.gc.ca).

[31] RCMP Commissioner Giuliano Zaccardelli was reported to have made these remarks in his address to the Senate Committee on National Security and Defence on 2006.05.08, *Terrorists work with gangs: RCMP*, **Toronto Star,** May 2006.

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

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.[33] 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. Issues surrounding efforts to deal with organised crime are discussed in greater detail in previous *Scans*.

L. HI-TECH CRIME AND IDENTITY THEFT [34]

High-tech crimes, largely computer-related crimes, are characterized by their high level of sophistication, effectiveness in terms of furthering the criminal objective and the potentially more serious damage to the victim(s). [35] The increase in the number and variety of crimes that capitalize on the advancement of technology is proportionate to the rapid increase in the number of Internet users and the expansion of e-commerce globally. These crimes pose different levels of threats to consumers, businesses, and the society at large. Crimes that exploit the advancement of technology are mainly of two types: new crimes committed with and born out of new technology and traditional crimes committed with new technology. The newer crimes include hacking and 'spoofing' websites, while the traditional crimes using technology include identity theft, extortion, and fraud, mostly committed via the Internet. The use of technology by criminals that facilitates increasingly secure, anonymous, and rapid communication (via tools like encryption software, wireless devices, and anonymous re-mailers) also makes these crimes less detectable and helps to conceal the perpetrators' identity.

Identity theft (ID theft) is "the unauthorised collection and fraudulent use of someone else's personal information".[36] The U.S. Department of Justice defined identity theft as the use or attempted use of an account or identifying information without the owner's permission.[37] It occurs when someone's personal information is used, without his/her knowledge or consent, to commit a crime, such as fraud or theft.[38] Identity theft enables criminals to use stolen personal information to drain individuals' bank accounts and obtain fraudulent documentation for the commission of other crimes. The unauthorised collection of personal information can occur in a

[33] RCMP Commissioner Giuliano Zaccardelli was reported to have made these remarks in his address to the Senate Committee on National Security and Defence on 2006.05.08, *Terrorists work with gangs: RCMP*, **Toronto Star,** May 2006.
[34] Identity theft is also discussed in the chapter on Technology & Policing.
[35] The following discussion is based on CISC **2005 Annual Report on Organized Crime in Canada**, Chapter on Technology and Crime. (www.cisc.gc.ca/annual_reports/annualreport2005/technology_and_crime_2005_e.htm).
[36] Lawson, P. and Lawford, J. **Identity Theft: The Need For Better Consumer Protection**, The Public Interest Advocacy Centre, Ottawa, 2003, p.2.
[37] Katrina Baum, **Identity Theft 2004**, Bureau of Justice Statistics Bulletin, U.S. Department of Justice, April 2006, NCJ 212213.
[38] Ontario Ministry of Consumer and Business Services website (www.cbs.gov.on.ca/mcbs/english/How-IDtheft.htm).

number of ways, including: hacking into computer databases or 'colonising' 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 information from publicly available sources (such as the Internet); dumpster diving (garbage sieving); theft or diversion of mail; payment card fraud; card skimming; or posing as a potential employer, Internet service provider, market researcher, or other service provider to solicit personal information for seemingly legitimate purposes.[39] There is indication that more Internet viruses are being designed to steal financial data, user names, and passwords for profit motives. [40,41]

Identity theft is increasingly a global problem, beyond the constraints of physical boundaries and political jurisdictions and the perpetrators of identity theft include organised criminal groups, individual criminals, and terrorists. While most identity theft is done for economic gain, it can also be done for other purposes, such as to finance or achieve specific causes/ activities, obtain cover employment, or hide the identity of the perpetrators of criminal operations to avoid detection.

Credit card theft remained the most common type of identity theft and pharming and phishing represent the latest development of identity theft committed via the Internet. Both involve unknowingly redirecting Internet users from legitimate financial sites to targeted websites for the purpose of scam. Phishing, which has occurred on the Internet for some time, is an attempt to steal consumers' user names and passwords by imitating e-mail from legitimate financial institutions. The Internet user is persuaded into using a specific link provided in an e-mail to connect to a bogus website purported to be that of a legitimate business or financial institution. The purpose is to entice the user into submitting sensitive financial and personal information, which can be used fraudulently to gain access to bank accounts and other private services. Alert users are usually able to detect signs of abnormality about being in the 'wrong' site and can seek protection via security software against certain phishing schemes.

While pharming is similar to phishing, pharming scams even the careful Internet users – the redirection to bogus website is done even if the correct address is entered by the user. It can be done on a large scale through DNS (domain name system) corruption/poisoning or small scale through viruses or worms that infect PCs and rewrite their host files to redirect web requests. A DNS acts as a sort of telephone directory for the Internet in terms of connecting the surfer to the web and e-mail addresses desired. If a DNS directory is 'poisoned', i.e. altered to contain false information regarding which web address is associated with what item in the directory, users can be silently shuttled to a bogus website even if they enter or type in the correct e-mail or web address. The end result is that perpetrators have the ability to redirect large numbers of users from legitimate websites to fake versions that prompt people to provide their usernames,

[39] There is the analogy that "People…now understand that it is the databases that carry the goldmines and criminals are mining them." *Credit Agency Reports Security Breach*, March 17, 2004, Computerworld website (www.computerworld.com/printthis/2004/0,4814,91319,00.html).

[40] 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.

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

passwords, and other personal and financial information, thus making them vulnerable to a variety of ID theft and financial rip-offs.[42]

Pharming is regarded more sophisticated than phishing in that it hijacks the website address on the DNS server so that even the careful clients are less suspicious. Using name resolution system modification, pharming makes the victim think he or she is accessing an intended web page, when it in fact is a faked site. It is not detected easily by even careful and alert Internet users and it does not depend on the users to take the bait, as phishing does. It could result in much larger financial losses by its potential massive catch of victims among those who do their banking or financial transactions through the Internet.

As can be seen, 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 Number, 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. Criminals, for example, can set up a bill payment account, then pay themselves from the accounts of the victims by using the stolen personal and financial data. 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.[43] 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, lax business and government security practices, and easy availability of automated hacking tools are among the major factors contributing to the rise in identity theft over the past several years.[44]

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 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

[42] MacMillan, R. *Phear of Pharming*, March 14, 2005 (www.washingtonpost.com), and Delio, M. *Pharming Out-Scams Phishing*, March 14, 2005 (www.wired.com/news/print/0,1294,66853,00.html.).
[43] *Identity Theft Artists Expand Routes to Access – with Technology at Top*, **Organized Crime Digest**, 23(7), April 20, 2002.
[44] **Fact Sheet: High-tech Crime**, Public Safety and Emergency Preparedness Canada website (www.psepc-sppcc.gc.ca).

business reasons. In addition, victims complain to a variety of diverse bodies, including credit bureaux, banks, credit card companies, the government, and police.

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* also does not specifically address other 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.

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 11,231 identity theft complaints, involving a loss of $8,575,594 were received from across Canada by the PNCC in 2005, compared to 11,938 complaints and a loss of $18,961, 577 in 2004, and 14,599 complaints and loss of 21,845,358 in 2003.[45] The largest number of complaints surrounding ID theft relate to credit cards or false application for a credit card (32%).[46] About 42% of the complaints, involving 52% of the total money lost to identity thefts, were reported in Ontario. These numbers were deflated, as they represented only those ID thefts that were known to the victims. Also, these numbers only include cases reported to PhoneBusters, and so do not present a complete picture of the extent of the problem.

M. PERSONS ARRESTED AND CHARGED

In 2005, a total of 51,661 persons were arrested and charged for *Criminal Code* offences, which was a 2.5% increase over 2004 and a 3.1% increase over 2001.[47] Compared to five years ago, the number of persons charged increased 23.4% for property crime and 8.7% for Other *Criminal Code*, but decreased 11.1% for violent crime and 19.7% for *Criminal Code* traffic.

[45] Information from PhoneBusters website (www.phonebusters.com/english/statistics_E03.html). PhoneBusters attributed this decline to financial institutions and credit bureaus identifying the fraud sooner and taking quicker action.

[46] *Identity Theft: A Report to the Minister of Public Safety and Emergency Preparedness Canada and the Attorney General of the United States*, October 2004, Public Safety and Emergency Preparedness Canada website (www.psepc-sppcc.gc.ca).

[47] 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 in the offence categories is always larger than the actual total number of persons charged. This condition applies to the counts of all years.

Figure 2.8 shows the number of persons charged, overall and by various offence categories, for each of the last five years.

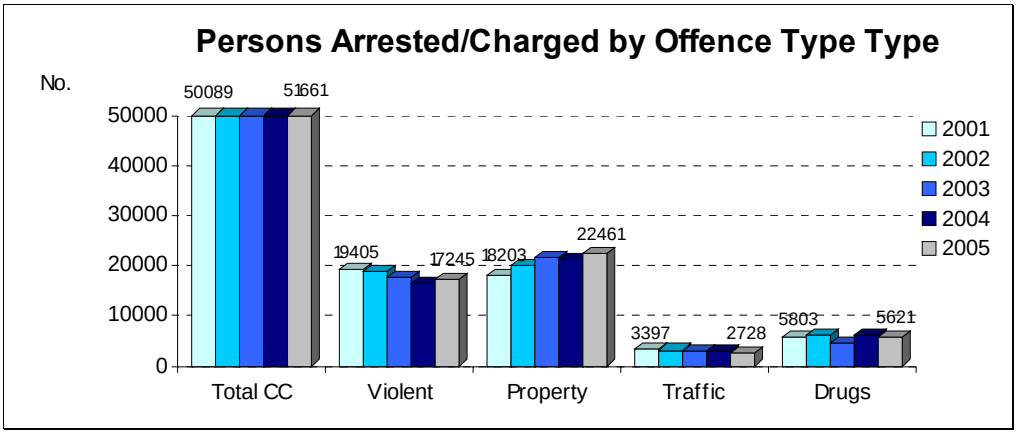

Figure 2.8 Source: TPS Database

Figure 2.9 shows the overall charge rate and the charge rate for young persons (aged 12-17) and adults (18&+). As shown, in 2005, an average 19.8 persons were charged for *Criminal Code* offence per 1,000 population, which was slightly higher than in 2004 (19.5) and was about the same as in 2001 (19.9). Youths had a much higher charge rate than the other age groups. Their rate of 40.4 persons per 1,000 population was nearly double the adult rate of 21.3. Over the past five years, the arrest/charge rate for young persons decreased 11.3%, compared to a 0.2% decrease for adults. More details on and analysis of crimes involving youth are provided in the Youth Crime chapter.

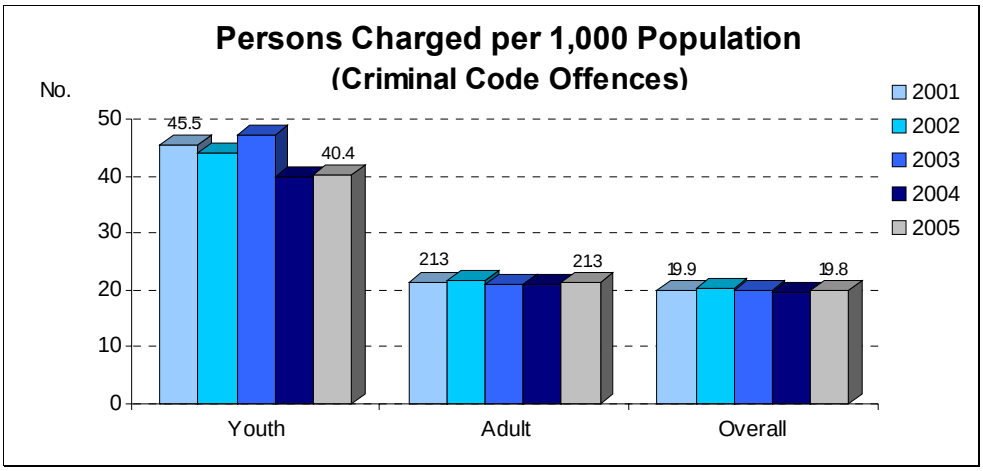

Figure 2.9 Source: TPS Database

Table 2.4 shows the arrest rates for major *Criminal Code* offence groups and drug offences in 2005, broken down by gender, age group, and major offence groups.[48]

[48] The sum of the rates of the various *Criminal Code* offence groups should not be taken as the total charge rate. As noted in Footnote 60, this total is greater than the actual total number of persons/bodies charged due to multiple

Table 2.4
Rate of Persons Arrested/Charged (per 1,000 population) by Gender by Age Groups - 2005

		# Persons Charged/1,000 pop				
Age Group		**Violent**	**Property**	**Other CC**	**Traffic**	**Drug**
12-17 (Youth)	**Male**	21.3	25.4	23.4	0.6	6.0
	Female	5.5	15.7	4.3	0.0	0.7
	Sub-total	13.6	20.7	14.1	0.3	3.5
18-24	**Male**	27.6	30.6	44.0	4.0	14.8
	Female	4.8	11.0	6.8	0.4	1.6
	Sub-total	16.1	20.7	25.2	2.2	8.1
25-34	**Male**	16.8	17.2	20.7	3.5	6.0
	Female	2.6	5.5	3.6	0.3	0.8
	Sub-total	9.4	11.1	11.8	1.9	3.3
35-44	**Male**	16.0	17.9	18.7	3.0	4.1
	Female	2.6	5.4	3.8	0.3	0.8
	Sub-total	9.1	11.4	11.0	1.6	2.4
45 & +	**Male**	5.5	5.8	5.1	1.4	1.0
	Female	0.6	2.1	0.7	0.1	0.1
	Sub-total	2.8	3.7	2.6	0.7	0.5
Total	**Male**	11.8	13.0	14.5	2.0	4.0
(sum of all age	**Female**	1.9	4.7	2.4	0.2	0.5
groups)	**Total**	6.6	8.6	8.1	1.0	2.2
18&+ (Adult)	**Male**	12.9	14.0	16.2	2.5	4.5
	Female	1.9	4.5	2.6	0.2	0.6
	Total	7.1	8.9	9.0	1.3	2.4

Source: TPS Database

As shown in Table 2.4, in 2005, young persons (18-24 years) and youth (12-17 years) were the two groups with the highest charge rates. As can also be seen in Table 2.4, the arrest rates for males of the younger age groups 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* offences, and drugs. Males aged 18-24, in fact, typically had the highest arrest rates for all major offence groups.

Table 2.5 shows the change in arrest/charge rates by age group and gender between 2001 and 2005. As shown, over the past five years, the charge rate for violent crime and traffic offences decreased, 14.5% and 22.8%, respectively. The drug arrest rate also dropped 6.8%.

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charges laid in some cases, which caused the same person to be counted under more than one offence category. The same is true that the sum of the various age groups under an offence group is greater than the actual total number of persons/bodies charged under the same offence group, due to the duplications across the age groups when the multiple charges involved offences committed at different times. Statistics Canada dealt with this issue of duplication by adopting the most serious offence rule in categorizing cases involving multiple charges. Currently, this capability is not available in the TPS statistics production system.

The rates for property crime and other *Criminal Code* offences, on the other hand, increased, 18.7% and 4.5%, respectively.

Table 2.5
Change (%) in Population and Arrest/Charge Rates 2001-2005

Age Group		Population (Estimated)	Charge Rate Violent	Property	Other CC	Traffic	Drug
12-17 (Youth)	Male	10.1	-11.8	-12.8	-14.4	-18.8	-17.0
	Female	10.5	-29.7	18.8	-30.8	-54.7	-25.4
	Sub-total	10.2	-16.0	-3.3	-17.4	-21.9	-18.1
18-24	Male	7.6	-13.6	-1.0	2.0	-19.7	-20.2
	Female	6.8	-11.1	16.0	-3.4	23.0	-5.9
	Sub-total	7.2	-13.0	3.3	1.5	-17.1	-18.8
25-34	Male	1.9	-17.0	20.3	7.4	-20.8	-7.2
	Female	3.2	-30.5	18.2	-16.3	-8.9	10.7
	Sub-total	2.5	-19.7	19.2	2.3	-20.3	-5.9
35-44	Male	-1.1	-15.0	33.5	19.1	-30.7	8.2
	Female	1.1	-23.7	28.6	2.8	-31.4	21.5
	Sub-total	0.0	-17.1	31.4	15.0	-31.4	9.5
45 & +	Male	6.1	-2.7	56.7	25.0	-18.7	34.4
	Female	6.7	-22.6	49.9	21.6	-10.6	46.1
	Sub-total	6.4	-5.9	54.3	24.2	-18.2	34.8
Total (sum of all age groups)	Male	3.3	-12.2	16.6	7.7	-23.0	-7.7
	Female	4.6	-23.6	26.0	-7.4	-14.7	5.7
	Total	4.0	-14.5	18.7	4.5	-22.8	-6.8
18&+ (Adult)	Male	3.8	-13.7	21.3	10.3	-23.7	-7.8
	Female	4.8	-23.1	25.8	-4.1	-14.0	9.6
	Total	4.3	-15.5	22.1	7.3	-23.2	-6.4

Source: TPS Database

The charge rate for youth (12-17 years) showed large decreases for most offence groups, including a 16.0% decrease for violent crime, a 17.4% decrease for other *Criminal Code* offences, a 21.9% decrease for *Criminal Code* traffic offences, and a 18.1% decrease for drug offences. These decreases could be the result of the increased number of youths not formally charged (i.e. cleared otherwise), as provided under the *Youth Criminal Justice Act* implemented since April 1, 2003. While adults also had large decreases for their rates in violent crime (15.5%), *Criminal Code* traffic (23.2%), and drug offences (6.4%), they had a considerable increase in the rate for property crime (22.1%) and an increase in the rate for other *Criminal Code* offences (7.3%).

Males continued to constitute the majority (78.5%) of those arrested/charged for *Criminal Code* offences. Males accounted for an even higher proportion (87.5%) of all the persons

arrested for drug offences. In 2005, only 21.5% of the total persons charged for *Criminal Code* violations and 12.5% of those charged for drug offences were female.

N. TRENDS ACROSS POLICE DIVISIONS

Table 2.6 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.[49] The statistics presented are based on the revised divisional boundaries implemented in May 2004, except for Divisions 41 and 42, for which boundaries similar to the old ones were used. 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 (DEA).

Table 2.6
Crime and Crime Rates: Comparison of Divisions

2005	Division As % of Field Total						Rate of Occurrences (number per 1,000 pop.)			Workload per Officer	
DIV	Pop	Viol	Prop	Tot Non-Traf. CC	Disp. Calls	Unif. Offr.	Viol	Prop	Tot Non-Traf. CC	Calls	Crimes
11	3.8	3.4	3.4	3.5	4.7	4.8	11.3	36.2	64.7	151.2	35.7
12	3.7	4.4	3.4	3.8	5.0	4.9	15.1	37.3	74.3	159.0	39.2
13	5.4	4.7	3.4	3.7	5.3	5.1	11.0	26.3	49.6	161.8	36.2
14	5.8	7.8	8.1	7.6	8.4	8.2	16.9	56.8	93.3	160.6	46.2
22	7.4	5.3	6.6	6.1	6.3	6.1	9.1	36.8	59.4	162.9	50.1
23	6.2	5.7	5.4	5.3	5.4	5.6	11.6	35.7	60.8	148.4	46.6
31	7.3	9.9	6.7	7.8	7.3	7.5	17.1	37.6	76.5	151.8	51.9
32	8.1	5.7	8.1	7.2	6.5	6.7	8.8	40.9	63.8	151.9	54.0
33	7.3	4.5	4.9	4.6	5.2	5.0	7.8	27.5	44.9	162.4	45.3
41	8.0	9.5	8.3	9.2	7.6	8.1	14.9	42.4	81.7	145.6	56.0
42	15.9	12.1	11.4	11.1	10.1	9.1	9.6	29.4	50.2	172.8	60.5
51	3.4	6.1	6.3	6.2	7.1	6.6	22.7	76.5	129.8	165.8	46.2
52	1.2	5.4	7.6	8.5	4.8	6.8	55.3	253.9	497.9	110.5	62.0
53	6.6	4.1	6.4	5.2	5.6	4.7	7.8	39.6	56.1	184.5	54.5
54	5.3	5.1	4.1	4.4	5.4	5.0	12.0	31.4	58.9	168.6	43.5
55	4.5	6.3	6.1	5.8	5.5	5.7	17.6	55.3	92.0	150.4	50.8
Field Total	100.0	100.0	100.0	100.0	100.0	100.0	12.6	41.1	71.6	156.2	49.7

Source: TPS Database; Toronto Urban Development Services.

In 2005, compared with other divisions, 42, 41, and 52 Divisions had the largest proportions of crime. These 3 divisions together constituted 25.1% of the Toronto population and 28.8% of the crimes. They also had 24.0% of the total number of divisional officers. In fact 41 and 42 Divisions have consistently had the largest proportion of crime since 1998. In terms

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

of calls for service, 42, 14, and 41 Divisions had the largest proportion of dispatched calls, which together constituted 26.1% of all calls received.

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 2005; 52 Division also had the highest rates in both violent and property crimes, followed by 51 Division. This same pattern existed ten years ago. It has to be noted, however, that the computation of crime rates takes into account the residential population only. For areas such as the downtown core frequented by a large transient population on a daily basis, the crime rate so computed represents an inflated rate.

The average number of dispatched calls and crimes per officer are usually regarded as workload indicators for officers. In 2005, 53 Division had the largest number of calls per officer (184.5), followed by 42 Division (172.8) and 54 Division (168.6). In terms of number of crimes per officer, 52 Division had the largest rate, followed by the rates of 42 and 41 Divisions. The highest crime rates and the largest crimes-per-officer ratio were seen in 52 Division, but its calls-per-officer rate was low relative to other divisions.

Table 2.7 shows the percent change in number of crimes and crime rates for divisions over the past ten years. Workload comparison is not included because it is not possible to revise the staffing strength of divisions in the past years on the basis of the new divisional boundaries. Between 1996 and 2005, there was a 20.6% decrease in non-traffic *Criminal Code* offences for all the divisions, including a 35.4% decrease for property crimes, a 1.8% increase for violent crime, and a 25.9% increase for other *Criminal Code* offences.

Table 2.7
Change* (%) in Crime and Crime Rates: 1996-2005

	Change in No. of Crimes				Rate of Occurrences (number per 1,000 pop.)			
DIV	Viol	Prop	Other CC	Tot Non-Traf CC	Viol	Prop	Other CC	Tot Non-Traf CC
11	-19.2	-38.2	-10.2	-29.4	-26.2	-43.5	-17.9	-35.5
12	-17.5	-36.0	19.6	-21.7	-24.6	-41.5	9.3	-28.4
13	6.6	-51.7	33.6	-33.0	-2.6	-55.9	22.0	-38.8
14	-16.3	-31.8	-4.3	-24.7	-23.6	-37.7	-12.6	-31.2
22	2.4	-30.9	-8.6	-22.8	-6.5	-36.9	-16.5	-29.4
23	-9.4	-44.3	49.5	-29.3	-17.2	-49.2	36.6	-35.4
31	32.7	-34.4	93.9	-6.0	21.2	-40.0	77.1	-14.2
32	20.5	-20.0	39.4	-6.9	10.1	-26.9	27.3	-14.9
33	21.0	-39.1	41.1	-23.1	10.5	-44.4	28.9	-29.8
41	0.4	-32.0	53.2	-12.3	-8.3	-37.9	39.9	-19.9
42	24.5	-27.9	65.6	-9.1	13.7	-34.1	51.3	-17.0
51	-25.7	-51.5	-33.3	-44.5	-32.1	-55.7	-39.0	-49.3
52	14.6	-34.1	38.3	-12.7	4.7	-39.8	26.3	-20.2
53	13.9	-39.5	9.0	-30.1	4.1	-44.7	-0.4	-36.2
54	-3.7	-25.2	54.4	-8.7	-12.1	-31.7	41.0	-16.6
55	-3.4	-33.1	27.7	-20.6	-11.8	-38.9	16.7	-27.4
Field Total	1.8	-35.4	25.9	-20.6	-7.0	-41.0	15.0	-27.5

**Based on statistics recalculated for 1996, using the 2004 revised divisional boundaries, except for Divisions 41 and 42.*

Source: TPS Database; Toronto Urban Development Services.

Overall crimes decreased in all divisions, with the largest decrease (44.5%) in 51 Division and the smallest decrease (6%) in 31 Division. The drop in property crime was particularly large, with decreases ranging from 25% to 52% for the divisions. There was a mixed picture in terms of the change in violent crimes occurring in divisions. While a slight 1.8% increase in violent crimes was recorded for the divisions, the increases for 31, 42, 33, 32, 52 and 53 Divisions were comparatively much larger. Seven divisions showed a decrease in violent crimes.

There is a corresponding drop in the overall crime rate per 1,000 population for all the divisions, with the largest decreases noted in 51, 13, and 53 Divisions. A decrease in the rate for property crime was noted for all divisions, with the decrease ranging from 27% to 56%. In terms of the rate for violent crime, 31, 32, and 33 Divisions had relatively large increases, compared to an average 7% decrease for all the divisions.

The diminishing number of crimes and calls for service received by the police over the past years may paint a picture of a diminishing workload per officer in the divisions. However, this is not necessarily the case for a number of reasons. First, contemporary policing is no longer confined to reacting/responding to crimes and calls. Currently, there are policing programs that focus on crime prevention and problem solving at the local level, which have become a regular part of the workload for the police. These proactive programs in turn may have an impact on reducing criminal occurrences and calls for service. Secondly, changes in the way that calls were managed/dispatched might have reduced the number of calls assigned directly to the divisions. In 2005, the calls dealt with by the Central Alternate Response, which constituted about 11% of the total dispatched calls, were not reflected in the divisional workload. Thirdly, as discussed in the chapter on Calls for Service, over the past few years, there has been a considerable increase in time required for servicing a call. This increase in servicing time for calls amounts to an increase in workload and is a drain on existing police resources.

Statistics regarding number of crimes, crime clearance and crime rates by division for selected years over the past ten 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 2004 crime statistics were 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.[50] 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 2004 was 143,746, compared with the offence-based count of crimes; the offence-based count (198,898) was about 38% higher than the incident-based count. The two sets of crime statistics are useful for different purposes.

[50] In offence based statistics, all offences involved in an incident are counted. This differs from incident based statistics where more than one offence may have occurred in the incident, but only the most serious offence is counted in the crime statistics.

In 2004, of the 19 police services serving a population of more than 250,000, Toronto had the largest per capita cost for policing, followed by Vancouver (Table 2.8).[51] Toronto, following Montreal, had the second 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, due to various constraints, the computation of these ratios cannot take into account the large transient population also served by the Toronto Police, and thus results in an inflation of these ratios. 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 2.8
Crime Rates* (per 10,000 population), Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over - 2004

2004		(1) Violent Crimes		(2) Property Crimes		(3) Other Crimes		(4) Total Crimes			Pop/ Pol.	Cost Per
Police Agency	Population	No.	Rate	No.	Rate	No.	Rate	No.	Rate	Police Strength	Ratio	Capita ($)
Toronto	2603182	25,985	99.8	79,179	304.2	38582	148.2	143,746	552.2	5291	492.0	284
Montreal	1877192	20,018	106.6	83,639	445.6	102338	545.2	205,995	1097.4	3895	481.9	236
Peel Reg.	1108112	5,093	46.0	23,688	213.8	10486	94.6	39,267	354.4	1606	690.0	199
Calgary	951634	7,871	82.7	42,178	443.2	18468	194.1	68,517	720.0	1487	640.0	231
York Reg.	889002	3,868	43.5	19,916	224.0	10814	121.6	34,598	389.2	1025	867.3	163
Ottawa	829578	5,745	69.3	26,695	321.8	15577	187.8	48,017	578.8	1076	771.0	204
Edmonton	709493	6,507	91.7	53,477	753.7	30681	432.4	90,665	1277.9	1253	566.2	257
Winnipeg	647433	8,187	126.5	45,951	709.7	28294	437.0	82,432	1273.2	1198	540.4	228
Vancouver	584709	7,290	124.7	49,592	848.1	19652	336.1	76,534	1308.9	1124	520.2	282
Durham Reg.	563220	3,628	64.4	14,328	254.4	13188	234.2	31,144	553.0	744	757.0	189
Quebec	526991	2,953	56.0	17,460	331.3	9174	174.1	29,587	561.4	717	735.0	172
Hamilton	519734	4,505	86.7	18,678	359.4	9934	191.1	33,117	637.2	734	708.1	196
Waterloo Reg.	475739	2,934	61.7	16,874	354.7	8103	170.3	27,911	586.7	630	755.1	167
Niagara Reg.	431265	2,352	54.5	14,360	333.0	9987	231.6	26,699	619.1	649	664.5	243
Halton Reg.	427219	1,814	42.5	8,404	196.7	6404	149.9	16,622	389.1	507	842.6	165
Surrey	383831	5,261	137.1	29,475	767.9	15647	407.7	50,383	1312.6	491	781.7	123
Longueuil	385110	2,976	77.3	14,752	383.1	8360	217.1	26,088	677.4	555	693.9	189
Laval	364806	2,380	65.2	11,980	328.4	5813	159.3	20,173	553.0	464	786.2	188
London	356436	2,687	75.4	15,981	448.4	10126	284.1	28,794	807.8	501	711.4	176

Notes:
Only non-traffic Criminal Code offences are included in this analysis.
** Crime rate is by number of crimes per 10,000 population.*

(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 Municipal Police Services 2004* and crime statistics by Canadian municipalities, both from Canadian Centre for Justice Statistics, Statistics Canada.

[51] From Statistics Canada data available at time of writing.

In terms of crime rates, in descending order, Toronto ranked low (sixteenth) in overall crimes among the 19 cities under review, with Surrey, BC, showing the highest overall crime rate, followed by Vancouver. Toronto ranked fifth and fifteenth in violent crimes and property crimes, respectively. Surrey had the highest violent crime rate in 2004, followed by Winnipeg. Surrey also had the second highest property crime rate after Vancouver.

Between 2000 and 2004, 10 out of the 17 large Canadian cities under review had decreases in the overall crime rate (Table 2.9).[52] Toronto had the second largest decrease in total non-traffic *Criminal Code* incidents per 10,000 population. It also was among the 14 municipalities that had a decrease in the property crime rate and the 15 cities that had a drop in the violent crime rate. All 17 cities had an increase in the per capita cost and the increase for Toronto was the seventh smallest (19.7%), compared to the largest increase of 39.1% for Niagara Regional Police. In terms of the size of population per officer, Toronto was among the 9 cities that had a decrease due to the gain in police strength for the period under review. Toronto had a decrease of 1.5% for the population-police ratio, the second smallest decrease.

Table 2.9
% 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: 2000-2004

		(1) Violent Crimes		(2) Property Crimes		(3) Other Crimes		(4) Total Crimes			Pop/ Pol.	Cost Per
Police Agency	Population	No.	Rate	No.	Rate	No.	Rate	No.	Rate	Police Strength	Ratio	Cost($)
Toronto	2.3	-11.0	-13.6	-9.3	-11.9	-16.6	-19.4	-11.6	-14.2	3.7	-1.5	19.7
Montreal	2.8	-17.4	-20.7	-17.8	-21.1	56.7	55.5	19.3	17.0	-3.7	6.2	14.4
Peel Reg.	13.2	-6.3	-22.5	3.0	-11.7	0.5	-14.6	1.1	-13.9	20.6	-9.3	18.6
Calgary	7.9	-2.7	-11.5	1.5	-6.9	19.8	12.9	5.9	-2.1	13.2	-6.1	23.4
York Reg.	18.5	-7.5	-31.9	7.9	-13.0	34.0	19.1	14.4	-5.1	18.0	0.6	24.5
Ottawa	6.1	5.0	-1.1	0.5	-5.9	17.3	11.9	6.5	0.5	3.4	2.7	17.2
Edmonton	7.8	-10.8	-20.2	30.9	25.1	31.6	25.8	28.2	22.1	6.1	1.8	21.8
Winnipeg	2.7	-10.6	-13.7	17.7	15.3	23.1	20.9	16.7	14.4	2.3	0.5	20.6
Vancouver	3.0	6.1	3.2	-16.2	-19.8	30.7	28.6	-2.1	-5.2	1.2	1.8	20.6
Durham Reg.	9.0	4.9	-4.6	9.9	0.9	31.7	24.9	18.5	10.4	14.5	-6.4	25.9
Hamilton	4.1	-35.0	-40.7	-10.7	-15.4	-15.3	-20.2	-15.4	-20.3	4.9	-0.9	17.9
Waterloo Reg.	6.1	-4.8	-11.6	1.5	-4.9	8.6	2.7	2.9	-3.4	10.6	-5.1	18.0
Niagara Reg.	1.8	-11.9	-13.9	-9.0	-11.0	6.7	5.0	-3.4	-5.3	5.5	-4.0	39.1
Halton Reg.	12.1	7.3	-5.4	3.4	-9.9	28.1	18.3	13.3	1.5	11.0	1.1	26.1
Surrey	11.4	1.5	-11.2	10.4	-1.1	26.9	17.5	14.6	3.6	25.3	-18.5	4.9
Laval	4.3	24.5	21.1	-9.5	-14.4	21.5	18.0	3.5	-0.9	0.4	3.9	23.9
London	3.8	-0.6	-4.6	-14.2	-18.7	20.6	17.4	-0.7	-4.7	8.4	-5.0	23.9
Quebec**												
Longueuil**												

Notes:
Only non-traffic Criminal Code offences are included in this analysis.
** Crime rate is by number of crimes per 10,000 population.*

(1) Violent crimes include homicide & attempts, assault, sexual offences, abduction & robbery.
(2) Property crimes include break & enter, thefts and fraud.

[52] Two police services (Quebec and Longueuil) that had changes in their jurisdiction during the period under review are excluded from the comparison.

(3) Other crimes include prostitution, gaming & betting, offensive weapons and other non-traffic CC offences.
(4) Sum of (1) through (3).

*** Due to changes in jurisdiction during the period under review, % change was not computed for the sake of fair comparison.*

Source: *Crime and Police Resources in Canadian Municipalities 2000*, Canadian Centre for Justice Statistics, Statistics Canada; *Police Resources in Municipal Police Services 2004* and crime statistics by Canadian municipalities, both from Canadian Centre for Justice Statistics, Statistics Canada.

Appendix

Statistics* Summary - Population, Crime and Crime Clearance by Division

2005		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC
11	103,301	1163	3738	1784	258	6,943	6,685	71.9	26.4	83.1	49.5	11.3	36.2	17.3	64.7
12	99,732	1504	3721	2186	240	7,651	7,411	73.6	36.6	86.2	58.8	15.1	37.3	21.9	74.3
13	144,683	1591	3801	1779	158	7,329	7,171	74.4	28.3	79.9	51.4	11.0	26.3	12.3	49.6
14	157,054	2647	8920	3085	332	14,984	14,652	68.0	27.6	80.3	46.0	16.9	56.8	19.6	93.3
22	198,416	1800	7303	2676	351	12,130	11,779	72.9	30.1	82.4	48.5	9.1	36.8	13.5	59.4
23	167,724	1946	5993	2261	238	10,438	10,200	63.9	32.4	78.3	48.6	11.6	35.7	13.5	60.8
31	197,430	3381	7427	4303	269	15,380	15,111	69.0	30.7	79.7	53.2	17.1	37.6	21.8	76.5
32	219,292	1923	8965	3103	289	14,280	13,991	66.3	30.6	75.1	45.4	8.8	40.9	14.2	63.8
33	196,577	1540	5409	1885	200	9,034	8,834	72.3	32.1	74.7	48.2	7.8	27.5	9.6	44.9
41	216,397	3235	9182	5269	445	18,131	17,686	70.4	39.7	79.7	57.2	14.9	42.4	24.3	81.7
42	427,958	4102	12588	4791	490	21,971	21,481	61.4	29.6	75.4	45.9	9.6	29.4	11.2	50.2
51	91,781	2083	7020	2809	151	12,063	11,912	71.4	32.1	87.7	52.1	22.7	76.5	30.6	129.8
52	33,025	1827	8386	6230	175	16,618	16,443	68.2	37.2	76.2	55.4	55.3	253.9	188.6	497.9
53	177,761	1391	7042	1538	134	10,105	9,971	75.5	30.0	74.8	43.2	7.8	39.6	8.7	56.1
54	143,304	1723	4501	2212	213	8,649	8,436	77.9	41.7	87.1	61.0	12.0	31.4	15.4	58.9
55	122,474	2160	6778	2335	191	11,464	11,273	72.2	39.6	86.7	55.6	17.6	55.3	19.1	92.0
Field Tot	2,696,909	34,016	110,774	48,246	4,134	197,170	193,036	69.6	32.7	79.9	51.0	12.6	41.1	17.9	71.6

Notes:

** All statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.*
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.
@ Population estimates based on projections from Toronto Urban Development Services.

Statistics* Summary - Population, Crime and Crime Clearance by Division

2004		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC
11	102,268	1055	3872	1589	229	6,745	6,516	68.9	23.6	85.2	45.9	10.3	37.9	15.5	63.7
12	98,735	1671	3898	2199	266	8,034	7,768	70.4	33.1	86.9	56.4	16.9	39.5	22.3	78.7
13	143,236	1492	4364	2048	153	8,057	7,904	74.0	27.0	83.0	50.4	10.4	30.5	14.3	55.2
14	155,483	2865	9321	2918	372	15,476	15,104	66.8	25.7	81.7	44.3	18.4	59.9	18.8	97.1
22	196,432	1759	8117	2605	387	12,868	12,481	62.3	28.1	77.4	43.2	9.0	41.3	13.3	63.5
23	166,046	1976	6523	2225	236	10,960	10,724	60.5	36.0	75.4	48.7	11.9	39.3	13.4	64.6
31	195,456	2951	7110	4188	334	14,583	14,249	67.4	27.8	76.2	50.2	15.1	36.4	21.4	72.9
32	217,098	1854	8620	3112	271	13,857	13,586	64.5	29.5	70.0	43.6	8.5	39.7	14.3	62.6
33	194,611	1228	6028	1740	201	9,197	8,996	71.7	30.5	75.1	44.7	6.3	31.0	8.9	46.2
41	214,233	3107	10164	5064	424	18,759	18,335	63.1	33.9	76.7	50.7	14.5	47.4	23.6	85.6
42	423,678	3823	10852	4766	528	19,969	19,441	57.9	26.7	75.2	44.7	9.0	25.6	11.2	45.9
51	90,863	2170	7089	3092	208	12,559	12,351	67.0	34.0	86.4	52.9	23.9	78.0	34.0	135.9
52	32,695	1792	8968	6507	152	17,419	17,267	67.1	33.5	73.3	51.9	54.8	274.3	199.0	528.1
53	175,983	1336	7354	1439	149	10,278	10,129	73.4	25.7	76.7	39.2	7.6	41.8	8.2	57.6
54	141,871	1550	4297	2050	222	8,119	7,897	70.3	27.4	78.6	49.1	10.9	30.3	14.4	55.7
55	121,249	2028	6844	2106	188	11,166	10,978	68.5	40.2	81.7	53.4	16.7	56.4	17.4	90.5
Field Tot	2,669,936	32,657	113,421	47,648	4,320	198,046	193,726	66.0	30.3	77.8	48.0	12.2	42.5	17.8	72.6

Notes:

** All statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.*
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.
@ Population estimates based on projections from Toronto Urban Development Services.

