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**2010 UPDATE
TO THE
ENVIRONMENTAL
SCAN**

JULY 2010



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 2008 Environmental Scan.



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I. CRIME TRENDS¹

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 the Police Service to develop strategies to address changing problems, make rational decisions, and plan activities according to, or in anticipation of, crime-related trends.

HIGHLIGHTS

- In 2009, a total of 180,283 non-traffic *Criminal Code* offences occurred in Toronto, which was a 3.8% decrease from 2008, a 10.7% decrease from five years, and an 8.5% decrease from ten years ago in 2000. The overall number of reported crimes in 2009, in fact, was the lowest in the past ten years.
- Between 2008 and 2009, decreases were noted for all major categories of crimes, including a 2.6% decrease for violent crime, a 2.4% decrease for property crime, and a 7.7% decrease for other non-traffic *Criminal Code* offences.
- The specific crimes that decreased between 2008 and 2009 included homicide (-11.3%), assault (-4.0%), robbery (-0.9%), break & enter (-4.6%), auto theft (-17.7%), fraud (-10.2%), offensive weapons (-4.0%), and drugs (-11.9%). The few offences that showed an increase included sexual assault (4.0%), robbery of financial institution (9.3%), and theft from vehicle (13.2%).
- Crime in general decreased over ten years ago (-8.5%), with decreases in all major offence categories, including an 11.2% drop in violent crime, an 8.9% drop in property crime, and a 5.4% drop in other *Criminal Code* offences. Specific crimes that increased from ten years ago included robbery (15.0%), fraud (88.6%), and offensive weapons (28.0%).
- The number of robberies recorded in 2009 was a continued drop from the peak seen in 2006, but it was still a 15.0% increase over ten years ago. Most of the robberies in 2009 were muggings (37.6%) and swarmings (20.1%). The number of robberies involving financial institutions/businesses in 2009 was an increase from the previous year, five years ago, and ten years ago. And, while the number of home invasions decreased in 2009, it still represented a large increase (62.9%) over ten years ago.
- With respect to the number of crimes per 1,000 population, a trend of decrease was seen over the past ten years. The overall rate of non-traffic *Criminal Code* offences dropped from 76.7

¹ Due to different counting methods and/or different data sources, numbers and percentage changes in this chapter may differ slightly from those in other Toronto Police Service publications. For example, in the Annual Statistical Report, number of sexual assaults also includes non-assaultive sexual offences, and the number of homicides is the number of victims not the number of homicide offences/charges.



offences in 2000 to 74.8 offences in 2005, and to 64.3 offences in 2009, the lowest rate in the past ten years.

- Of the average 64.3 non-traffic *Criminal Code* offences that occurred per 1,000 population in 2009, 11.4 were violent crimes, 37.5 were property crimes, and 15.5 were other non-traffic *Criminal Code* offences.
- Just over half (50.7%) of the crimes were cleared in 2009, about the same as in 2000. Other *Criminal Code* offences had the highest clearance rate (83.7%) in 2009, followed by violent crime (69.2%), and property crime (31.4%). Over the past ten years, the clearance rate for both violent crime and other *Criminal Code* offences dropped slightly, while that for property crime slightly improved.
- In 2009, 38.0% of robberies, 25.1% of non-sexual assaults, and 4.1% of sexual assaults involved the use of weapons. Weapons were used slightly less frequently in all three of these offences compared to both five years ago.
- Slightly more than a quarter of robberies (26.3%) involved the use of firearms in 2009. This proportion was a very slight increase compared to five years ago. Fewer than 2.0% of sexual and non-sexual assaults involved firearms.
- The number of persons arrested and charged for *Criminal Code* offences in 2009 decreased 2.3% from 2008 and decreased 3.4% from 2005. Compared to five years ago, the arrest/charge rates for most major offence groups decreased, including violent crime (-7.2%), property crime (-6.4%), other *Criminal Code* offences (-7.6%), and *Criminal Code* traffic offences (-2.9%); the arrest/charge rate of drug offences increased (7.3%). Males in the younger age groups continued to have the highest arrest rates.
- In 2009, 14, 31, and 32 Divisions had the highest number of reported crimes. In terms of calls for service, 14, 31, and 51 Divisions had the largest proportion of dispatched calls. Divisions 52, 51, and 14 had the highest overall crime rates per 1,000 population. Most divisions showed decreases in both number of crimes and the crime rate over the past five years.
- Relative to twenty other Canadian cities with a population over 250,000 in 2008, Toronto's crime rate ranked ninth in violent crime, seventeenth in non-violent crimes, and sixteenth in overall crimes. In terms of the national Crime Severity Index, which weights crime by both volume and severity, Toronto ranked eleventh (medium) in overall crime and sixth (high) in violent crime.
- Between 2004 and 2008, Toronto was one of the nineteen cities that had a decrease in the overall crime rate. Toronto also had decreases in both the violent and non-violent crime rates. The Crime Severity Index for Toronto dropped 4.4% for all crimes, but increased 8.9% for violent crime. Among the nineteen cities that had an increase in the per capita cost of policing, Toronto had the seventh largest increase (23.1%).



A. NATIONAL CRIME TRENDS²

Police-reported crime in Canada continued to drop in 2008, with 77,000 fewer crimes reported in 2008 than in 2007. This continued the drop seen in previous years. Most *Criminal Code* offences declined; however, homicide, aggravated assault, fraud, counterfeiting, and impaired driving all showed increases. While the overall number of drug crimes remained stable, cannabis possession was up. Of the 2.2 million police-reported *Criminal Code* incidents in 2008, about one in five was violent. Seven high volume crimes together constituted about 80% of all the reported crimes. These included theft under \$5,000 (25%), mischief (17%), break and enter (10%), common assault (8%), administration of justice offences (8%), motor vehicle theft (6%), and disturb the peace (5%).

The 2008 crime rate was the lowest in over 30 years. The overall crime rate dropped 5%, mainly as a result of a 6% decrease in the rate of thefts under \$5,000, the highest-volume offence. The 2% reduction in the violent crime rate was caused by a 2% drop in common assaults.