Statistics* Summary - Population, Crime and Crime Clearance by Division

2001		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC
11	99,367	1376	3582	1741	212	6,911	6,699	81.3	26.8	88.4	54.0	13.8	36.0	17.5	67.4
12	95,934	1948	3819	2507	283	8,557	8,274	83.1	33.4	87.3	61.4	20.3	39.8	26.1	86.2
13	139,173	1444	4331	1699	151	7,625	7,474	81.9	26.3	87.6	51.0	10.4	31.1	12.2	53.7
14	151,073	3134	8811	3118	425	15,488	15,063	75.0	21.1	84.0	45.3	20.7	58.3	20.6	99.7
22	190,860	1728	8456	3098	515	13,797	13,282	76.9	23.6	85.0	44.9	9.1	44.3	16.2	69.6
23	161,336	2414	7999	2272	298	12,983	12,685	77.4	21.3	81.0	42.7	15.0	49.6	14.1	78.6
31	189,912	3205	7501	3286	336	14,328	13,992	75.9	22.2	80.4	48.2	16.9	39.5	17.3	73.7
32	210,940	1919	8495	2699	277	13,390	13,113	77.1	29.0	83.2	47.2	9.1	40.3	12.8	62.2
33	189,091	1426	5618	1583	165	8,792	8,627	81.1	28.5	86.7	47.9	7.5	29.7	8.4	45.6
41	208,156	3930	10066	4452	579	19,027	18,448	77.5	31.2	85.4	54.1	18.9	48.4	21.4	88.6
42	411,661	4208	11551	4141	446	20,346	19,900	77.7	23.3	83.0	47.2	10.2	28.1	10.1	48.3
51	88,286	2819	8264	4483	259	15,825	15,566	68.1	26.9	88.6	52.1	31.9	93.6	50.8	176.3
52	31,768	1810	9375	4795	168	16,148	15,980	66.5	32.2	89.5	53.3	57.0	295.1	150.9	503.0
53	170,991	1416	7400	1698	167	10,681	10,514	78.8	42.2	83.9	53.9	8.3	43.3	9.9	61.5
54	137,847	1838	4498	1940	245	8,521	8,276	81.8	27.9	85.8	53.5	13.3	32.6	14.1	60.0
55	117,809	2292	6516	2127	276	11,211	10,935	77.7	29.5	84.8	50.4	19.5	55.3	18.1	92.8
Field Tot	2,594,205	36,907	116,282	45,639	4,802	203,630	198,828	76.9	27.6	85.4	50.0	14.2	44.8	17.6	76.6

Notes:

** All statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.*
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.
@ Population estimates based on projections from Toronto Urban Development Services.

Statistics* Summary - Population, Crime and Crime Clearance by Division

1999		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC
11	97,222	1306	4068	1763	251	7,388	7,137	75.0	25.6	84.1	49.1	13.4	41.8	18.1	73.4
12	93,863	1664	3644	1853	214	7,375	7,161	76.4	26.3	83.9	52.8	17.7	38.8	19.7	76.3
13	136,168	1493	5086	1481	146	8,206	8,060	77.6	20.1	80.9	41.9	11.0	37.4	10.9	59.2
14	147,811	3010	9628	3739	315	16,692	16,377	72.9	29.2	86.1	50.2	20.4	65.1	25.3	110.8
22	186,739	1596	8020	2768	498	12,882	12,384	73.7	27.4	84.3	46.1	8.5	42.9	14.8	66.3
23	157,853	2137	7443	1923	263	11,766	11,503	66.7	22.8	74.3	39.6	13.5	47.2	12.2	72.9
31	185,811	2788	8082	2471	270	13,611	13,341	73.6	20.1	78.7	42.1	15.0	43.5	13.3	71.8
32	206,386	1578	8339	2239	236	12,392	12,156	65.1	25.2	79.2	40.3	7.6	40.4	10.8	58.9
33	185,008	1277	6208	1280	149	8,914	8,765	75.2	28.4	80.4	42.8	6.9	33.6	6.9	47.4
41	203,661	3400	10748	3929	390	18,467	18,077	63.3	26.0	80.4	44.8	16.7	52.8	19.3	88.8
42	402,772	3465	11975	3348	289	19,077	18,788	76.3	62.2	87.9	69.4	8.6	29.7	8.3	46.6
51	86,380	2772	9368	4635	180	16,955	16,775	63.9	31.5	90.3	53.1	32.1	108.5	53.7	194.2
52	31,082	1497	10243	4687	98	16,525	16,427	60.1	28.4	89.9	48.8	48.2	329.6	150.8	528.5
53	167,299	1322	8252	1717	123	11,414	11,291	69.1	44.6	77.8	52.5	7.9	49.3	10.3	67.5
54	134,871	1494	4331	1503	184	7,512	7,328	74.2	24.3	80.8	46.0	11.1	32.1	11.1	54.3
55	115,266	2109	6896	1985	199	11,189	10,990	72.2	29.3	79.8	46.7	18.3	59.8	17.2	95.3
Field Tot	2,538,191	32,908	122,331	41,321	3,805	200,365	196,560	70.7	31.1	83.7	48.8	13.0	48.2	16.3	77.4

Notes:

** All statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.*
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.
@ Population estimates based on projections from Toronto Urban Development Services.

Statistics* Summary - Population, Crime and Crime Clearance by Division

1996		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC
11	94,360	1440	6047	1986	392	9,865	9,473	76.3	22.4	86.5	44.0	15.3	64.1	21.0	100.4
12	91,100	1822	5812	1827	228	9,689	9,461	74.9	24.9	84.8	46.1	20.0	63.8	20.1	103.9
13	132,160	1492	7874	1332	184	10,882	10,698	71.7	16.7	76.1	31.8	11.3	59.6	10.1	80.9
14	143,460	3163	13076	3223	551	20,013	19,462	71.1	20.8	87.5	40.0	22.0	91.1	22.5	135.7
22	181,242	1758	10564	2928	814	16,064	15,250	75.7	20.9	84.5	39.4	9.7	58.3	16.2	84.1
23	153,206	2148	10767	1512	348	14,775	14,427	62.9	19.4	76.9	31.9	14.0	70.3	9.9	94.2
31	180,342	2548	11316	2219	454	16,537	16,083	68.6	17.4	78.3	33.9	14.1	62.7	12.3	89.2
32	200,311	1596	11202	2226	265	15,289	15,024	71.6	22.3	83.2	36.6	8.0	55.9	11.1	75.0
33	179,562	1273	8884	1336	202	11,695	11,493	81.3	27.4	85.3	40.1	7.1	49.5	7.4	64.0
41	197,666	3222	13506	3440	563	20,731	20,168	74.0	26.8	86.9	44.6	16.3	68.3	17.4	102.0
42	390,916	3295	17454	2893	453	24,095	23,642	68.1	23.8	80.8	36.9	8.4	44.6	7.4	60.5
51	83,837	2804	14464	4209	285	21,762	21,477	67.0	22.9	91.3	42.1	33.4	172.5	50.2	256.2
52	30,167	1594	12733	4505	191	19,023	18,832	62.4	23.9	91.3	43.3	52.8	422.1	149.3	624.3
53	162,374	1221	11638	1411	171	14,441	14,270	64.7	16.5	62.6	25.2	7.5	71.7	8.7	87.9
54	130,900	1790	6017	1433	261	9,501	9,240	69.3	19.0	76.8	37.7	13.7	46.0	10.9	70.6
55	111,873	2236	10126	1828	281	14,471	14,190	72.0	23.5	79.7	38.3	20.0	90.5	16.3	126.8
Field Tot	2,463,475	33,402	171,480	38,308	5,643	248,833	243,190	70.4	21.9	84.0	38.4	13.6	69.6	15.6	98.7

Notes:

** All statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.*
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.
@ Population estimates based on projections from Toronto Urban Development Services.

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 inaction. The search for solutions to this social problem demands a commitment to develop a comprehensive response strategy that will address both individual and systemic factors contributing to this phenomenon. The Service's community policing philosophy provides a foundation for the development of creative and effective solutions to youth violence.

HIGHLIGHTS

- To put youth crime in perspective, three issues must be noted. First, a very small proportion of young persons 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 portion of youth crime is actually reported to police.

- 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 reported to police, 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.

- In recognition of the strong provisions for alternative measures contained in the *Youth Criminal Justice Act* (YCJA), proclaimed in April 2003, Statistics Canada revised their reporting of youth criminal activity in Canada to include both youths charged with a criminal offence and youths accused of but not charged with a criminal offence.

- A report to the Department of Justice Canada has concluded that the initial impact of the YCJA was an immediate and significant change in police charging practices with young offenders, consistent with the purpose and provisions of the Act.

- National youth crime statistics showed that, in 2004, 78,100 Canadian youths were charged with a non-traffic criminal incident and a further 101,303 youths were arrested and cleared otherwise. The overall total youth crime rate was 70.4 per 1,000 young persons, a decrease of 10.4% from 78.6 in 1994; the 2004 national youth charge rate was 30.7.

- In Toronto, in 2005, 7,819 young persons were arrested for all types of *Criminal Code* offences, up 3.2% from 2004, but down 2.2% from 2001.

- An overall decrease was noted in the total number of youths arrested for total *Criminal Code* offences over the past five years. The number of youths arrested for a violent offence or other *Criminal Code* offence decreased 7.4% and 9.0%, respectively, however, the number of youths arrested for a property crime increased 6.6%.

- For every 100 youths arrested for *Criminal Code* offences, in 2005, on average, 72 were male and 28 were female, compared to 2001, when 74 were male and 26 were female. Notwithstanding year to year variation, the number of youth arrested over the past five years, indicates a slightly decreasing trend for males and a slightly increasing trend for females.

- In 2005, on average, 48.7 of every 1,000 young persons in Toronto were arrested for a *Criminal Code* offence, including 13.6 arrested for a violent crime, 20.7 for a property crime, and 14.1 for other *Criminal Code* offences. Male youths had an arrest rate almost 3 times that of female youths and the overall rate for youths was almost double that for adults.

- The total number of crimes reported occurring on school premises increased 18.5% from 2004, due to increases in assaults, mischief, harassment/threats, weapons, and theft. Over the past five years, however, crimes occurring on school premises increased only 1.8% and decreased 7.3% over the past ten years. Thefts and non-sexual assaults were generally the most frequently reported crimes.

- In 2005, a total of 671 youths were arrested for drug-related offences, similar to the number in 2004, and below the levels reported prior to 2003. The youth arrest rate for drug offences in 2005 was 3.5 per 1,000 youth population, compared to 3.6 in 2004 and 4.2 in 2001.

A. A PERSPECTIVE ON YOUTH CRIME

Community perception of youth crime and, in particular, youth violence, is largely influenced by media saturation of the violent actions of only a very few young persons. However, to put youth crime in perspective, three 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. Second, youth crime statistics reflect the number of youths, 12-17 years of age, accused of criminal activities, not the actual level of crime involving young offenders. Third, it is generally believed that only a portion of youth crime is actually reported to police. Overall, it is believed that youth crime statistics are most likely understated.

Unlike general crime statistics, which count the actual number of *Criminal Code* incidents (or offences) reported to police, youth crime statistics reflect the number of youths arrested for or, more recently, accused of a *Criminal Code* offence. Since the enactment of the *Youth Criminal Justice Act* (YCJA) in April 2003, as noted later, Statistics Canada has included youths accused of, but not charged with, a criminal offence in reporting the level of youth criminal activity across Canada. The increasing use of alternative measures, specifically police discretion and pre-charge disposition, would cause youth crime based on charges to be understated, particularly for minor crimes committed by first-time offenders. Statistics Canada's inclusion of youths not charged in the determination of youth crime has, to some extent, addressed this shortcoming.

The use of statistics on youths accused of a *Criminal Code* offence, including both youths charged and youths not charged, may still fail to present a full picture of the youth crime problem. First, increases and decreases in the number of youths accused may reflect the performance of the police, rather than the level of youth crime. Second, 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 2004 General Social Survey (GSS), only about 33% of violent victimization was reported to police in 2004.[53] Young victims (15-25 years of age) were the most likely to be a victim of a violent crime (1.5 to 19 times more likely than other age groups) and the least likely to report to police (only 24% of young people reported violent victimization).[54]

B. *YOUTH CRIMINAL JUSTICE ACT*

The *Youth Criminal Justice Act* came into effect on April 1st, 2003, with the primary purpose of protecting society by preventing crime, imposing sentences that are appropriate and proportional, and rehabilitating youth involved in criminal activities. The Act provides a clear distinction between violent and non-violent crimes and between first-time and repeat young offenders. 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 by creating the presumption that extrajudicial sanctions, rather than court proceedings, will be used for non-violent first offenders. It *requires* police officers to consider alternate measures – taking no further action, issuing a warning, administering a caution, or referring the youth to a community-based program before a charge is laid.

A 2005 report to the Department of Justice Canada concluded that the initial impact of the YCJA was an immediate and significant change in police charging practices consistent with the Act's purpose and provisions.[55] Consistent with the intent of the legislation, the study found a substantial decrease at the national level and in most provinces in the number of young persons charged, and a corresponding increase in the use of extrajudicial measures (cleared otherwise) with respect to accused youths in 2003. The report cites a one-third reduction in the level of charges for minor offences such as theft under and drug-related offences, but only slight decreases in the level of charges for serious property and violent (other than common assault) offences. A review of charging practices and use of extrajudicial measures clearly shows the shift to have occurred in the second quarter of 2003. The authors conclude these changes in police charging practices were directly related to the coming into force of the YCJA and note that there is no evidence of an increase in youth crime at the national level or of net-widening by police in response to the new Act. However, they caution that the introduction of the *Cannabis Reform Bill* in June 2003, although not passed, may have affected the use of charges in incidents of possession of small amounts of cannabis.

C. YOUTH CRIME IN CANADA

Because the YCJA requires police to first consider the use of extrajudicial measures when dealing with young persons, Statistics Canada considers both youths formally charged with

[53] Gannon, M. and Mihorean K. *Criminal Victimization in Canada, 2004*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 25(7), November 2005, p. 12.
[54] Ibid, p. 7, p. 13.
[55] Carrington, P.J. and Schulenburg, J.L. *The Impact of the Youth Criminal Justice Act on Police Charging Practices with Young Persons: A Preliminary Statistical Assessment*. Report to the Department of Justice Canada, 2005.

a criminal offence(s) and youths 'cleared otherwise' to measure youth criminal activity in Canada.[56,57,58] Statistics from the Canadian Centre for Justice Statistics showed that, in 2004, 78,100 Canadian youths, aged 12-17 years, were charged with a non-traffic criminal incident and a further 101,303 youths were accused but not charged.[59] In total, 179,403 youths were accused of a *Criminal Code* offence, an overall decrease of 3.6% from the 186,062 accused in 2003.[60] This one-year decrease in the total number of accused youths reflected a 6.0% decrease in the number of youths charged (from 83,063 in 2003 to 78,100 in 2004) and a 1.7% decrease in the number of youths cleared otherwise (from 102,999 in 2003 to 101,303 in 2004).[61] It is interesting to note that this year over year decrease in the number of youths cleared otherwise follows a 34% increase between 2002 and 2003 when the *Youth Criminal Justice Act* came into effect. Compared to 1994, the number of youths accused in 2004 dropped 3.2% from 185,240 (119,625 charged and 65,615 not charged).[62]

As a proportion of total persons charged for a *Criminal Code* offence in 2004, youths accounted for 16.0% (78,100 of 488,240 persons charged), although they accounted for only 8.0% of the population. Their proportion decreased from 17.0% in 2003 and 19.8% in 2002. If youths accused but not charged are included, in 2004, youths accounted for 30.4% (179,403 of 589,543) of all offenders.

What is more interesting is the reversal in the relative use of charges and pre-charge dispositions nationally over the past decade. In 1994, 64.6% of youths accused of a crime were charged compared to only 43.5% of youths accused in 2004. The number of youths not charged increased 54.4%, from 65,615 in 1994 to 101,303 in 2004; the rate of youths not charged increased 43.2%, from 27.8 youths per 1,000 population in 1994 to 39.8 youths in 2004.

As would be expected given the provisions of the YCJA, the proportion of young persons accused and dealt with other than by *Criminal Code* charge increased considerably in all categories over the past decade; the increase in violent offences cleared otherwise was somewhat less than in other categories (Table 3.1).

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[56] Due to changes in the measuring and reporting of youth crime activity by Statistics Canada, national youth crime data for 1994 to 2004 have been recalculated to include both youths charged and youths 'cleared otherwise' or 'not charged' to allow for a more comprehensive representation of youth criminal activity in Canada. National youth crime data therefore differs from data in previous Scans.

[57] An incident is 'cleared otherwise' or 'not charged' when police have identified at least one accused and sufficient evidence exists to lay a charge, but the accused is processed by other means including formal measures (e.g. extrajudicial sanctions or Crown caution) or less formal alternative measures (e.g. community referral program).

[58] According to Statistics Canada, youth crime is likely still understated, as some Canadian police services do not maintain records for all youths cleared otherwise.

[59] Sauvé, J. *Crime Statistics in Canada 2004*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 25(5), July 2005, p. 21.

[60] Ibid.

[61] Ibid.

[62] Statistics Canada. *Crime Statistics, Canada, Provinces and Territories, 1977 to 2004*. On-line UCR data, updated annually. (www.ccjsccsj.statcan.ca)

Table 3.1
Proportion (%) of Youths Charged/Not Charged

	1994		2004	
***Criminal Code* Category**	**Charged**	**Cleared Otherwise**	**Charged**	**Cleared Otherwise**
Violent	68.7%	31.3%	52.7%	47.3%
Property	66.4%	33.6%	40.8%	59.2%
Other *Criminal Code*	58.2%	41.8%	41.3%	58.7%
Total Accused	**64.6%**	**35.4%**	**43.5%**	**56.5%**

Source: Statistics Canada

The total national youth crime rate – the number of youths accused of non-traffic *Criminal Code* offences per 1,000 population over the past decade – is shown in Figure 3.1 The rate generally decreased between 1994 and 2000 and generally increased until 2003; between 2003 and 2004, the rate decreased 4.1%. Over the past decade, the total youth crime rate (youths accused of a *Criminal Code* offence) decreased 10.4%, from 78.6 youths per 1,000 population in 1994 to 70.4 youths per 1,000 population in 2004.[63]

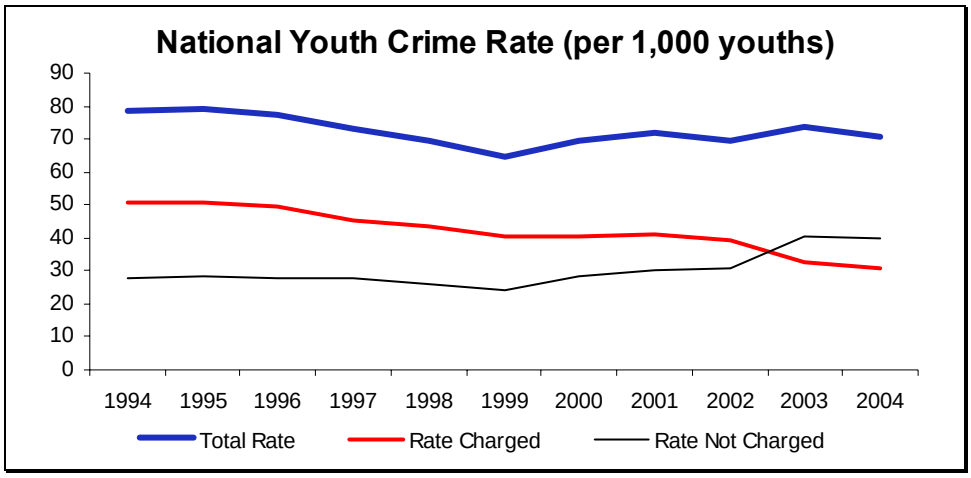

Figure 3.1 Source: Statistics Canada

Also shown in Figure 3.1 are the changes in rates of youth charged and not charged over the past decade. The youth charge rate decreased 39.6%, from 50.8 youths per 1,000 population in 1994 to 30.7 youths per 1,000 population in 2004. On the other hand, as noted previously, the rate of youth not charged, or cleared otherwise, consistently increased over the past decade, increasing 43.2% from 27.8 youths per 1,000 population in 1994 to 39.8 youths in 2004. The number and rate of youths not charged surpassed the number and rate of youth charged in 2003.

Figure 3.2 shows the national youth charge rate by offence category since 1994. In 2004, the overall youth charge rate – the number of youths charged for non-traffic *Criminal Code*

[63] Although the number of youths accused of a non-traffic *Criminal Code* offence decreased only 3.2% over the past decade, the total youth crime rate also reflects an 8.1% increase in the population of young people between the ages of 12 and 17 years during this same period.

offences per 1,000 population – was 30.7, of which 11.9 were charged for property crimes, 10.9 for other *Criminal Code* offences, and 7.9 for violent crimes. Compared with 2003, the rate of youth charged by police in 2004 dropped 6.4%, from 32.8 youths per 1,000 population. The one-year decrease in the national youth charge rate reflected a decrease in each major crime category, including a 2.5% decrease in the violent crime rate, an 11.9% decrease in the property crime rate, and a 2.7% decrease in rate of other crimes.[64] From 1994 to 2004, the overall rate of youth charged in Canada dropped by 39.6%, from 50.8 youths per 1,000 population. For the same ten-year period, the rate of youths charged decreased 14.1% for violent crime, 59.3% for property crime, and 11.4% for other *Criminal Code* offences. Youth charge rates in 2004 were at the lowest level, overall, since 1985, and in every category, since 1991.

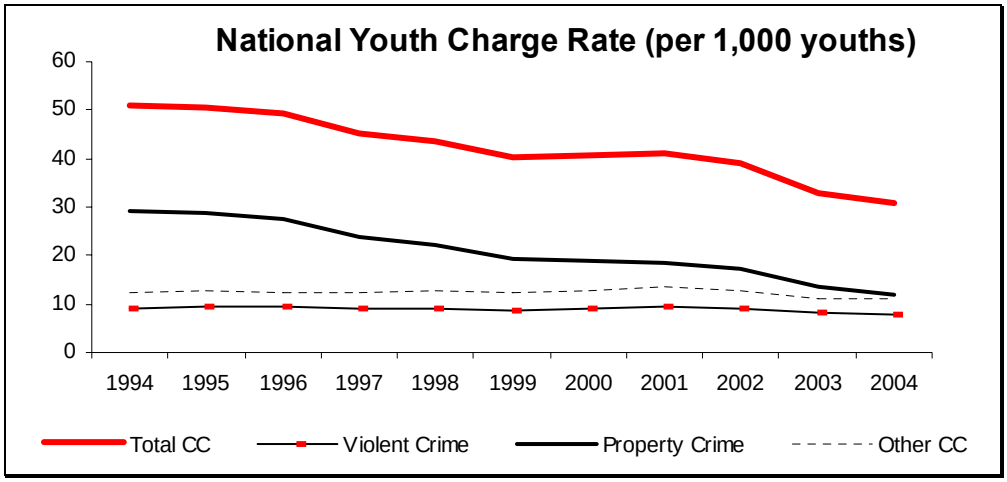

Figure 3.2 Source: Statistics Canada

Although the involvement of young females in crime remains low compared to young males (more than three young males were charged for every young female), three in ten young female offenders (29.7%) were charged nationally for violent offences compared to one in four young male offenders (24.5%). It should be noted, however, that the number of young females charged with a violent offence in 2004 was the lowest since 1995, and some researchers suggest that previous increases can be attributable, at least in part, to a stricter approach to school-yard fights and bullying, behaviours which may have, in the past, been considered bad as opposed to criminal.[65]

Between 1999/00 and 2003/04, the number of cases processed nationally in the youth courts declined by 19.6%, largely due a 16% decrease in 2002/03, reflecting the introduction of the YCJA and fewer charges laid by police.[66] Since 1999/00, there have been decreases in youth court cases in all offence categories, including a decrease of 27.7% in the number of crimes against property cases and a 9.0% decrease in crimes against the person cases. The most

[64] Statistics Canada. *Crime Statistics, Canada, Provinces and Territories, 1977 to 2004*. On-line UCR data, updated annually. (www.ccjsccsj.statcan.ca)
[65] Health Canada. *Aggressive Girls – Overview Paper*. (www.phac.gc.ca)
[66] Thomas, J. *Youth Court Statistics, 2003/04*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 25(4), June 2005, p.16.

common types of cases processed in the youth courts in 2003/04 included theft (13.0%), common assault (11.4%), break and enter (9.4%), and possession of stolen property (7.0%).

D. YOUTH CRIME IN TORONTO[67, 68]

Number of Youths Arrested:

During 2005, a total of 51,661 persons were arrested for a *Criminal Code* offence(s) in Toronto, including 7,819 young persons aged 12-17 years and 43,842 adults. Youths accounted for 15.1% of the total number of persons arrested in 2005, but accounted for only 8.6% of the population 12 years of age and older. The total number of youths arrested for *Criminal Code* offences in 2005 was a 3.2% increase from the total number of youths arrested in 2004, but a 2.2% decrease from 2001. In comparison, the total number of adults arrested for *Criminal Code* offences in 2005 was a 2.3% increase from the number of adults arrested in 2004 and a 4.2% increase from 2001. Figure 3.3 shows the number of young persons and adults arrested over the past five years.

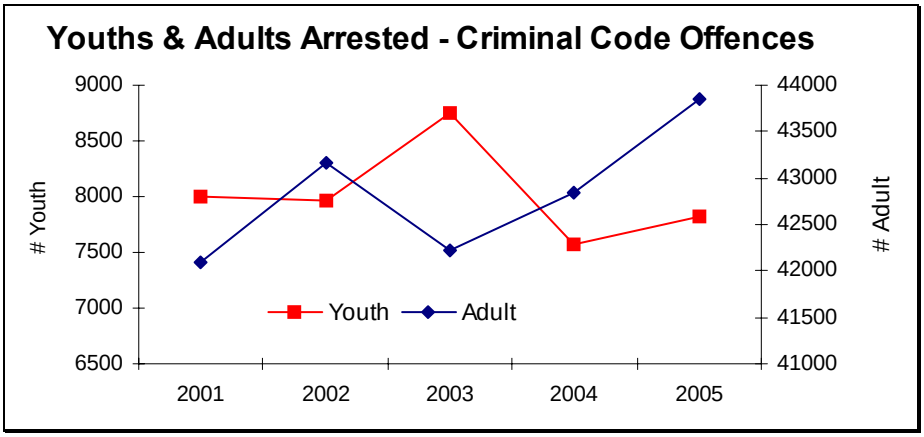

Figure 3.3 Source: TPS Database

Over the past five years, the number of youths arrested for a violent offence or other *Criminal Code* offence decreased 7.4% and 9.0% respectively; the number of youths arrested for a property crime, however, increased 6.6%. Over the past year, the number of youths arrested for a violent crime or property offence increased 7.7% and 5.2% respectively, but decreased 8.1% for other Criminal Code offences.

As was discussed in relation to national youth crime, not all youths arrested for a *Criminal Code* offence were formally charged. Since 2001, the number and proportion of youths arrested but not charged increased from 745 (9.3%) in 2001 to 2,421 (27.7%) in 2003, but

[67] Due to changes in Service data systems and extraction procedures, all arrest data for 2001 to 2005 have been recalculated to allow fair comparison and may differ from data in previous Scans. Examination of arrest data is based on five years.

[68] The use of the term 'arrested' in this section means all persons arrested for a criminal offence or charged with a criminal offence but not formally arrested (e.g. charged by Summons).

dropped to 1,972 (25.2%) in 2005. These levels closely reflect the availability of the Toronto Youth Referral Program during 2002 and 2003 and the enactment of the *Youth Criminal Justice Act*. The use of pre-charge extra-judicial measures by Toronto police officers to deal with accused youth is well below the national average of 56.5% (Figure 3.4). In 2005, 6.6% of violent offences, 39.0% of property offences and 9.8% of other *Criminal Code* offences were cleared otherwise (i.e. arrested but not charged).

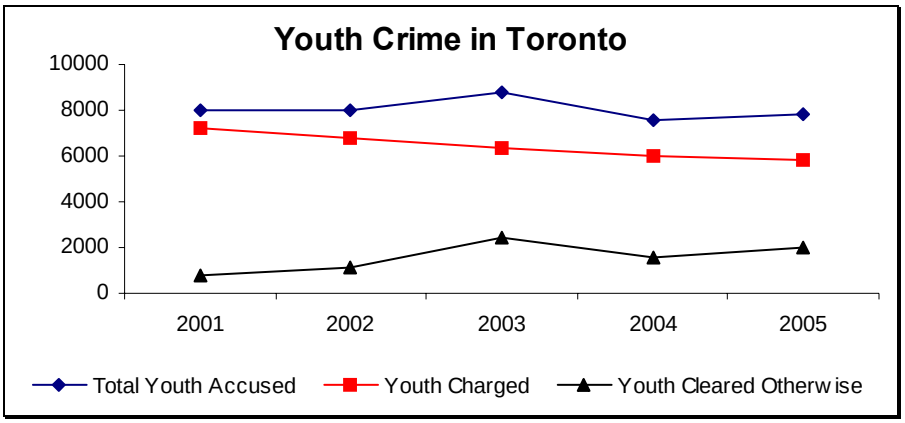

Figure 3.4 Source: TPS Database

Again, for the purposes of this chapter, youth crime in Toronto will reflect the total number and rate of youth accused of/arrested for a *Criminal Code* offence, without regard to whether the youth was charged or cleared otherwise.

Table 3.2 is a breakdown of youths as a proportion of total persons arrested by the major categories of *Criminal Code* offences. [69]

Table 3.2
Youths as a Proportion (%) of Total Persons Arrested

Year	Youths*	Violent	Property	Other CC	Traffic	Total CC**
2001	7992	14.7%	20.7%	15.4%	2.1%	16.0%
2002	7966	14.4%	19.7%	14.6%	2.1%	15.6%
2003	8750	15.9%	21.8%	15.5%	2.7%	17.1%
2004	7574	14.9%	18.1%	13.9%	2.0%	15.1%
2005	7819	15.4%	18.0%	12.9%	2.3%	14.9%

** Actual number of persons arrested.*
*** Based on the sum of the major offence categories (includes multiple counts for those with multiple charges).*
Source: TPS Database

[69] The total number of youths and adults arrested, as discussed to this point, is based on the actual number of persons arrested. In analyses involving the breakdown of data by the major offence categories, the number of youths/adults arrested for total *Criminal Code* offences may be greater than the number of actual persons arrested. This is because a person may have been accused of more than one type of offence (e.g. a violent crime and a property crime). While the counts in each separate offence category are the actual number of persons arrested for that type of offence, the total *Criminal Code* count is created by adding the counts for the individual categories.

In general, the proportion of youths in offence categories, except Traffic, is much larger than their overall representation (8.6%) in the City's total population aged 12 years and over. Notwithstanding their general over-representation in the proportion of total persons arrested, and similar to the trend seen at the national level, in 2005, the overall proportion of youths arrested (total *Criminal Code*) showed a decrease from both 2004 and 2001.

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

In 2005, of the total actual number of young persons arrested for *Criminal Code* offences, 5,627 (72.0%) were male and 2,190 (28.0%) were female. This means that for every 100 youths arrested for *Criminal Code* offences in 2005, on average, 72 were male and 28 were female, as compared to 2001 when 74 were male and 26 were female. Notwithstanding year to year variation, the number of youth arrests over the past five years, indicates a slight decreasing trend for males (on average, about 1.5% per year) and a slight increasing trend for females (on average, about 1.0% per year) (Figure 3.5).

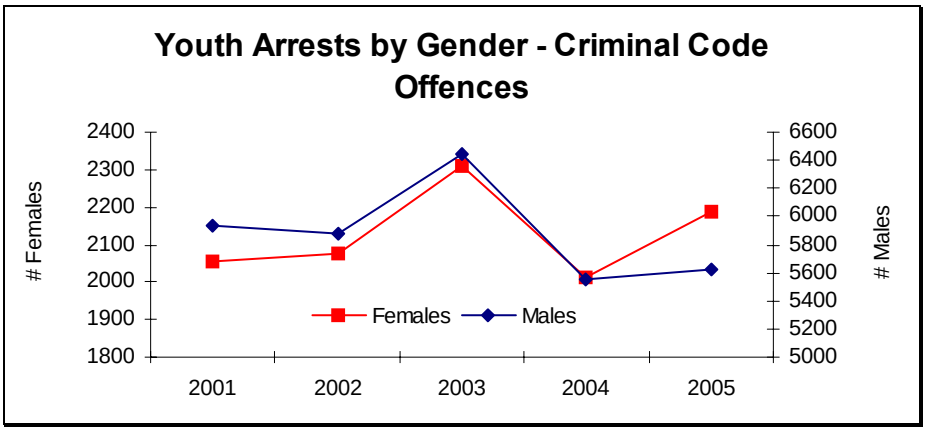

Figure 3.5 Source: TPS Database

Table 3.3 shows the change in number of youths arrested, broken down by gender and offence category.

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

	Violent	Property	Other CC	Traffic	Total CC*	Drug
2004-2005						
Male	10.3%	-1.4%	-7.9%	15.7%	-0.4%	-1.5%
Female	-2.3%	18.7%	-9.1%	-50.0%	8.0%	4.5%
Total	7.7%	5.2%	-8.1%	8.8%	1.6%	-0.9%
2001-2005						
Male	-2.9%	-4.0%	-5.8%	-10.6%	-4.3%	-8.7%
Female	-22.4%	31.2%	-23.5%	-50.0%	3.4%	-17.6%
Total	-7.4%	6.6%	-9.0%	-13.9%	-2.5%	-9.7%

** Based on the sum of the major offence categories (includes multiple counts for those with multiple charges.*

Source: TPS Arrest Database

Between 2004 and 2005, the number of arrests for young males decreased less than 1%, however, the number of young females arrested increased 8.0%.[70] With regard to the largest changes seen, excluding Traffic, the number of females arrested increased 18.7% for property offences and decreased 9.1% for other *Criminal Code* offences. On the other hand, the number of male youths arrested increased 10.3% for violent crimes and decreased 7.9% for other *Criminal Code* offences.

Over the past five years, the number of male youths arrested for a *Criminal Code* offence decreased 4.3%, compared to a 3.4% increase for female youths. While male youths had a 4.0% decrease in property crime arrests, female youths had a 31.2% increase in property crime arrests. Both male and female youths showed a decrease in arrests for violent crimes (2.9% for males and 22.4% for females) and other *Criminal Code* offences crimes (5.8% for males and 23.5% for females).

Table 3.4 shows the total number and proportion of male and female young offenders arrested for each of the major offence groups. While in both 2001 and 2005 young females were most likely arrested for property crime, by 2005 they accounted for more than one in three youths arrested in this category. Males, on the other hand, were more likely involved in violent crimes than females. Overall, however, females have increased as a proportion of total young offenders, largely as the result of the considerable increase in female youths arrested for property crimes.

Table 3.4
Number & Proportion (%) of Male and Female Young Offenders

	Violent	Property	Other CC	Traffic	Total CC*	Drug
2001						
Male %	76.7%	70.0%	82.5%	91.7%	76.0%	88.6%
Female %	23.2%	30.0%	17.5%	8.3%	24.0%	11.4%
Total Number	2,847	3,757	2,994	72	9,670	743
2005						
Male %	80.5%	63.0%	85.3%	95.2%	74.6%	89.6%
Female %	19.5%	36.9%	14.7%	4.8%	25.4%	10.4%
Total Number	2,636	4,004	2,726	62	9,428	671

** Based on the sum of the major offence categories (includes multiple counts for those with multiple charges).*
Source: TPS Arrest Database

Figure 3.6 shows the number of youths arrested by gender and age in 2005. Clearly, the number of youths arrested, whether male or female, increases with age, albeit at different rates.

[70] As noted below Table 3.3 and in Footnote 17, these changes include multiple counts for those youths with multiple charges in different offence categories. When the actual number of youths arrested is considered (Figure 3.5), between 2004 and 2005, the number of males and females arrested increased 1.2% and 8.7%, respectively.

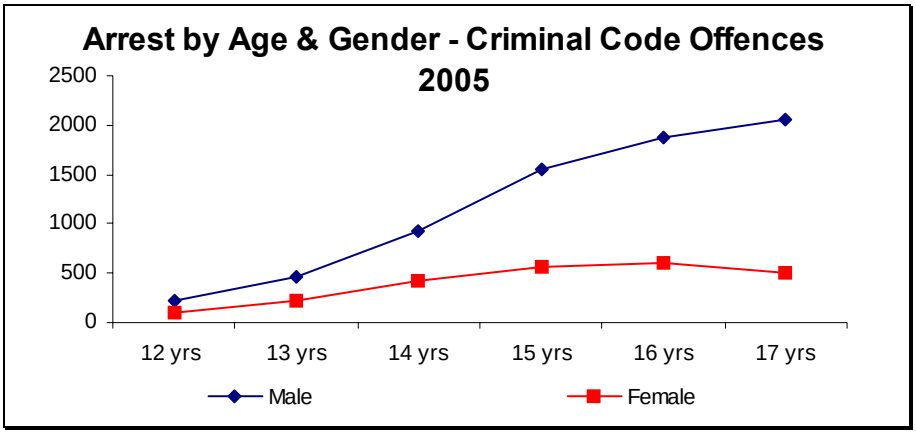

Figure 3.6 Source: TPS Database

Between the ages of 12 and 17 years, the number of arrests for *Criminal Code* offences peaked at age 16 years for females and 17 years for males. The gap between the number of young males and females arrested widened as age increased: at age 12, two young males were arrested for every young female arrested, while at age 17, four young males were arrested for every young female arrested. The proportion of young females arrested for violent crimes increased from 16.7% of arrests at age 12 to 23.7% of arrests at age 17; on the other hand, the proportion of young males arrested for violent offences was more consistent at all ages – about three in ten arrests (30.4%).

Researchers and youth service providers are now recognizing the increasing involvement of very young children in criminal activity and the importance of dealing with criminal/ aggressive behaviour in young children. The importance of addressing the criminal activities and aggressive behaviour of young children was underscored in a 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 "[r]esearch 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."[71]

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 skills in conflict resolution, anger management, problem solving, and violence prevention have met with some success. In a more recent analysis of the Study Group's data, it was noted that "[e]ven modestly successful prevention and intervention programs could yield significant benefits, including reducing the overall level of crime in a community, decreasing the future

[71] Office of Juvenile Justice and Delinquency Prevention. **OJJDP Research 2000 – Research on Very Young Offenders**. May 2001, p.4. (www.ojjdp.ncjrs.org)

expenditure of tax dollars and improving the well-being of families, children and youth in a community."[72]

In February 1999, the Toronto Police Service, the Child Development Institute Centre, and 13 other stakeholder organisations signed a protocol for dealing with children under 12 years of age 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 Rates:

Changes in number of persons arrested can be, at times, due to increases or decreases in the population. In order to control for this effect, rates per 1,000 population are calculated for comparison. The arrest rates for young persons and adults are presented in Table 3.5. More detailed statistics on young persons and adults arrested, broken down by gender and major offence category, are shown in the Appendix at the end of this chapter.