The Crime Severity Index of police-reported crimes, which assigns more weight to more serious crimes in measuring the impact of crime, was down (-5%) for the fifth consecutive year in 2008. The 3% drop in the Violent Crime Severity Index was due to a 7% drop in robberies and a 10% drop in attempted murder. With the drop of crime severity across the country, Ontario had the second lowest overall Crime Severity Index and the fourth lowest Violent Crime Severity Index among the provinces/territories.

B. INTERPRETATION OF POLICE-REPORTED CRIME DATA

There is a general understanding that official crime statistics do not cover all the crimes that have occurred and that the decline in number of police-reported crimes may not be indicative of the real crime picture. The 2004 General Social Survey by Statistics Canada found that only about 34% of criminal victimizations were reported to police.³

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 also influence the number of incidents reported to the police. And, proactive policing initiatives targeting specific types of crime, such as prostitution and drugs, will affect official crime statistics as well.

Other exogenous and endogenous factors, such as the need to address the issue of terrorism and the diminishing ability of police to detect, investigate, and take reports of less

² Wallace, M. (2009 July). Police-reported crime statistics in Canada, 2008. *Juristat (Canadian Centre for Justice Statistics, Statistics Canada)*, 29(3). (These were the latest statistics available at time of writing.)

³ Gannon, M. and Mihorean, K. (2005 November). Criminal Victimization in Canada 2004. *Juristat (Canadian Centre for Justice Statistics, Statistics Canada)*, 25(7). The findings from the 2009 General Social Survey are scheduled to be released in late 2010.



serious crimes due to changing service priorities and dwindling resources resulting from persistent budget constraints, also have an impact on official crime statistics.⁴

C. CONTEMPORARY POLICING AND CONFRONTING ISSUES

Police are often regarded as the primary agent in the control of crime, although in reality the number of crime-related factors that police have a direct impact on may be limited.⁵ Starting from the traditional reactive service delivery model, with specific policing programs geared towards enforcement and responding to crime and emergencies, contemporary policing has moved towards a reactive-proactive model focusing more on the risk factors for crime. This shift from the ‘professional’ model of police as force to fight crime to police as risk-minimizing agents is in response to a changing external environment marked by various crime-related social disorder problems. This changing environment makes the traditional strategies of crime control, which focus on crime only, increasingly ineffective. The common understanding is that, without a clear focus on crime risk factors, policing will have little effect on crime. The correct identification of these risk factors will provide focus for police to direct their resources to attack the proximate causes of public safety problems. The use of problem-oriented policing and community mobilization strategies are an indication of this focus on risk factors. It is now also recognized that there is no one best method or panacea to fight crime, and police can only prevent certain crime by using certain methods under certain conditions.

Capacities and constraints on policing are imposed by the legal/justice system, political and community expectations, knowledge about what works in policing, technology, labour laws, militant police unionism, available resources, and accountability requirements. These provide the context within which police strive to control crime through initiatives that maximize their impact on a limited number of crime-related factors. Providing adequate and effective services within this context presents definite challenges to police services. Therefore, the major challenges currently confronting policing are the dwindling resources available for policing, and keeping policing effective in combating crime.

Dwindling resources, caused by the persistent global financial crisis as well as competing needs to fund other public programs, may jeopardize gains for policing, including resources made available to police services for on-going and specific programs to address crime and safety issues, benefits to attract quality people to the profession, and improvements in equipment, facilities, and technology to fight crime.⁶ Police will need to develop innovative ways to deal

⁴ The violent crime rate was reportedly up in the United States in 2006. One of the suggested reasons for the increase was the government’s emphasis on the war on terror instead of fighting crime. It was reported that the government’s proposed 2008 budget would cut more than \$1.7 billion from existing enforcement assistance and other anti-crime programs. (Fisher, L. *Why is the violent crime rate up?* Retrieved February 23rd, 2007, from <http://www.gainesville.com>).

⁵ As pointed out in the report, police make only minimal contributions to crime prevention in the context of far more powerful social institutions, like the family and labour markets. (Sherman, L.W., Gottfredson, D., MacKenzie, D., Eck, J., Reuter, P., & Bushway, S. (1997). *Preventing Crime: What Works, What Doesn’t, What’s Promising – A report to the United States Congress*, Chapter 8 (p. 8-195), Washington, DC: U.S. Dept. of Justice. (Retrieved from <http://www.ncjrs.gov/works>))

⁶ Wyllye, D. (2010, April 30). *American policing in the next decade: A conversation with Chief Bill Bratton*. (Retrieved from <http://www.policeone.com/chiefs-sheriffs/articles/2056048-American-policing-in-the-next-decade-A-conversation-with-Chief-Bill-Bratton/>)



with the evolving crime environment and specific crime issues, such as cyber crime, gangs, drugs, and crime prevention, in a more cost-effective manner.

Keeping policing effective in combating crime, particularly in terms of reducing crime, is always a challenge. In a recent article by policing experts, the ideas of community policing, accountability-based management, intelligence-led policing, and co-operation between police and other criminal justice agencies have been re-affirmed as effective means for reducing crime.⁷ The article included the following recommendations:

- Decentralizing policing and truly practising community policing are considered meaningful ways to make policing effective. Enhanced connection (or reconnection) with the community to address their concerns/priorities and to solve problems at the local level will generate community support and the information required to accurately target criminal activity. This is done through establishing manageable enforcement units, run by quality police managers who are empowered and held accountable for delivering effective police services.
- Reforming crime reporting and crime analysis to facilitate the collection of crime data and the production of crime information for analysis to enable intelligence-led or targeted policing.
- Establishing effective oversight systems to guard against corruption, incompetence, and indifference, using a hierarchical system of accountability and performance measures covering all ranks, as well as monitoring mechanisms and inspection.
- Reforming criminal justice systems to speed up and enhance criminal justice prosecutions. This is to bring sureness and swiftness to the administration of punishment as a deterrent on the one hand, and the timely intervention of other rehabilitative alternatives deemed necessary on the other.
- Co-operation between police agencies and other criminal justice partners at various political levels to make a focused, strategic, and relentless attack on crime, criminals, and crime patterns.

⁷ Bratton, W.J. and Andrews, W. (2010). Eight Steps to Reduce Crime. *Americas Quarterly (Trafficking and Transnational Crime Issue)*, Spring 2010. (Retrieved from <http://www.americasquarterly.org/node/1500>)



D. NUMBER OF CRIMES IN TORONTO⁸

In 2009, a total of 180,283 non-traffic *Criminal Code* offences occurred in Toronto, which was a 3.8% decrease from the 187,371 offences in 2008, a 10.7% decrease from the 201,871 offences in 2005, and an 8.5% decrease from the 197,053 offences ten years ago in 2000.⁹ Figure 1.1 shows the number of reported non-traffic *Criminal Code* offences in each of the past ten years. In general, crime remained relatively stable between 2000 and 2005 before a slight increase in 2006 and decreases in each of the past three years.

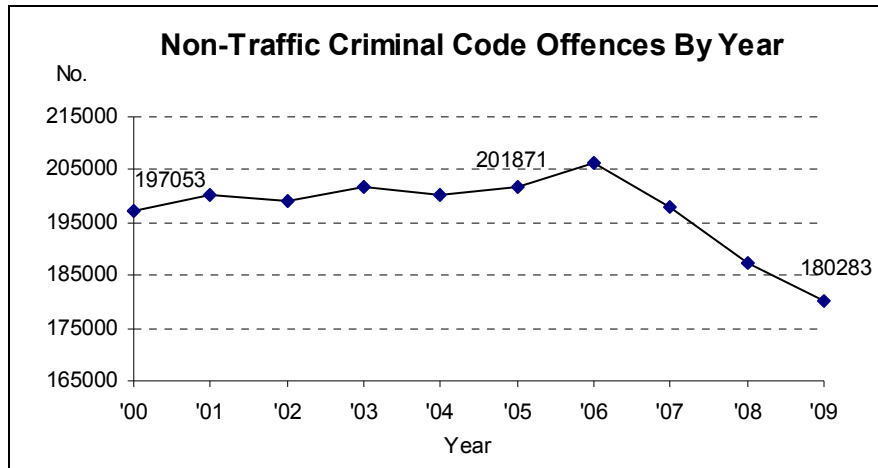


Figure 1.1

Source: TPS Database

Table 1.1 shows changes in the number of reported crimes by major offence categories and by specific offences. With a 3.8% decrease for crime in general between 2008 and 2009, decreases were noted for all major categories of crimes, including a 2.6% decrease for violent crime, a 2.4% decrease for property crime, and a 7.7% decrease for other non-traffic *Criminal Code* offences.

⁸ The current information system represents a live database, which allows data entry and search of all primary police databases from one location. While this 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*.

⁹ 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.



Table 1.1
Non-Traffic Criminal Code Offences: Major Categories and Specific Offences
 Number of Crimes % Change

OFFENCE CATEGORIES	2000	2005	2008	2009	% Change		
					(1 yr) 08-09	(5 yr) 05-09	(10 yr) 00-09
Total Non-Traffic CC	197,053	201,871	187,371	180,283	-3.8	-10.7	-8.5
Violent	35,947	34,820	32,782	31,919	-2.6	-8.3	-11.2
Property*	115,320	113,910	107,679	105,066	-2.4	-7.8	-8.9
Other CC	45,786	53,141	46,910	43,298	-7.7	-18.5	-5.4
SPECIFIC CRIMES							
Homicide**	64	84	71	63	-11.3	-25.0	-1.6
Sexual Assault***	2,201	2,253	2,040	2,122	4.0	-5.8	-3.6
Non-sexual Assault	27,828	25,410	23,919	22,964	-4.0	-9.6	-17.5
Total Robbery	4,733	5,651	5,493	5,444	-0.9	-3.7	15.0
Robbery - Fin. Inst.	214	132	205	224	9.3	69.7	4.7
B&E	15,709	15,173	12,995	12,392	-4.6	-18.3	-21.1
Auto Theft	14,023	10,457	7,890	6,497	-17.7	-37.9	-53.7
Theft from Auto	20,372	16,217	16,182	18,320	13.2	13.0	-10.1
Other Theft	34,424	34,905	32,831	32,787	-0.1	-6.1	-4.8
Fraud	7,779	14,702	16,335	14,674	-10.2	-0.2	88.6
Offensive Weapons	4,176	6,292	5,569	5,346	-4.0	-15.0	28.0
Drugs	11,061	9,478	11,490	10,120	-11.9	6.8	-8.5

* Mischief offences are included under Property Crime. For the purposes of other reports, mischief offences may be included under Other Criminal Code.

** Statistics reported for homicide reflect offences/charges, not number of victims.

*** Excludes non-assaultive sexual offences.

Source: TPS Offence Database

Most of the specific crimes listed in Table 1.1 decreased between 2008 and 2009, including homicide (-11.3%), assault (-4.0%), robbery (-0.9%), break & enter (-4.6%), auto theft (-17.7%), fraud (-10.2%), offensive weapons (-4.0%), and drugs (-11.9%). The few offences that showed an increase included sexual assault (4.0%), robbery of financial institution (9.3%), and theft from vehicle (13.2%).

Crime in general decreased over ten years ago (-8.5%), with decreases in all major offence categories, including an 11.2% drop in violent crime, an 8.9% drop in property crime, and a 5.4% drop in other Criminal Code offences. In fact, the overall number of crimes in 2009 was the lowest in the past ten years. Specific crimes that increased from ten years ago included robbery (15.0%), fraud (88.6%), and offensive weapons (28.0%).

E. RATES FOR COMPARISONS

Calculating the number of crimes per 1,000 people provides a rate that is not affected by simple increases or decreases in population size. In terms of the total number of crimes per 1,000 population, a trend of decrease was seen over the past ten years. The overall rate of non-



traffic *Criminal Code* offences dropped from 76.7 offences in 2000 to 74.8 offences in 2005, and to 64.3 offences in 2009, the lowest rate in the past ten years.

Figure 1.2 shows the crime rate by the major offence groups for the past ten years. Of the average 64.3 non-traffic *Criminal Code* offences that occurred per 1,000 population in 2009, 11.4 were violent crimes, 37.5 were property crimes, and 15.5 were other non-traffic *Criminal Code* offences.