Table 3.5
Number of Persons Arrested Per 1,000 Population

Youth	Violent	Property	Other CC	Traffic	Total CC*	Drug
2001	16.2	21.4	17.1	0.4	55.1	4.2
2002	14.9	21.9	16.3	0.4	53.5	4.4
2003	15.0	25.3	17.1	0.4	57.9	2.5
2004	13.0	20.2	15.7	0.3	49.1	3.6
2005	13.6	20.7	14.1	0.3	48.7	3.5
Adult						
2001	8.4	7.3	8.4	1.7	25.7	2.6
2002	8.0	8.0	8.6	1.5	26.2	2.7
2003	7.3	8.3	8.5	1.4	25.6	2.0
2004	6.8	8.5	9.0	1.4	25.7	2.6
2005	7.1	8.9	9.0	1.3	26.2	2.4
% Change: Youth						
2004-2005	5.1%	2.7%	-10.3%	6.1%	-0.8%	-3.3%
2001-2005	-16.0%	-3.3%	-17.4%	-21.9%	-11.6%	-18.1%
% Change: Adult						
2004-2005	3.0%	4.9%	-0.1%	-5.0%	2.1%	-7.6%
2001-2005	-15.5%	22.1%	7.3%	-23.2%	2.1%	-6.4%

** Based on the sum of the major offence categories (includes multiple counts for those with multiple charges).*

Source: TPS Database

[72] Snyder, H., Espiritu, R., Huizinga, D., Loeber, R., and Petechk, D. *Prevalence and Development of Child Delinquency*. **Child Delinquency Bulletin Series,** Office of Juvenile Justice and Delinquency Prevention, March 2003, p. 7.

In 2005, on average, 48.7 of every 1,000 young persons were arrested for *Criminal Code* offences, almost double the adult arrest rate (26.2).[73] However, the overall arrest rate for youths in 2005 was the lowest seen in the past five years, representing a slight decrease (0.8%) from 2004, but an 11.6% decrease from 2001. On the other hand, the overall arrest rate for adults increased 2.1% from both 2004 and five years ago.

Table 3.6 shows the arrest 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 arrest rate than female youths across all major offence categories. In 2005, the overall arrest rate for male youths was almost three times the rate for female youths. The male youth arrest rate for property crime was less than twice that for female youths, but was four times the female rate for violent crimes.

Table 3.6
Youth Arrest Rate - Number of Youths Arrested Per 1,000 Population

	Sex	Viol	Prop	OCC	Traffic	Total CC*	Drug
2001	Male	24.2	29.1	27.3	0.7	81.3	7.3
	Female	7.8	13.2	6.1	0.1	27.2	1.0
	Total	16.2	21.4	17.1	0.4	55.1	4.2
2002	Male	22.3	29.4	26.5	0.7	78.8	7.8
	Female	7.1	13.9	5.5	0.0	26.5	0.9
	Total	14.9	21.9	16.3	0.4	53.5	4.4
2003	Male	23.3	33.2	28.4	0.8	85.6	4.3
	Female	6.3	16.9	5.1	0.1	28.4	0.6
	Total	15.0	25.3	17.1	0.4	57.9	2.5
2004	Male	19.8	26.4	26.0	0.5	72.7	6.3
	Female	5.7	13.6	4.8	0.1	24.2	0.7
	Total	13.0	20.2	15.7	0.3	49.1	3.6
2005	Male	21.3	25.4	23.4	0.6	70.7	6.0
	Female	5.5	15.7	4.3	0.0	25.5	0.7
	Total	13.6	20.7	14.1	0.3	48.7	3.5
Change (%) 2004-2005	Male	7.7%	-3.7%	-10.1%	12.9%	-2.8%	-3.8%
	Female	-4.7%	15.8%	-11.3%	-51.2%	5.4%	1.9%
	Total	5.1%	2.7%	-10.3%	6.1%	-0.8%	-3.3%
Change (%) 2001-2005	Male	-11.8%	-12.8%	-14.4%	-18.8%	-13.1%	-17.0%
	Female	-29.7%	18.8%	-30.8%	-54.7%	-6.4%	-25.4%
	Total	-16.0%	-3.3%	-17.4%	-21.9%	-11.6%	-18.1%

** Based on the sum of the major offence categories (includes multiple counts for those with multiple charges).*
Source: TPS Database

[73] Arrest rate shown reflects total *Criminal Code* based on the sum of the major crime categories. Please refer to Footnote 17. Based on the total number of persons arrested (no duplication by major offence category) the arrest rate is 40.4 and 21.3 for youths and adults, respectively; the youth arrest rate is, again, almost double that of the adult arrest rate.

Changes in the arrest rate differed between male and female youths. Compared to 2004, in 2005, male youths showed decreases in the arrest rates in property crimes (3.7%), other *Criminal Code* offences (10.1%), and total *Criminal Code* offences (2.8%), but showed an increase in the arrest rate for violent crimes (7.7%). Conversely, for female youths the total *Criminal Code* arrest rate increased 5.4% due to a 15.8% increase in the arrest rate for property crime; all other major offence categories for females showed decreases.

Over the past five years, the female youth arrest rate for overall crimes decreased only 6.4%, compared to male youths which decreased 13.1%. The arrest rate for female youths for property crimes increased 18.8%, while that for male youths decreased by 12.8%. The arrest rate for violent crime decreased 16.0% overall, and 11.8% and 29.7% for male and female youths, respectively.

E. CRIMES OCCURRING ON SCHOOL PREMISES

Statistics Canada reported that, in 2003, 17% of all types of police-reported assaults against children and youth occurred on school premises, the majority (70%) of which were physical assaults.[74] Further, in a recent Toronto schools survey, discussed in greater detail in the Public Perceptions chapter, 18% of students (up from 16% in 2004) said that they felt somewhat or very unsafe in and around the school during the day, and 41% of students (compared to 41% in 2004 and 36% in 2003) thought their school was somewhat or very violent. Almost one in ten students (9%) reported that they had been a victim of crime at school over the past year.

Table 3.7 shows a breakdown of the various crimes occurring on school premises in Toronto over the past ten years.[75] Theft and assault were consistently the most common offences noted.

Table 3.7
Crimes Occurring on School Premises

					% Change		
	1996	2001	2004	2005	04-05	01-05	96-05
Assault	1,149	1,292	988	1,169	18.3	-9.5	1.7
Sexual assault	114	147	125	112	-10.4	-23.8	-1.8
Robbery	199	235	190	215	13.2	-8.5	8.0
Harassment/Utter Threats	400	720	404	516	27.7	-28.3	29.0
Weapons offences	209	216	205	255	24.4	18.1	22.0
B&E	429	350	314	250	-20.4	-28.6	-41.7
Mischief	573	420	357	506	41.7	20.5	-11.7
Theft	1,603	740	890	1,093	22.8	47.7	-31.8
Other CC	382	483	481	571	18.7	18.2	49.5
Total	**5,058**	**4,603**	**3954**	**4,687**	**18.5**	**1.8**	**-7.3**

Source: TPS Database

[74] AuCoin, K. *Children and Youth as Victims of Violent Crime*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 25(1), April 2005.

[75] Data on crimes occurring on school premises may differ from that shown in previous Scans due to updates to the Service's database. At present, the Service's live database does not have a cut-off day for data entry; it allows as many updates as required to keep the database current. Crime that occurred in an earlier year but was detected/reported later is an example of the possible reasons necessitating an update and thus revision of statistics reported previously. Statistics on such crimes reported in previous Environmental Scans have been revised, where necessary, to facilitate comparison and trend analysis.

In 2005, compared to 2004, increases were noted for most types of crimes occurring on school premises resulting in an overall increase of 18.5%. Over the past five years, overall crime increased only 1.8%, with substantial decreases in sexual assaults, harassment/uttering threats, and break and enter offences. Between 1996 and 2005, total crime on school premises decreased 7.3%, with large decreases in thefts (31.8%), break & enters (41.7%), and mischief (11.7%). On the other hand, weapons offences increased 22.0, harassment/threats increased 29.0% and other *Criminal Code* offences increased 49.5%.

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 *Safe Schools Act* and 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. Efforts on the part of schools, parents, and 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.

The 2005 Ontario Student Drug Use Survey (OSDUS), by the Centre of Addiction and Mental Health (CAMH), revealed the following findings:[76]

- about one in eight (12%) students assaulted someone at least once during the past year;
- one in ten (10%) reported carrying a weapon;
- 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;
- just under one-third (31%) of students had been bullied at school; and,
- 28% reported taking part in bullying other students at school.

While the first four proportions above showed no change from the 2003 OSDUS results, the final two proportions were slightly lower. Further, data from the 2005 OSDUS, CAMH reported that, overall, 2.2% of students in grades 9 to 12 reported carrying a handgun at least once during the past twelve months before the survey.[77] The report stated that carrying a handgun was more likely among males, but there was no statistical association to grade levels. As a point of comparison, a similar 2003 school survey in the United States found that 6.1% of high school students reported carrying a handgun in the past month.

An on-going study conducted by Health Canada – Health Behaviour in School-Aged Children (HBSC) – asked about student's feelings of safety at school in both the 1997/1998 and 2001/2002 survey cycles. The 1998 survey found that 8% to 14% of boys and 3% to 7% of girls (Grades 6 through 10) said they rarely or never felt safe at school; both boys and girls felt safer as they progressed through the grades.[78] When asked whether their friends carried weapons, 7%

[76] *Highlights of the 2005 OSDUS (Ontario Student Drug Use Survey) Mental Health & Well-Being Report.* in **CAMH Population Studies eBulletin**, May/June 2006, 7(3), Centre for Addiction and Mental Health website (www.camh.net).
[77] *One in 50 Ontario High School Students Reports Carrying a Gun.* **CAMH Population Studies eBulletin**, January/February 2006, 7(1), Centre for Addiction and Mental Health website (www.camh.net).
[78] *Chapter 2 – The School Experience.* **Trends in Health of Canadian Youth** (Health Canada, Health Behaviour in School-Aged Children), Public Health Agency of Canada website (www.phac.gc.ca).

to 10% of boys and 2% to 3% of girls (Grades 8, 9, and 10) indicated that most or all of their friends carried weapons. In 2002, the survey found that 10% of girls and 17% of boys did not feel safe at their school.

Based on discipline rates published by the Toronto Public School Board, the *Toronto Star* noted that 5.6% of all students in the Toronto School Board (15,699 of 280,400 students) were suspended – usually less than five days – between September 2004 and February 2005.[79] Bullying, misconduct, persistent opposition to authority, and fighting were the most frequently cited reasons for suspensions. Male students accounted for 75% of suspensions and expulsions and 20% of suspended students were sent home more than once. The review cited a 17% reduction in suspensions in the current school year. A School Board director noted that additional resources for proactive programs are largely responsible for the reduction in suspension, and keeping students in the school.

Bullying:

Bullying is a form of violence among children, often occurring in the presence of or in front of adults who fail to intercede.[80] Bullying includes a number of aggressive, negative acts – physical, verbal, and psychological – which are repeated by a child or a group over time, creating a power imbalance.

As was mentioned above, just under one-third (31%) of Ontario students reported being bullied at school and almost three in ten students (28%) reported taking part in bullying other students at school. In recent surveys, discussed in greater detail in the Public Perceptions chapter, 80% of elementary and secondary school administrators in Toronto reported that they were very or somewhat concerned about bullying in their schools. Almost half of the high school students (48%) surveyed said they were very or somewhat concerned about bullying and 7% said it was the most serious problem in their school.

A survey by the National Institute of Child Health and Human Development (NICHD) found that bullying had both long- and short-term psychological effects on both those who bully and those who are bullied.[81] Victims may experience difficulty in socialisation and may develop mental health disorders that can follow them through adulthood. Bullying behaviour has been linked to other antisocial behaviour and may be a precursor to criminal behaviour and substance abuse. A Health Canada study found that young people who bully others and are victimized by others (bully/victims) are at the most risk for behavioural problems associated with both the bully and the victim. The report also noted the potential for corresponding high social costs in mental health, juvenile justice, special education, and social services systems.[82]

The NICHD study reported that males tended to bully and be bullied more frequently than females, that physical bullying was more common to males, and that verbal bullying was more common to females. Bullying tended to begin in the elementary grades, peaking between

[79] *Why are some schools tougher on unruly kids?* **Toronto Star**, April 13, 2006.
[80] Ericson, N. *Addressing the Problem of Juvenile Bullying*. **OJJDP Fact Sheet,** June 2001, #27.
[81] Ibid.
[82] Boyce, W.F. *Chapter 8: Bullying and Fighting*. **Young people in Canada: their health and well-being** (Health Canada, Health Behaviour in School-Aged Children), 2004, Public Health Agency of Canada website (www.phac.gc.ca).

Grades 6 and 8, and continued into high school. Reported in the United States as a possible contributing factor to shootings on school premises and student suicides, bullying is no longer perceived as an inevitable part of growing up, no longer dismissed as 'kids being kids'. A co-ordinated effort by all members of the school community to raise awareness of the effects of bullying and reduce the opportunities and rewards of bullying is the key to successfully eliminating, or at least reducing, school-yard bullies.

F. DRUG USE BY YOUTHS

Given that drug charges are largely determined by the level of police enforcement, drug charge 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 3.7 shows the number of youths, total and by gender, charged with drug-related offences over the past five years. A total of 671 youths were charged with drug-related offences in 2005, compared to 677 youths in 2004 and 743 youths in 2001.

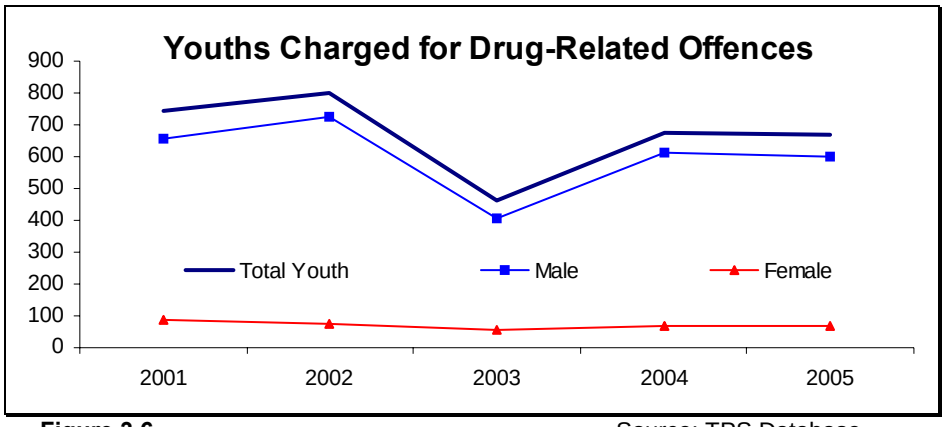

Figure 3.6 Source: TPS Database

The number of youths charged with drug-related offences in 2005 was similar to the number in 2004, and below the levels reported prior to 2003. Interestingly, the number of adults charged with drug-related offences echoed the annual increases and decreases in youths charged over the past five years. The reduction in drug-related charges in 2003 may have been, at least in part, attributable to the introduction of the *Cannabis Reform Act*. Females accounted for 10.4% of the youths arrested charged with drug offences in 2005; this proportion has been relatively consistent over the past five years, ranging from 9.5% to 12.6%. The youth charge rate for drug offences was 3.5 per 1,000 youths in 2005, compared to 3.6 in 2004 and 4.2 in 2001.

Findings from the CAMH 2005 OSDUS indicated that drug use over the short-term declined and, for the first time in over a decade, there were significant decreases in the use of

both legal and illegal drugs.[83] In 2005, 35.9% of students reported being drug-free (including tobacco and alcohol) as compared to 31.6% in 2003. Of the students surveyed in 2005, 28.7% had used some illicit drug, compared to 32.2% in 2003 and 33.5% in 2001. It is interesting to note that although young females account for only about one in ten drug-related youth arrests in Toronto, 27.4% of female students reported illicit drug use, similar to the 29.9% of male students. Almost half (46%) of students reported that cannabis would be easy or very easy to get; cocaine, ecstasy, and LSD were less available.

More than half (55%) of the students believed that drug use in their school was higher today than a few years ago, and 74% said it was either a big (25%) or small (49%) problem in their school. Almost one-quarter of students (23%) had been offered, sold, or given a drug at school and one-third (33%) reported exposure to drug selling in their neighbourhood in the past year.

[83] **Drug Use Among Ontario Students 1977 – 2005, Detailed OSDUS Findings.** Centre for Addiction and Mental Health website (camh.net/Research/Areas_of_research/Population_Life_Course_Studies/OSDUSOSDUS2005_DrugDetailedfinal.pdf).

Appendix

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

Age Grp	Gender	Proj. Pop.	Number Persons Arrested					Persons Arrested/1000 pop				
			Viol	Prop	OCC	Traf	Tot CC*	Viol	Prop	OCC	Traf	Tot CC*
2005												
12-17	Male	99,457	2,122	2,524	2,326	59	7,031	21.3	25.4	23.4	0.6	70.7
	Female	94,003	513	1,479	400	3	2,395	5.5	15.7	4.3	0.0	25.5
	Total+	193,460	2,636	4,004	2,726	62	9,428	13.6	20.7	14.1	0.3	48.7
18&+	Male	960,257	12,398	13,400	15,590	2,409	43,797	12.9	14.0	16.2	2.5	45.6
	Female	1,097,217	2,104	4,883	2,873	255	10,115	1.9	4.5	2.6	0.2	9.2
	Total+	2,057,474	14,513	18,290	18,471	2,664	53,938	7.1	8.9	9.0	1.3	26.2
2004												
12-17	Male	97,102	1,923	2,560	2,525	51	7,059	19.8	26.4	26.0	0.5	72.7
	Female	91,694	525	1,246	440	6	2,217	5.7	13.6	4.8	0.1	24.2
	Total+	188,796	2,448	3,806	2,965	57	9,276	13.0	20.2	15.7	0.3	49.1
18&+	Male	951,092	11,970	12,730	15,435	2,533	42,668	12.6	13.4	16.2	2.7	44.9
	Female	1,084,161	1,964	4,508	2,845	238	9,555	1.8	4.2	2.6	0.2	8.8
	Total+	2,035,253	13,941	17,244	18,297	2,773	52,255	6.8	8.5	9.0	1.4	25.7
2003												
12-17	Male	94,803	2,209	3,144	2,692	73	8,118	23.3	33.2	28.4	0.8	85.6
	Female	89,442	561	1,515	458	7	2,541	6.3	16.9	5.1	0.1	28.4
	Total+	184,245	2,771	4,660	3,151	80	10,662	15.0	25.3	17.1	0.4	57.9
18&+	Male	942,249	12,577	12,473	14,396	2,600	42,046	13.3	13.2	15.3	2.8	44.6
	Female	1,071,465	2,129	4,278	2,800	259	9,466	2.0	4.0	2.6	0.2	8.8
	Total+	2,013,714	14,710	16,759	17,206	2,859	51,534	7.3	8.3	8.5	1.4	25.6
2002												
12-17	Male	92,560	2,063	2,717	2,449	64	7,293	22.3	29.4	26.5	0.7	78.8
	Female	87,246	619	1,213	478	3	2,313	7.1	13.9	5.5	0.0	26.5
	Total+	179,806	2,685	3,932	2,928	67	9,612	14.9	21.9	16.3	0.4	53.5
18&+	Male	933,718	13,445	11,910	14,091	2,800	42,246	14.4	12.8	15.1	3.0	45.2
	Female	1,059,119	2,531	4,093	2,954	276	9,854	2.4	3.9	2.8	0.3	9.3
	Total+	1,992,837	15,994	16,013	17,062	3,076	52,145	8.0	8.0	8.6	1.5	26.2
2001												
12-17	Male	90,370	2,185	2,629	2,469	66	7,349	24.2	29.1	27.3	0.7	81.3
	Female	85,105	661	1,127	523	6	2,317	7.8	13.2	6.1	0.1	27.2
	Total+	175,475	2,847	3,757	2,994	72	9,670	16.2	21.4	17.1	0.4	55.1
18&+	Male	925,490	13,853	10,647	13,628	3,041	41,169	15.0	11.5	14.7	3.3	44.5
	Female	1,047,110	2,611	3,703	2,859	283	9,456	2.5	3.5	2.7	0.3	9.0
	Total+	1,972,600	16,476	14,362	16,498	3,325	50,661	8.4	7.3	8.4	1.7	25.7

**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 by Age and Offence
% Change in Number and Rate (per 1,000 population)

One Year
2004-2005 Change (%)

		Proj.	Number Persons Arrested					PersonsArrested/1000pop				
Age Grp	Gender	Pop.	Viol	Prop	OCC	Traf	Tot CC	Viol	Prop	OCC	Traf	Tot CC*
12-17	Male	2.4%	10.3%	-1.4%	-7.9%	15.7%	-0.4%	7.7%	-3.7%	-10.1%	12.9%	-2.8%
	Female	2.5%	-2.3%	18.7%	-9.1%	-50.0%	8.0%	-4.7%	15.8%	-11.3%	-51.2%	5.4%
	Total	2.5%	7.7%	5.2%	-8.1%	8.8%	1.6%	5.1%	2.7%	-10.3%	6.1%	-0.8%
18&+	Male	1.0%	3.6%	5.3%	1.0%	-4.9%	2.6%	2.6%	4.3%	0.0%	-5.8%	1.7%
	Female	1.2%	7.1%	8.3%	1.0%	7.1%	5.9%	5.9%	7.0%	-0.2%	5.9%	4.6%
	Total	1.1%	4.1%	6.1%	1.0%	-3.9%	3.2%	3.0%	4.9%	-0.1%	-5.0%	2.1%

Five Year
2001-2005 Change (%)

		Proj.	Number Persons Arrested					Persons Arrested/1000 pop				
Age Grp	Gender	Pop.	Viol	Prop	OCC	Traf	Tot CC	Viol	Prop	OCC	Traf	Tot CC*
12-17	Male	10.1%	-2.9%	-4.0%	-5.8%	-10.6%	-4.3%	-11.8%	-12.8%	-14.4%	-18.8%	-13.1%
	Female	10.5%	-22.4%	31.2%	-23.5%	-50.0%	3.4%	-29.7%	18.8%	-30.8%	-54.7%	-6.4%
	Total	10.2%	-7.4%	6.6%	-9.0%	-13.9%	-2.5%	-16.0%	-3.3%	-17.4%	-21.9%	-11.6%
18&+	Male	3.8%	-10.5%	25.9%	14.4%	-20.8%	6.4%	-13.7%	21.3%	10.3%	-23.7%	2.5%
	Female	4.8%	-19.4%	31.9%	0.5%	-9.9%	7.0%	-23.1%	25.8%	-4.1%	-14.0%	2.1%
	Total	4.3%	-11.9%	27.3%	12.0%	-19.9%	6.5%	-15.5%	22.1%	7.3%	-23.2%	2.1%

**Based on the sum of the major offence categories.*

Source: TPS Arrest database

IV. VICTIMISATION

Understanding trends in victimisation is important to effective proactive policing. Examining issues such as risk and vulnerability to crime can aid in understanding victimisation trends, reducing crime, and easing the fear of crime. Patterns of victimisation have implications for the protection of and services provided to victims, for the allocation of police resources, and for the success of initiatives directed at reducing crime.

HIGHLIGHTS

- The Service's 2005 survey of Toronto residents found that 11% of respondents said they had been the victim of a crime in Toronto in the past year, up from 9% in 2004. Almost one-third (30%) of these respondents in 2005 said they did not report the crime to police, down from 35% in 2004.

- Toronto Police Service data indicate that the number of victims of selected violent crimes increased 4.5% from 2004 to 2005, from 32,338 to 33,784 victims, and increased 2.8% from 1996 when there were 32,876 victims.[84] When changes in population were controlled by examining the rate of victimisation, it was found that overall victimisation by these violent crimes increased 3.3% in 2005, from 12.1 victims per 1,000 population in 2004, to 12.5 victims per 1,000 in 2005.

- In each of the ten years between 1996 and 2005, the rate of victimisation for women was lower than the rate for men. The rate of victimisation for both men and women increased between 2004 and 2005, but remained lower than in 1996. In 2005, the rate for women was 11.5 per 1,000 women, up 4.5% from 11.0 per 1,000 women in 2004, but down 10.2% from 12.8 per 1,000 women in 1996. The rate of victimisation for men in 2005 was 13.7 per 1,000 men, which represented a 1.5% increase from 2004 (13.5 per 1,000 men), but a 5.5% decrease from 1996 (14.5 per 1,000 men).

- Consistent with previous years, in 2005, men were more likely than women to be victims of assault, robbery and homicide, while women were at a higher risk than men to be victims of sexual assault. For both men and women in all years analysed, victims of assault accounted for the greatest proportion of victims of the selected crimes of violence, followed by victims of robbery, sexual assault, and then homicide.

- In 2005, when the difference in the size of population at each age was taken into account, those 18-24 years of age were found most likely to be victimised (25.7 per 1,000 population), followed by 12-17 year olds (24.6 per 1,000). Those under 12 years of age and those 65 years of age and older consistently had the lowest victimisation rates.

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

- The number of calls for domestic assaults attended by officers increased 4.7%, from 4,699 in 2004, to 4,918 in 2005. The number of domestic assault calls recorded in 2005 was 38.9% lower than 1996, when there were 8,046 domestic assault calls.

- The average amount of time spent by officers at these calls continued to increase, from 189.5 minutes (3.2 hours) in 1996 to 345.3 minutes (5.8 hours) in 2004, to 384 minutes (6.4 hours) in 2005.

- In 2005, there were a total of 132 hate crimes reported. This was 19.0% lower than 163 hate crimes in 2004, 24.6% lower than the 175 hate crimes in 1996, and represented the lowest number of hate crimes reported since the Service began to collect such statistics.

A. VICTIMISATION IN CANADA

According to the 2004 General Social Survey (GSS) conducted by Statistics Canada, 28% of Canadians aged 15 and older reported being victimised by crime one or more times in the previous year.[85] This represented an increase from 26% reported in the 1999 GSS. Of the 8 offence types measured by the GSS, there were only three areas of increase, all of these relating to property crime. There were no significant changes in sexual assault, robbery, physical assault, or theft of motor vehicles, and a decrease was reported in break and enters. Generally, in Canada, rates of victimisation were higher for residents west of the Manitoba/Ontario border.[86]

B. REPORTING VICTIMISATION TO THE POLICE

The 2004 GSS indicated that in Canada, only about 34% of criminal victimisation was reported to police in 2004, down from 37% in 1999.

The Service's 2005 survey of Toronto residents, presented in more detail in the Public Perceptions chapter, found that 11% of respondents said they had been the victim of a crime in Toronto in the past year, up from 9% in 2004. Almost one-third (30%) of these respondents in 2005 said they did not report the crime to police, down from 35% in 2004.

The most common reasons in 2005 for not reporting the crime were: 'not serious enough/ minor incident', 'didn't think much chance of catching the offender', and, 'didn't think would be taken seriously'. The most common reasons in 2004 for not reporting the crime were: 'not serious enough/minor incident', 'nothing the police could do', and 'didn't think would be taken seriously'.

[85] Gannon, M. and Mihorean, K. *Criminal Victimisation in Canada, 2004.* **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 25(7), November 2005.
[86] Ibid.

C. VICTIMISATION – TOTAL AND BY GENDER[87]

Similar to the results in the 1999 GSS, the 2004 GSS indicated that men and women continued to experience comparable overall rates of violent victimisation, and that men's rates of assault and robbery victimisation remained higher than the rates for women. The rate of sexual assault against women was about 5 times higher than that against men.

Toronto Police Service data indicate that the number of victims of selected violent crimes increased 4.5% from 2004 to 2005, from 32,338 to 33,784 victims, and increased 2.8% from 1996 when there were 32,876 victims.[88]

Over the ten year period from 1996 to 2005, the number of men who were victims of the selected crimes of violence increased 1.2%, while the number of women who were victims increased 0.2%. Between 2004 and 2005, the number of victimisations for these crimes increased for both men (2.2%) and women (6.8%).

For the past ten years, men have been victims of the selected crimes of violence more often than women. In 2005, 48.4% of victims were women, up from 47.3% in 2004, but down from 48.6% in 1996. In contrast, in 2005, 51.6% of victims were men, down from 52.7% in 2004, but up from 51.4% in 1996.

When changes in population were controlled by examining the rate of victimisation, it was found that overall victimisation by these violent crimes increased 3.3% in 2005, from 12.1 victims per 1,000 population in 2004 to 12.5 victims per 1,000 in 2005. The rate per 1,000 population in 2005 represented the second lowest in 10 years, behind 2004, and was a decrease of 6.4% when compared to 1996, when overall victimisation was 13.3 per 1,000.

In each of the ten years between 1996 and 2005, the rate of victimisation for women was lower than the rate for men (Figure 4.1). The rate of victimisation for both men and women increased between 2004 and 2005, but remained lower than in 1996. In 2005, the rate for women was 11.5 per 1,000 women, up 4.5% from 11.0 per 1,000 women in 2004, but down 10.2% from 12.8 per 1,000 women in 1996. The rate of victimisation for men in 2005 was 13.7 per 1,000 men, which represented a 1.5% increase from 2004 (13.5 per 1,000 men), but a 5.5% decrease from 1996 (14.5 per 1,000 men).

[87] Victim data may differ from that shown in previous *Scans* due to updates to the Service's database. At present, the Service's live database does not have a cut-off day for data entry; it allows as many updates as required to keep the database current. Crime/victimisation that occurred in an earlier year but was detected/reported later is an example of the possible reasons necessitating an update and thus revision of statistics reported previously.

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

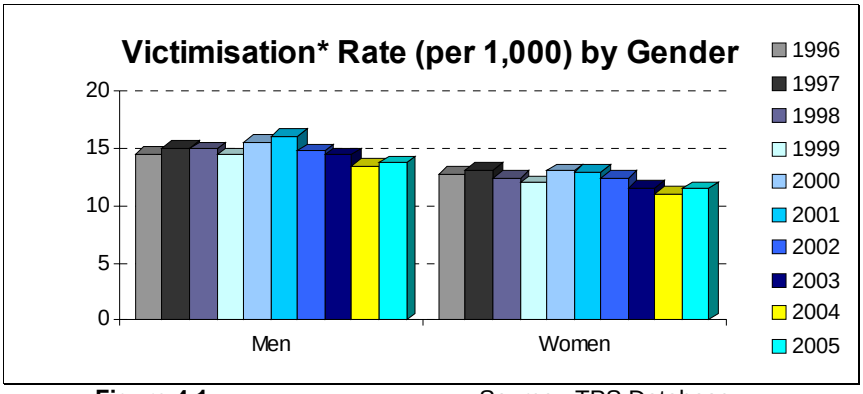

Figure 4.1 Source: TPS Database

** 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 at a higher risk than men to be victims of sexual assault. The rate for assault against women rose slightly in 2005 compared to 2004, from 8.2 per 1,000 to 8.7 per 1,000, while the rate against men remained the same in 2005 as in 2004 (10.2 per 1,000). The rate of assault for both men and women was lower in 2005 than in 1996 (10.9 per 1,000 for men in 1996, 9.1 per 1,000 for women).

Women's rate of victimisation for sexual assault increased between 2004 and 2005, from 1.6 to 1.7 per 1,000, however, the rate was lower than the 1.9 per 1,000 in 1996.

In relation to robberies, the rate of victimisation for men rose slightly, from 2.9 per 1,000 in 2004 to 3.1 per 1,000 in 2005, while the rate of robberies against women remained the same (1.1 per 1,000 in both years).

As noted in previous *Scans*, for both men and women in all years analysed, victims of assault accounted for the greatest proportion of victims of the selected crimes of violence, followed by victims of robbery, sexual assault, and then homicide.

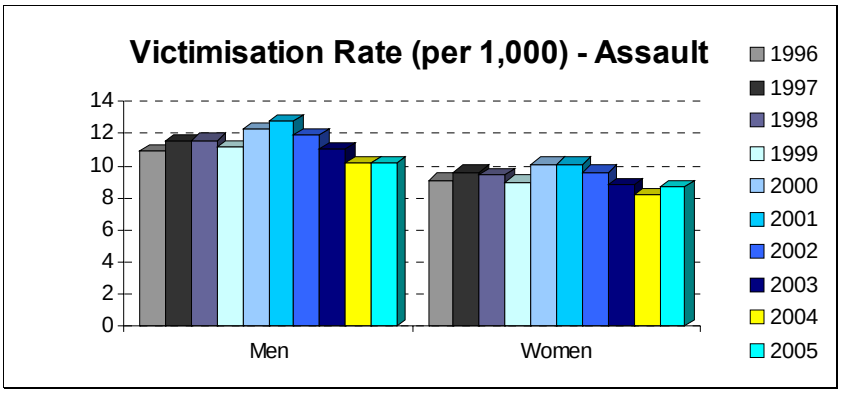

Figure 4.2 Source: TPS Database

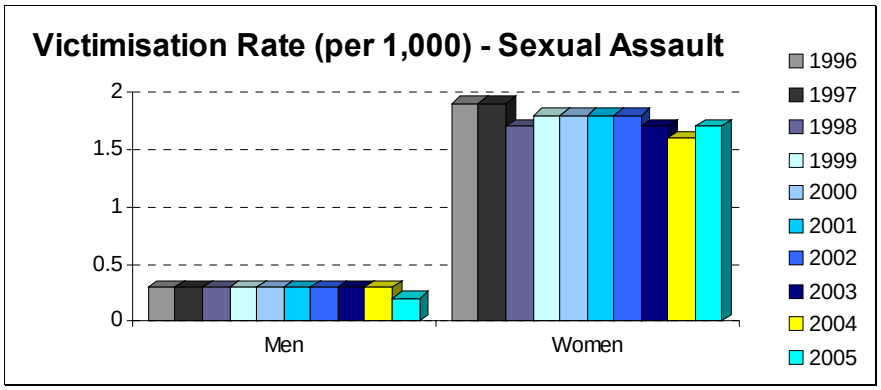

Figure 4.3 Source: TPS Database

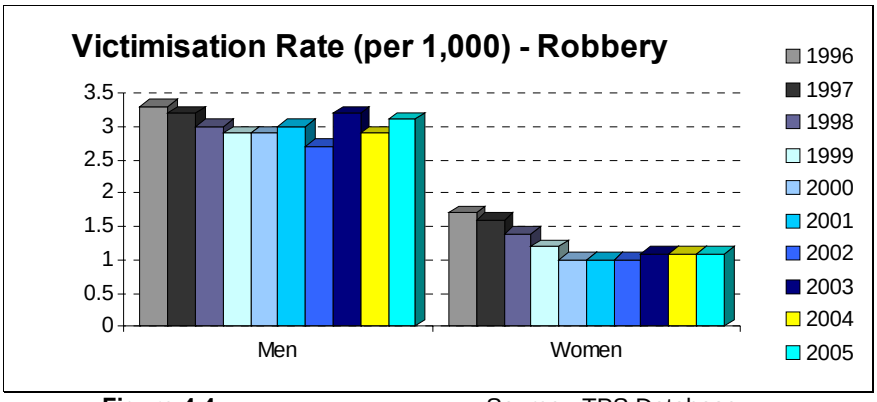

Figure 4.4 Source: TPS Database

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. In 2005, the homicide rate for men increased slightly from 0.04 to 0.05 per 1,000. Over the ten-year period of 1996 to 2005, the homicide rate for men varied between 0.03 and 0.05 per 1,000 men, while the homicide rate for women was 0.01 per 1,000 women in every year.

Criminal Harassment (Stalking):

Total harassment (stalking) incidents reported to the Toronto Police Service increased 128.0% from 1996 to 2005, from 1,148 to 2,618 incidents.[89] The number of incidents in 2005 represented a 10.0% increase from the 2,380 incidents in 2004 (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 ten years were female, although this proportion continued to decrease, from 81.8% in 1996 to 74.2% in 2004, to 72.9% in 2005. 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 proportion of male victims increased as well. The proportion of men who were victims of stalkers increased from 18.1% in 1996 to 25.8% in 2004, to 27.0% in 2005.

[89] The increase after 2003 may be related in part to changes to the police data processes and systems. Data collection in future years will give some indication as to whether the trend shown is actual or an artefact of a change in data processes.

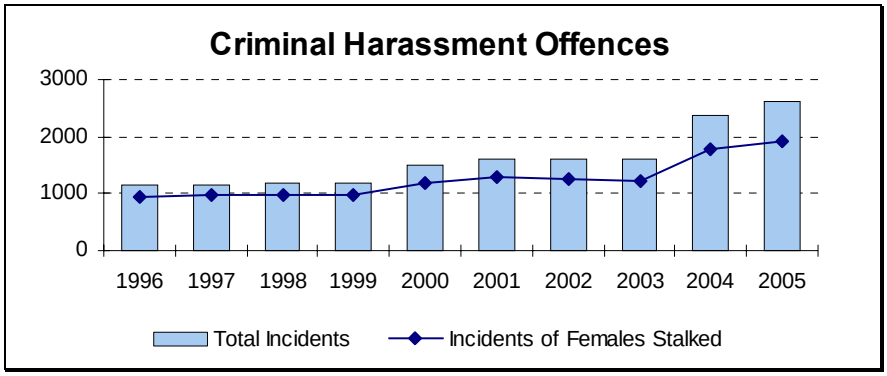

Figure 4.5 Source: TPS Database

D. VICTIMISATION – BY AGE

The 2004 GSS found that in Canada, the rate of criminal victimisation was highest for young people (15-24 years), steadily declined as age increased, and was lowest among the elderly (65 and older).

In Toronto, in cases where the age of the victim was known, after 2003, a shift occurred from the greatest number of victims of the selected crimes of violence being aged 25-34 years to those aged 18-24 years. When the difference in the size of the population at each age was taken into account, there was a different shift: 18-24 year olds had the highest rate in 2004 and 2005, whereas 12-17 year olds had the highest rate in the years prior. In 2005, those 18-24 years of age were most likely to be victimised (25.7 per 1,000), followed by 12-17 year olds (24.6 per 1,000). Similarly, in 2004, 18-24 year olds had the highest rate (25.5 per 1,000), followed by 12-17 year olds (24.2 per 1,000). In 1996, 12-17 year olds were most likely to be victimised (29.6 per 1,000), followed by the 18-24 year olds (24.0 per 1,000).

As seen in Figure 4.6, 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, victimisation rates were higher in 2005 than in 2004. Those under 18 years of age and those 25-44 years showed a decrease in violent victimisation rates between 1996 and 2005.

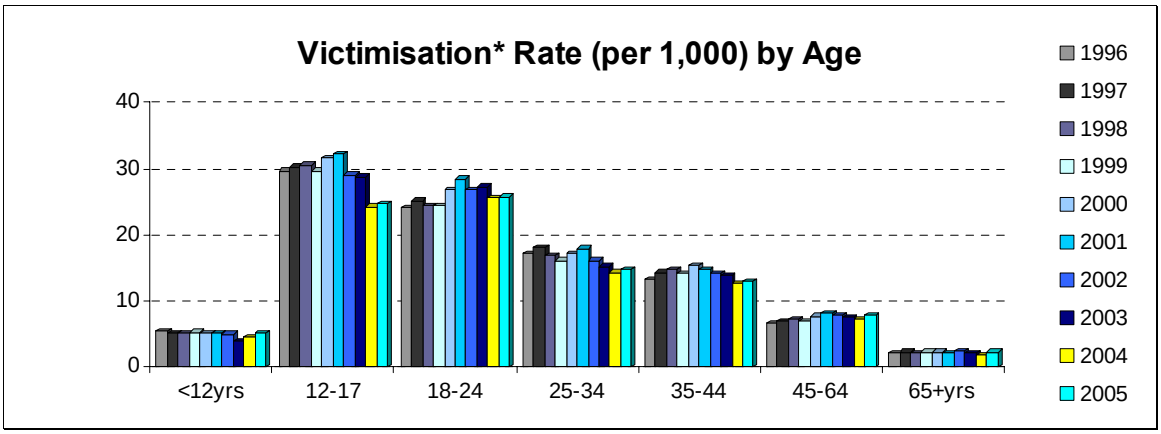

Figure 4.6 Source: TPS Database

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

As shown in Figure 4.7, 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. In 2005, all age categories except 18-24 year olds, showed increases in the rates of assault compared to 2004, and all except 12-17 and 25-34 year olds showed increases in assault rates compared to 1996.