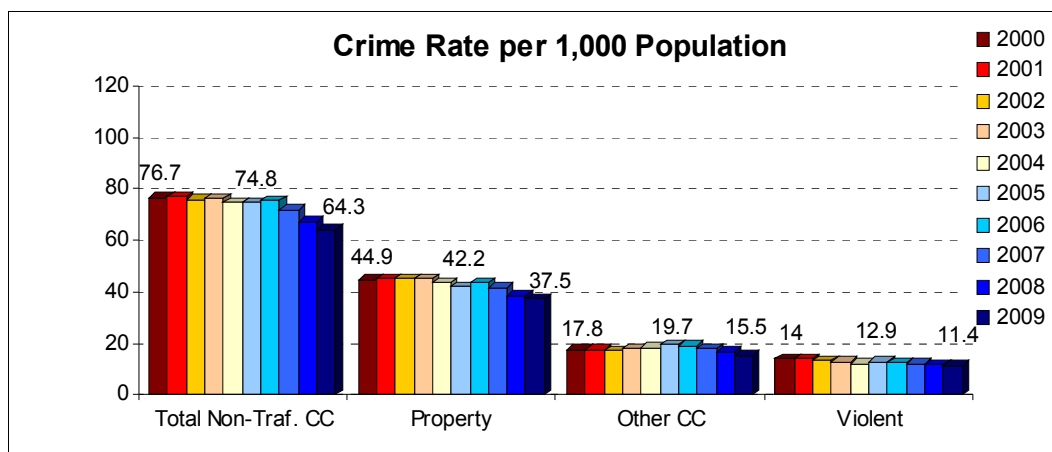


Figure 1.2

Source: TPS Database

Compared to 2008, the 2009 crime rates for each of the major offence categories decreased, including a 4.7% decrease in the overall crime rate (non-traffic), a 3.5% decrease in the violent crime rate, a 3.3% decrease in the property crime rate, and an 8.6% decrease in the rate of other *Criminal Code* offences.

The overall crime rate also decreased from five years ago and ten years ago. Between 2005 and 2009, the overall crime rate decreased 14.0%. Between 2000 and 2009, the total crime rate decreased 16.2%, with an 18.6% decrease for the violent crime rate, a 16.5% decrease for the property crime rate, and a 12.9% increase for the other *Criminal Code* offences rate.

While crime rates are usually considered important indicators of public safety, police crime clearance rates can be taken as indicators of police effectiveness in solving crime. Although crimes can be cleared in a number of different ways, crimes are primarily cleared or solved by an arrest made and/or charges laid.¹⁰ The clearance rate here is computed as the proportion of crimes cleared of the crimes that occurred in the period under review.¹¹ 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 compared with those of more distant past years. Similarly, the clearance rates for the more current years are expected to increase in future years. Figure 1.3 shows the clearance rates for the major offence categories over the past ten years.

¹⁰ 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. For young offenders, under the *Youth Criminal Justice Act*, a number of cases may be cleared by modes other than charges being laid.

¹¹ 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.

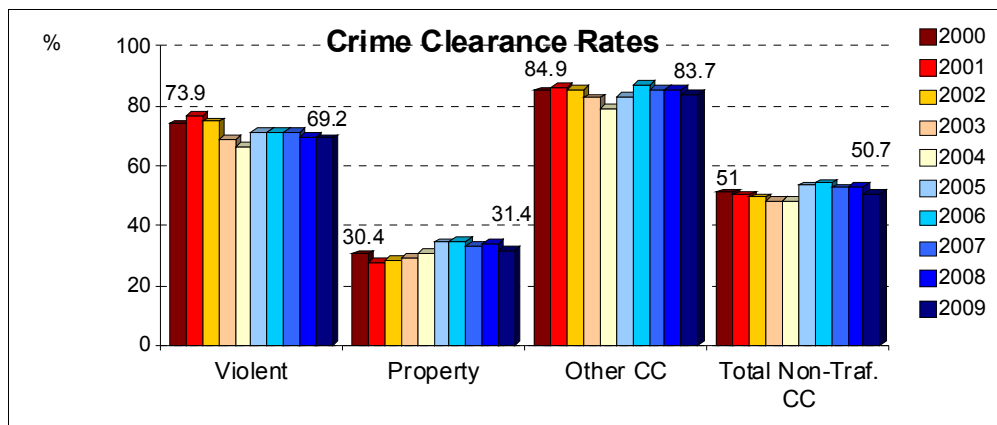


Figure 1.3

Source: TPS Database

Just over half (50.7%) of the crimes that occurred in 2009 were cleared. This rate, a deflated proportion compared with the same rate for other years, as noted above, was a drop from the 53.3% clearance rate in 2005 and a very slight drop from the 51.0% clearance rate in 2000. The clearance rates for all but property crimes were lower in 2009 than in 2000.

The category of other *Criminal Code* offences consistently had the highest clearance rate (over 80%) for the past ten years, although the 83.7% in 2009 was a slight drop from 84.9% ten years ago. Violent crimes consistently had the second highest clearance rate. The rate of 69.2% in 2009 was a drop from the 70.8% five years ago (2005) and the 73.9% ten years ago (2000). Property crime continued to have the lowest clearance rate and the 31.4% clearance rate in 2009 was a drop from the 34.3% in 2005, but a slight improvement over the 30.4% in 2000.

F. CHANGES IN PROPORTION OF MAJOR OFFENCE GROUPS

In terms of the composition of crime, property crimes continued to constitute the majority (58.3%) of the total number of non-traffic *Criminal Code* offences in 2009. Violent crimes and other *Criminal Code* offences constituted 17.7% and 24%, respectively. Figure 1.4 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.

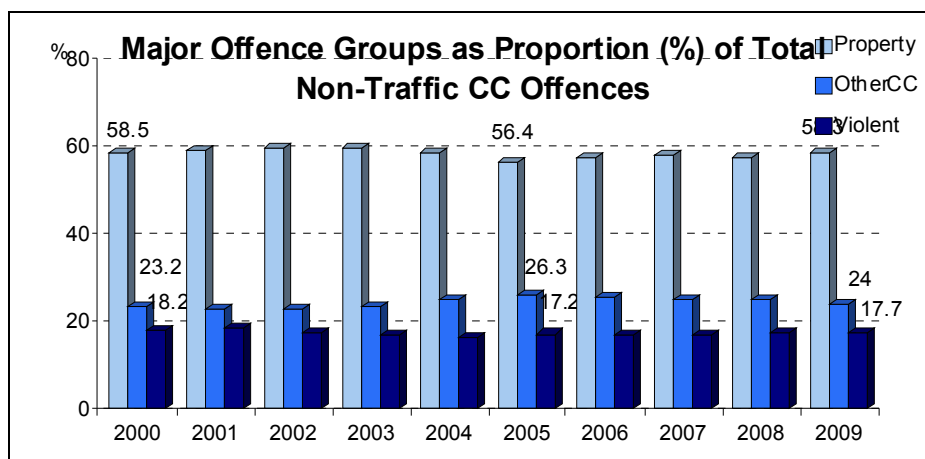


Figure 1.4

Source: TPS Database



Compared to five years ago in 2005, the proportion of both violent crime and property crime in 2009 increased, while that for other *Criminal Code* offences decreased. Compared to ten years ago, the proportions of both violent crime and property crime slightly decreased, while that of other *Criminal Code* offences increased.