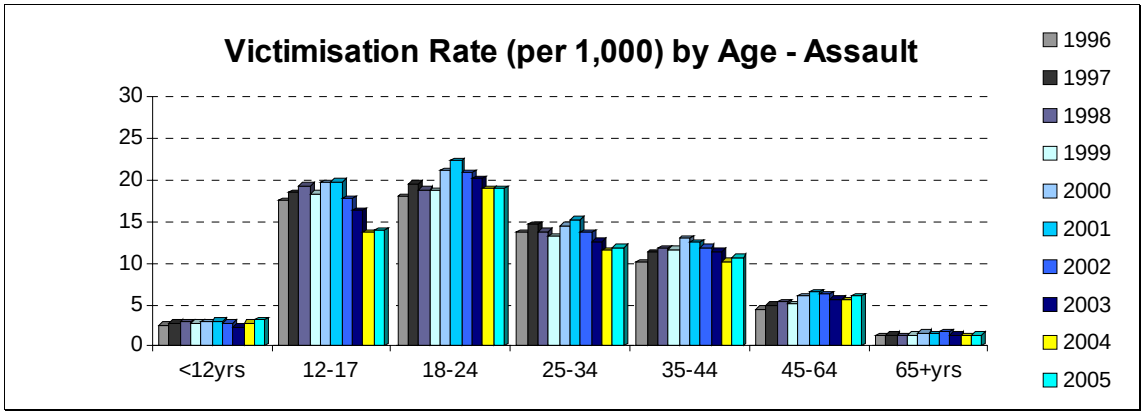

Figure 4.7 Source: TPS Database

As shown in Figure 4.8, in 2005, 12-17 year olds continued to be the most likely victims of sexual assault, with a slight increase from 2004, but a decrease compared to 1996. There were no significant changes in the rates when compared to 2004. When compared to 1996, those under 12 years of age and 12-17 years of age groups were the only groups to show decreases in the rate of sexual assault, from 2.5 per 1,000 in 1996, to 1.6 per 1,000 in 2005 (under 12 year olds), and from 5.2 in 1996 to 4.1 per 1,000 in 2005 (12-17 year olds).

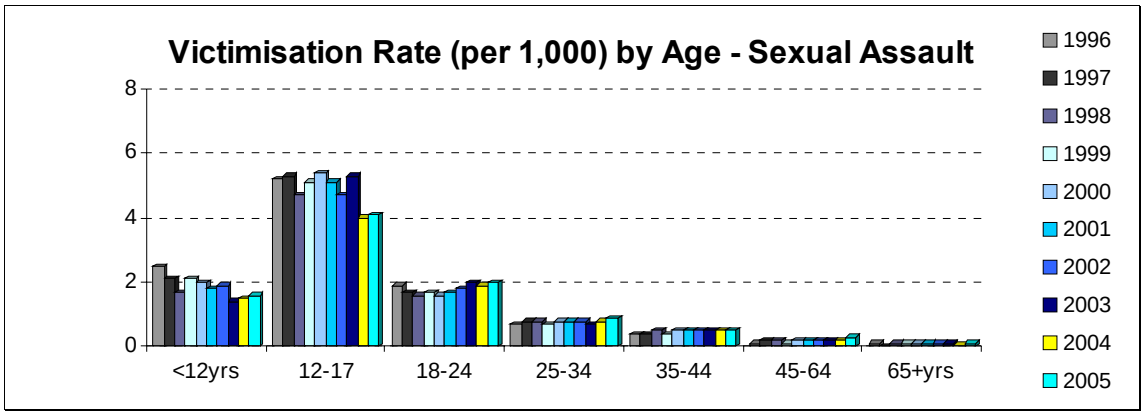

Figure 4.8 Source: TPS Database

Since 1996, those in the 12-17 year age group were the most likely to be victimised by robbery (Figure 4.9). Those under 12 years of age were consistently the least likely victims of robbery, with the robbery rate generally decreasing as age increased. In 2005, all age groups showed a slight increase in the rate of robbery compared to 2004, except for 35-44 year olds, who showed a decrease, and the under 12 cohort, which remained the same. Compared to 1996,

all age categories showed decreases in the robbery rate except for those under age 12 and 18-24 year olds, who both showed slight increases.

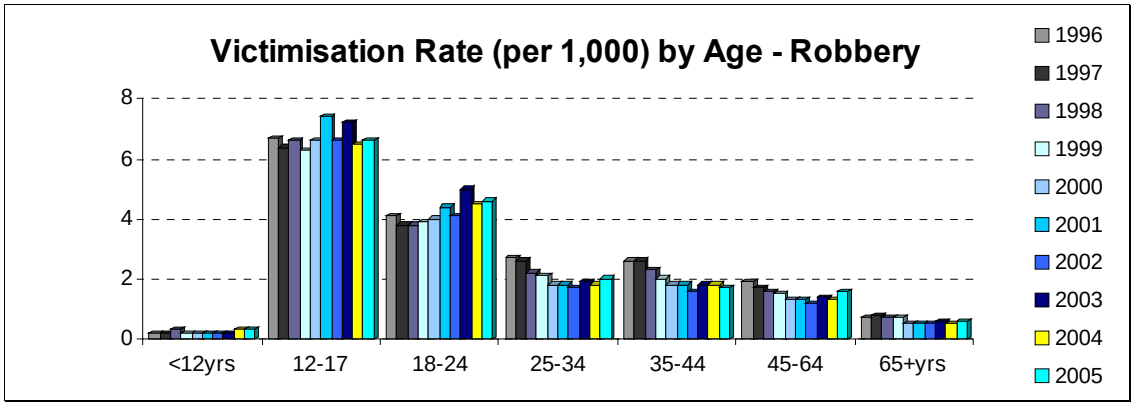

Figure 4.9 Source: TPS Database

In 2005, there were 989 robbery victimisations involving swarming, which was a 15.4% decrease from the 1,169 in 2004, and a 12.7% decrease from the 1,133 in 2000.[90]

Since the homicide rate per 1,000 population was so low for each age group (in 2005, the highest group was 18-24 year olds with a rate of 0.1 homicides per 1,000 population), Figure 4.10 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 years age groups. Those 17 years and under and 65 years and older generally showed the lowest number of homicides each year.

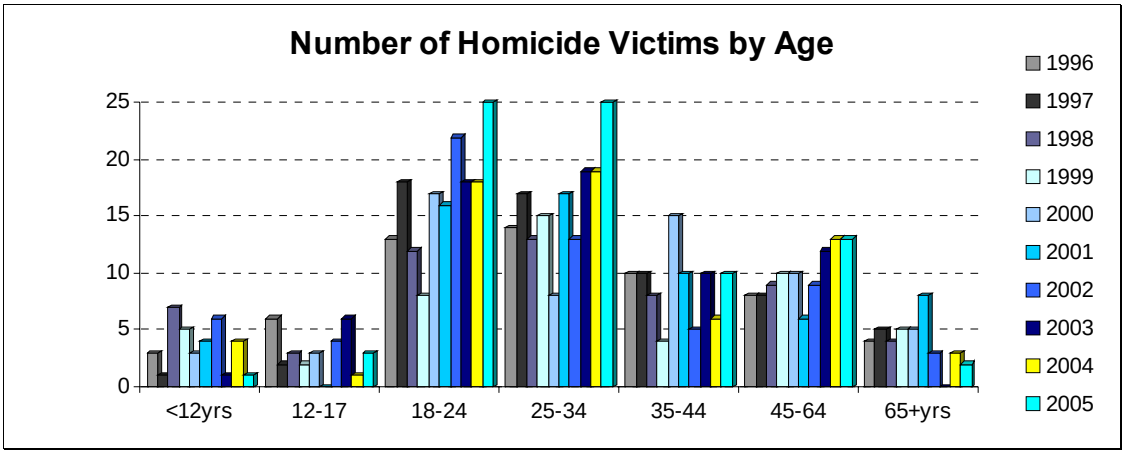

Figure 4.10 Source: TPS Database

[90] In October 1998, due to recommendations arising from the Service's 'Robbery Reduction Strategy', new codes were added to assist with data calculation and to more accurately account for current and emerging robbery offences such as swarming, therefore only an analysis back to the year 2000 was conducted.

Children and Youth - Violent Crime:

In Toronto, as was seen in Figure 4.6, in cases where the age of the victim was known and when population was taken into account, those 12-17 years of age and 18-24 years of age, were most likely to be victimised when compared to all other age groups.

In 2005, 12-17 year olds constituted 12.0% of all physical assault victims, 30.3% of all sexual assault victims, 24.3% of all robbery victims, and 3.8% of all homicide victims. In 2004, 12-17 year olds constituted 11.9% of all physical assault victims, 31.3% of all sexual assault victims, 25.0% of all robbery victims, and 1.6% of all homicide victims. In 1996, 12-17 year olds represented 13.6% of all physical assault victims, 30.9% of all sexual assault victims, 19.5% of all robbery victims, and 10.3% of all homicide victims. The only proportions to increase were homicide between 2004 and 2005 and robbery between 1996 and 2005.

In each of the ten years under review, of all the selected violent victimisations against 12-17 year olds, most were physical assaults, although this proportion decreased from 59.4% in 1996 to 56.5% in 2004, to 56.4% in 2005. After physical assaults, 12-17 year olds were most likely victimised by robbery, followed by sexual assault; they were rarely victims of homicide.

Those under 12 years old continue to be less likely than older children to be victimised. In 2005, those under 12 constituted a lower proportion of total victims than 12-17 year olds for each of the violent crimes identified. They constituted 5.1% of all physical assault victims, 21.9% of all sexual assault victims, 1.9% of all robbery victims, and 1.3% of all homicide victims. In 2004, those under 12 constituted 4.8% of all physical assault victims, 21.8% of all sexual assault victims, 1.9% of all robbery victims, and 6.3% of all homicide victims. In 1996, those under 12 constituted 4.4% of all assault victims, 32.1% of all sexual assault victims, 1.4% of all robbery victims and 5.2% of homicide victims. The proportion of homicide and sexual assault victims who were under 12 years decreased, while the proportion of physical assault victims under 12 increased.

It should also be noted, however, that figures related to this age group may be influenced by under-reporting, given the vulnerability of young children and the possibility that those committing the offences may be family members.

In each of the ten years under review, of all violent victimisations against children under 12 years of age, the majority were physical assaults; this proportion increased from 48.7% in 1996 to 62.1% in 2004, to 63% in 2005. Until 1998, the proportions of victimised children under 12 who were physically assaulted or 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 4.6, seniors were the age group least likely to be victimised in each of the past ten years. In Toronto in 2005, those 65 years and older constituted 2.2% of all physical assault victims, 1.0% of all sexual assault victims, 4.2% of all robbery victims, and 2.5% of homicide victims. In 2004, those 65 years and older constituted 2.0% of all physical assault victims, 0.7% of all sexual assault victims, 3.3% of all robbery victims and 4.7% of

homicide victims. In 1996, persons 65 years and older constituted 2.0% of all physical assault victims, 0.8% of all sexual assault victims, 4.1% of all robbery victims, and 6.9% 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 61.8% in 1996 to 66.0% in 2005, which was a decrease from 70.2% in 2004. After physical assaults, older adults were most likely victimised by robbery in all years; they were rarely victims of sexual assault or homicide.

E. VICTIMISATION WITHIN THE FAMILY

Children and Youth - Abuse:

In Toronto, the number of child abuse offences reported to the police in 2005 decreased 17.8% compared to 1996, but increased 27.2% from 2004 (Figure 4.11). It should be noted again that these figures are undoubtedly influenced by under-reporting.

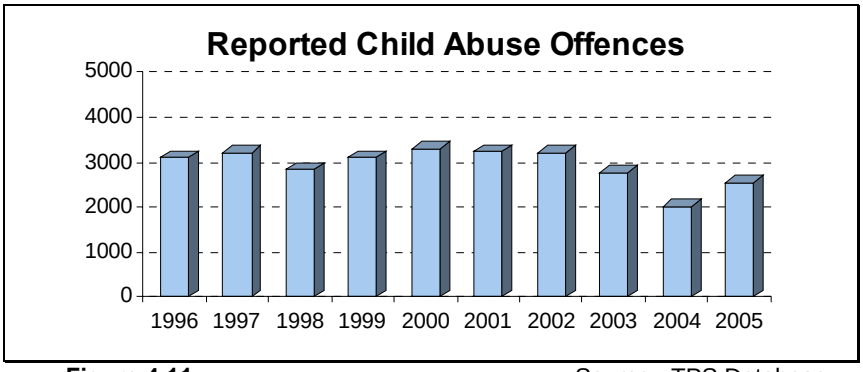

Figure 4.11 Source: TPS Database

Where the age of the victim was known, children 11 years of age and under generally formed over half of the victims of child abuse in each of the ten years being reviewed. In 2005, this proportion decreased compared to 2004, but was an increase compared to 1996. In 2005, 63.4% of the victims of child abuse were 11 years or under, a 65.7% decrease from 2004, but a 61% increase from 1996.

Domestic Violence:

The 2004 GSS found that 7% of women and 6% of men experienced domestic violence in the past 5 years from their previous or current partner/common-law, compared to the 1999 GSS which found that 8% of women and 7% of men reported that they had been the victims of some type of violence by their common-law or marital partner in the five years preceding the survey.[91] Women were more likely to experience more injurious, serious, and repeated violence

[91] Gannon and Mihorean, November 2005.

than men. Rates of spousal violence for the previous year were found to be higher among young spouses, those in shorter-term relationships, and those living in common-law relationships.[92]

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 communications (I/CAD) database, the number of calls for domestics attended by officers in 2005 was 15,066, which was a 3.6% increase from the 14,536 calls in 2004, but a 20.1% decrease from 1996 when there were 18,866 domestic calls. However, even though the number of domestics attended decreased compared to ten years ago, the average time spent by officers at these types of calls increased from 127.5 minutes (2.1 hours) in 1996 to 228.1 minutes (3.8 hours) in 2004, to 248.8 (4.1 hours) in 2005.

In 2005, according to I/CAD, the number of calls for domestic assaults attended by officers increased 4.7%, from 4,699 in 2004 to 4,918 in 2005. The number of domestic assault calls recorded in 2005 was 38.9% lower than 1996, when there were 8,046 domestic assault calls. Again, though the number of calls decreased over the ten-year period, the average amount of time spent by officers at these calls also increased, from 189.5 minutes (3.2 hours) in 1996 to 345.3 minutes (5.8 hours) in 2004, to 384 minutes (6.4 hours) in 2005.

Not all calls for domestics or domestic assaults attended by police actually involve domestics, and of those that do, not all involve *Criminal Code* offences. In Toronto in 2005, there were 10,088 domestic violence occurrences involving criminal offences, up 7.9% from the 9,352 occurrences in 2004. Charges were laid in 8,541 of these occurrences in 2005, up 13.5% from the 7,523 charges laid in 2004. The proportion of domestic violence occurrences where charges were laid increased from 80.4% in 2004 to 84.7% in 2005.

Similar to 2004, in 2005, Assault Level 1, with 4,742 charges, accounted for the majority (55.5%) of domestic violence charges. Uttering Threats was next with 1,600 charges, followed by Assault with a Weapon/Causing Bodily Harm with 1,270 charges. In 2004, Assault Level 1, with 4,086 charges, accounted for the majority (54.3%) of domestic violence charges. Uttering Threats was next with 1,537 charges, followed by Assault with a Weapon/Causing Bodily Harm with 1,155 charges. Men represented the majority of those charged in both years (87.8% in 2005 and 86.8% in 2004).

Elderly – Abuse:

Toronto Police Service data show that 516 people 65 years or older were victims of assault or sexual assault in 2005, which was a 15.2% increase from 448 in 2004, and a 22% increase from 442 in 1996. Occurrences that were entered in the TPS database coded specifically as elder abuse also showed an increase in 2005, compared to 2004.

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,

[92] Ibid.

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.[93]

F. HATE/BIAS CRIME

In 2005, Statistics Canada conducted a Hate Crime Pilot Survey in co-operation with 12 major Canadian police services, including the Toronto Police Service. Of the 928 hate crime incidents recorded in the survey, 57% were crimes motivated by race/ethnicity, 43% were motivated by religion, and 10% were motivated by sexual orientation. Of those hate crimes reported to police, the largest proportion (52%) involved offences against the person, followed by property offences (31%), and other offences such as hate propaganda (17%).

As shown in Figure 4.12, in Toronto, according to the Hate Crime Unit of TPS Intelligence Services, there were a total of 132 hate crimes reported in 2005. This was 19.0% lower than 163 hate crimes in 2004, 24.6% lower than the 175 hate crimes in 1996, and represented the lowest number of hate crimes reported since the Unit began to collect such statistics.[94] The single communities most targeted in 2005 were the Black community (33), the Jewish community (33), the Gay community (13), and the Pakistani community (7).

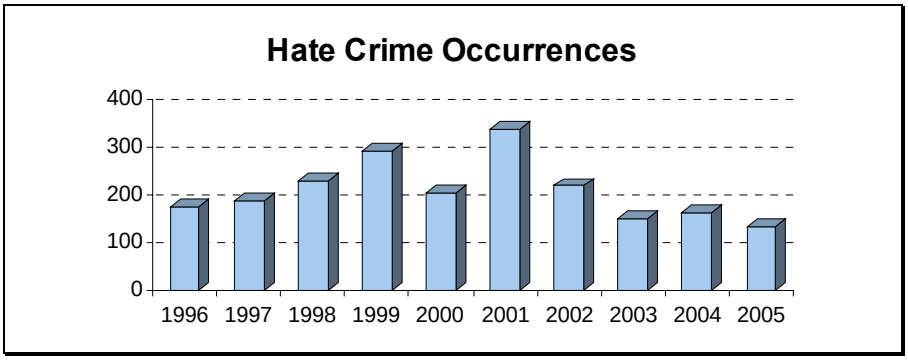

Figure 4.12 Source: TPS Hate Crime Unit

As shown in Figure 4.13, since 2001, mischief replaced assault in representing the highest proportion of reported hate crime offences. In 2005, mischief continued to be the most commonly reported offence, accounting for 68 (51.5%) offences, followed by 23 assaults (17.4%), 15 threats (11.4%), and 9 wilful promotion of hatred offences (6.8%). All of these offences decreased compared to 2004, when there were 96 mischief offences (a 29.2% decrease between 2004 and 2005), 26 assaults (a 11.5% decrease), 23 threats (a 34.8% decrease), and 12 wilful promotion of hatred offences (a 25.0% decrease). Only mischief offences showed an increase over the ten-year period between 1996 and 2005. In 1996, there were 86 assaults (a 73.3% decrease between 1996 and 2005), 35 mischief offences (a 94.3% increase), 25 threats (a 40% decrease), and 13 wilful promotion of hatred offences (a 30.8% decrease).

[93] From presentation by Toronto Police Service's Elder Abuse Co-ordinator, Community Policing Support Unit.
[94] Toronto Police Service. **2005 Annual Hate/Bias Crime Statistical Report.** Hate Crime Unit, Intelligence Services.

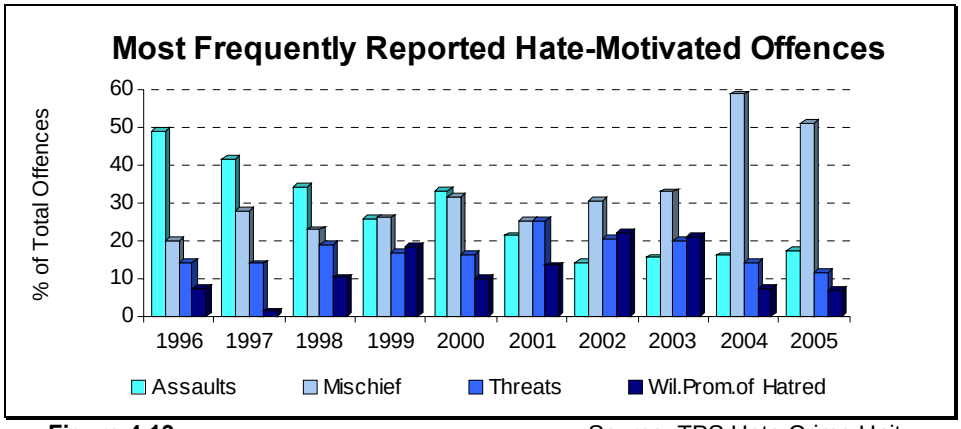

Figure 4.13 Source: TPS Hate Crime Unit

In each of the past ten years, hate offences have typically focused most frequently on race and religion: of the 2,087 hate offences recorded since 1996, these two categories together were the targets of almost two-thirds (61.8%). Both categories showed decreases in 2005 compared to 2004 and the category of race showed a decrease from 1996, while religion showed a slight increase. Figure 4.14 shows the number of offences targeting race and religion in each of the past ten years.

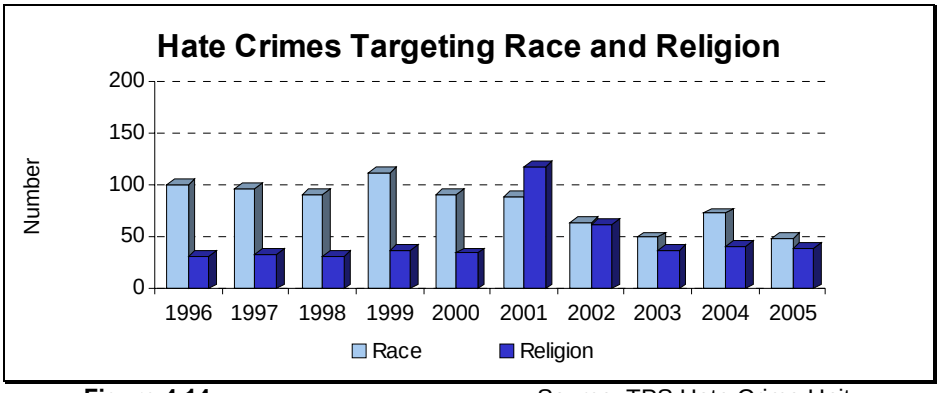

Figure 4.14 Source: TPS Hate Crime Unit

G. VICTIM SERVICES

As shown in Figure 4.15, in 2005, requests to Victim Services Program of Toronto for support, information, and intervention increased dramatically. Reasons behind the increase include both Victim Services' initiatives and changes in data collection.

In 2005, Victim Services began a victim outreach initiative. Prior to the initiative, Victim Services only responded to incidents when requested by police. In approximately June 2005, Victim Services' personnel began contacting officers and investigators in charge of cases to offer their services. Many of these contacts were prompted by awareness of particular crimes through the media. In the summer of 2005, Victim Services further developed a protocol with the Duty Operations Center –Duty Desk and Communications Services whereby Victim Services was

promptly informed of any major incidents occurring in the City, and which they would then follow-up.

Secondly, Victim Services responses in 2005, shown in Figure 4.15, now include two previously uncounted programs: the Domestic Violence Emergency Response System (DVERS) program and the Support-Link program.[95] These two programs account for 5,843 Victim Service responses. When controlling for these new programs, there were 10,924 Victim Services responses in 2005, a 24.8% increase compared to 8,753 in 2004 and a 154.9% increase from 4,285 in 1996.

In total in 2005, including the data from the two additional programs, there were 14,397 calls handled by telephone. On-scene attendance accounted for 2,370 (14.1%) of all requests for assistance in 2005. The 2,370 on-scene calls represented a 374.0% increase from the 500 on-scene calls in 2004 and a 382.7% increase from the 491 on-scene calls in 1996.

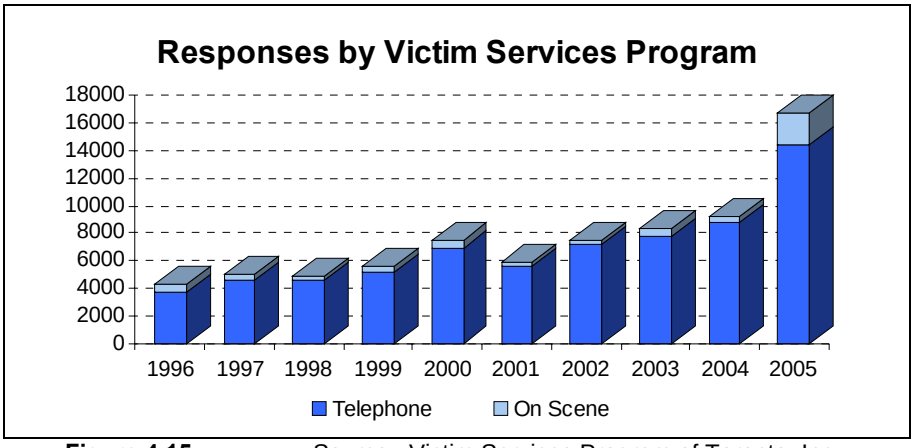

Figure 4.15 Source: Victim Services Program of Toronto, Inc.

[95] The numbers in 2005, as represented in Figure 4.15, will be the new baseline for future analysis.

V. TRAFFIC

As vehicles travel throughout the City, it is important to understand their influence on public safety and policing. A vision of patterns and trends associated with the movement and volume of traffic will assist in predicting the demand for police resources. Emergency vehicles face many challenges navigating city streets, and, in addition to this safety concern, traffic congestion is frustrating to the public, the police, and other drivers. Traffic collisions, and their association with road design and driver ability, influence the public's perception of safety. Issues surrounding vehicle and pedestrian traffic will continue to be a priority for the larger community.

HIGHLIGHTS

- In 2005, there were 55,040 reportable collisions, a decrease of 2.4% from the 56,375 reportable collisions in 2004, and a 5.4% decrease from the 58,188 reportable collisions in 1996. The number of reportable collisions in 2005 was the lowest number in the past 10 years.

- In 2005, there were 17,610 property damage collision events attended by police, the lowest number in the past 10 years. This represented an 8.9% decrease from 2004 (19,321 property damage collision events attended) and a 17.9% decrease from 1996 (21,449 events attended). The average time spent on a property damage collision event was 91.9 minutes, a 1.4% decrease from 93.2 minutes in 2004, but a 42.3% increase from the average of 64.6 minutes spent in 1996.

- In 2005, there were 13,652 personal injury collision events attended by police, a 3.0% increase from the 13,256 events attended in 2004 and a 2.8% increase from the 13,282 events in 1996. The average time spent by officers in 2005 on a personal injury collision event was 241.9 minutes, the longest average time in the past 10 years. The 2005 average time was a 3.9% increase from the 232.9 minutes in 2004 and 36.8% higher than the average of 176.8 minutes spent in 1996.

- In 2005, there were 5,490 Fail-to-Remain events attended by police, a slight 0.5% increase from the 5,463 events attended in 2004 and a 32.6% increase from the 4,141 events in 1996.

- In 2005, 59 people were killed in traffic collisions, a 10.6% decrease from the 66 killed in 2004 and a 22.4% decrease from the 76 killed in 1996. The 59 people killed in 2005 represented the second lowest number of traffic deaths in the past 10 years.

- In 2005, there was a 7.7% decrease in overall number of *Highway Traffic Act* (HTA) offences when compared to 2004. There were 369,795 HTA charges in 2005, compared to 400,635 charges in 2004. The decrease in HTA offences in 2005 may have been related to the Toronto Police Association's job action during contract negotiations in October and November of that year.

A. TRAFFIC COLLISIONS

As shown in Figure 5.1, there were approximately 55,040 reportable collisions in 2005, a decrease of 2.4% from the 56,375 reportable collisions in 2004 and a 5.4% decrease from the 58,188 reportable collisions in 1996.[96] The number of reportable collisions in 2005 continues the downward trend that began after 2001.

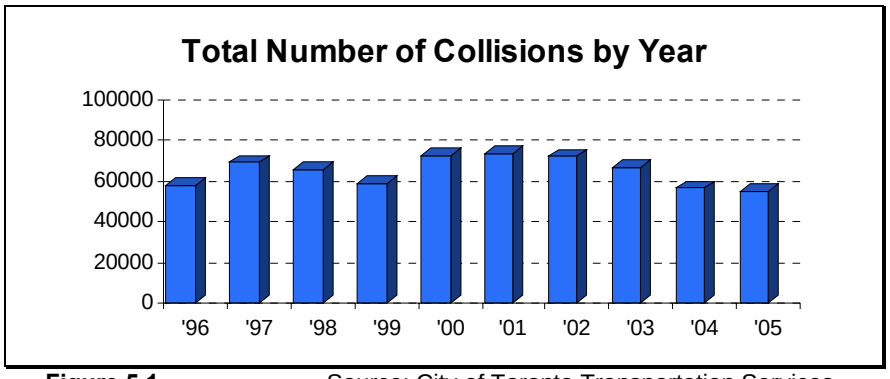

Figure 5.1 Source: City of Toronto Transportation Services

As shown in Figure 5.2, the number of property damage collision events attended by police in 2005 represented the continuation of a downward trend seen after 2001. In 2005, there were 17,610 property damage collision events attended, the lowest number in the past 10 years. This represented an 8.9% decrease from 2004 (19,321 property damage collision events attended) and a 17.9% decrease from 1996 (21,449 events attended).

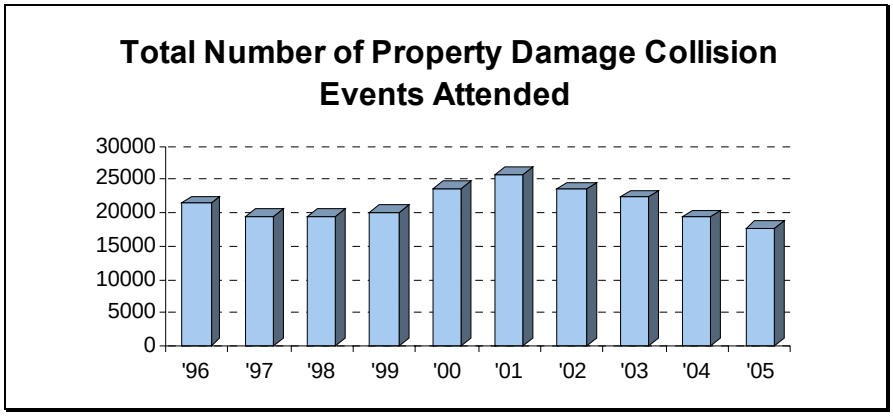

Figure 5.2 Source: TPS I/CAD

As shown in Figure 5.3, the average time spent on property damage collision events also began to decline after a peak of 114.1 minutes in 2001. In 2005, the average time spent on a property damage collision was 91.9 minutes, a 1.4% decrease from 93.2 minutes in 2004, but a 42.3% increase from the average of 64.6 minutes spent in 1996.

[96] The 2005 statistics for total collisions are unofficial as Toronto Traffic Data Centre and Safety Bureau had not yet released them as of press time. However, any variances in these figures is expected to be minimal.

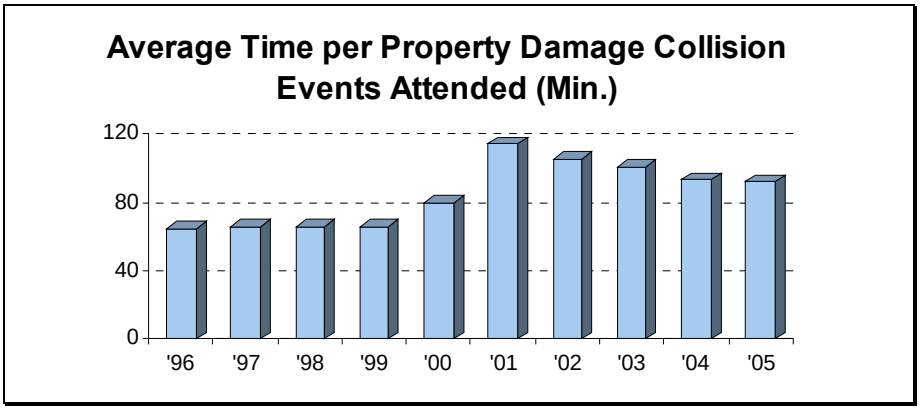

Figure 5.3 Source: TPS I/CAD

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 by police and average time spent on a personal injury collision are shown in Figure 5.4 and Figure 5.5. As seen in Figure 5.4, the total number of personal injury collision events attended has remained fairly stable over the years. In 2005, there were 13,652 personal injury collision events attended, a 3.0% increase from the 13,256 events attended in 2004 and a 2.8% increase from the 13,282 events attended in 1996.

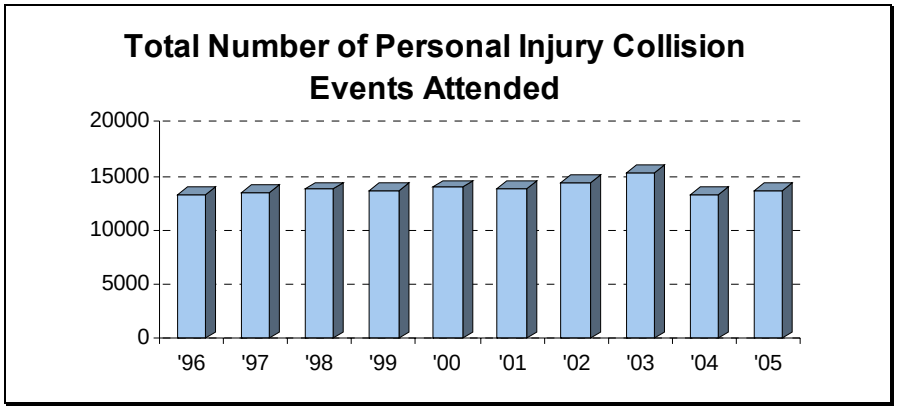

Figure 5.4 Source: TPS I/CAD

As shown in Figure 5.5, the average time spent on personal injury collision events increased notably in 2001 and has remained relatively high. The average time spent by officers in 2005 on a personal injury collision was 241.9 minutes, the longest average time in the past 10 years. The 2005 average time was a 3.9% increase from the 232.9 minutes in 2004 and 36.8% higher than the average of 176.8 minutes spent in 1996.

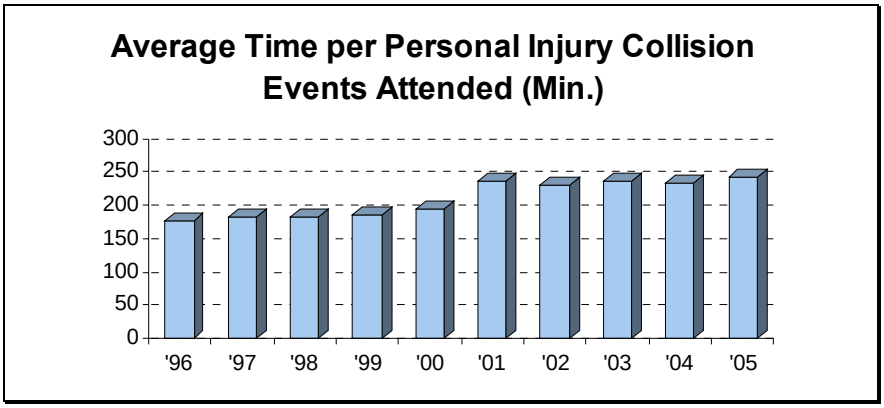

Figure 5.5 Source: TPS I/CAD

Many factors may be involved when a driver fails to remain at the scene of a collision. Age or cognitive abilities, stress surrounding the accident, or an attempt to evade further criminal or provincial offence charges (such as impaired driving, possession of a stolen vehicle, lack of insurance, etc.), are just some of the factors that may be involved.

As shown in Figure 5.6, there were 5,490 Fail-to-Remain events attended by police in 2005, a slight 0.5% increase from the 5,463 events in 2004 and a 32.6% increase from the 4,141 events in 1996.

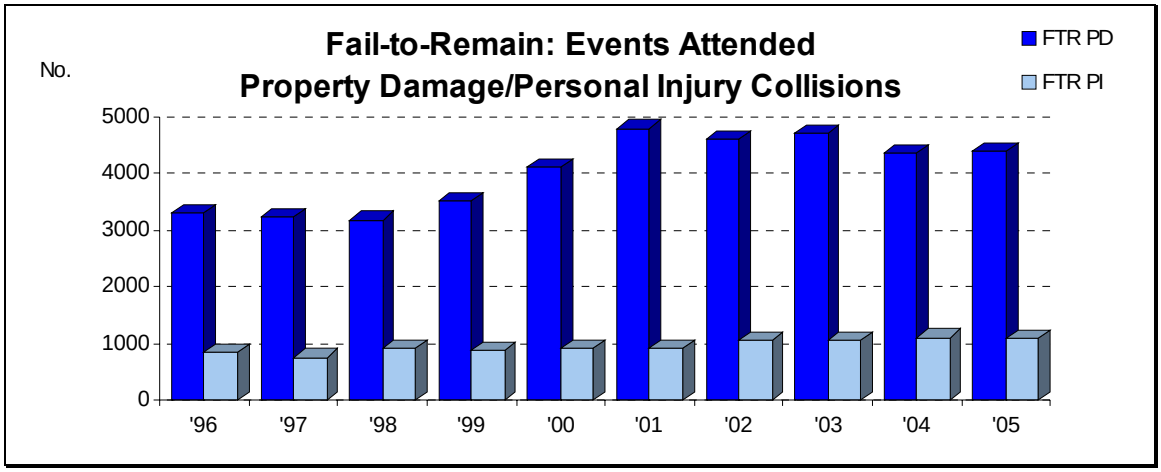

Figure 5.6 Source: TPS I/CAD

As illustrated in Figure 5.7, in 2005, there were 59 people killed in traffic collisions, a 10.6% decrease from the 66 killed in 2004, and a 22.4% decrease from the 76 killed in 1996. The 59 people killed in 2005 represented the second lowest number of traffic deaths in the past 10 years. The lowest number of persons killed in traffic collisions – 56 – occurred in 2001. Public awareness, campaigns targeted at reducing fatalities, traffic congestion, and improved safety features in automobiles may all contribute to a continuing trend of decline in traffic fatalities.

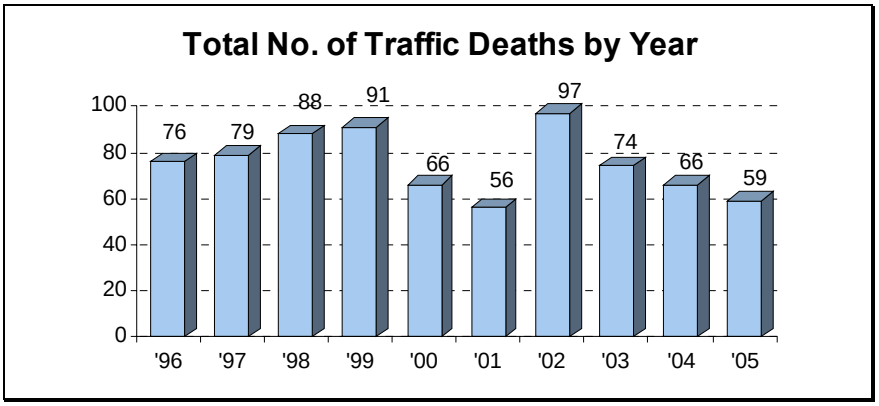

Figure 5.7 Source: TPS Traffic Services

As shown in Figure 5.8, the distribution of victims killed in traffic collisions in 2005 was similar to 2004, and the trend of a higher number of pedestrians killed compared to drivers, passengers, and cyclists continued. In 2005, 29 pedestrians were killed, one person more (3.6% higher) than 28 in 2004, but a 37.0% decrease from 46 pedestrians killed in 1996. There were 17 drivers killed in 2005, a 26.1% decrease from 23 drivers killed in traffic collisions in 2004, but a 21.4% increase from the 14 drivers killed in 1996. Ten passengers were killed in traffic collisions in 2005, representing a 23.1% decrease from the 13 passengers killed in 2004, but an 11.1% increase from the 9 passengers killed in 1996. There were 3 cyclists killed in 2005, more than the 2 cyclists killed in 2004, but fewer than the 6 killed in 1996.