G. CRIMES OF VIOLENCE

After reaching a peak of 37,069 occurrences in 2001, the number of violent crimes showed a trend of gradual decrease, with a total of 31,919 occurrences recorded in 2009. As shown in Table 1.1, the total number of violent crimes in 2009 represented a 2.6% decrease from 2008, an 8.3% decrease from 2005, and an 11.2% decrease from 2000. Of the violent crimes that were reported in 2009, most were non-sexual assaults (71.9%), followed by robberies (17.1%), and sexual assaults (6.6%). The 63 occurrences of homicide in 2009, which accounted for only 0.2% of violent crimes for that year, was an 11.3% decrease from 2008, a 25.0% decrease from 2005, and a 1.6% decrease from ten years ago in 2000.

Both non-sexual assaults and robberies decreased, while sexual assaults increased when compared with 2008. The total number of non-sexual assaults in 2009 was a 4.0% decrease from 2008, and a 9.6% and 17.5% decrease from five and ten years ago, respectively. Most of the non-sexual assaults were minor assaults (66.5%). The number of sexual assaults in 2009 increased 4.0% from 2008, but was a 5.8% and a 3.6% decrease from five and ten years ago, respectively.

While the total number of robberies recorded in 2009 was a very slight 0.9% decrease from 2008 and a continued drop from the peak of 5,916 occurrences in 2006, it was a 15.0% increase over ten years ago. Of the total 5,444 robberies recorded, most were muggings (2,049 or 37.6%) and swarmings (1,092 or 20.1%). While swarmings decreased 3.6% compared with ten years ago, the number of muggings was a 16.0% increase over the same period of time. The 224 robberies involving financial institutions and businesses in 2009 represented a 9.3% and 69.7% increase from 2008 and 2005, respectively, and a 4.7% increase from ten years ago. The number of 290 home invasions recorded in 2009 was an 8.2% and 3.3% decrease from 2008 and 2005, respectively, but was a large 62.9% increase from ten years ago. A total of 63 vehicle jackings were recorded in 2009, a decrease from both 2008 and ten years ago.

H. USE OF WEAPONS & INJURY OF CRIME VICTIMS

Use of Weapons:

Table 1.2 shows the proportion of robberies, assaults, and sexual assaults by type of weapon involved over the past five years. In all years, weapons were more likely used in robberies than in sexual assaults or non-sexual assaults. In 2009, 38.0% of robberies, 25.1% of non-sexual assaults, and 4.1% of sexual assaults involved the use of weapons. The proportion of cases involving use of weapons decreased slightly for all three offences compared to five years ago.



The use of firearms in committing violent crimes remains a major public safety concern. In 2009, only a very small proportion of non-sexual assaults (1.9%) and sexual assaults (0.6%) involved the use of firearms, while slightly more than a quarter of robberies (26.3%) did so. Over the past five years, the proportion of both sexual and non-sexual assaults involving the use of firearms remained relatively the same, while the proportion for robbery increased slightly.

Table 1.2
Proportion (%) of Assaults, Robberies, and Sexual Assaults Involving Use of Weapons*

	Firearm	Others	Total Weapon	Nil/ Unspecified	Total
ASSAULT					
2005	2.2	24.3	26.5	73.5	100.0
2006	2.0	24.1	26.1	73.9	100.0
2007	1.5	24.6	26.1	73.9	100.0
2008	1.9	22.7	24.5	75.5	100.0
2009	1.9	23.2	25.1	74.9	100.0
ROBBERY					
2005	25.5	13.1	38.6	61.4	100.0
2006	26.0	15.4	41.2	58.8	100.0
2007	24.3	12.7	37.0	63.0	100.0
2008	23.8	12.1	36.0	64.0	100.0
2009	26.3	11.7	38.0	62.0	100.0
SEXUAL ASSAULT					
2005	0.7	5.1	5.7	94.3	100.0
2006	1.6	3.4	5.0	95.0	100.0
2007	1.0	5.7	6.7	93.3	100.0
2008	0.6	3.5	4.1	95.9	100.0
2009	0.6	3.6	4.1	95.9	100.0

* Due to revised data extraction processes/parameters, data is not available prior to 2005.

Source: TPS Database (Crime Information Analysis Unit)

Gun-related calls from the public decreased 2.7% in 2009, after increases between 2003 and 2006. Most of these calls in each year were related to person with a gun or the sound of a gunshot; a smaller number was related to shooting. Table 1.3 shows the number of such calls received and attended by the police over the past ten years. While the number of these calls in 2009 was a decrease compared to the previous year and five years ago, it still represented an increase compared to ten years ago.



Table 1.3
Gun-Related Calls from the Public for Police Assistance¹²

	2000	2005	2008	2009	% Change		
					2008-2009	2005-2009	2000-2009
Person with a gun	1,676	2,062	1,657	1,552	-6.3	-24.7	-7.4
Shooting	207	324	257	314	22.2	-3.1	51.7
Sound of gunshot	845	1,384	1,295	1,256	-3.0	-9.2	48.6
Total gun-related calls	2,728	3,770	3,209	3,122	-2.7	-17.2	14.4

Source: TPS I/CAD data

Injury of Victims:

Most injuries to victims occurred in relation to assault. In 2009, about 1 in 2 (51.3%) victims of non-sexual assaults were injured, the same as in 2008, a slight increase from 2005 (50.5%), but a drop from 2000 (56.2%). Slightly more than a quarter (26.9%) of victims of robbery were injured in 2009. This proportion was a drop from 29.1% in 2005 and 30.1% in 2000. For sexual assaults, about 16% of victims were injured in each of the past five years, which was also a drop from 21.5% ten years ago. In general, the proportion of victims injured in these three offences decreased over the past ten years.