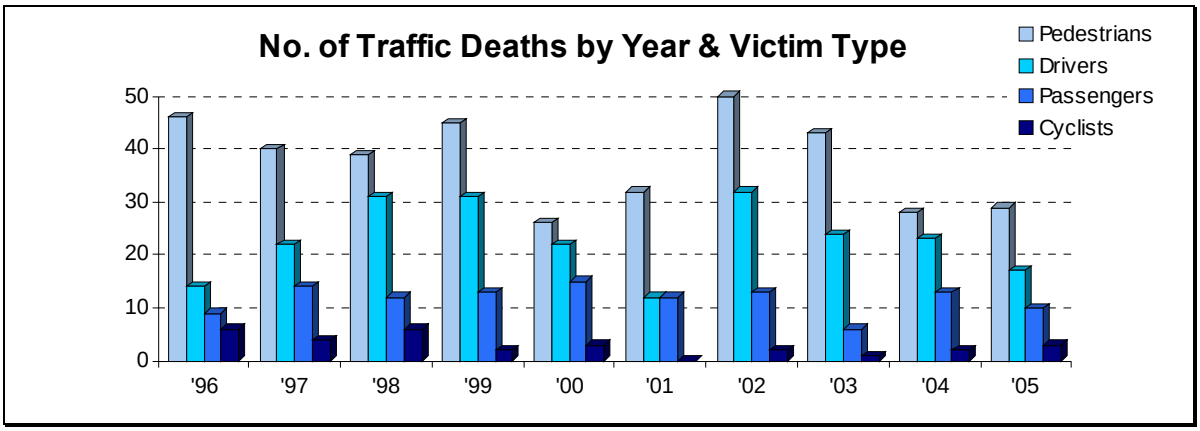

Figure 5.8 Source: TPS Traffic Services

As seen in Figure 5.9, pedestrians 65 years of age and older made up the largest portion of the total number of pedestrians killed in traffic collisions in 2005, continuing a trend observed in previous years. Fifteen pedestrians 65 and older were killed in 2005 – 51.7% of all pedestrians killed in that year. The Toronto Police Service must continue to assist in the education of seniors and to be proactive in traffic safety initiatives relating to our growing elderly population.

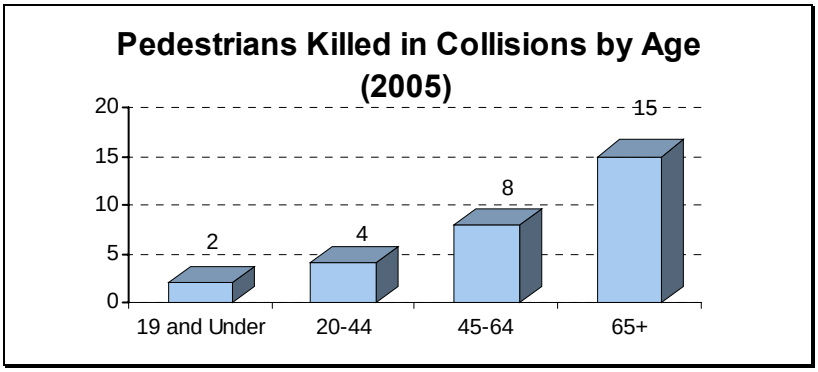

Figure 5.9 Source: TPS Traffic Services

B. PUBLIC PERCEPTIONS OF TRAFFIC

According to the 2005 Toronto Police Service's community survey, presented in greater detail in the Public Perceptions chapter, with regard to traffic, respondents generally felt safer in 2005 than they did in 2004 or 2000. Most respondents in 2005 (82%) said they felt safe as a driver in the City, up from 65% in 2004 and 54% in 2000. Almost three-quarters of respondents in 2005 (72%) said they felt safe as a pedestrian, up from 71% in 2004 and 56% in 2000.

In relation to specific traffic problems, 44% of respondents in 2005 said they were concerned about parking in their neighbourhood, the same as 2004, but an increase from 36% in 2000. With regard to speeding in their neighbourhood, 69% in 2005 said they were concerned, down from 71% in 2004, but up from 63% in 2000. Almost two-thirds of respondents in 2005 (64%) indicated concern for red light or stop sign running in their neighbourhood, down from 67% in 2004 and 66% in 2003. While in relation to traffic congestion, 52% in 2005 indicated concern, down from 56% in 2004 and 53% in 2003.[97]

C. HIGHWAY TRAFFIC ACT

As shown in Figure 5.10, there was a 7.7% decrease in overall number of *Highway Traffic Act* (HTA) offences in 2005 compared to 2004, but a 58.6% increase compared to 1996. There were 369,795 HTA charges in 2005 compared to 400,635 charges in 2004 and 233,191 charges in 1996. The decrease in HTA offences in 2005 may have been related to the Toronto Police Association's job action during contract negotiations in October and November of that year, as illustrated by Figure 5.11.

[97] The questions relating to red light or stop sign running and traffic congestion have only been asked since 2003.

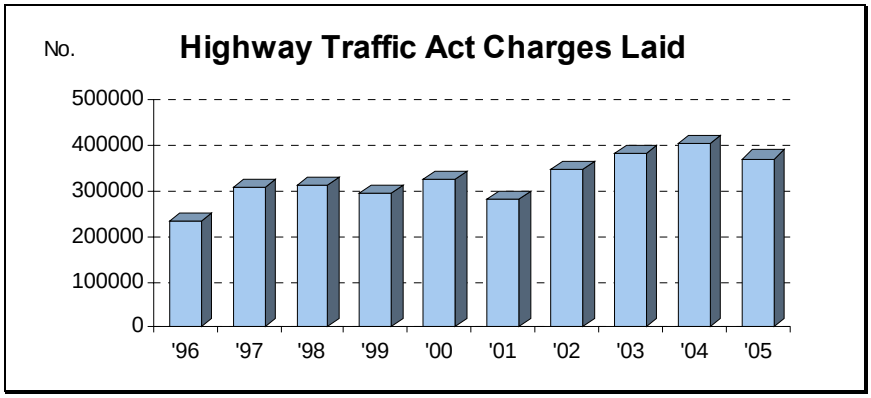

Figure 5.10 Source: TPS Analysis Support

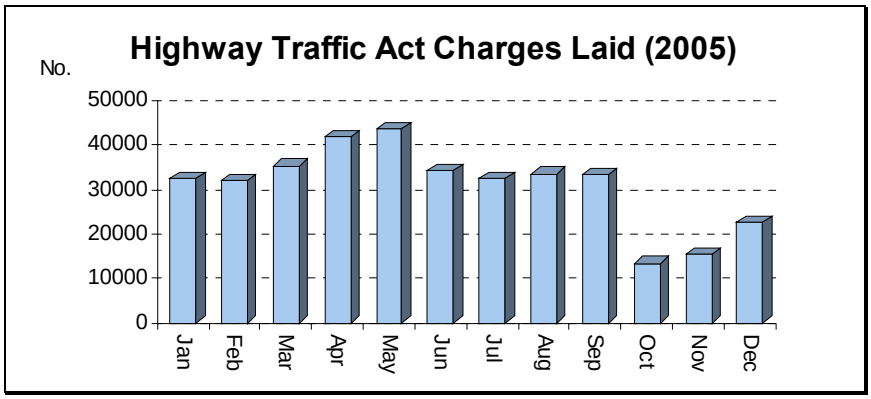

Figure 5.11 Source: TPS Analysis Support

A closer examination of four of the most common HTA charges laid when investigating traffic collisions is shown in Figure 5.12. The data for these charges, also possibly influenced by the job action in 2005, show that the number of charges for Follow Too Close, Unsafe Lane Change, Fail to Signal Lane Change, and Careless Driving all decreased compared to 2004. Two offences, Fail to Signal Lane Change and Careless Driving were still higher than in 2000.

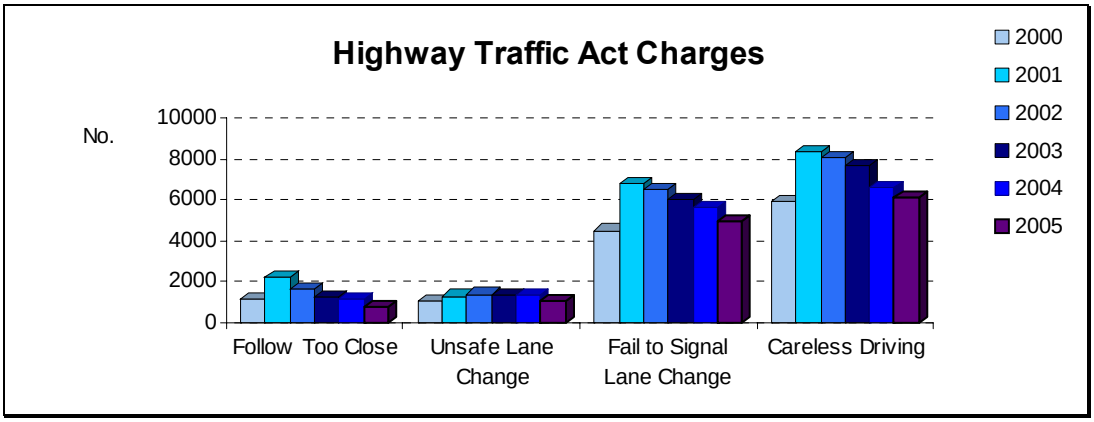

Figure 5.12 Source: TPS Analysis Support

As discussed in the 2005 *Environmental Scan*, the Ontario government introduced Bill 169, *The Transportation Statute Law Amendment Act, 2005 (Transit and Safety Bill)*, which targets certain driving offences. This legislation received Royal Assent in November 2005.[98]

D. AGGRESSIVE AND DISTRACTED DRIVERS

Bill C-65, *An Act to amend the Criminal Code (street racing) and to make a consequential amendment to another Act*, was introduced into the House of Commons in September 2005. The Bill does not create a new offence, but makes three amendments to the *Criminal Code* with the intention of highlighting the seriousness of street racing. First, it provides a definition for street racing. Second, it provides that street racing constitutes an aggravating factor. And third, it provides for the making of an order that prohibits driving. The Bill received second reading in October 2005.[99]

Bill 68, *Highway Traffic Amendment Act (Cellular Phones), 2006*, an Ontario Legislature Private Member's Bill, received second reading in March 2006. The Bill amends the HTA to prohibit the use of a cellular phone, car phone, pager, personal data assistant (PDA), portable computer, fax machine, or other equipment prescribed by the regulations under the Act while a person is driving, except under certain conditions (e.g. emergencies, certain drivers using hands-free phones, etc.).[100]

E. IMPAIRED DRIVING

In 2005 there were a total of 2,101 drinking and driving offences recorded in Toronto. This represented a 5.0% decrease from the 2,211 offences in 2004 and a 10.8% decrease from the 2,355 offences in 1996. After considerable reduction in 1997, drinking and driving offences generally tended to increase, but have shown a decline since 2003.

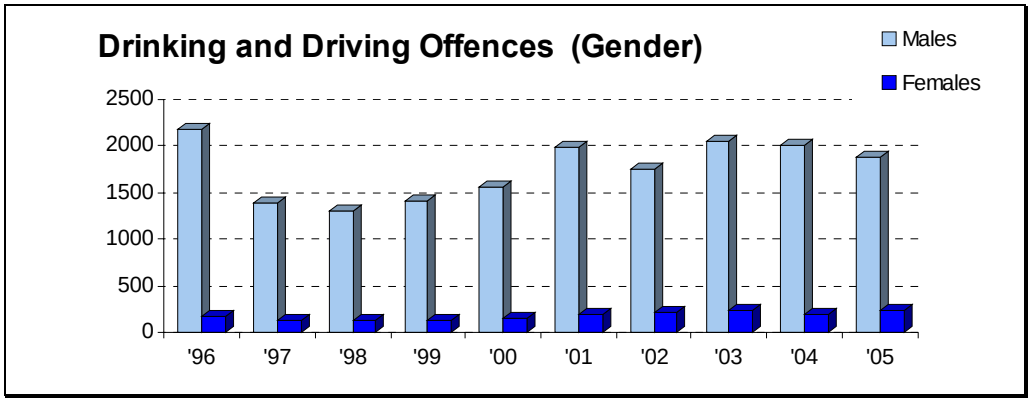

Figure 5.13 Source: TPS Annual Statistical Reports

[98] Government of Ontario website (www.ontla.on.ca/Library/bills/382/169382.htm).
[99] Library of Parliament website (www.parl.gc.ca).
[100] Legislative Assembly of Ontario website (www.ontla.on.ca/library/bills/382/68382.htm).

As discussed in the 2005 *Environmental Scan*, in November 2004, proposed amendments to the *Criminal Code* and other Acts were introduced to strengthen the enforcement of drug-impaired driving offences in Canada. Bill C-16 expands drug enforcement capabilities by giving police the authority to demand physical sobriety tests and bodily fluid samples under the *Criminal Code*. A number of steps are involved, including the evaluation by a Drug Recognition Expert (DRE). In November 2005, the Standing Committee on Justice, Human Rights, Public Safety, and Emergency Preparedness provided an amended Bill for use by the House of Commons.[101]

[101] Library of Parliament website (www.parl.gc.ca/38/1/parlbus/chambus/house/bills/government/C-16/C-16_2/C-16_cover-E.html).

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

- Decreases were noted in the number of calls for service over the past two years, after a trend of increase between 1998 and 2003. A total of 1.85 million calls were received in 2005, 0.8% fewer than in 2001 and a 1.2% decrease from ten years ago in 1996.

- In 2005, more than half of the calls (52.2%) were received through the emergency line, with the rest (47.8%) received via the non-emergency line. This compared to 43.3% through the emergency line and 56.7% through the non-emergency line in 1996.

- Over the past ten years, between 1996 and 2005, the number of calls received via the emergency line increased 19.1%, while those received via the non-emergency line decreased 16.8%.

- Less than half (43.1%) of the calls received in 2005 were dispatched for police response, which was a decrease from 2001 (46.2%), but an increase from 1996 (39.7%).

- The number of dispatched calls in 2005 was an 8.1% and 7.5% decrease from 2004 and 2001, respectively, but a 7.1% increase from 1996.

- 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 drop in the proportion of non-emergency calls meeting the recommended service standard was particularly large in the past two years compared with previous years.

- The average time required to service a call has increased considerably over the past five years. There was a 30.1% increase in service time for calls overall and a 64.8% increase for Priority 1 calls.

- Between 2001 and 2005, despite a 16% decrease in the number of calls serviced, the 30.1% increase in service time per call caused the total officer time spent on calls to increase by 10%.

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. Since 1998, calls made directly to local police units without going through the Communications Centre have been added to the central records system.

After decreases between 1994 and 1997, the number of calls received asking for police assistance consistently increased between 1998 and 2003. Decreases were noted in the past two years. In 2005, a total of 1,854,840 calls were received through the Communications Centre. This represented a 2.5% decrease from 2004 and a 0.8% decrease from 2001. Over the past ten years, the number of calls received decreased by 1.2%.

Of the total number of calls recorded in 2005, 52.2% were received through the emergency line (9-1-1) and 47.8% were received through the non-emergency line. After continued increases between 1997 and 2003, slight decreases were noted in emergency line calls in each of the past two years. Close to 1 million calls were received via the emergency line in 2005, representing a 3.2% drop from 2004 and a 1.5% drop from 2001. The number of non-emergency calls in 2005 (0.89 million) was also a 1.7% decrease from 2004 and was about the same as in 2001.

Over the 10 year period between 1996 and 2005, the number of calls received through the emergency line increased 19.1%, while calls received through the non-emergency line decreased 16.8%. For this reason, the proportion of calls received via the emergency line increased, while that for calls received via the non-emergency line decreased. The proportion of calls received through the emergency line increased from 43.3% in 1996 to 52.2% in 2005, while that for non-emergency calls decreased from 56.7% to 47.8% during the same period. 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.

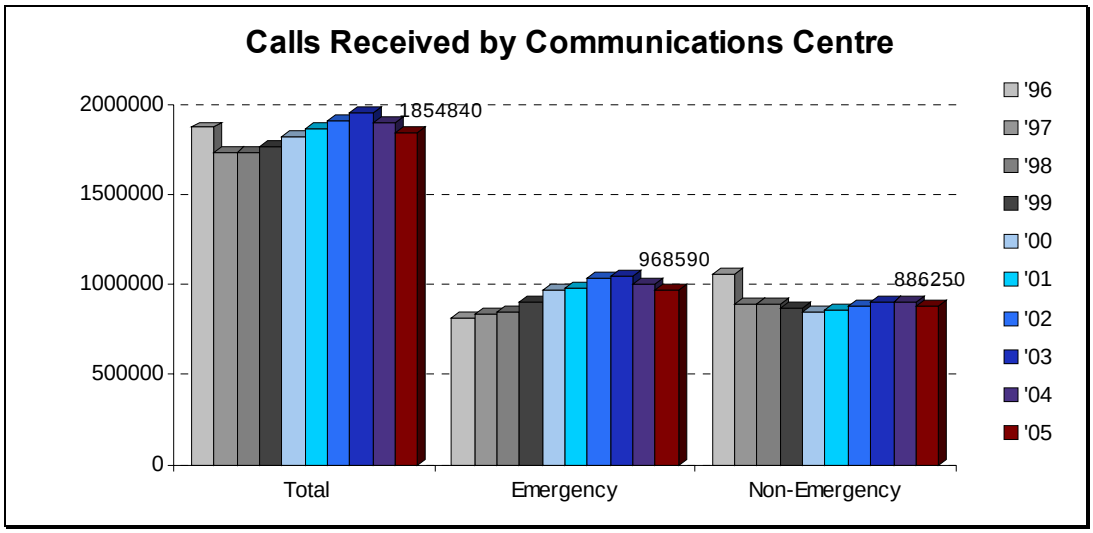

Figure 6.1 Source: TPS Communications Services

Statistics captured by Communications Services indicated that cellular phone calls constituted 40% to 50% of the calls received through the emergency line. It is also the perception of the call-takers at the Communications Centre that a considerable number of people called 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 the caller 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 2005, there was a total of 799,151 calls involving one or more police units being dispatched, an 8.1% decrease from 2004 and a 7.5% decrease from 2001, but a 7.1% increase over 1996. These dispatched calls constituted 43.1% of the total calls received in 2005, which was a decrease from the 46.2% of calls dispatched in 2001 and an increase from the 39.7% of calls dispatched in 1996. Figure 6.2 shows the changes in the proportion of dispatched calls in each of the past ten years.

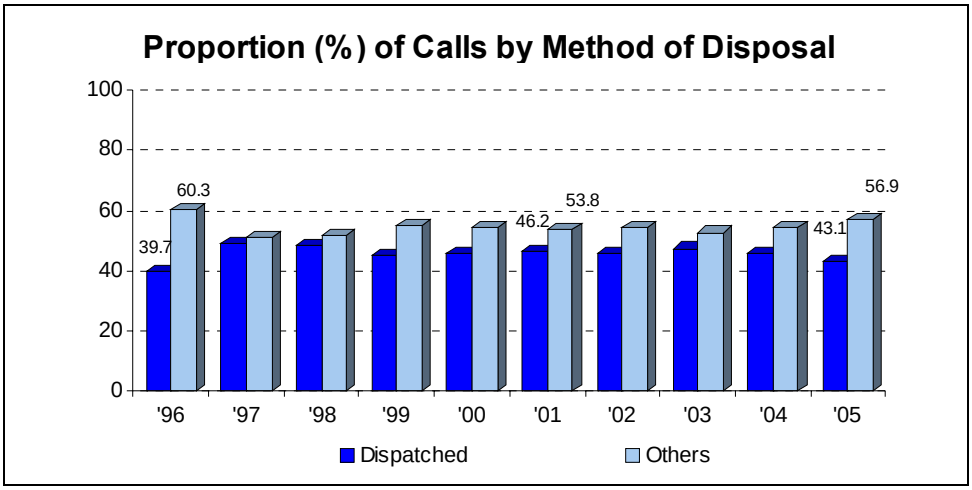

Figure 6.2 Source: TPS Communications Services

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. speed 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. Field officers are required to press the 'at scene' button of their MWS when arriving at an incident scene, to acknowledge their time of arrival. However, operational and practical issues may at times cause difficulty for such compliance. The overall compliance rate has continued to improve since 1996, but dropped slightly in 2004.[102] Starting at just 14.9% compliance in 1996, it increased to 33.4 in 2001, 44.4% in 2003, and was at 44.2% in 2005, despite a drop to 42.5%

[102] Compliance rates are based on statistics from TPS I/CAD Query and Reporting System, Report 24.

in 2004. The compliance rate for Priority 1 calls alone in 2005 was 66.2%, still a drop from the record high of 68.9% in 2003, but is a slight increase from the 65.2% in 2004 and a large improvement over the 50.1% in 2001 and 37.6% in 1997.[103] For other emergency calls (Priority 2 and 3), the compliance rate was 64.4% in 2005, compared to 61.3% in 2004, 46.1% in 2001, and 20.3% in 1996. The compliance rate for non-emergency calls (Priority 4 through 6) was much lower at 32.3% in 2005, compared to 30.5% in 2004, 24.3% in 2001, and 14.2% in 1997.

Compared with the early years of such data collection, the 2005 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.

There are cases for which the officer arrival time is entered by the dispatcher – for example, for police response units not equipped with a MWS and for situations when no arrival acknowledgement is received from the officer and the arrival time is confirmed by the call dispatcher's enquiry. These calls, because of the uncertain 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 average response time for these calls was 11.4 minutes in 2005, the same as in 2004, and an increase from the 10.5 minutes in 2001 and 9.4 minutes in 1997.[104] The median response time for these calls was 7 minutes from 1996 to 1998, covering slightly more than half of the calls (52%).[105] The median response time increased to 8 minutes and remained so for four years, from 1999 to 2002. It then increased to 9 minutes in 2004 and dropped back to 8 minutes in 2005, covering 50.6% of the calls.[106]

The I/CAD statistics also indicated that in 2005, Toronto police officers were only able to respond to 36% of the Priority 1 calls within 6 minutes, which, in fact, was an improvement after the trend of decline in the past years. However, it still represented a significant decrease when compared with the 45.2% in 1997, and this performance was still 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.[107]

For the remaining emergency calls (Priority 2 and 3), the median response time increased from 13 minutes in 1996 to 14 minutes in 2001, 15 minutes in 2003, 16 minutes in 2004, and 17 minutes in 2005. The proportion of these calls responded to by the police within 6 minutes was only 11.3% in 2005, compared to 13.4% in 2001 and 18.1% in 1996. This was the lowest proportion ever recorded and was also far below the service standard recommended by the Restructuring Task Force, of response within 6 minutes for at least 80% of the cases.

[103] 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.
[104] Computation based on statistics from I/CAD Report 24, covering only cases with response time from 0 to 60 minutes, i.e. 96.9% of total cases in 2005.
[105] The median is the middle value of a group of values arranged in ascending or descending order.
[106] Based on statistics from TPS I/CAD Query and Reporting System, Report 24.
[107] Metropolitan Toronto Police. **Beyond 2000 Restructuring Task Force: The Final Report.** December 1994, p.85.

Figures 6.3(a) and 6.3(b) show the cumulative proportion (%) of Priority 1 and other emergency calls (Priority 2 to 3) by response time.[108]

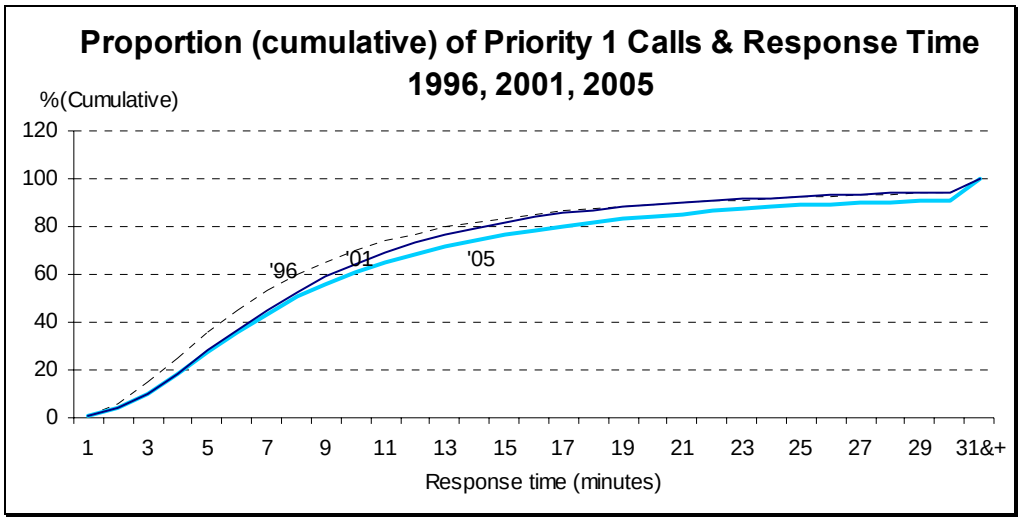

Figure 6.3(a) Source: TPS I/CAD data

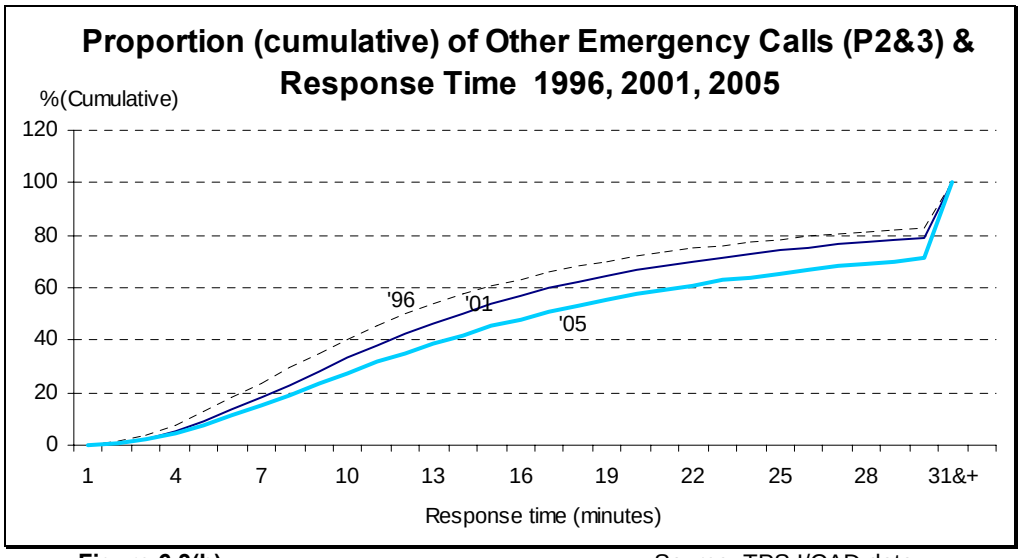

Figure 6.3(b) Source: TPS I/CAD data

As shown in the two figures above (Figures 6.3(a) and (b)), the lines showing the response time of both Priority 1 and Priority 2-3 calls, all classified as emergency calls, consistently shifted to the right over the past 10 years. This means that it took longer for police response to arrive in emergency situations. Police response time has declined, as indicated by a decreased proportion of calls being responded to within short durations. Performance is falling further below the recommended service standards. The time required to have 85% of Priority 1

[108] Includes only Priority 1 to 3 calls having valid officer arrival time (entered via MWS); based on I/CAD Report 24.

calls covered/responded to, for example, increased from 16 minutes in 1996 to 17 minutes in 2001, 18 minutes in 2003, and 21 minutes in 2005.

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 also increased, from 24 minutes in 1996 to 26 minutes in 2001, 33 minutes in 2004, and 40 minutes in 2005. In fact, the median response time in 2005 represented a large 21% increase from 2004 and a 54% increase from five years ago. It was also found that 61.7% of Priority 4-6 calls received a police response within 60 minutes, which was the lowest proportion recorded since 1996. This was the fifth year that police response time was below the standard (80%) that was recommended for this group of calls.[109] The large drop in this proportion and the considerable increase in the median response time in 2004 and 2005 may partly be attributed to the change in business practice as a result of the implementation of Zone Policing in June 2004, when cross-zone dispatch for non-emergency calls ceased.

C. SERVICE TIMES [110]

Service time (or officer time spent on a call) is the time required by police to service a call, from dispatch to clearance. 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 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 increased considerably over the past ten years, especially for Priority 1 calls (Figure 6.4).

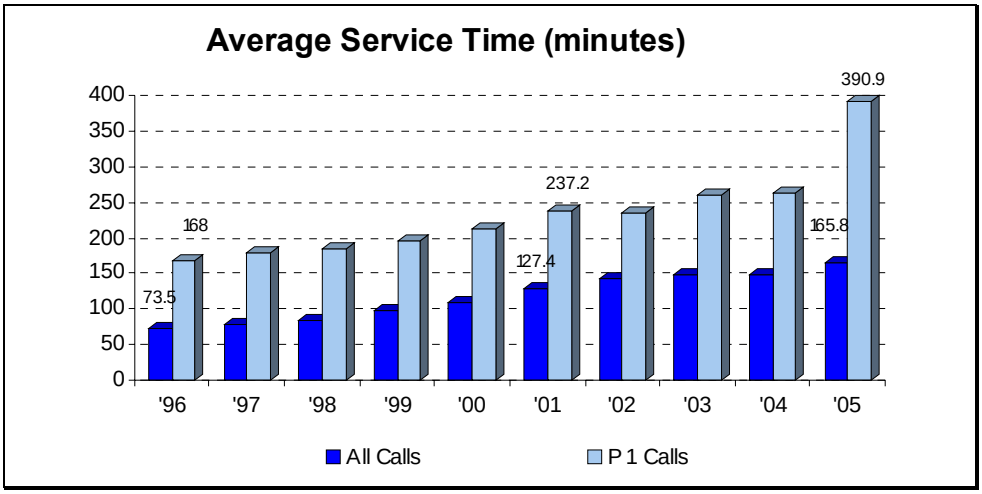

Figure 6.4 Source: TPS I/CAD data

[109] The standard recommended for non-emergency 'police required' calls is no more than 60 minutes for at least 80% of the calls. **Beyond 2000 Restructuring Task Force: The Final Report.** December 1994, p.85.

[110] 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.

As shown in Figure 6.4, the average time spent by officers in servicing a call increased considerably between 2001 and 2005: a 30.1% increase for all calls and a 64.8% increase for Priority 1 calls. The average number of officers dispatched per event also increased, from 2.2 officers in 2001 to 2.37 officers in 2005. For the same period of time, total officer time spent at, or servicing, calls increased about 10%.

Priority 1 emergency calls constituted about 10% of all the calls serviced. The average service time for Priority 1 calls, due to their emergency nature and the level of investigation required, is typically much longer than that for calls in general. As shown in Figure 6.4, for Priority 1 calls in 2005, the average service time (per event) was 390.9 minutes, representing a large 48.9% increase from 2004 and a 64.8% increase from 2001. The average number of officers dispatched per Priority 1 event also increased, from 3.5 in 2001 to 4.3 in 2005. Priority 1 calls took up about 23% of the total service time for calls. Between 2001 and 2005, the total officer time spent servicing these calls increased 7%.

Table 6.1 shows the average service time (per event) for major types of calls (i.e. calls that took up 2% or more of the total service time) attended by the police in 2005, as well as the change in service time between 2001 and 2005.

Table 6.1
Major Types of Calls and Average Service Time

	Calls/Events Attended by Police – 2005			% Change: 2001-2005	
Event Type	**# Attended**	**Average ServiceTime (Min/E*)**	**Service Time%****	**# Attended**	**Average Service Time (Min/E*)**
Check Address	42280	103.0	5.3	34.8	-3.0
Unknown Trouble	15441	275.4	5.2	25.9	24.6
Domestic	15123	248.8	4.6	-15.2	18.8
Persons Injury Accident	13830	241.9	4.1	-0.7	1.9
Suspicious Event	17808	151.3	3.3	-3.7	27.3
B&E	11373	228.0	3.1	-15.3	34.7
Arrest	11707	219.3	3.1	167.9	-1.8
Robbery	4467	530.3	2.9	23.4	8.1
Dispute	20901	105.0	2.7	-1.8	10.8
Emot. Dist. Persons	10587	201.3	2.6	198.6	11.4
Wanted Person	7026	294.8	2.5	-0.3	8.6
Advised	9550	199.2	2.3	14.5	44.0
Domestic Assault	4926	384.0	2.3	-29.4	21.8
Threatening	9528	182.1	2.1	-16.6	23.6
Assault Just Occurred	6855	250.5	2.1	28.2	4.9
Prop Damage Accident	18229	91.9	2.0	-30.8	-19.5
Disorderlies	23801	68.4	2.0	-8.4	-2.4
Total of above items	243432	176.2	52.0		
Total events/calls[111]	497222	165.8	100.0	-15.8	30.1

* 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

[111] 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.

As shown in Table 6.1, despite a 15.8% decrease in the total number of calls police attended between 2001 and 2005, according to I/CAD Report 52, the average time for servicing calls increased 30.1% during this period.[112] All major types of calls showed increases in the average service time between 2001 and 2005. These calls together constituted 49% of the total number of calls attended by the police and took up 52% of the total service time.

There are many factors that have a possible impact on 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,
- field supervision.

It should be noted that managing a significant increase in service time for calls without a commensurate increase in resources is necessarily at the cost of other police programs. Between 2001 and 2005, despite a 16% decrease in the number of calls serviced, the 30% increase in service time per call has caused the total officer time spent on calls to increase 10%. This meant that the officers' time for other non-call related functions had to be reduced to make up for the ever increasing demand from calls.

[112] The decrease in number of calls serviced was partly due to the large decrease in dispatched calls regarding medical complaints as a result of the change in operational procedures in 2005 for managing such calls.

VII. URBAN TRENDS

A dynamic understanding of the creation and transformation of modern communities, in both socio-economic and urban development terms, is essential to understanding the potential of the City. The jurisdiction of the Toronto Police Service encompasses the largest urban area in Canada. With urban, economic, and environmental projections come challenges in determining the nature and frequency of police services that will be required. Adapting to urban growth and socio-economic change involves alliances among the public, private, and voluntary sectors of society. With these partnerships, an assurance can be made to protect public safety while at the same time ensuring the delivery of efficient policing.

HIGHLIGHTS

- On December 12th, 2005, the Provincial Government introduced Bill 51, *The Planning and Conservation Land Statute Law Amendment Act.* This Act includes reforms to the Ontario Municipal Board (OMB) and, if passed, will give local councils and residents more control over development in their community.

- The largest number of major development projects in 2004 occurred within the district of Toronto/East York (102 projects, 28.5%), followed by North York (91, 25.4%), Scarborough (89, 24.6%), and Etobicoke/York (77, 21.5%). Major residential development applications were more evenly distributed in 2004 than in 2003.

- Ridership on Toronto Transit Commission (TTC) vehicles (surface and subway) increased 3.1% between 2004 and 2005, from 418,099,000 riders to 431,200,000. The number of riders in 2005 represented a 15.8% increase over the 372,430,000 riders 10 years ago in 1996.

- In 2005, the TTC annual crime rate was 0.63 offences per 100,000 riders, a 1.6% decrease from 0.64 per 100,000 in 2004, and a 14.9% decrease from 0.74 per 100,000 in 1996.

- According to Toronto Tourism estimates, there were approximately 18.8 million visitors to Toronto in 2005. This represented a 1.6% increase from 18.5 million in 2004.

- The Service attended 1,053 hazardous events in 2005, 0.4% more than the 1,049 hazardous events in 2004, and 12.7% higher than the 934 events in 1996.

A. TORONTO'S URBAN DEVELOPMENT

The Ontario Municipal Board (OMB) is an independent adjudicative tribunal established by the Province that hears appeals and applications, and resolves land use disputes under a variety of legislation including the *Planning Act*, *Municipal Act*, and the *Ontario Municipal*

Board Act. The OMB deals with a number of issues affecting urban development, including official plans, zoning by-laws, subdivision plans, and development charges.[113]

On December 12th, 2005, the Provincial Government introduced Bill 51, *The Planning and Conservation Land Statute Law Amendment Act*. This Act includes reforms to the Ontario Municipal Board (OMB) and, if passed, would clarify the role of the OMB and protect local decision-making by:

- returning the OMB to its original role as an appeal body on local matters, rather than the OMB being the main decision-maker;
- requiring the OMB to give more weight to any decisions made by local councils during the appeal process; and,
- enabling municipalities to create their own local appeal bodies for some planning decisions.

The Act also makes amendments to the *Planning Act* that will change aspects of the land use planning process, provide more tools for implementation of provincial policies, and give further support to sustainable development, intensification, and brownfield development.[114] In addition, Bill 51 gives residents and local councillors more input on growth and development in their communities, by:

- permitting councils to consider architectural and design features as a condition of planning approval to improve the look and feel of communities and promote innovative, environmentally conscious buildings and neighbourhoods;
- providing the public with increased opportunities to contribute to planning decisions;
- requiring that municipalities have an up-to-date official plan;
- easing the process for development of former industrial sites (brownfields); and,
- giving municipalities the ability to promote, through land use planning decisions, ideas and technologies aimed at protecting energy and the environment, including alternate sources of energy.