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. The theft of an automobile is a loss of both property and a means for commuting, thereby limiting mobility and causing other inconvenience to the victims and their families. Break & enter is an invasion of a private home and results in both financial and psychological consequences for victims, who are usually left anxious about the security of their homes.

In 2009, citizens of Toronto had less than a 1% chance of being the victim of either theft of automobile or break & enter: for every 1,000 members of the population, an average of 7.0 persons were victims of one of these two crimes. This rate was a decrease from the 9.5 persons five years ago and the 11.6 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.¹³ They were abandoned/recovered once they had served their purpose.

¹² 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.

¹³ Wallace, M. (2004). *Exploring the Involvement of Organized Crime in Motor Vehicle Theft*. Ottawa: Canadian Centre for Justice Statistics, Statistics Canada.



Vehicle theft is a crime characterized by relatively low clearance rates. In 2009, only about 10% of the motor vehicle thefts that occurred in Toronto were solved or cleared by the police, which was the second lowest clearance rate in the past ten years, despite about 69% of the lost vehicles being recovered. The non-recovery rate is regarded as a proxy indicator of the number of vehicles stolen by organized crime groups, which then use the profits so raised to fund other criminal activities.

The peak of motor vehicle thefts in Toronto occurred in 1996, when a total of 19,864 such occurrences were recorded. Since then, a general trend of decrease has been observed, with larger decreases in the past three years. In 2009, a total of 6,497 vehicle thefts were recorded in Toronto, representing a 17.7% drop from 2008, a 37.9% drop from 2005, and a 53.7% drop from 2000. Figure 1.5 shows the number of vehicle thefts over the past ten years.

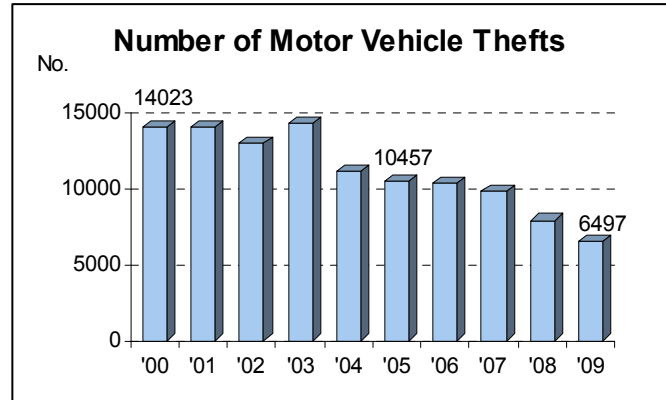


Figure 1.5 Source: TPS Database

Break & Enter:

The number of break & enters in Toronto also showed a trend of decrease over the past ten years, although less rapidly when compared with vehicle thefts. In 2009, a total of 12,392 such occurrences were recorded, which was a 4.6% decrease from 2008, an 18.3% decrease from 2005, and a 21.1% decrease from 2000. About 22% of these crimes were solved (cleared) by the police in 2009, an improvement over the 19.6% and 15.5% five and ten years ago, respectively. Figure 1.6 shows the number of break & enters by premise hit for each of the past ten years.

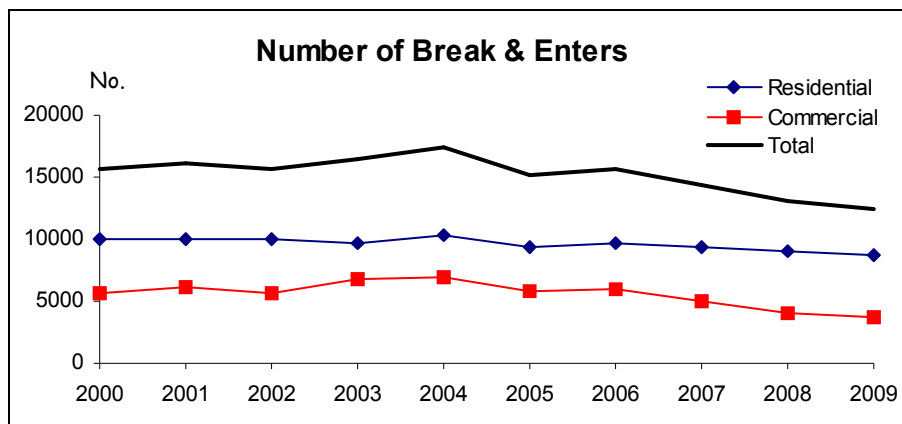


Figure 1.6 Source: TPS Database

In all years, there have been more residential than commercial break & enters. Residential break & enters constituted about 70% of the total number of break & enters, and commercial break & enters constituted less than one-third (30%) of the total occurrences. Both residential and commercial break & enters decreased in 2009 compared to five and ten years ago,



with much larger decreases for commercial break & enters. Over the past ten years, the proportion of residential break & enters increased, while that for commercial break & enters decreased.

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.¹⁴ About 38% of 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 organized crime and extremist groups. There is also a strong link between drugs and violent crime in the illegal drug market. Violence is understandably a means for eliminating competition, settling disputes, and/or protecting turf or a shipment of drugs.

In Ontario, cannabis remains the most frequently abused illicit drug. The latest available Ontario student drug use survey reported a general decline in illicit drug use over the past decade, with 26% of students using cannabis at least once in the past year (compared with 28% in 1999).¹⁵ Another study on adults revealed that while past year cannabis use among adults remained stable between 2006 and 2007, at about 13%, use of the drug has steadily increased since 1977, particularly among women, 18-29 year-olds, and those aged 50 and older.¹⁶

Figure 1.7 shows drug offences and drug arrests in Toronto over the past five years. It is important to note that resources available for enforcement and police priorities directly 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, in the number of individuals involved in trafficking, import/export, or production of drugs, or in all types of illicit drugs being used in the city.

¹⁴ Study by Pernanen, Cousineau, Brochu, & Sun (2002), as reported in Desjardins, N. & Hotton, T. (2004 February). Trends in Drug Offences and the Role of Alcohol and Drugs in Crime. *Juristat (Canadian Centre for Justice Statistics, Statistics Canada)*, 24(1).

¹⁵ Paglia-Boak, A., Mann, R.E., Adlaf, E.M., & Rehm, J. (2009). *Drug Use among Ontario students, 1977-2009: OSDUHS highlights*. CAMH Research Document Series No. 28. Toronto, On: Centre for Addiction and Mental Health.

¹⁶ Centre for Addiction and Mental Health (CAMH). (2009). Highlights from the CAMH Monitor, eReport: Addiction and Mental Health Indicators Among Ontario Adults, 1977-2007. *eBulletin*, 10(3). (Retrieved from http://www.camh.net/Research/Areas_of_research/Population_life_Course_Studies)

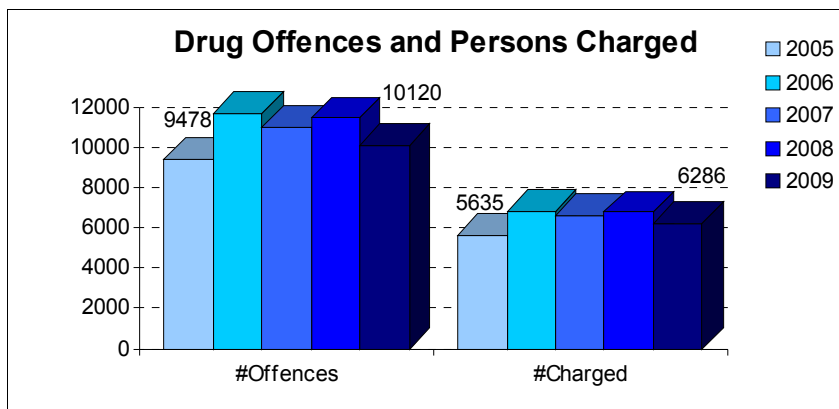


Figure 1.7

Source: TPS Database

In 2009, a total of 10,120 drug offences and 6,286 drug arrests (persons) were recorded. These numbers represented decreases from 2008 (11.9% drop for drug offences and 7.4% drop for persons arrested for drugs), but were increases from five years ago, including a 6.8% increase in drug offences and an 11.6% increase in drug arrests.

In 2009, an average 2.3 persons were arrested/charged for drug offences per 1,000 population, compared to 2.5 persons in 2008 and 2.2 persons in 2005. On average, of every 10 persons arrested for drug offences, 8.8 were male and 1.2 were female. Males in the 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: 15 persons per 1,000 population in 2009, more than 6 times higher than the overall charge rate of 2.3 persons.

It has been estimated that between 65% and 98% of cannabis production is related to organized crime in Canada.¹⁷ Violent crime has always been an integral part of the production, trafficking, and distribution of illegal drugs. A proliferation of marijuana grow operations (MGOs) in Toronto, mostly in residential areas was noted in 2003 and has since become a focus for enforcement, as evidenced by the large number of such grow operations being investigated and dismantled by police in the past few years.¹⁸

In 2009, a total of 210 MGOs were processed by the Toronto Police Drug Squad, which was an increase from the 145 cases in 2008, but a decrease from the peak of 346 cases in 2005. The associated number of persons charged (211) also represented an increase from 2008 (89), but a decrease from 2005 (238). Between 2002 and 2009, the number of MGOs dismantled by the police increased 159%, which is an indicator that this problem has persisted. Continual effort is required for police to monitor the trend of development so as to minimize the potential security, health and social hazards posed by MGOs.

It should also be noted that the detection, investigation, and dismantling of MGOs have proven to be very time-consuming tasks for police. The legal requirements for obtaining search warrants and the procedures to comply with in addressing the health and safety risks associated

¹⁷ Desjardins & Hotton (2004).

¹⁸ It has to be recognised that the number of MGOs dismantled by the police is not a sufficient indicator of the extent of the MGO problem. Legitimately, it is more of a police workload or work efficiency measure.



with the raid, seizure, preparation, and storage of the plants and other properties all place heavy demands on police time and other resources.

K. ORGANIZED CRIME¹⁹

Organized crime can be found wherever there is profit to be made. While the public may not be fully aware, many of the most pervasive criminal threats can be specifically attributed to organized criminal groups. The definition of an organized criminal group under Canadian law is relatively vague for the purpose of quantifying the problem. According to the *Criminal Code of Canada* (s467.1), a criminal organization is defined as a group, however organized, that is composed of three or more persons in or outside of Canada, and has as one of its main purposes or main activities the facilitation or commission of one or more serious offences that, if committed, would likely result in the direct or indirect receipt of a material benefit, including a financial benefit, by the group or by any of the persons who constitute the group. It does not include a group of persons that forms randomly for the immediate commission of a single crime.²⁰

According to Criminal Intelligence Service Canada (CISC), there were approximately 750 criminal groups identified in 2009, compared to the estimated 900 in 2008. Changes in numbers are likely reflective of the degree of fluidity in the criminal marketplace, as well as the impact of other factors, including disruptions by law enforcement, changes in intelligence collection practices or a combination of these, which also cause fluctuations in the identification of criminal groups.

Criminal markets are the demand side of the problem of organized crime. These criminal markets provide the ground and opportunity for profit-driven organized criminal groups to operate and proliferate. Some examples of criminal markets include financial crimes (e.g. ID fraud, mass marketing fraud, payment card fraud, securities fraud, and mortgage fraud); manufacturing and trafficking of illicit drugs; trafficking of firearms, humans, organs, contraband, and tobacco; environmental crimes (e.g. disposal of hazardous waste, poaching and capturing of rare and endangered species, criminal exploitation of natural resources); and intellectual property rights crimes. Criminal markets are dynamic, reacting to global shifts in supply and demand, and changing according to other factors such as competition and enforcement disruptions.

With globalization and increasingly multi-cultural communities, organized crime is now best understood as small, loosely structured, and often multi-ethnic networks that adapt quickly to any pressures or changes in the criminal or legitimate marketplaces. These networks re-group, merge, or disband on a regular basis due to law enforcement intervention, competition, and other pressures within the marketplace. Organized crime groups are increasingly diverse and focused on multiple criminal activities and not bounded by geographic location. They operate within both the criminal and legitimate marketplaces, and function in the same way as legitimate

¹⁹ The following discussion is largely based on: Criminal Intelligence Service Canada (CISC). (2009). *2009 Report on Organized Crime*. (Retrieved from http://www.cisc.gc.ca/products_services/products_services_e.html)

²⁰ Definition for organized criminal group is from Department of Justice Canada website (<http://laws.justice.gc.ca>) (under Criminal Code C46).



business but choose to exploit legal/regulatory loopholes or vulnerabilities to manage their activities and maximize gains.