If Bill 51 receives Royal Assent, it will have an effect on future development, land use policy, and Toronto's urban landscape.[115]

B. DEVELOPMENT AND PLANNING PROJECTS

According to the City of Toronto's *Development Portfolio for Major Projects 2004*, published in April 2005, there were 359 major development applications submitted in 2004, which was an increase of 11.1% from the 323 in 2003.[116] The majority of the applications received in 2004 were for major residential developments (255 applications for 41,882 total

[113] The Ontario Municipal Board website, March 2006 (www.omb.gov.on.ca).
[114] Ontario Ministry of Municipal Affairs and Housing website, March 2006 (www.mah.gov.on.ca).
[115] Legislative Assembly of Ontario website, March 2006 (www.ontla.on.ca/library/bills/382/51382.htm).
[116] 'Major developments' are defined as projects containing six or more residential dwelling units or more than 1,000 square metres of non-residential floor space.

proposed units), and more applications were received in 2004 than in 2003 (210 applications for 40,731 units). The largest number of development projects in 2004 occurred within the district of Toronto/East York (102 projects, 28.5%), followed by North York (91, 25.4%), Scarborough (89, 24.6%) and Etobicoke/York (77, 21.5%).[117] As shown in Figure 7.1, major development applications were more evenly distributed in 2004 than in 2003. All of the districts except Toronto/East York showed increases from 2003.[118]

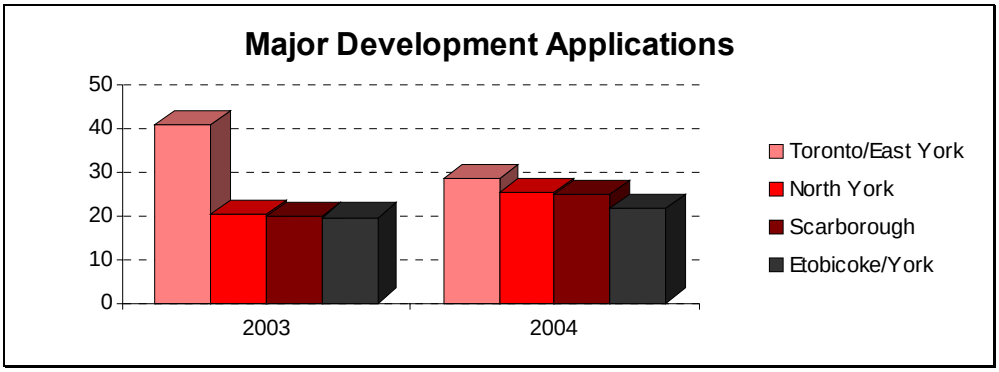

Figure 7.1 Source: City of Toronto Urban Development Services

C. TRANSPORTATION - TORONTO TRANSIT COMMISSION

Ridership on Toronto Transit Commission (TTC) vehicles (surface and subway) increased 3.1% between 2004 and 2005, from 418,099,000 riders to 431,200,000 (Figure 7.2). The number of riders in 2005 represented a 15.8% increase over the 372,430,000 riders 10 years ago in 1996. Over the past 10 years, other than in 2002 and 2003, there has been a general trend of increase in total ridership. In 2005 and 2004, approximately 60% of the total passengers travelled by surface, while 40% travelled by subway. In 1996, approximately 61% travelled by surface and 38% by subway. [119]

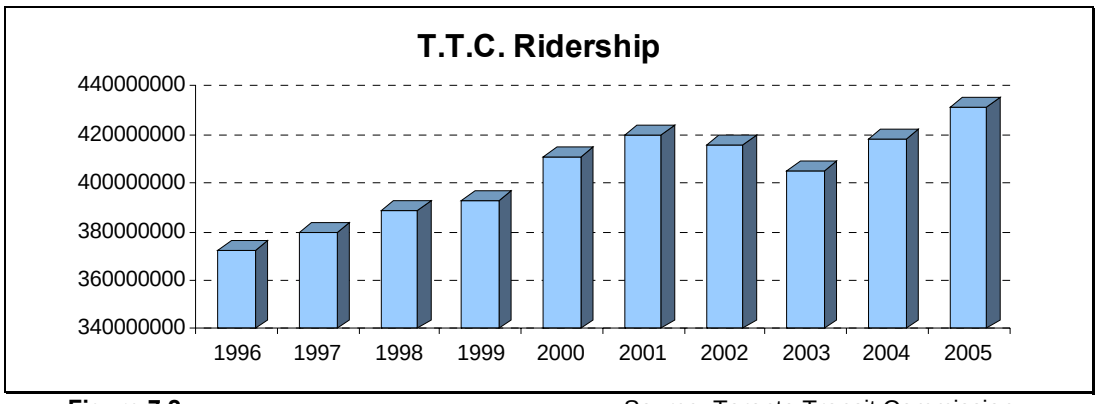

Figure 7.2 Source: Toronto Transit Commission

[117] **Development Portfolio: Major Projects 2004**. Toronto Urban Development Services, April 2005.
[118] The districts were re-named in the 2004 Development portfolio: the former South district is now Toronto/East York, North district is now North York, East is now Scarborough district, and West is now Etobicoke/York.
[119] Toronto Transit Commission. **Annual Revenue – Passengers by Modes.** TTC Finance Branch Report, 2005.

As shown in Figure 7.3, the TTC remains an extremely safe system for its customers. In 2005, the TTC annual crime rate was 0.63 offences per 100,000 riders, a 1.6% decrease from 0.64 per 100,000 in 2004, and a 14.9% decrease from 0.74 per 100,000 in 1996.

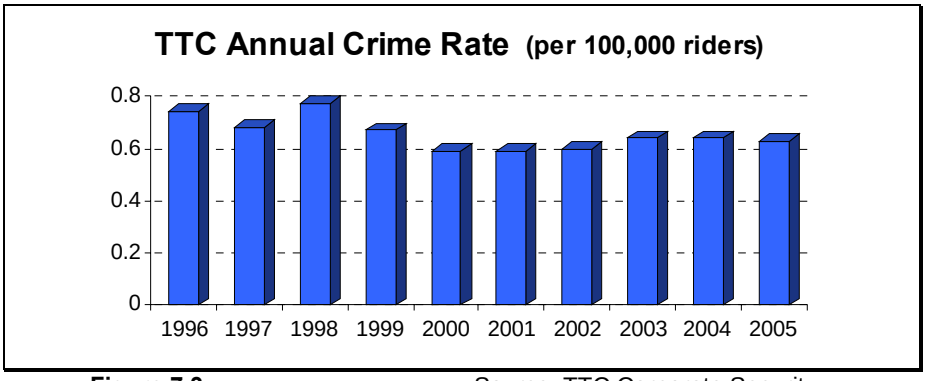

Figure 7.3 Source: TTC Corporate Security

D. SPECIAL CONSTABLE SERVICES

TTC Special Constables:

As of December 31st, 2005, the TTC employed 74 Transit special constables (TSCs). According to the *TTC Special Constable Services 2005 Annual Report* to the Toronto Police Services Board, TTC special constables made 829 arrests relating to both criminal and provincial offences, a 1.8% decrease from the 844 arrests in 2004. In addition, in 2005, TTC special constables completed 552 TPS General Occurrences, 1,134 TPS Records of Arrest, and 5,578 Person Contact Cards (TPS 208s), compared to 823 TPS General Occurrences, 1,106 TPS Records of Arrest, and 4,747 Person Contact Cards (TPS 208s) in 2004.[120]

Toronto Community Housing Corporation:

As of December 31st, 2005, the Toronto Community Housing Corporation (TCHC) employed 135 staff, including 75 special constables who operate out of an in-house Community Safety Unit (CSU).[121]

In 2005, TCHC special constables reported on 16,735 calls, service requests, and investigations relating to TCHC property, a decrease of 9.7% compared to 2004 when TCHC special constables investigated or assisted in 18,531 investigations on or in relation to TCHC property. In 2005, TCHC special constables arrested and/or charged 1,024 individuals relating to both criminal and provincial offences, an increase of 6.0% when compared to 966 individuals arrested and/or charged in 2004. In 2005, TCHC special constables issued 928 Form 9s and

[120] **2005 Toronto Transit Commission Special Constables Annual Report**. Police Services Board Minute P121/06 (Meeting of April 24th, 2006).
[121] **2005 Toronto Community Housing Special Constables Annual Report**. Police Services Board Minute P122/06 (Meeting of April 24th, 2006).

provincial offences tickets (POTs), a 6.7% increase compared to the 870 Form 9s and POTs in 2004.[122]

University of Toronto Police:

As of December 31st, 2005, the University of Toronto employed 27 special constables at the St. George campus and 13 special constables at the Scarborough campus. In 2005, the University of Toronto St. George Campus special constables arrested and investigated 288 persons relating to both criminal and provincial offences, and issued 181 Form 9s and POTs. This was a 24.6% decrease from the 382 persons arrested and investigated and a 3.2% decrease from the 187 Form 9s and POTs in 2004. In 2005, the University of Toronto Scarborough Campus special constables arrested and investigated 129 persons relating to criminal and provincial offences, and issued 66 Form 9s and POTs. This was a decrease of 54.3% compared to 282 persons arrested and investigated, and a decrease of 24.1% compared to 87 Form 9s and POTs in 2004.[123]

E. PRIVATE SECURITY

According to the Ontario Ministry of Community Safety and Correctional Services, Private Investigation and Security Guard Section, as of January 2006 in Ontario, there were approximately 125 licensed Security agencies, 299 licensed Private Investigation agencies, and 198 agencies classified as dual agencies who provided both functions.[124] The approximate number of current licences active as of January 2006 was 28,418 security, 2,444 private investigators, and 1,400 dual, for a total of 32,262 licences. This was a 6.4% increase from the 30,328 licences reported in 2004 and a 59.9% increase from the 20,174 licences in 1996 (Figure 7.4).

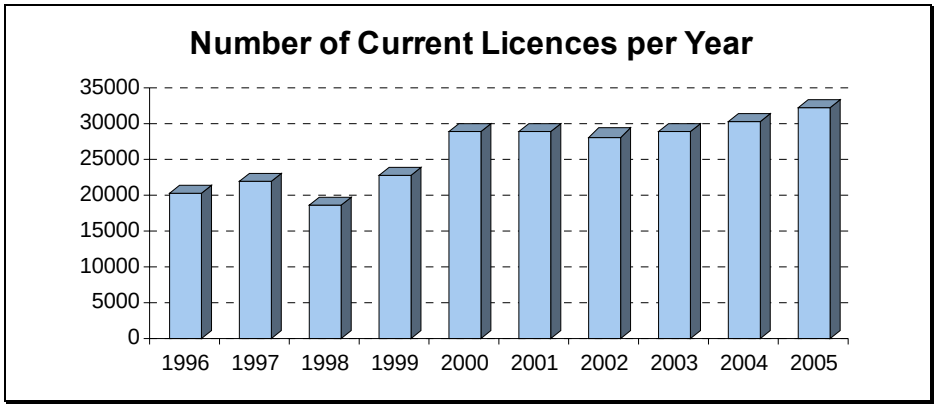

Figure 7.4 Source: Ministry of Community Safety & Correctional Services

[122] Ibid.
[123] **2005 University of Toronto Special Constables Annual Report**. Police Services Board Minute P123/06 (Meeting of April 24, 2006).
[124] Information from Private Investigation and Security Guard Section, Ontario Ministry of Community Safety and Correctional Services, February 2006.

As discussed in the 2005 *Environmental Scan*, the Ontario Government has introduced legislation to strengthen professional requirements for private security. The new *Private Security and Investigative Services Act* received second reading in May, 2005.

F. TOURISM IN TORONTO

In 2005, there were approximately 18.8 million visitors to Toronto.[125] As shown in Figure 7.5, this represented a 1.6% increase from 18.5 million in 2004 and a 13.3% increase from the 16.6 million in 1996.[126] The estimated number of visitors in 2005 represented the second highest number of visitors in the past ten years, slightly lower than the 18.9 million visitors in 2002.

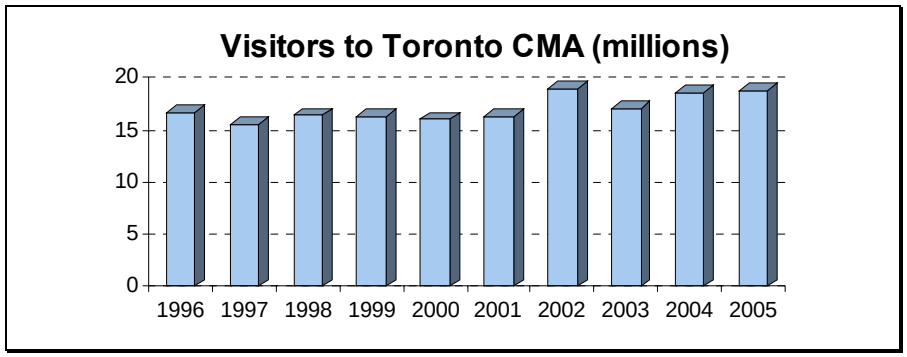

Figure 7.5 Source: Tourism Toronto

According to Tourism Toronto, visitor spending increased approximately 2.6% between 2004 and 2005: $3.9 billion was spent in 2004 compared to approximately $4 billion in 2005, a difference of $1 million (Figure 7.6).[127]

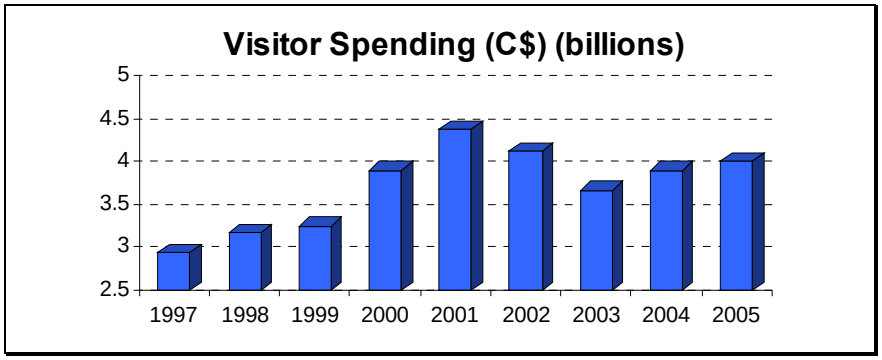

Figure 7.6 Source: Tourism Toronto

[125] Toronto Tourism estimates numbers for the full year based on partial data from 2005.
[126] **Research Flash Report: 2005 Annual Review and Trends.** Toronto Tourism, 2006.
[127] Toronto Tourism estimates numbers for the full year based on partial data from 2005.

G. HAZARDOUS EVENTS

The Service attended 1,053 hazardous events in 2005, slightly more than the 1,049 hazardous events in 2004, and more than the 934 attended in 1996 (Figure 7.7). These events included chemical hazards, explosions and natural gas leaks. There was a 0.4% increase in the number of hazardous events attended by police between 2004 and 2005 and a 12.7% increase between 1996 and 2005.[128]

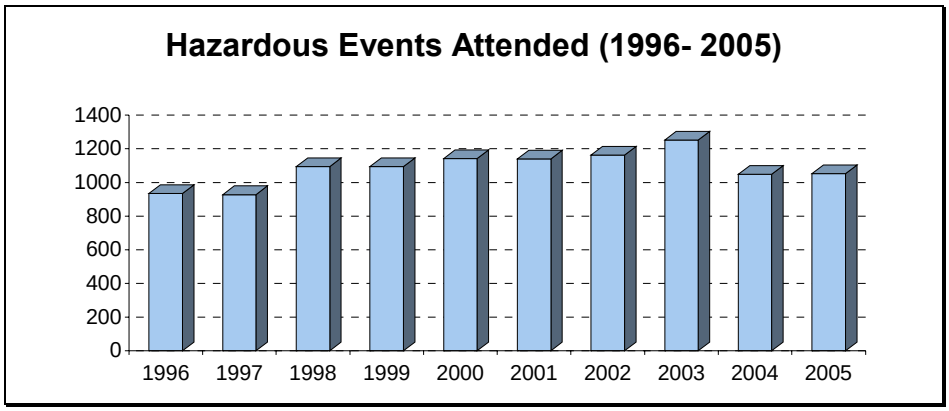

Figure 7.7 Source: TPS I/CAD System

[128] 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.

VIII. TECHNOLOGY & POLICING

Computer crime continues to be one of the most publicised aspects of computer use and although computer crime continues to experience exponential growth, the various crimes associated with computers are difficult to evaluate or measure in terms of magnitude or frequency. Identity theft, lawful access, child pornography, hacking by organised crime and criminal extremist groups continue to pose threats as society continues its dependence on globally interconnected networks and companies to interact with their clients via the Internet.

HIGHLIGHTS

- The Technological Crimes Unit of the Peel Regional Police has identified a number of issues over the past 12 months, including credit card skimming, video security, seizure of communications devices, and an increase in storage capacity.

- Workload is an issue for the Toronto Police Service's Technological Crime Section. New advances in technology, with its increase in memory size and decrease in physical size and cost, along with increasing seizures of cell phones and personal digital assistants, have a tremendous impact in the amount of time required to conduct examinations and officer workload.

- The Child Exploitation Section (CES) of the TPS Sex Crimes Unit uses the latest computer equipment and software to combat computer-facilitated crimes against children, rescue victims of child sexual abuse, and identify child predators who use the Internet to facilitate the sexual exploitation of children. The number of cases opened increased over 700% between 2001 and 2005.

- According to the PhoneBusters National Call Centre, the source for the collection, analysis, and dissemination of Canadian identity theft complaint data, the number of reported identity theft complaints in Ontario increased 16.7% between 2002 and 2005, and increased 36.8% nationally.

- The current Web threats of pharming and 'evil twins', a wireless version of the phishing scam, mean a potential risk of identity theft for those users of public wireless connections who purchase items online or conduct banking transactions.

A. TECHNOLOGY-RELATED CRIMES – GREATER TORONTO AREA

As technology-related crimes continue to evolve and escalate throughout the Greater Toronto Area , the Technological Crimes Unit (TCU) continues to be an important resource to the Peel Regional Police. The TCU has identified a number of issues over the past 12 months, including credit card skimming, video security, seizure of communications devices, and an increase in storage capacity.[129]

[129] Communication from Peel Regional Police Technological Crimes Unit, March 2006.

There continues to be a high volume of debit/credit card skimming devices seized from ATMs, gas stations, and point-of-sales in retail locations. Until 2006, any debit/credit card skimming devices seized were sent to the Royal Canadian Mounted Police (RCMP) for analysis, where, due to the backlog of requests, a 6-12 month waiting period for results was standard. As of 2006, a Card Skimming Laboratory has been established in the TCU of the Peel Regional Police, and results are now available within hours.

There has been an increase in requests for video extraction from security cameras. The trend in video camera evidence has shifted from video home system (VHS) tape to digital. The shift has resulted in a need for an increase in personnel resources to search through digital tapes, which hold a larger capacity for information than conventional VHS tapes.

In recent months, there has been an increase in the number of cell phones and personal digital assistants (PDAs) seized from offenders, surpassing the number of seized computers. This trend has necessitated a shift in personnel resources within the TCU: whereas previously there was only one person on an 'as required' basis dedicated to the cell phone and PDA laboratory, there are now two, full-time members.

Computer storage capacity has continued to increase exponentially. Each year, data storage capacity increases by about an average of 80%. The TCU reports that it is fairly common to seize computers with 200+ multiple gigabyte hard drives, and, on occasion, to seize computers with greater than 1 terabyte of storage capacity. These hard drive heavy computers require more officer time to conduct thorough examinations.

Table 8.1 shows information from the Peel Regional Police TCU on the number of cases investigated each year from 2002 to the end of February 2006, including computers and cell phones analysed, and the average size of the hard drives examined.

Table 8.1
Peel Regional Police - Technological Crime Unit Cases

Year	Number of Cases Investigated	Average Size of Hard Drives (Gigabytes)	Number of Computers Analysed	Number of Cell Phones Analysed
2002	131	20 - 40	-	-
2003	166	60 - 80	72	-
2004	232	100 - 120	156	17
2005	285	140 - 180	212	55
2006 (to Feb 28)	91	180 - 250	38	57

The TCU addresses incoming cases based on a priority system that includes consent seizures, homicides, and child pornography. With the steady increase in cases to investigate, there now exists the challenging situation of balancing competing priorities: in February 2006, there were 14 Priority 1 cases to analyse. This heavy workload causes a number of challenges for the TCU, including increased stress and pressure on the officers and a lack of industry-current equipment available for use in investigations.

B. TORONTO POLICE SERVICE – TECHNOLOGICAL CRIME SECTION [130]

Workload is also an issue for the Toronto Police Service's Technological Crime Section. In May 2004, a report entitled 'Toronto Police Service Intelligence Services Technological Crime Section Examination of 4, 6, & 8 Technological Crime Investigator Models', recommended an eight investigator model. It was believed that this model would allow a credible, co-ordinated investigation of technological crimes. The recommendation was based on the criteria that one stand-alone computer with a 20 Gigabyte hard drive containing no data encryption, password protection, compression, or conflicts, would take an experienced, trained technological crime investigator forty hours to seize, examine, and document using current software and hardware tools.

Since that initial report, new advances in technology, with its increase in memory size and a decrease in physical size and cost, have a tremendous impact on the amount of time required to conduct examinations and officer workload. As an example, the 4 Gigabyte Micro USB hard drive has been compared in size to a two dollar coin and the 512 Megabyte flash RAM card has been compared to a penny. The thumbnail-size 512 MB flash card has the potential to contain a large amount of compressed information and is easily concealed. It is expected that storage devices that are even smaller physically, that hold more information, and are inexpensive to purchase, will soon be available.

The increase in size of memory storage adds to the amount of time required to complete an examination. As noted in Table 8.2, in 2005, the Technological Crime Section received 2,745.71 Gigabytes or 2.74571 Terabytes of media; as of April 4, 2006, the Section had received 2,958.5 Gigabytes or 2.9585 Terabytes of media.

Table 8.2
TPS Technological Crime Section Workload
2004, 2005, & 2006 (to April 4)

Activity Type	Total Number 2004	Total Number 2005	Total Number 2006 (to Apr.4)
Total Cases	228	274	94
Computer Seized	138	207	47
Laptops Seized	46	61	24
Hard Drives Examined	351	347	50
Total DVRS examined	-	33	15
Total Cell Phones seized	-	52	86
Total PDAs examined	-	11	4
Total flash cards examined	-	16	7
Total cameras seized/examined	-	4	3
Total floppy disks examined	-	232	1
Total CDs/DVDs/RAM examined	-	725	28
Total zip disks examined	-	39	10
Total peripheral equip. seized	-	51	0
Total items seized	-	1778	275
Total Media Capacity Seized (in Terabytes)	-	2.74571	2.9585

[130] Information for this section provided by the Technological Crime Section of TPS Intelligence Services, April 2006.

As was noted by the Peel Regional Police TCU, there has also been a rise in demand from the field to conduct examination of digital video recordings, cell phones, and PDAs.

With regard to digital video recordings, requests to extract images and still photos obtained by video cameras are increasing. The examination of video is time consuming and may require the investigating officer weeks to view all of the video.

Many criminals use cell phones in a number of different ways. Technological Crime Section examiners have been able to provide investigating officers with an excellent source of evidence of the crime, including:

- extracting 'trophy' photographs of the crime (photos of victims, stolen money, drugs);
- extracting video of the crime being committed;
- tools used to commit the crime (guns, counterfeiting machines);
- call logs, leading to other suspects; and,
- contact lists, again leading to other suspects.

To address the increase in demand, the Section has now dedicated two examiners who specialize in this type of examination, which are lengthy and complicated. The industry, worldwide, has 250,000 different makes and models of cell phones and introduces on a weekly basis, new cell phones that hold more memory and can perform more diverse functions. Keeping up-to-date with these advances is a challenge and expensive.

C. CHILD PORNOGRAPHY [131]

The Internet is a resource that is primarily used with good intentions. It is a tool that provides a tremendous amount of information on a variety of topics and there are approximately 1 billion users world-wide who are able to take advantage of this powerful instrument. Unfortunately, the same technology that allows the population to reach out to new sources of knowledge also leaves children vulnerable to exploitation by sex offenders. There are over 100,000 websites that are dedicated to child pornography; a large majority of them involve pre-school aged children.

The Child Exploitation Section (CES) of the Sex Crimes Unit was formed in 2001 to combat these crimes. Using the latest computer equipment and software, the CES works to combat computer-facilitated crimes against children, rescue victims of child sexual abuse, and identify child predators who use the Internet to facilitate the sexual exploitation of children. Identifying predators leads to the rescue of children, thus preventing further sexual abuse and enables the child to receive treatment.

As shown in Table 8.3, the workload of the CES has increased markedly over the past five years, with the number of cases opened increasing 11.9% between 2004 and 2005, and increasing over 700% between 2001 and 2005. Similarly, arrests have increased more than 300% over the five-year period.

[131] Information for this section provided by the Child Exploitation Section of TPS Sex Crimes Unit, March 2006.

Table 8.3
TPS Child Exploitation Section Workload

	2001	2002	2003	2004	2005	% change 2004-05	% change 2001-05
Arrests	10	19	37	38	41	7.9%	310.0%
Charges	50	-	-	136	124	-8.8%	148.0%
Hard-drives Seized	16	82	105	110	65	-40.9%	306.3%
Cases Opened	75	279	477	587	657	11.9%	776.0%

Computers have become one of the most prevalent techniques used by pedophiles to share and produce illegal sexually explicit images of children and to use these techniques to lure children into illicit sexual relations. A number of emerging trends and challenges have been identified by the CES, including:

- Peer-to-peer networks (P2P), which facilitate the sharing of files on the Internet and allow computers to communicate with each other directly, rather than through a central server. Once installed, anyone can share various types of files, including images and videos, with any other person on the network, in real time.
- Use of computer software designed to defeat the forensic retrieval of evidence.
- Encryption: most new operating systems, such as Windows XP, come with encryption.
- Steganography, or the hiding of an image within an image.
- Unregulated cyber cafes.
- Large amounts of computer data can be stored on portable storage devices that resemble items such as key chains and pens.
- Child pornography website operators hack into corporate IT systems and secretly store their material on the corporate servers.
- Training investigators to meet new challenges.
- New court challenges based on new technologies.
- And, technology that allows users to attach a camera to a PDA and then, using a wireless Internet card, transmit pictures or movies to the Internet or to another palm pilot. Cell phones can often take pictures or movies and transmit them in the same manner.

The CES has been involved in a number of successful initiatives. CES members continue to meticulously examine the backgrounds of child pornography images and movies to glean investigative clues that might geographically locate crime scenes. These methods have resulted in the rescue of 9 children in Spain, a boy and girl under the age of 7 in Montreal, 3 young girls in Austria, and a 6 year old girl in England.

CES members also continue to conduct undercover operations in chat rooms. This type of investigation has recently led to the arrest of 30 offenders, 23 of whom live in Canada and the rest of whom live in the United States, United Kingdom, Australia, and Spain. As a result of these arrests, 12 child victims of sexual abuse were identified and rescued.

The Child Exploitation Tracking System (CETS), resulting from a partnership created between Microsoft and the Toronto Police Service in 2003, supports more effective, intelligence led child exploitation investigations by enabling collaboration and information sharing. CETS is now being used by 28 Canadian law enforcement agencies and was recently deployed to the

National Crime Squad in the United Kingdom. It is in the process of being deployed to the 48 Internet Crimes Against Children Task Forces in the United States, as well as to Australia, Brazil, Italy, and Indonesia. CETS will be the first global database used by law enforcement agencies to combat computer facilitated crimes against children.

D. IDENTITY THEFT[132]

Identity theft and fraudulent acts continues to rise dramatically in Canada and the United States. Run by the Ontario Provincial Police (OPP), the PhoneBusters National Call Centre (PNCC) is the central source location for the collection, analysis, and dissemination of Canadian identity theft complaint data. The number of reported identity theft complaints in Ontario increased 16.7% between 2002 and 2005, and increased 36.8% nationally. Nationally, as of February 27th, 2006, PhoneBusters had received 1,137 identity theft complaints with a total reported losses of $1,876,683.58. Identity theft data from the PNCC are shown in Table 8.4.[133]

Table 8.4
PhoneBusters National Call Centre – Canadian and Provincial Identity Theft Data

	No. of Identity Theft Complaints		Total Revenue Losses Reported	
	Ontario	Canada	Ontario	Canada
2002	4,045	8,209	$7,208,066.27	$11,825,602.58
2003	6,234	14,599	$12,843,700.92	$21,845,358.40
2004	4,612	11,938	$12,100,795.00	$18,961,576.50
2005	4,729	11,231	$4,450,122.62	$8,575,593.98
2006 (to Feb.27*)	456	1,137	$727,376.30	$1,876,683.58

** Most current data available at time of writing.*
Source: PhoneBusters

There was a substantial drop in revenue losses reported in 2005 compared to previous years. PhoneBusters attributed this decline to financial institutions and credit bureaux identifying the fraud sooner and taking immediate action. Phone Busters will be watching this trend to see if it continues through 2006.

Child Identity Theft:

While adult identity theft is a serious problem, child identity theft also occurs – it has been estimated that those under 18 years of age make up 4% of identity thefts cases in the United States and is increasing.[134] Children are good targets because they have clean credit histories and this type of theft can go undetected for years. Only rarely do parents check their children's credit reports, with the result that the identity theft is often undetected until the child is old enough to apply for a student loan in preparation for university or college. To address the issue, some

[132] Identity Theft is also discussed in the chapter on Crime Trends.
[133] PhoneBusters website (www.gov.on.ca/opp/antirackets/english/phonebusters.htm).
[134] *Kids, Infants Fall Victim to Identity Theft.* **ABCNews.com**, April 2005 (abcnews.go.com/wnt/story?id=598272).

schools are now teaching children how to protect their personal information and how to check their credit history. With an abundance of personal information available online and through the conventional postal service, it is not always clear how the identities are stolen. If a child starts to receive junk mail for credit card offers, this may be an indication that someone is using their identity.[135]

Public education through the media has increased over the past year urging families to purchase a shredding device for their personal information, to reduce the risk of theft from households disposing of their weekly garbage.

E. EVIL TWINS AND PHARMING

Over the past two years, consumers have become familiar with phishing scams, a technique used by identity thieves to collect personal information from unsuspecting Internet users; it is a general term for the creation and use by criminals of e-mails and websites. Fake websites are designed to mimic the look of legitimate and trusted business sites, financial institutions, and government agencies. These fake websites deceive Internet users into disclosing their bank and financial account information or other personal data such as passwords and usernames.

The current Web threats are pharming and 'evil twins' – a wireless version of the phishing scam.[136] In pharming, thieves redirect a consumer to a fake Web page where unsuspecting victims are using passwords to log into the fake site or to set up an account or redirect funds between accounts. Evil twins combine pharming and a wireless Internet connection.

More computer users are logging onto the Internet using a WiFi or wireless connection in a public access point like in an airport, coffee house, or other public location. An evil twin attack occurs when a criminal hacker ('cracker') sets up an attack computer as a duplicate public access point, mirroring the settings but providing a stronger signal. An unsuspecting patron logs on to the stronger, fraudulent signal. In essence, the user is logged onto the Internet, but through the cracker's system, thus enabling the cracker to read data that the victim is sending or receiving. If the user is purchasing items online or conducting banking transactions, there is a potential risk for identity theft. The risk of this type of ID theft occurring is greater in large public areas such a crowded airport lounge.

While there are ways to secure networks, the only sure way to avoid this intrusive violation is to abstain from transmitting passwords, financial data, or other sensitive personal information via public wireless networks.

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[135] *Kids' ID Theft: Growing Problem*. **CBSNews.com**, January 2006 (www.cbsnews.com/stories/2006/01/15/earlyshow/living/ConsumerWatch/main1210020.shtml).

[136] Vamosi, R. *Beware your 'evil twin'*. January 2005 (reviews.zdnet.co.uk/hardware/networking/0,39023970,39186051,00.htm). And, Delany, K.J. *'Evil Twins' and 'Pharming': Hackers Use Two New Tricks to Steal Online Identities*. May 2005 (www.greendot.com.ph/itarticles/eviltwins.htm).

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 their priorities. Human resources are central to the organisation and all external and internal trends impact, to some degree, on the recruitment, orientation, maintenance, and development of these resources.

HIGHLIGHTS

- In 2005, the total strength of Toronto Police Service was 7,284 members, up 2.8% from 7,087 members in 2004, and 8.7% from 6,703 members in 1996.
- Between 2004 and 2005, uniform strength increased 2.3% from 5,353 in 2004 to 5,477 in 2005, while civilian strength increased 4.2% from 1,734 to 1,807. [137] Both uniform and civilian strengths increased 8.7% from 1996.
- Over the past decade, the number of police officers per 100,000 population in Toronto decreased 2.2%, from 204.6 officers in 1996 to 200.1 officers in 2005.
- The median age of uniform officers in December 2005 was 40.0 years, down slightly from 40.1 years in 2004. The proportion of officers over the age of 50 years more than doubled over the past 10 years, from 8.6% in 1996 to 20.6% in 2005.
- In 2005, 35.2% of uniform members had 20 or more years of service; on the other hand, four in ten uniform members (40.2%) had less than ten years service. The average uniform length of service was 16.0 years.
- The average age of Primary Response constables was 34.9 years compared to 38.7 years for all constables.[138] In 2005, the average length of service for Primary Response constables was 8.3 years compared to 13.2 years for all constables.
- In 2005, there were 231 separations, including 165 retirements – a 2.5% decrease from the 237 separations in 2004, and a 43.8% decrease from the 411 separations in 1996.
- During 2005, 49.9 non-traffic *Criminal Code* offences were reported per constable, a 1.6% increase from the 49.1 reported in 2004 but a 24.5% decrease from 66.1 reported in 1996.

[137] Uniform strength includes all police officers and 250 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, 2005, the Human Resources Directorate reported 383 Parking Enforcement personnel, 359 part-time or temporary personnel, 707 Auxiliary personnel, and 693 school crossing guards; none of these positions are included in the total civilian strength.)

[138] Primary Response officers are those officers in the divisions who provide response to calls for service, crisis intervention, targeted patrol/enforcement, short-term problem solving, etc.

- The actual number of uniform officers assigned to front-line uniform duties in Divisional Policing Command units and specific Operational Services units (e.g. Traffic Services, Marine Unit, etc.), including supervisors, increased 1.4% from 3,312 in 1996 to 3,358 in 2005, but decreased slightly (0.8%) from 3,386 in 2004.

- While the Service's representation of visible minority and female officers remained well below community representation, the proportion consistently increased each year over the past decade; Service representation of Aboriginals (0.8%) exceeds the community representation (0.5%).

- In 2005, the uniform strength was comprised of 1.5% visible minority or Aboriginal women, 13.1% visible minority or Aboriginal men, 14.4% non-minority women, and 71.0% non-minority men.

- Although the representation of female police officers in the Toronto Police Service (15.9%) was below both the national (17.3%) and provincial (16.6%) averages, they were better represented at senior officer and supervisory ranks in Toronto.

A. WORKFORCE DEMOGRAPHICS

Throughout the 1980s and very early 1990s, the total strength of the Service increased each year and peaked at 7,551 members in 1991. Between 1991 and 1997, total strength decreased, on average, about 1.5% per year. While there were year-to-year variations, between 1998 and 2004, total strength showed an overall increase. In 2005, the total strength of Toronto Police Service was 7,284 members.[139] This reflected an increase of 2.8% from the 7,087 members in 2004, and an 8.7% increase from the 6,703 members ten years ago (Figure 9.1).

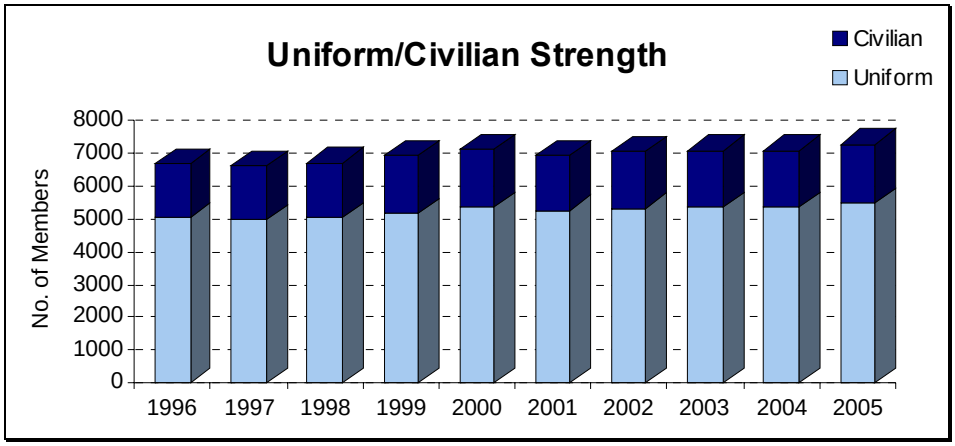


Figure 9.1 Source: TPS Human Resources

[139] Total strength includes both uniform and civilian employees; uniform strength includes all police officers and 250 cadets-in-training. Civilian strength includes all permanent, full-time civilian members with the exception of cadets-in-training and parking enforcement personnel.

Between 2004 and 2005, uniform strength increased 2.3% (5,353 in 2004 and 5,477 in 2005), while civilian strength increased 4.2% from 1,734 to 1,807. Both uniform and civilian strengths increased 8.7% from 1996. The civilian:officer ratio for the Toronto Police Service was about 1:3.0 in 2005 – a slight decrease from 1:3.1 in 2004, but the same as in 1996. Nationally, the civilian:officer ratio was 1:2.6 in 2005, a decrease from 1:2.7 in 2004.[140]

At the end of 2005, the Uniform Establishment of the Toronto Police Service was 5,260 uniform police officers.[141] In November 2005, the Province announced that it would share the costs of an additional 250 police officers in Toronto under its *Safer Communities – 1,000 Officer Partnership*; by year-end 2006, the Uniform Establishment will be 5,510 police officers.

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 2.2% from 204.6 officers in 1996 to 200.1 officers in 2005.[142] Although the number of officers in Toronto has generally increased over each of the past ten years, the rate of increase has not kept pace with the rate of increase in the population. On the other hand, the national average number of officers per 100,000 population in 2005, 189.2 officers, reflects a 3.1% increase from the 183.5 officers reported in 1996.[143] Between 2004 and 2005, the number of officers per 100,000 population in Toronto decreased 0.6%; the national average increased 1.2% (Figure 9.2).

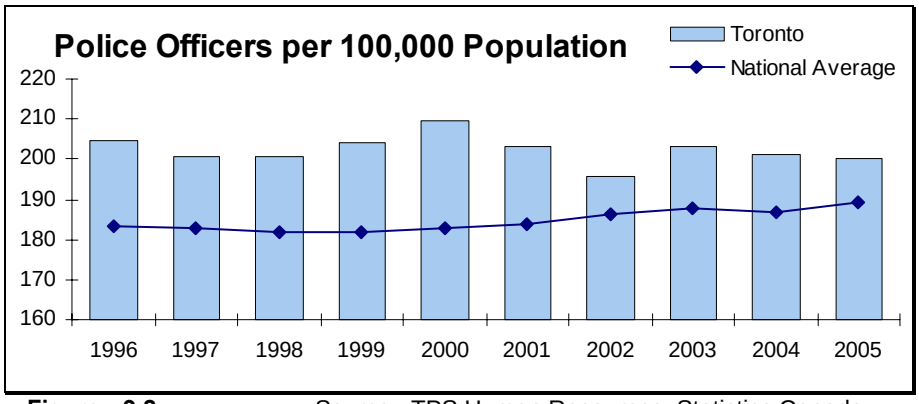


Figure 9.2 Source: TPS Human Resources; Statistics Canada

[140] Sauvé, J and Reitano, J. **Police Resources in Canada, 2005**. Canadian Centre for Justice Statistics, Statistics Canada, December 2005, p. 25

[141] Uniform Establishment refers to the number of uniform personnel believed necessary to most effectively fulfil operational requirements, is approved by City Council, and fully funded in the operating budget. The TPS hiring strategy targets an average annual uniform strength equal to the Uniform Establishment, but, at any time, may be above or below this level, depending on the timing of separations and hires.

[142] The officer to population ratio considers only Toronto residents and the uniform strength of the Service. As it does not include transient populations (e.g. tourists, business commuters, visitors, etc.) or levels of crime, its usefulness is limited to trending and general comparison to other police services.

[143] Sauvé and Reitano, 2005, p. 25.

Toronto is well below other large urban centres such as Montreal (221 officers per 100,000 population) and Vancouver (220 officers), but has considerably more officers per 100,000 population than surrounding GTA regional police services, including Durham (134 officers), York (127 officers), and Peel (146 officers).[144]

Age and Length of Service of Uniform Members:[145]

Clear trends of an ageing Toronto Police Service uniform workforce have been evident throughout the past decade. Analysis of uniform age characteristics over the past decade illustrated an increase in the proportion of officers over 50 years of age and a slight decrease in the proportion of officers under 30 years of age. The proportion of officers between 30 and 40 years of age remained relatively constant (Figure 9.3).

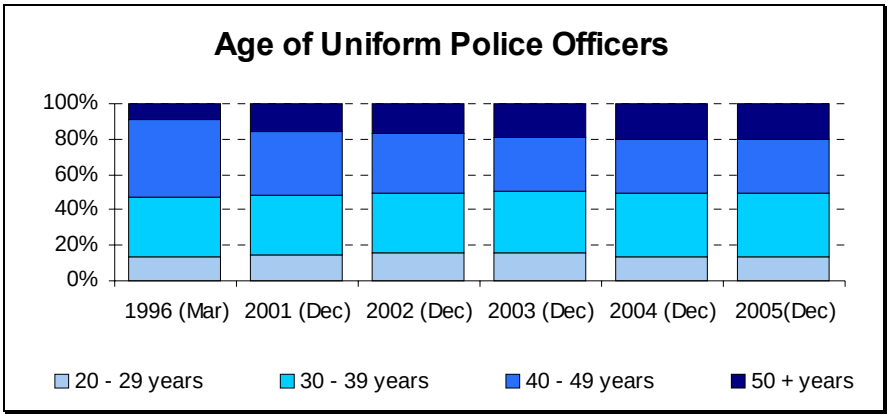


Figure 9.3 Source: TPS Human Resources

In 1996, 52.9% of officers were 40 years of age or older compared to 50.2% in 2005. While the proportion of officers between the ages of 40 and 49 decreased from 44.3% in 1996 to 29.6% in 2005, the proportion of officers over the age of 50 years more than doubled from 8.6% in 1996 to 20.6% in 2005. On the other hand, the percentage of officers under the age of 30 decreased slightly from 13.5% in 1996 to 13.1% in 2005. The median age of uniform officers in December 2005 was 40.0 years, down very slightly from 40.1 years in 2004.[146]

The decrease in the proportion of officers under the age of 30 years does not indicate an absence of new recruits, but rather the age characteristics of new recruits. The average age of recruits in 2005 was about 28 years; almost three in ten recruits (29.0%) hired in 2005 were over the age of 30 years.[147] Prior to the resumption of hiring in 1995, the average age of a recruit was about 22 years and less than 3% of recruits were over the age of 30 years.

[144] Sauvé and Reitano, 2005, p. 76.
[145] Cadets-in-training are not included in this analysis.
[146] The median is the middle value of a group of values arranged in ascending or descending order.
[147] Average age characteristics of those hired in specified year is based on the age and hire date of currently serving uniform members; due to internal recruiting and separations, the statistics may not exactly reflect the age of all recruits hired in specified years, but are close approximations.

The length of service of uniform members gives some indication of the level of experience in the uniform workforce. As shown in Figure 9.4, the distribution of years of service has changed somewhat over the past decade.

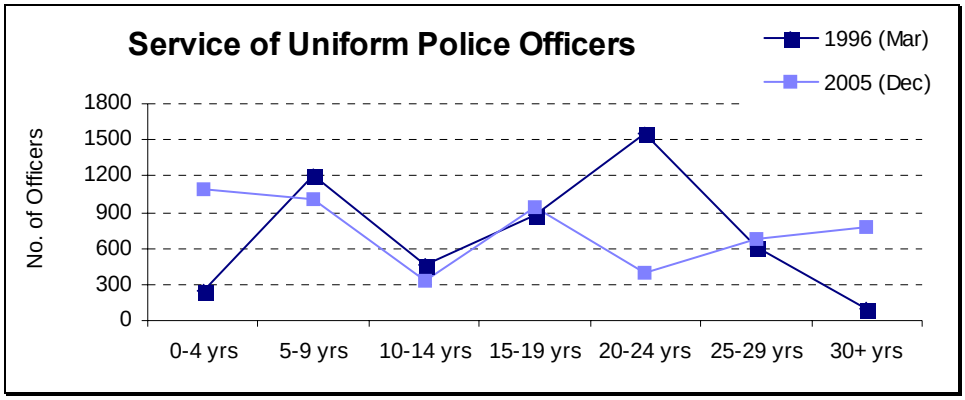


Figure 9.4 Source: TPS CIU Information Centre

In 2005, only 35.2% of police officers had in excess of twenty years service compared to 44.9% ten years ago. On the other hand, 40.2% of officers had less than ten years service in 2005 compared to only 28.6% in 1996. While the most frequent service level shifted from 20 to 24 years (30.6%) in 1996 to 0 to 4 years (20.8%) in 2005, the average length of service was 16.0 years in both 1996 and 2005.

It is interesting to compare the relative shapes of the length of service distribution over the past ten years. It is possible to pinpoint periods of unusually high levels of recruitment/hiring and trace their impacts over time. For example, the unusually high level of recruiting in the 1970s was very evident in the 20-24 years service level in 1996, and is still evident to some degree in 2005 in the 30 plus years service level. Over time, this peak has flattened as members separate, particularly as these officers move toward retirement.

While the Service has traditionally enjoyed a high level of corporate loyalty – members serving a full career in the same organisation – there are some indicators that this may be less likely in the future. General social trends suggest that workers are increasingly less likely to remain in a single organisation and are more likely to pursue multiple careers. This trend is, to some extent, evident both in those joining and separating from the Service. The age characteristics and prior work experience of the Service's more recent recruits – older with diverse employment backgrounds – would suggest that members have moved on from other careers to enter policing.

Figure 9.5 presents a profile of uniform officers both by age and length of service. It illustrates a somewhat tri-modal distribution including older, more experienced officers and younger, inexperienced officers. It is interesting to note the presence of a generally broad range of ages at each service level.

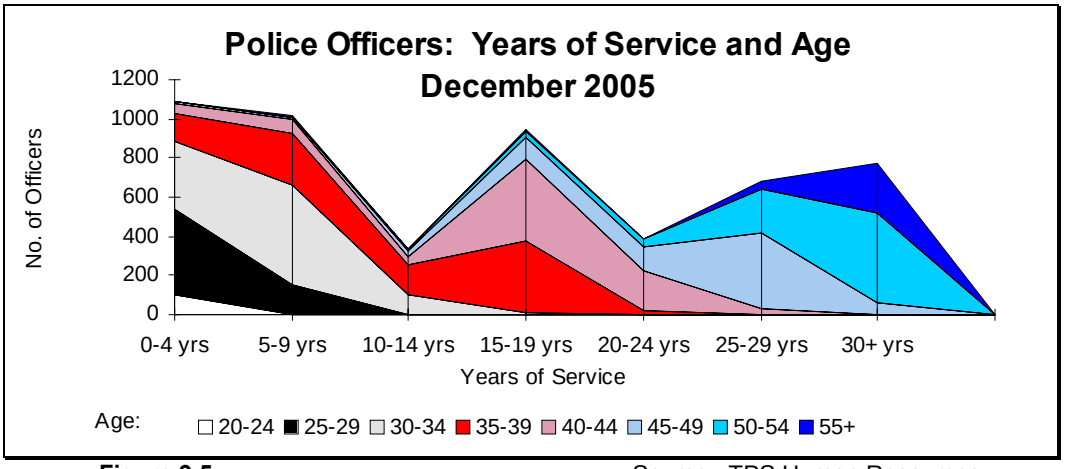


Figure 9.5 Source: TPS Human Resources

As reported in previous *Scans*, Primary Response officers continue to be, on average, younger and less experienced than the average constable.[148] Almost four in ten (39.9%) police constables were assigned to Primary Response in the divisions. The average age of Primary Response constables was 34.9 years compared to 38.7 years for all constables. In 2005, 32.1% of the Primary Response constables were under 30 years of age as compared to only 17.3% for all constables (Figure 9.6).

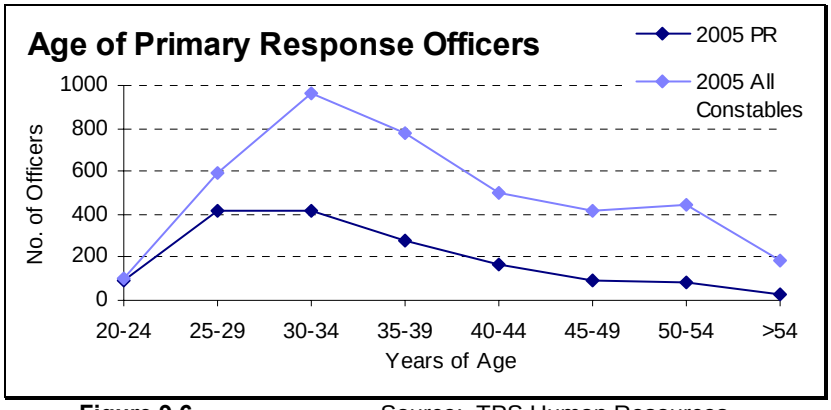


Figure 9.6 Source: TPS Human Resources

The age distribution of Primary Response constables in most divisions closely resembled the overall distribution, with average ages around the overall average for Primary Response officers (34.9 years). However, there was variation between divisions: the average age of Primary Response constables in 52 Division was 43.9 years, but only 32.5 years in 42 Division.

[148] Primary Response includes only constables assigned to Primary Response platoons in the divisions; it does not include constables assigned to other uniform divisional functions such as Traffic and Community Response. Primary Response officers are those officers in the divisions who provide response to calls for service, crisis intervention, targeted patrol/enforcement, short-term problem solving, etc.

As would be expected, the length of service for Primary Response constables was also found to be lower than the Service average for all constables (Figure 9.7).

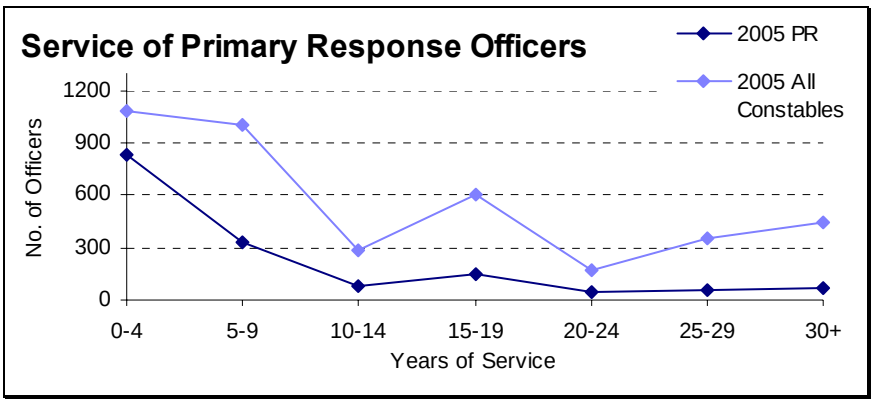


Figure 9.7 Source: TPS Human Resources

The average years of service for Primary Response constables in 2005 was 8.3 years compared to 13.2 years for all constables; about three in four Primary Response constables (74.0%) had less than ten years experience as compared to about half all constables (52.9%).

For a number of years, concerns have been raised about the impact of younger, inexperienced Primary Response officers on the efficiency of divisional operations; it was generally supposed that the lack of social maturity and experience of these officers would have a negative impact on operational efficiency. A statistical analysis in 2004 of length of service and divisional operational efficiency did not support this supposition.[149]

Retirements and Resignations:

Over the past ten years, a total of 2,465 officers separated from the Toronto Police Service; annual separation levels have varied substantially, ranging from 92 in 1997 to 473 in 2001. Based on current uniform strength, this level of separation represents a 45.0% turnover in uniform staff over the past ten years. In 2005, there were 231 separations, a 2.5% decrease from the 237 separations in 2004, and a 43.8% decrease from the 411 separations in 1996.

Separations include both retirements and resignations; it should be noted that over the past ten years, almost two in every three separations were retirements (Figure 9.8).[150]

[149] Data Envelopment Analysis (DEA) scores, based on divisional inputs (e.g. number of officers) and outputs (enforcement, crime prevention and emergency response), were used as the standard measure of divisional operational efficiency.

[150] The number of separations since 1996 (as reported in previous *Scans*) have been revised to include cadet-in-training resignations in the uniform separation levels.

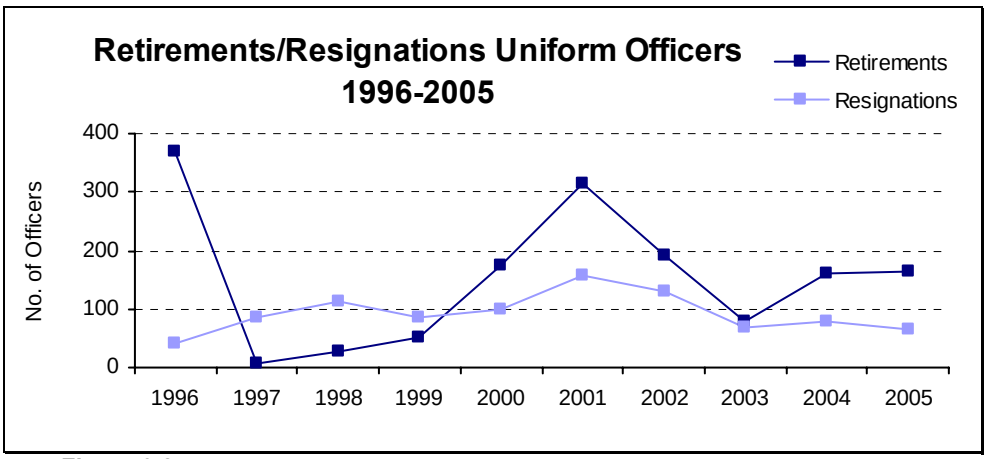


Figure 9.8 Source: TPS Human Resources

Over the past ten years, a total of 1,540 uniform officers retired from the Service. After a record high level of retirements in 1996 (due to early retirement and retirement incentive packages), followed by a record low level in 1997, retirements consistently increased in each year until 2001, when the level started dropping again. In the past two years, the number of retirements has climbed slightly. The dramatic variations in the number of retirements from one year to the next are associated with defined periods of aggressive retirement incentives and reduced pension factors; retirements tended to peak at the at the end of these periods. It should be noted that 2004 was the final year of the Ontario Municipal Employees Retirement System (OMERS) reduced factor program and the resumption of the 85 Factor for uniform members.[151]

In 2005, 165 officers retired from the Service, a 3.1% increase from the 160 officers who retired in 2004. The average length of service of retiring members in 2005 was just over 31 years. As of December 31st, 2005, a total of 454 officers, 8.3% of the total uniform strength, were eligible to retire immediately and a further 84 officers will be eligible to retire during 2006. Further, of the 92 uniform senior officers, 41 will be eligible to retire by the end of the year. The Human Resources Directorate estimates that 200 officers will separate – retire or resign – by year-end 2006.

As evident in Figure 9.8, resignations have been, after a record low in 1996 and a record high in 2001, somewhat more stable than retirement levels. The 66 resignations in 2005 reflect a 14.3% decrease from the 77 resignations in 2004, but a 61.0% increase from the 41 resignations in 1996. While the overall increase in annual resignations since 1996 may be partly attributable to a recovering economy that has non-policing employment opportunities more readily available, the increase is largely due to officers joining other Ontario police services. As shown in Figure 9.9, officers separating from the Service to join other police services account for more than half of all resignations over the past decade.

[151] To determine eligibility for retirement without penalty, the member's age and length of service, added together, must equal or exceed the eligibility factor. Over the past few years, this factor has been set at 75 for uniform members, but returned to 85 in 2005.

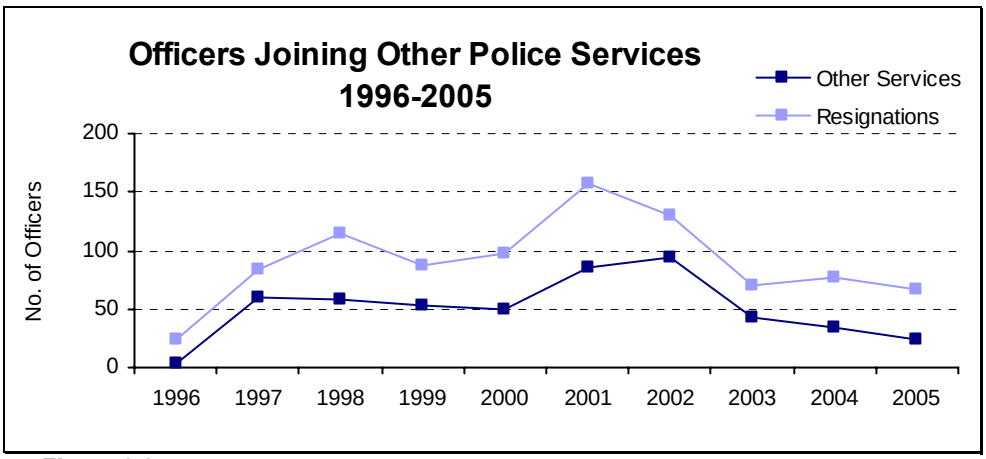


Figure 9.9 Source: TPS Human Resources

Officers who have separated to join other services in the past five years are, on average, 34.8 years old and have 9.0 years experience – very valuable officers to this Service. Although the Toronto Police Service has hired some officers from other services and some former TPS members have returned, this is only a small portion of the number of TPS officers who have resigned to join other services. Over the past five years, 280 Toronto officers separated to join other services; during this same period, there were 85 lateral hires.

Crime to Strength Ratio:

The number of non-traffic *Criminal Code* offences reported per constable is an indicator of the demand on police resources.[152] During 2005, 49.9 non-traffic *Criminal Code* offences were reported per constable, a 1.6% increase from the 49.1 reported in 2004.[153] This increase in the crime to strength ratio reflects a 1.4% increase in the number of reported non-traffic *Criminal Code* offences and a 0.3% decrease in the number of constables. The 2005 ratio reflects a 24.5% decrease from the 66.1 reported in 1996 (Figure 9.10).

[152] The *Criminal Code* offence/constable strength ratio is generally accepted as a valid workload indicator; historically, the Canadian Centre for Justice Statistics 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*.

[153] Includes constables and detective constables, but does not include cadets-in-training.

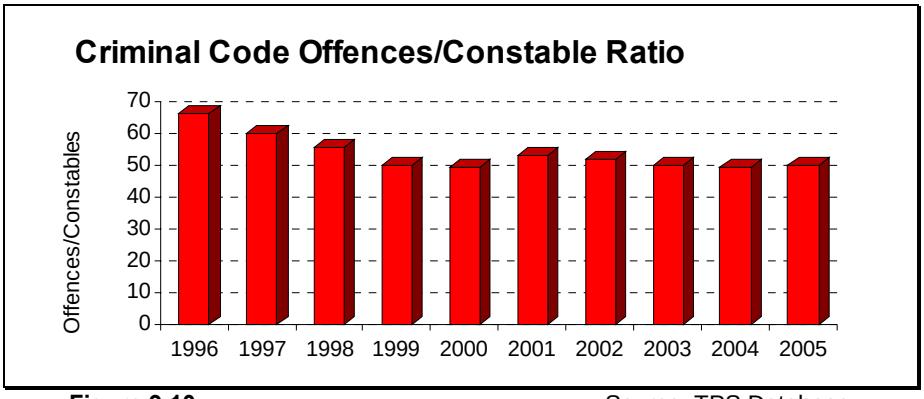


Figure 9.10 Source: TPS Database

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.

Resource Deployment:[154]

In 2005, 79.4% of all uniform members, down from 80.8% in 2004, were assigned to Divisional Policing Command divisions and specific Operational Services units, including Traffic Services, Marine Unit, the Emergency Task Force, etc. The 3,358 officers assigned to visible, front-line uniform duties in these units (e.g. not plainclothes, etc.), including supervisors, in 2005, was a 1.4% increase from the 3,312 in 1996, but a slight decrease (0.8%) from the 3,386 in 2004 (Figure 9.11).

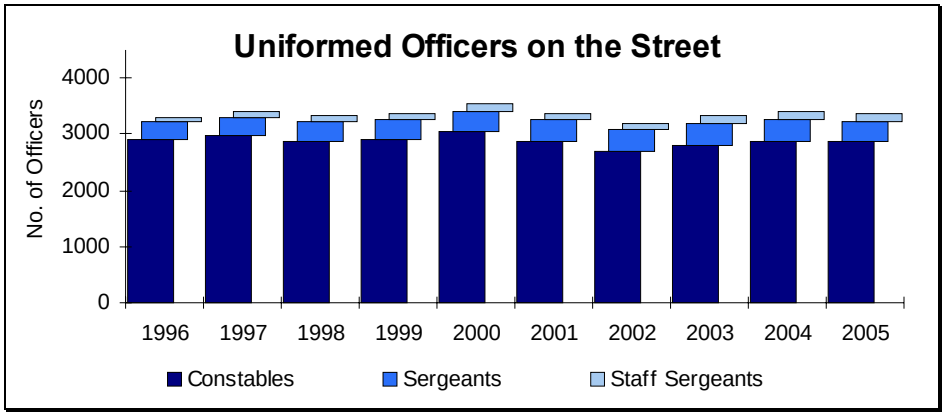


Figure 9.11 Source: TPS Human Resources

The increase in uniform officers on the street between 1996 and 2005 reflects a 15.8% increase in supervisory officers (sergeants and staff sergeants) and a slight (0.7%) decrease in

[154] Uniform officers in this section does not include cadets-in-training.

constables. In 2005, there were 7.8 uniform constables for every uniform sergeant assigned to a visible uniform function, an increase from the 7.5 constables in 2004, but a decrease from the 8.9 constables a decade ago.[155]

It should be noted that officers assigned to uniform functions in divisions and Operational Support units have been further supported by initiatives for improved efficiency, expanded use of technology, alternate response mechanisms, civilianisation, community partnerships, and so on.

B. WORKFORCE DIVERSITY[156]

As discussed in the Demographics chapter, Toronto has a highly diverse community that is still growing. Based on a study by Statistics Canada, the *Toronto Star* reported that by 2017, 51% of Greater Toronto will be non-European, and nearly half of the nation's visible minorities will live in Toronto.[157] Achieving a workforce that reflects the community, and continues to reflect the community, will be a long-term challenge for the Service. It is the stated intention of the Toronto Police Services Board and the Toronto Police Service that the organisation will continue to strive to reflect the community it serves through the use of equal opportunity employment practices.

While the Service does not currently reflect the community it serves (which is 42.8% visible minority, 0.5% Aboriginal, and 51.8% female), the representation is closer than it has been in the past. Recent gains in the Service's community representation – 15.5% of Service members were visible minorities, 0.8% were Aboriginal, and 27.3% were female in 2005 – are largely due to the composition of the civilian component of the Service, recent uniform hiring, and the retirement of a large number of white, male officers (Figure 9.12).[158]

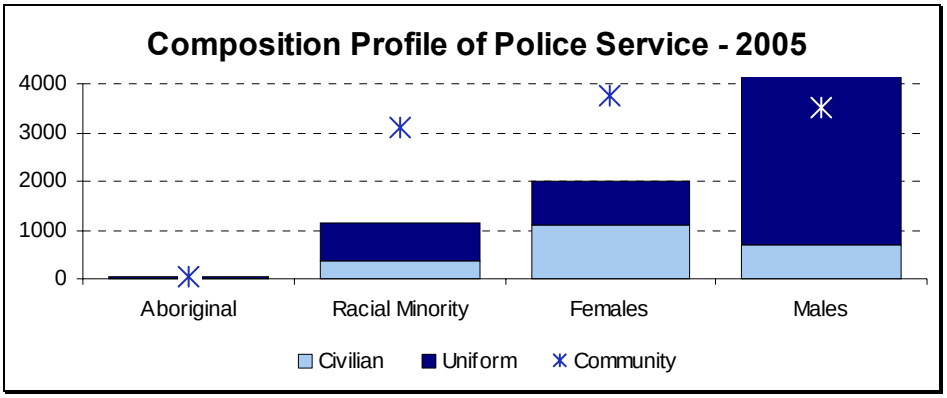


Figure 9.12 Sources: TPS Human Resources, Statistics Canada

[155] 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.
[156] Uniform officers in this section include cadets-in-training.
[157] *The way we'll be*, **Toronto Star**, March 23rd, 2005.
[158] The civilian position category - Parking/Bylaw - is not included in the Service composition profile because it is not included in the determination of Total Service Strength. The overall composition profile for this position category exceeds the overall Service profiles – 0.7% Aboriginal, 30.1% visible minority, and 25.1% female.

Uniform Composition:

Figure 9.13 shows the diversity composition of uniform officers in Toronto in 2005. Almost 1.5% of officers were visible minority or Aboriginal women, 13.1% were visible minority or Aboriginal men, 14.4% were non-minority women, and 71.0% were non-minority men.

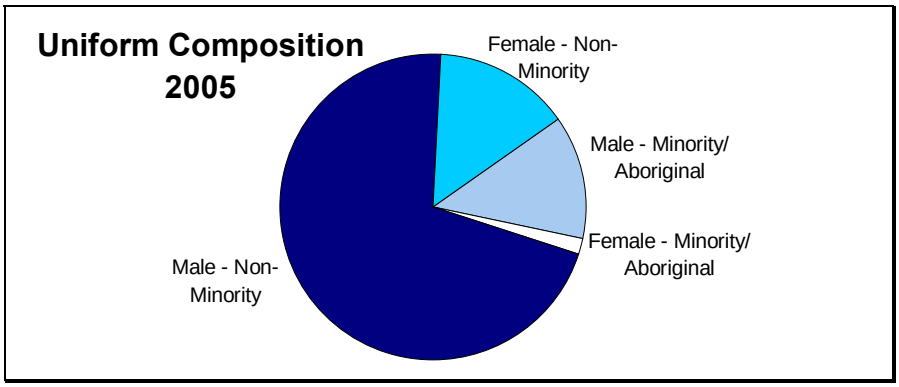


Figure 9.13 Source: TPS Human Resources

While the representation of visible minority and female officers remains well below community representation, the representation of Aboriginal persons on the Toronto Police Service exceeds the community representation. Aboriginal persons account for about 0.5% of the Toronto community, and, in 2005 accounted for 0.9% of all police officers (47 officers), up from 0.6% (30 officers) in 1996.

Ten years ago, visible minority officers comprised only 7.1% of uniform police officers; with consistent recruitment efforts, minority officers as a proportion of all officers almost doubled to 13.8% in 2005, an increase from 12.8% representation in 2004. While this is far below the 42.8% community representation, it is interesting to note that while the total number of officers increased only 8.7% over the past decade, the number of visible minority officers more than doubled from 360 in 1996 to 758 in 2005.

Throughout the last decade, there was a steady rise in female officers. In 1996, female officers accounted for 11.1% of the total uniform strength; the proportion increased to 13.8% in 2001, and, by 2005, female officers accounted for 15.9% of police officers.

It is important to the Service that uniform strength represents the community at all ranks and, over time, as overall uniform strength moves more closely towards community representation, so should the representation by uniform rank. In 2005, while the representation by uniform rank was more reflective than it had been in the past, the cadet-in-training and constable ranks were more representative of the community than the supervisory or senior officer ranks (Figure 9.14).

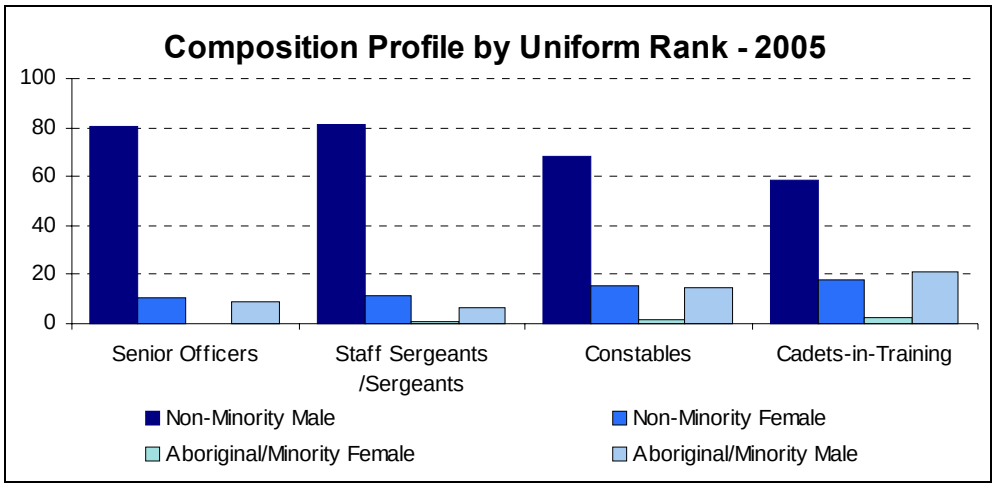


Figure 9.14 Source: Human Resources

The composition of entry-level ranks reflects the achievements of the targeted recruiting strategies in recent years. In each rank, non-minority males accounted for most officers, however, the proportion of non-minority males was considerably less at recruit (58.4%) and constable (68.4%) ranks than at the senior officer (80.4%) and supervisory officer (81.7%) ranks. Females were the second most represented group across ranks, from 19.2% of recruits to 10.9% of senior officers, however, their representation was still well below the level of community representation. Like females, visible minority and Aboriginal officers (male and female) were better represented at the recruit (24.8%) and constable (16.3%) ranks.

C. UNIFORM EQUITY HIRING

As was mentioned previously, recruit hiring over the past ten years has noticeably changed the overall community representation of police officers in Toronto. Recruit hiring, resumed in 1995 after a three-year moratorium, specifically focused on broadening and diversifying the applicant pool. Since 1995, a total of 2,876 recruits were hired. Figure 9.15 illustrates the impact of these recruiting efforts.

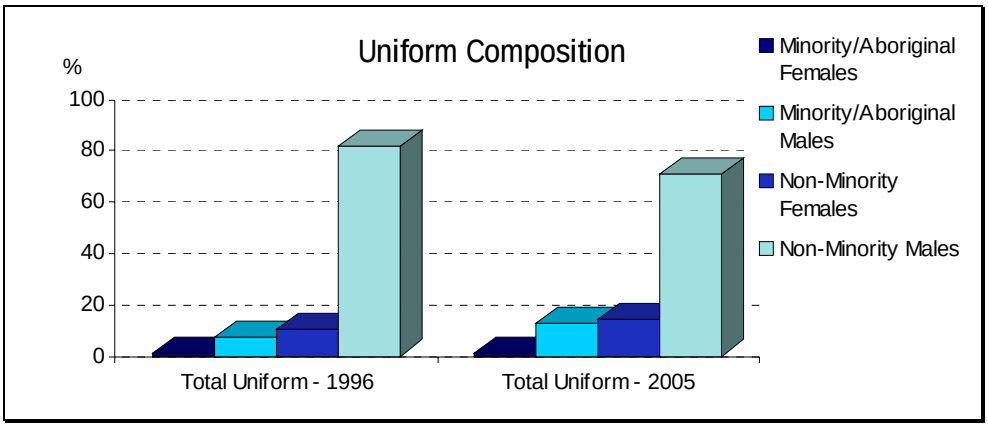


Figure 9.15 Source: TPS Human Resources

While men continue to dominate police services, the gender gap has narrowed slightly. The Canadian Centre for Justice Statistics (CCJS) reported that, in 2005, women accounted for 17.3% of police officers in Canada, up from 9.8% in 1995.[159]

Although the representation of women in the Toronto Police Service (15.9%) was below both the national (17.3%) and provincial (16.6%) averages, they were better represented at senior and supervisory ranks in Toronto. Nationally, in 2005, women accounted for 5.5% of senior officers, 9.7% of supervisory officers, and 20.7% of police constables. Women represented 10.9% of senior officers, 12.1% of supervisory officers, and 16.9% of police constables within the Toronto Police Service.

[159] Sauvé, J and Reitano, J. **Police Resources in Canada, 2005**. Canadian Centre for Justice Statistics, Statistics Canada, December 2005. p. 16.

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 2005 community survey, most people (88%) felt their neighbourhoods were safe. Slightly fewer (81%) felt that Toronto in general was safe.
- In previous years, issues related to disorder in their neighbourhoods, such as the homeless, vandalism, and graffiti, were of increasing concern to residents. In 2005, however, people tended to show increasing concern with more serious issues, such as crime, guns, gangs.
- Most high school students in all years surveyed said they felt safe in and around their school at any time of the day, though the proportion decreased slightly in 2005.
- When asked about the level of violence, if any, at their school, the largest proportion of students in all years said that, generally, their school and school grounds weren't violent.
- According to the Service's small survey of victims of violent crimes, these victims were more likely than the general community to say that worry about crime kept them from doing things they'd like to do.
- The Service's survey of Toronto residents in December 2005 found that, as in 2004, 88% said they were satisfied with the delivery of police service to their neighbourhood.
- In 2005, people were asked to rank four police functions/activities in order of importance to them and their neighbourhood. Respondents gave the following ranking, in order of importance: responding to emergency calls, investigating crime, visible patrolling in cars, and, lastly, visible patrolling on foot.
- Just under one-third of respondents in both 2004 and 2005 said that they believed that Toronto police officers targeted members of minority or ethnic groups for enforcement.
- The Service's 2005 community survey found that, for those who'd had contact with police during the previous year, almost 9 in 10 (89%) said they felt the officers treated them with respect during the contact, up from 87% in 2004. Of those who'd had police-initiated contact with police, 83% said they felt the officer(s) treated them fairly, up from 78% in 2004.

- Fewer high school students in 2005 said they would feel comfortable talking to police about crime or other problems. Fewer students also felt that the relationship between police and students in their school was good or excellent.

- The small sample of victims of violent crime surveyed were asked about their experience with police. Just over 8 in 10 rated the officers' general professionalism as good or excellent, and just under 8 in 10 said they were satisfied overall with the way police handled their incident.

- The total number of public complaints against the police decreased 10.4% between 2004 and 2005, from 862 complaints in 2004 to 772 in 2005.

- Of the community survey respondents in 2005 who said they'd had experience with the police complaints process, 60% were satisfied with the process. Fewer (54%) said they were satisfied with 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.

General Community:

In the final quarter of each year, the Toronto Police Service contracts for a community telephone survey of 1,200 Toronto residents.[160] The survey focuses on the respondent's perception of crime and personal safety, satisfaction with the delivery of policing services to 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 (88%) felt their neighbourhoods were very or reasonably safe in 2005, down from 92% in 2004, but up from 74% in 2000 (Figure 10.1). Fewer respondents (81%) felt that Toronto in general was very or reasonably safe in 2005 than in 2004 (87%).

[160] 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.

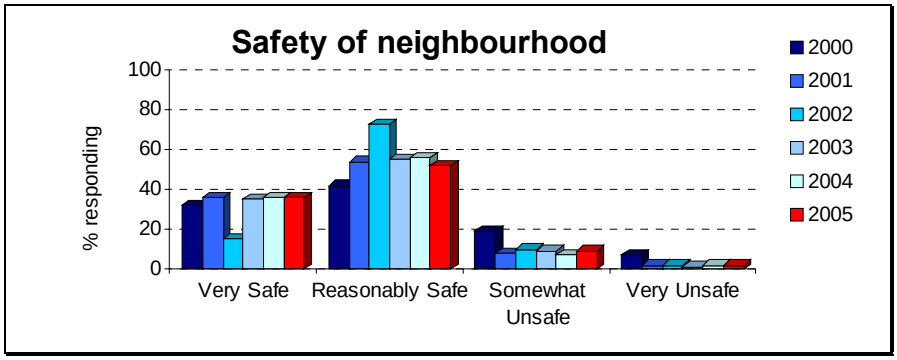


Figure 10.1 Source: TPS survey

In 2005, as in most previous years, the largest proportion of Toronto residents thought their neighbourhood had a low level of crime (Figure 10.2). In all years, most people felt that the level of crime in their neighbourhood had remained about the same over the past year.

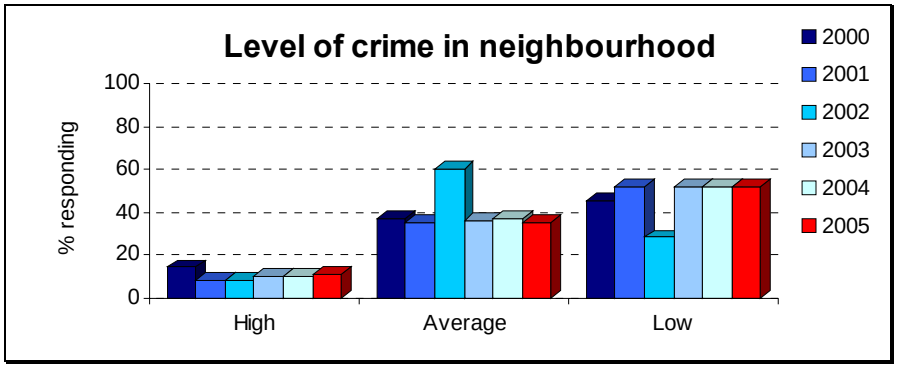


Figure 10.2 Source: TPS survey

Over the past five years, when asked about the **most** serious policing problem in their neighbourhood, responses have been relatively consistent, with people typically naming drugs, break & enter, youth, and traffic/parking.[161] In 2005, guns were also identified. It should also be noted, however, that roughly 1 in 5 people in each year said that there were no serious policing problems in their neighbourhoods.

In contrast, when asked about the **most** serious policing problem in Toronto in general, respondents most frequently named guns, gangs, youth, and drugs. Only 3% said there were no serious policing problems in the City in 2005, down from 4% in 2004.

Two-thirds (66%) of Toronto residents said that they were concerned about crime in their neighbourhoods in 2005, up from 61% in 2004, but slightly lower than the 67% in 2000 (Figure 10.3).

[161] In previous years, 'youth' as an issue was captured in the category 'youth/gangs'; in 2004, this category was separated into 'youth' and 'gangs'.

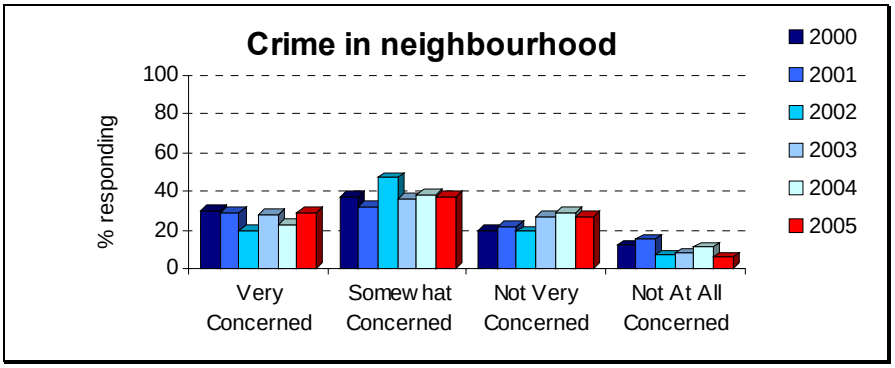


Figure 10.3 Source: TPS survey

In previous years, issues related to disorder in their neighbourhoods, such as the homeless, litter, vandalism, and graffiti, were of increasing concern to residents. In 2005, however, people tended to show increasing concern with more serious issues, such as guns and gangs. In particular:

- residents were increasingly concerned about feeling safe in their neighbourhoods – 64% said they were concerned in 2005, up from 59% in 2004;
- residents were increasingly concerned about guns in their neighbourhoods – 65% said they were concerned in 2005, up from 58% in 2004;
- residents were increasingly concerned about disorderly youth in their neighbourhoods – 54% said they were concerned in 2005, up from 47% in 2004;
- residents were increasingly concerned about gangs in their neighbourhoods – 60% said they were concerned in 2005, up from 55% in 2004; and,
- residents were increasingly concerned about drugs in their neighbourhoods – 60% said they were concerned in 2005, up from 56% in 2004.

Survey respondents were also asked how likely they felt it was that they would be victimised during the next year. As shown in Figure 10.4, respondents in 2005 generally felt they were more likely to be victimised in the coming year than respondents in 2004.

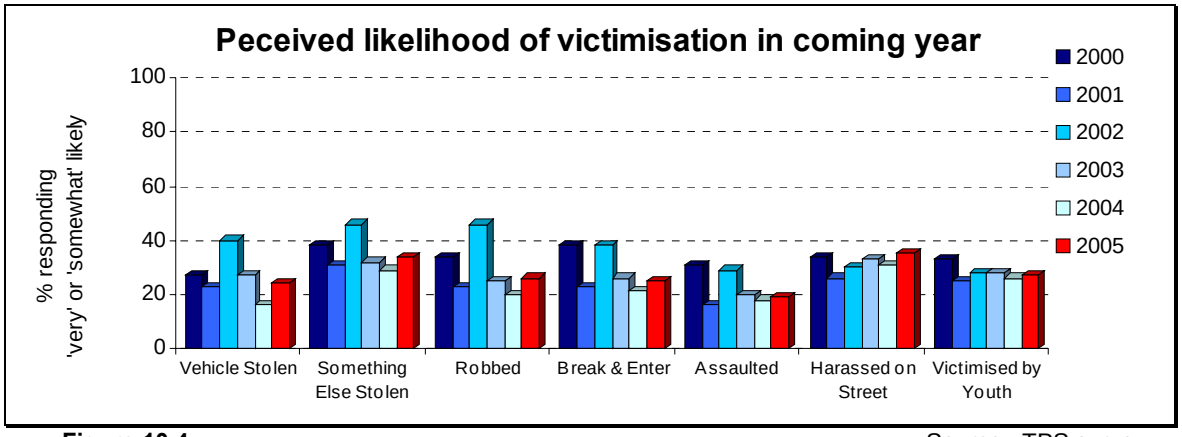


Figure 10.4 Source: TPS survey

As in 2004, almost 9 in 10 residents in 2005 said there was no place in their neighbourhood they would be afraid to go during the day. Just over 5 in 10 residents in both years, however, said there was a place in their neighbourhood they would be afraid to go at night.

In keeping with the general decrease in perceptions of safety in 2005, more people in 2005 than in 2004 said that worry about crime kept them from doing things they'd like to do (27% in 2005, 21% in 2004).

High School Students:

At the end of each year, the TPS Corporate Planning unit distributes surveys (about 1,400 in total) for students to all the high schools of the Toronto District and Toronto District Catholic School Boards. In 2005, 46% of the surveys were completed and returned. In 2004, 40% were returned; in 2003, 51% were returned; in 2002, 56% were returned; and, in 2001, 47% were returned.

The proportion of students who felt that crime had increased over the past year in and around the school rose to 35% in 2005, up from 27% in 2004 and 26% in 2001. Just under one in five students (17%) felt that crime had decreased. As shown in Figure 10.5, most students in all years said they felt safe in and around the school at any time of the day, though the proportion decreased in 2005 (82% in 2005, 84% in 2004, 85% in 2001).

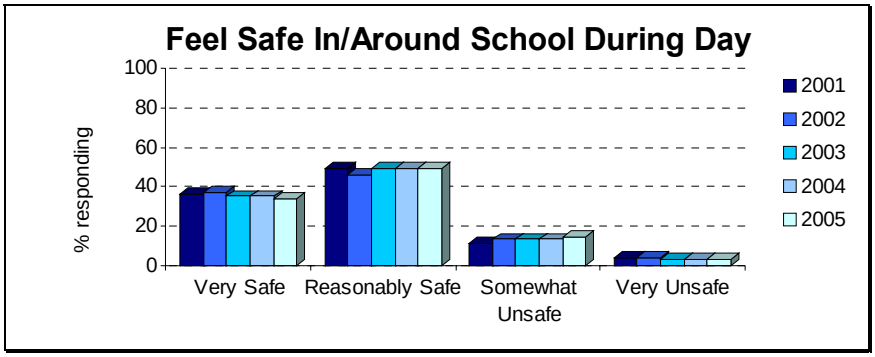


Figure 10.5 Source: TPS survey

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 and drugs. In 2005 this was followed by bullying and gangs. In 2005, 9% said there were no serious policing problems in or around their school down from 12% in 2004.

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 2005, more than half of the students said they were very or somewhat concerned about 6 of the 18 issues. Only two issues, being robbed and graffiti, showed increases in 2005 compared to 2004. Fighting (54%), being robbed (54%), drugs (53%), weapons (52%), crime in general (50%), and gangs (50%) had the highest levels of concern in 2005.

If they said they were very or somewhat concerned about gangs, students were asked what they were most concerned about. Of the 317 students in 2005 who said they were concerned about gangs, the most frequent concerns, as in previous years, were personal safety (78%) and confrontations/being harassed (54%).

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.

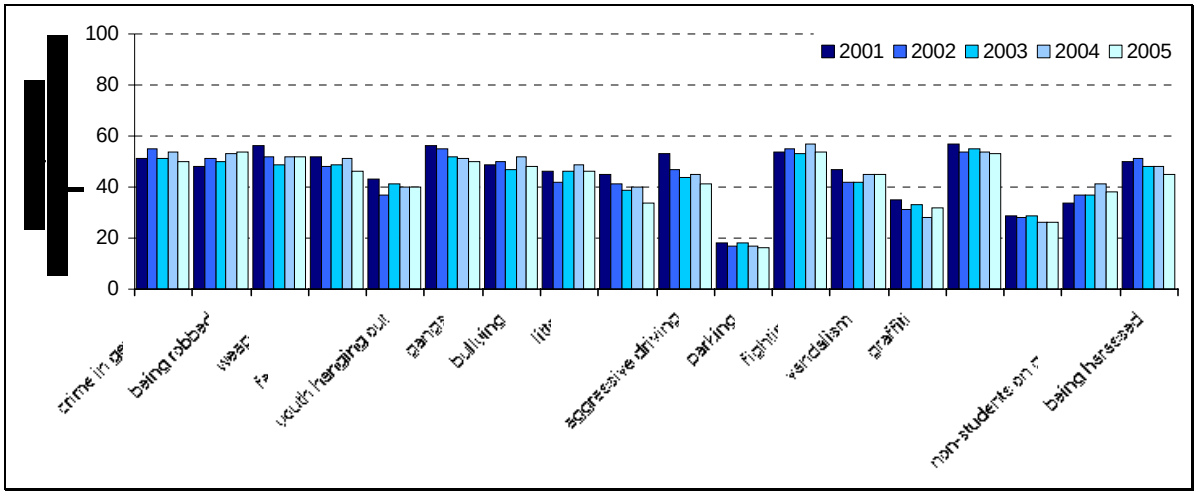


Figure 10.6 Source: TPS survey

When asked about the level of violence, if any, at their school, the largest proportion of students in all years said that, generally, their school and school grounds weren't violent. This proportion was the same in 2005 as 2004 (59%), but lower than the 67% in 2001. The proportion of students who thought their school was very or somewhat violent was 41% in 2005 and 2004, up from 33% in 2001 (Figure 10.7).

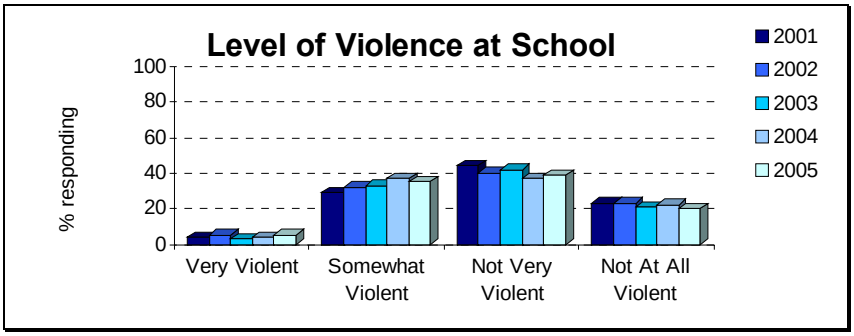


Figure 10.7 Source: TPS survey

Students were also asked about victimisation. There was a slight decrease in 2005, but, in all years, about 1 in 10 students reported that they had been the victim of a crime at school during the past year (9% in 2005, 11% in 2004, 12% in 2003 and 2002, 11% in 2001). In 2005, the most common crime was assault, followed by thefts, robbery, and threats. In 2005, 20% of those who said they'd been victimised said they'd reported the crime(s) to police, up considerably from 12% in 2004. Over half (61%) said they'd reported to principals or teachers, up from 48% in 2004, and 55% said they had reported the crime(s) to parents.

Students were asked, if applicable, why they didn't report their victimisation(s) to the police. The most common answers in all years prior to 2005 were that there was no point/the police wouldn't do anything, that they thought it was too minor to report, or that they didn't want any more trouble. In 2005, the most common answer was that they'd told teacher/principal, followed by no point/the police wouldn't do anything, and, didn't want to deal with it.

A majority of students (61%) did not know if there was a School Crime Stoppers Program at the school in 2005. Only 22% of the students said there was a School Crime Stoppers program, and only 9% of the students used it, down from 12% in 2004. In all years, over half of those who said there was no Student Crime Stoppers at their school said they would like to have one (54% in 2005, 60% in 2004, 55% in 2003, 56% in 2002).

Victims of Violent Crime:

In October and November 2005, the Toronto Police Service conducted a small telephone survey of victims of violent crime to get feedback on their satisfaction with the police and the services received, as well as general perceptions of safety. Of the 102 respondents to complete the 2005 survey, 56 had been victims of assault, 19 had been victims specifically of domestic assault, and 27 had been victims of robbery.[162]

While most victims (75%) felt very or reasonably safe in their neighbourhoods in 2005, they felt somewhat less safe than the general community respondents (88%). As with the general community, the largest proportion of victims believed that crime in their neighbourhood remained about the same over the past year.

[162] With this small sample, the results are only considered accurate within ±10%, 95 times out of 100, of what they would have been had the entire population of these victims of crime had been surveyed. **With the possible wide variation in responses for the victim survey, community survey results are presented in this section only to give a very general comparison.**

As with general community respondents, when asked about the **most** serious policing problem in their neighbourhood, the responses of victims most frequently included drugs, break & enter, and guns. However, while for the general community other common responses in 2005 included youth and traffic/parking, for victims other common responses were assaults/fighting and robbery. For both victims of violent crime and the general community, about 1 in 5 said that there were no serious policing problems in their neighbourhoods.

Victims of violent crimes were almost twice as likely as the general community to say there was a place in their neighbourhood where they would be afraid to go during the day (18% of victims, 11% of the general community). For both groups, about 5 in 10 said there was a place in their neighbourhood where they would be afraid go at night. Victims were also more likely to say that worry about crime kept them from doing things they'd like to do (37% of victims, 27% of general community).

As with the generally community respondents, victims were most likely to say they were very or somewhat concerned about crime, feeling safe, and guns in their neighbourhoods.

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 2005 found that, as in 2004, 88% said they were satisfied with the delivery of police service to their neighbourhood; up from 74% in 2000 (Figure 10.9). Almost all residents (94%) said they were satisfied with the Toronto Police Service overall, up from 85% in 2004.

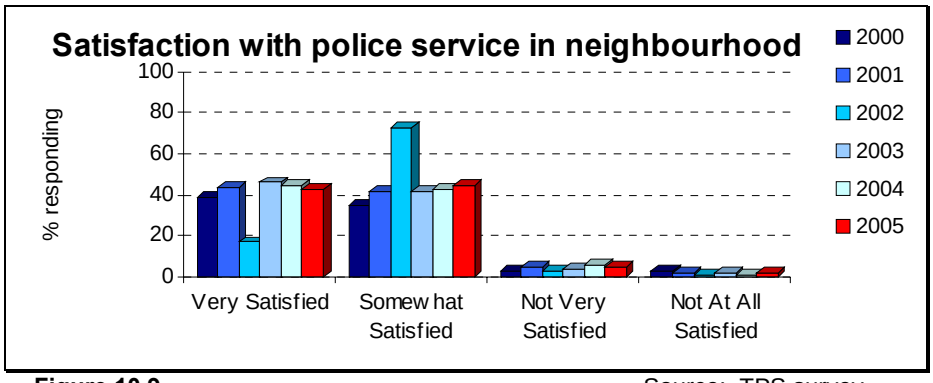


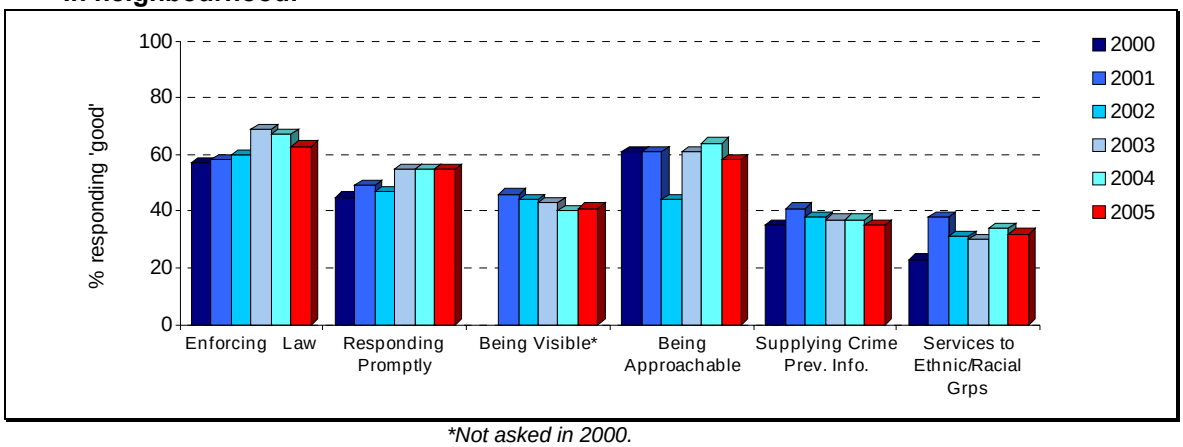
Figure 10.9 Source: TPS survey

In 2005, 77% said they were satisfied with the number of police patrolling their neighbourhood in cars, up from 73% in 2004. While considerably fewer residents were satisfied

with the number of officers patrolling their neighbourhood on foot, in 2005, 52% said they were satisfied with the number of foot patrols, up from 41% in 2004.

With regard to specific aspects of policing in their neighbourhoods, perceptions improved over 2004 in only one of the six areas: more people felt the police were doing a good job (rather than average or poor) of being visible. All other areas showed a decrease or remained unchanged (Figure 10.10).

In neighbourhood:



**Not asked in 2000.*

Figure 10.10 Source: TPS survey

In 2005, people were asked to rank four police functions/activities in order of importance to them and their neighbourhood. Respondents provided the following ranking, in order of importance: responding to emergency calls, investigating crime, visible patrolling in cars, and, lastly, visible patrolling on foot.

Beginning in 2003, survey respondents were asked how well they felt the Police Service did in a variety of policing areas. The responses for all years are shown in Table 10.1 below. Those areas that showed an increase in perceived police effectiveness between 2004 and 2005 are shaded.

Table 10.1
Perceptions of Police Effectiveness

	2003 responding 'very' or 'fairly' well	2004 responding 'very' or 'fairly' well	2005 responding 'very' or 'fairly' well
Policing major events in the City	93%	91%	92%
Dealing with gun crimes	61%	63%	57%
Investigating child abuse/exploitation	62%	69%	65%
Investigating hate crime	54%	64%	62%
Dealing with youth violence	61%	59%	59%
Dealing with victimisation of youth	56%	56%	57%
Dealing with organised crime	54%	57%	55%
Dealing with gangs *(new in 2004)*		53%	50%

	2003 responding 'very' or 'fairly' well	2004 responding 'very' or 'fairly' well	2005 responding 'very' or 'fairly' well
Investigating crimes committed against members of minority communities	58%	60%	60%
Supporting victims and witnesses	59%	60%	57%
Enforcing drug laws	61%	64%	63%
Reducing crime and disorder	77%	74%	75%
Consulting with the public	66%	66%	67%
Improving public safety and security	79%	78%	80%
Dealing with traffic collisions	76%	74%	76%
Dealing with traffic congestion	62%	60%	62%
Enforcing traffic laws	75%	73%	78%
Dealing with speeding	73%	72%	75%
Dealing with aggressive/dangerous drivers	59%	57%	62%

Source: Toronto Police survey

While residents in 2005 felt in general that police-community relations were excellent or good, there were some important differences (Figure 10.11). As in previous years, 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.

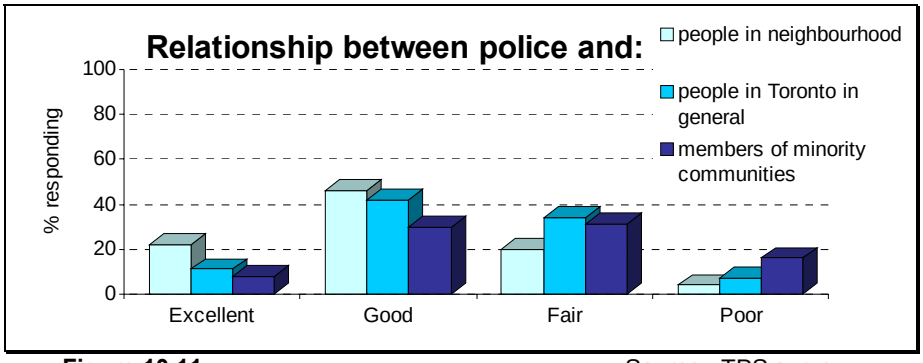


Figure 10.11 Source: TPS survey

Almost 1 in 3 respondents (31%) in both 2004 and 2005 said that they believed that Toronto police officers targeted members of minority or ethnic groups for enforcement, up from 26% in 2000.

In general, however, most people see the police in a positive light. Almost all respondents in 2004 and 2005 (92%), up from 84% in 2000, said they agreed with the statement: I believe that Toronto police officers carry out their jobs to the best of their abilities. Similarly, 90% in 2005 said they believe that Toronto police are trustworthy, up slightly from 89% in 2004.

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 are an even more important indication of police ability to provide a high quality service.

Of those respondents in 2005 who'd had contact with police, 83% said they were satisfied with the police during that contact, up from 74% in 2004 and 79% in 2000 (Figure 10.12).[163]

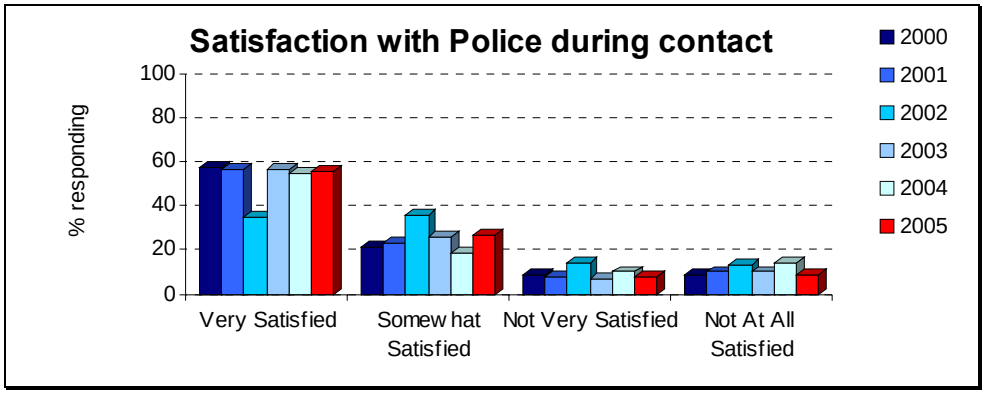


Figure 10.12 Source: TPS survey

Only 20% in 2005 said the contact changed their opinion of the police, down from 21% in 2004 and 27% in 2000. As shown in Figure 10.13, of those whose opinion changed, 58% in 2005 said they had a more positive opinion as a result of the contact, down from 65% in 2004, but up from 52% in 2000.

Contact changed opinion of police: **If contact changed opinion, how:**

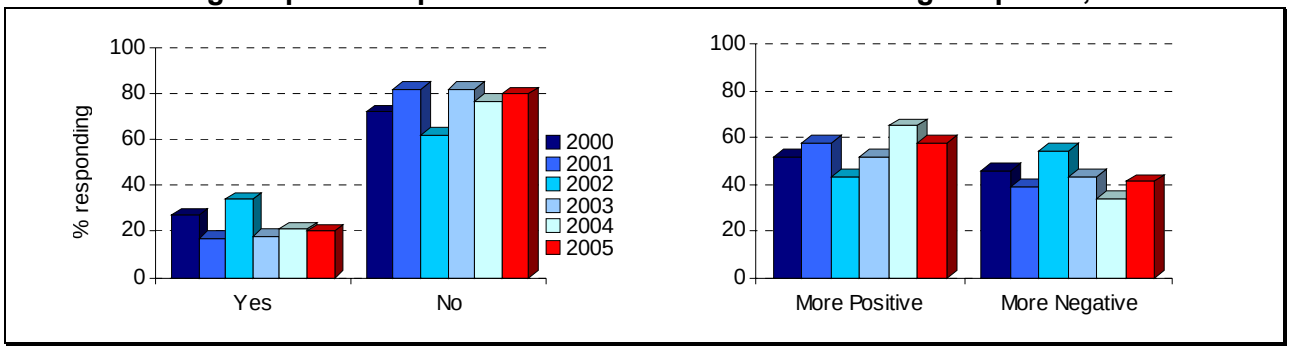


Figure 10.13 Source: TPS survey

Almost 9 in 10 people in 2005 (89%) said they felt the officers treated them with respect during the contact, up from 87% in both 2004 and 2000 (Figure 10.14). [164]

[163] 33% of respondents (398 people) in 2005 said they'd had contact with the police in the past year, compared to 37% (445 people) in 2004, 32% (387 people) in 2003, 8% (102 people) in 2002, 35% (415 people) in 2001, and 25% of respondents (301 people) in 2000.

[164] The question was not asked in 2002.

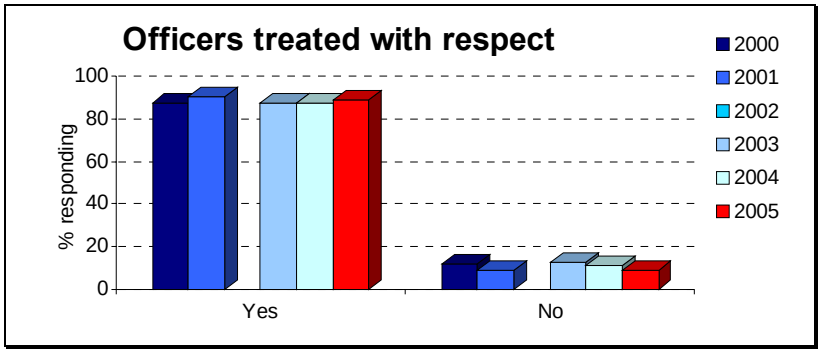


Figure 10.14 Source: TPS survey

Just over 4 of 5 respondents in both 2004 and 2005 (82% both years) rated the officer's conduct during the contact as good or excellent, up from 79% in 2000 (Figure 10.15).

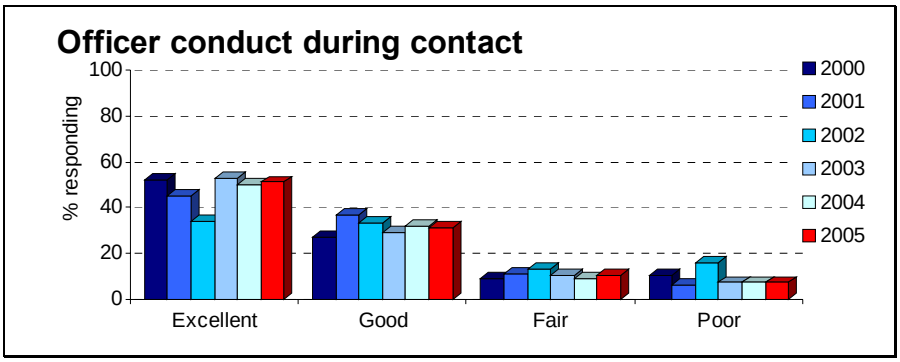


Figure 10.15 Source: TPS survey

Similarly, 83% of the people who said they'd had contact with police in 2005 rated the officer's professionalism during that contact as 'good' or 'excellent', up slightly from 82% in 2004 and the same as the 83% in 2000.

Perceptions of those involved in police-initiated contact can be an important indication of the quality of officer-public interaction. One-quarter (25%) of all people who said they'd had contact with police in 2005 had police-initiated contact. Of these, in 2005, 83% said they felt the officer(s) treated them fairly, up from 78% in 2004 and 76% in 2000 (Figure 10.16).

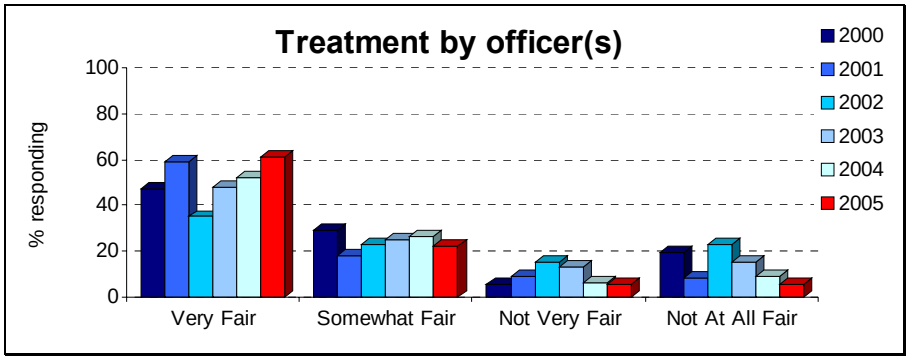


Figure 10.16 Source: TPS survey

High School Students:

Students reported seeing police officers less frequently at their schools in 2005. One in four (25%) high school students said they saw police more than once a month, down from 32% in 2004; 22% said they saw police 6 to 12 time a year (down from 25% in 2004), and 35% said they saw police 1 to 4 times a year (up from 27% in 2004). The remainder said they never saw police at their school or they didn't know.

In 2005, when asked why the police were usually at their school, most students did not know (23%), followed by 'just visiting/patrolling' (19%), 'investigating crime/arresting people' (14%) and 'questioning/talking to people' (12%).

The proportion of students who wanted to continue to see police around their school about as often as they were there now decreased to 38% in 2005, down from 40% in 2004 and 43% in 2001. The proportion who wanted to see the police around the school less often or not at all remained the same in 2005 as 2004 (39%), up from 34% in 2001. About 22% wanted to see the police around the school more often, up from 20% in 2004, but down from about 24% in all previous years.

Fewer students in 2005 said they would feel very or somewhat comfortable talking to police about crime or other problems (56% in 2005, 61% in 2004, 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', and 'don't want to tell on people'.

Fewer students in 2005 also felt that the relationship between police and students in their school was good or excellent (30% in 2005, 36% in 2004, 36% in 2001). The largest proportion of students in all years felt the relationship between police and students was fair or poor (70% in 2005, 64% in 2004, 64% in 2001).

Overall, most students in all years were satisfied with the delivery of police services to their school, though the proportion was lower in 2005 than in previous years (76% in 2005, 78% in 2004, 82% in 2001) (Figure 10.19).

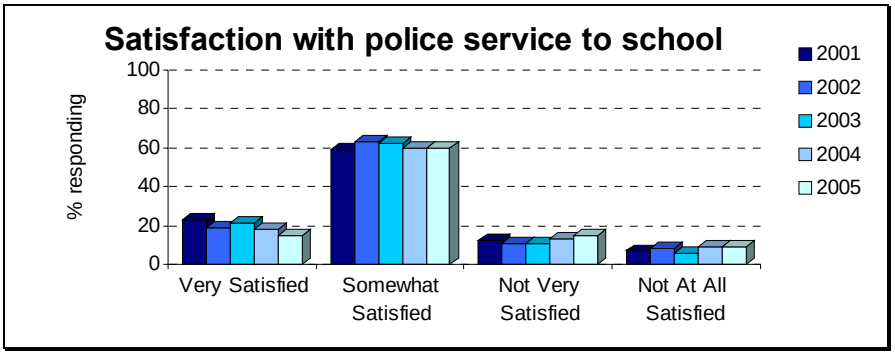


Figure 10.19 Source: TPS survey

Victims of Violent Crime:

Similar to the finding in the general community survey, the Service's telephone survey of victims of violent crimes found that 87% were satisfied with the delivery of police service to their neighbourhood.

The victims surveyed were also asked about the police service they had received in response to the crimes they had experienced. Most victims (86%) said they got the service they expected from police and almost nine in ten (88%) said they were satisfied with the manner in which the officer(s) dealt with them.

When asked about the officer(s) they dealt with, 87% of the victims rated the officers' politeness as good or excellent, 86% rated the officers' conduct as good or excellent, 79% rated the officers' helpfulness as good or excellent, 83% said the officers were good or excellent at listening to them, and 77% said the officers were good or excellent at putting them at ease. Just over 8 in 10 of the victims (84%) rated the officers' general professionalism as good or excellent.

Almost 8 in 10 (79%) of the victims surveyed said they were satisfied overall with the way police handled their incident.

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 an essential component of 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 10.4% between 2004 and 2005, from 862 complaints in 2004 to 772 in 2005. Of the complaints received, 64.4% (555) were investigated in 2004, while 73.3% (566) were investigated in 2005.

In both years, the largest proportion of investigated complaints involved allegations of conduct of a less serious nature: 75.0% (416) in 2004 and 81.1% (459) in 2005. The proportion of investigated complaints involving allegations of serious conduct decreased between 2004 and 2005 (17.7% [98] in 2004, 15.0% [85] in 2005), as did the proportion of investigated complaints related to service (6.8% [38] in 2004, 3.5% [20] in 2005). With regard to the specific type of complaint, the largest proportion of investigated complaints in both years was allegation of discreditable conduct (55.0% [305] in 2004, 53.2% [301] in 2005).

For just under one-third (30.8% [171]) of the investigations in 2004, the complaint was found to be unsubstantiated; misconduct was identified in 1.1% (6) of the investigated complaints. In 2005, 34.5% (195) of investigations found the complaint unsubstantiated, while misconduct was identified in 1.4% (8) of investigated complaints. Informal resolution was the outcome of 15.0% (83) of investigated complaints in 2004 and 16.3% (92) of investigated complaints in 2005.

Of the complaints not investigated, in both years, the largest proportion were deemed frivolous (47.6% [146] in 2004, 45.1% [93] in 2005).

As part of the Service's general community survey each year, people are asked about opinions and experience with the public complaints system. Just over two-thirds (68%) of respondents in 2005 said they were confident that the Toronto Police Service could impartially investigate public complaints against officers, down slightly from 69% in 2004, but up from 57% in 2000.

Only a small proportion of people in each year said that they'd had experience with the police complaints process (9% in 2005, 8% in 2004 and 2003, 6% in 2002, 12% in 2001, 23% in 2000). Of these, 60% said they were satisfied with the process in 2005, up from 52% in 2004, but down from 65% in 2000 (Figure 10.21).

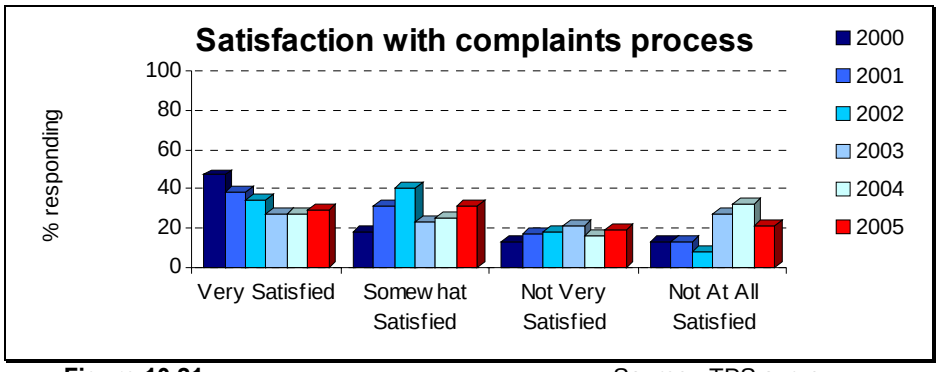


Figure 10.21 Source: TPS survey

However, only 54% said they were satisfied with the outcome in 2005, up from 42% in 2004, but down from 56% in 2000 (Figure 10.22).

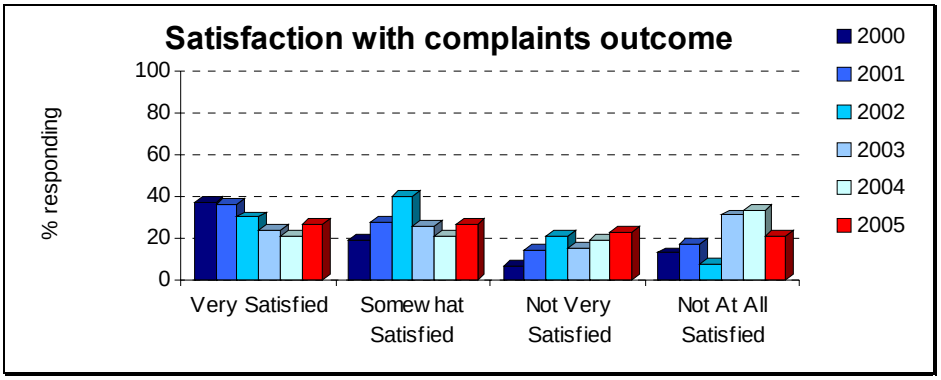


Figure 10.22 Source: TPS survey

XI. LEGISLATIVE IMPACTS

Both statute law and case law 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

- Bill C-10, *An Act to amend the Criminal Code (minimum penalties for offences involving firearms) and to make a consequential amendment to another Act*, received first reading on May 4th, 2006. The Act provides for escalating minimum penalties for offences involving firearms according to the number of previous convictions, if any, and connections to organised crime, if any. The Act also provides for the creation of new offences for breaking and entering or robbery to obtain a firearm.

- In March 2005, the Ontario Court of Appeal clarified Section 489.1 of the *Criminal Code*, deciding that police officers shall make a Return to a Justice when property is seized, with or without a warrant, in a criminal matter.

- Bill 103, *An Act to establish an Independent Police Review Director and create a new public complaints process by amending the Police Services Act*, received first reading on April 19th, 2006. As is specified in its title, the Bill amends the *Police Services Act* by establishing an Independent Police Review Director and creating a new public complaints process.

- Bill 73, *An Act to protect our children from sexual predators by amending Christopher's Law (Sex Offender Registry), 2001*, provides that any resident of Ontario who is known to have been convicted of a sexual offence in a jurisdiction outside Canada be required to register in the Sex Offender Registry and that any person may inspect and make copies of any part of the Registry.

A. *CRIMINAL CODE*

An Act to amend the Criminal Code (minimum penalties for offences involving firearms) and to make a consequential amendment to another Act:

Bill C-10, *An Act to amend the Criminal Code (minimum penalties for offences involving firearms) and to make a consequential amendment to another Act*, received first reading on May 4th, 2006. The Act provides for escalating minimum penalties of five, seven and ten years, according to the number of previous convictions, if any, for eight serious offences involving the use of a firearm, if the firearm is either a restricted or prohibited firearm, and/or the offence is committed in connection with a criminal organisation. For all other firearms-related offences,

the Act provides for escalating minimum penalties of between one and five years, according to the number of previous convictions. The Act also provides for the creation of new *Criminal Code* offences for breaking and entering to obtain a firearm and robbery to obtain a firearm. The impact of this legislation on Toronto Police Service policies, procedure, and workload, if passed, is expected to be minimal.

Regina v. Backhouse:

In March 2005, the Ontario Court of Appeal released its decision in Regina v. Backhouse. The decision clarified Section 489.1 of the *Criminal Code* with respect to the requirement of police officers to make a Return to a Justice when property has been seized. A search warrant return is required whenever property is seized, with or without a warrant, in a criminal matter. The impact of the latter instance – seizure without warrant – could have a substantial impact on the Service with regard to the admissibility of evidence in the future. The Toronto Police Service has developed a procedure, in conjunction with the Court Services Unit, to use Common Informants to most effectively and efficiently fulfill the requirement to make a Return to a Justice when property is seized.

B. ONTARIO *POLICE SERVICES ACT*

Bill 103, *An Act to establish an Independent Police Review Director and create a new public complaints process by amending the Police Services Act*, received first reading on April 19th, 2006. The Bill adds Part II.1 (Independent Police Review Director) to the *Police Services Act*, providing for the appointment of an Independent Police Review Director and the creation of the Director's office, including the appointment of employees and the establishment of regional offices. The function of the Director, as set out in this Part, includes the management of complaints made by the public and to report, on an annual basis, to the Attorney General. This Part also provides for the powers of the Director to investigate public complaints and the requirement of each chief of police to designate a senior officer as a liaison with the Independent Police Review Director.

The Bill repeals the current Part V (Public Complaints) of the *Police Services Act* and substitutes a new Part V (Complaints and Disciplinary Proceedings). Changes to Part V largely reflect the integration of the duties and functions of the Independent Police Review Director, in place of the chief of police and/or his designate, to receive public complaints, determine whether the complaint is about the policy or service of a police service or the conduct of a police officer, decide, in specific circumstances, not to deal further the complaint, assign the complaint for investigation, and so on.

Finally, the Bill provides that the name of the Ontario Civilian Commission on Police Services be changed to the Ontario Civilian Police Commission, that police services boards may continue to establish guidelines for dealing with public complaints in so far as they are consistent with those of the Independent Police Review Officer, and that new regulation-making powers relating to complaints are created.

At this time, it is difficult to predict the impact of this legislation on the policies, procedures, and workload of the Toronto Police Service. The Act has only recently received first

reading and is unlikely to come into force before late 2007. It is possible that material changes will be made to the Bill before it is passed and Regulations which more clearly define the legislated responsibilities and prescribed activities of the police services have not been written. Further, some portion of the impact of the legislation will reflect the interpretations/activities of the individual appointed as the Independent Police Review Director. Professional Standards will continue to monitor the progress of Bill 103 in order to identify and respond to any provisions which may affect the workload, policies, and procedures of the Service.

C. CHRISTOPHER'S LAW (SEX OFFENDER REGISTRY), 2000

Bill 73, *An Act to protect our children from sexual predators by amending Christopher's Law (Sex Offender Registry), 2000*, received first Reading on March 1st, 2006. The Act provides that the Ontario Sex Offender Registry include any resident of Ontario who is known to have been convicted of a sexual offence in a jurisdiction outside Canada. Further, the Act provides that any person may inspect and make copies of any part of the Registry.

The impact of this legislation on the Toronto Police Service could be considerable. The registration of persons convicted of a sexual offence in a jurisdiction outside of Canada would require the creation and maintenance of an extensive information sharing protocol among Ontario police services, the Royal Canadian Mounted Police, and Citizenship & Immigration Canada, as well as international police services and agencies. In other words, this provision is almost wholly reliant on self-reporting by a sexual offender or police agencies in other jurisdictions advising of a sexual offence conviction for a current or new resident of Ontario. If so advised, the appropriate Ontario police service would be required to arrest the offender and request that a court order to register on the Sexual Offender Registry be issued to the offender.

Public access to the contents of the Registry could negatively affect the Service's ability to manage sex offenders in the community. The time and resources necessary to respond to all access requests from the media, victims, community activists, neighbours, employers, etc., would detract from the availability of police personnel to register offenders and monitor high-risk offenders. Further, there is some concern that sex offenders will fail to maintain their registration out of concern for their own personal safety, which, in turn, may pose a threat to community safety. Overall, the legislation, if passed with these provisions, would require additional resources to identify sex offenders convicted in other jurisdictions, manage public access to over 1,500 records, enforce compliance, and ensure adequate sex offender management to promote public safety.