Organized crime groups employ different criminal methods to facilitate their operations. These methods include money laundering to whitewash the criminal proceeds; cyber techniques to exploit the Internet (e.g. botnets, malware, keystroke logging, skimming, and phishing); specialists contracted to perform highly skillful criminal acts; violence to intimidate, silence, or eliminate opposition/competitors; secure communications to avoid detection (e.g. use of disposable cellular phones and internet-based communications); and corruption of officials and individuals strategic to the success of their criminal activities.

To manage the risks of their criminal enterprises, organized crime groups will employ methods to deter law enforcement and mitigate the threats from rivals. Common methods include: off-loading risky activity to subordinates or 'expendable' individuals; conducting counter-surveillance on law enforcement and rivals; dealing only with trusted associates; and exploiting lawyers and accountants to facilitate their activities, particularly the laundering of proceeds.

Organized criminal activity has serious and complex social and economic ramifications, regionally, nationally, and internationally. The serious socio-economic harms and threats to the society posed by organized crime groups, though well documented, are not readily known to the public. Financial crimes, including money laundering and manipulation of financial systems and institutions, usually committed by the more sophisticated and powerful organized crime groups, can make an otherwise healthy market distorted, resulting in loss of investor and public confidence. Other crimes perpetuated by organized criminal groups, such as insurance frauds, mortgage frauds, mass marketing frauds, vehicle thefts, marijuana grow operations, counterfeit goods, intellectual property theft, and payment card fraud can result in rise of insurance costs, in financial loss to victims, in loss of government tax revenue and profits of legitimate industries, and in other social costs such as physical and mental suffering of victims and their families. It is also recognized that there is increasing risk that organized criminal groups will become involved in facilitating the movement/smuggling of chemical, biological, radiological, and/or nuclear weapons, posing a serious threat to national and public safety.

Due to the nature and financial resources of organized criminal groups, fighting organized crime is beyond the ability of any single police service. Addressing the problems of organized crime requires collaboration at all levels of law enforcement to detect, collect, evaluate, and share criminal intelligence, as well as co-ordinated effort in enforcement so as to reduce the harm that these criminal groups inflict on society. Integrated intelligence-led policing through intelligence sharing among law enforcement partners, as well as co-ordinated enforcement to enable multi-agency and multi-jurisdictional responses are considered integral to the fight against organized crime, particularly for those organized criminal activities that reach beyond organizational, jurisdictional, and national boundaries.

L. HI-TECH CRIME & IDENTITY THEFT

All forms of technology can be used in ways other than originally intended. Technological innovations and the expanding availability and use of electronic money systems



provide increased venues for traditional crimes and new opportunities for high-value anonymous transactions and hi-tech frauds. High-tech crimes, largely computer-related crimes, are characterized by their high level of sophistication, effectiveness in terms of furthering criminal objectives, and the potentially more serious damage to the victim(s).^{21, 22} The most common purpose of high-tech crimes is the unauthorized tapping of personal, organizational, and financial information for financial gain or other criminal purposes.

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. Other contributing factors include 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 in protecting information; the low risk of being caught for perpetrators; and, the easy availability of automated hacking tools.²³

There are a variety of crimes that exploit the advancement of technology: new crimes committed with and borne out of new technology, and traditional crimes committed with new technology. The newer crimes include attacking, hacking (web terrorism), and 'spoofing' websites to elicit payment for cease of attack (cyber ransom), while the traditional crimes using technology include identity theft, extortion, and fraud, mostly committed through the Internet. The use by criminals of technology that facilitates increasingly secure, anonymous, and rapid communication (via tools like encryption software, wireless devices, disposable cell phones and anonymous re-mailers) also makes these crimes less detectable and helps to conceal the perpetrators' identities.

The collection and stealing of personal information for use in frauds and other criminal activities represent a lucrative market for organized crime groups. Identity theft (ID theft) involves stealing, misrepresenting, or hijacking the identity of another person or business and provides an effective means to commit other crimes.^{24, 25} Identity theft enables criminals to use stolen personal information to drain individuals' bank accounts and obtain fraudulent documentation for the commission of other crimes, such as applying for credit cards, lines of credit, and loans, and opening accounts to facilitate covert money transactions. The unauthorized collection of personal information can occur in a number of ways, including: hacking into computer databases or 'colonizing' computers by virus infection via the Internet; obtaining of personal information through bribery of database administrators; theft of personal information records or computer hard drives from businesses or government; digging up information from publicly available sources (such as the Internet); dumpster diving (garbage

²¹ Computer crime generally refers to criminal activity that involves a computer or network as the source, tool, target, or place of a crime. It can broadly be defined as criminal activity involving an information technology infrastructure, including unauthorized access, illegal interception, data interference, systems interference, misuse of devices, forgery, and electronic fraud.

²² Some of the following discussion is based on: Criminal Intelligence Service Canada (CISC). *2005 Annual Report – Organized Crime in Canada*. (Retrieved from http://www.cisc.gc.ca/annual_reports/annual_report_2005/frontpage_2005_e.html)

²³ Public Safety Canada. *Fact Sheet: High-tech Crime*. (Retrieved from http://ww2.ps-sp.gc.ca/policing/organized_crime/FactSheets/high_tech_crime_e.asp)

²⁴ From the Identity Theft page on the RCMP website (rcmp-grc.gc.ca).

²⁵ The most common types of identity theft include financial identity theft, medical identity theft, criminal identity theft, driver's license identity theft, social insurance identity theft, synthetic identity theft (combining parts of different victims), and child identity theft.



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.

Identity theft, particularly of financial data via the Internet, is committed mostly through phishing, pharming, and, most recently, vishing. They generally involve deceiving victims into supplying personal and financial information under the belief that it is routine practice or necessary for updating records or other legitimate purposes. Both pharming and phishing involve deceptively redirecting Internet users from legitimate financial sites to targeted websites via the Internet for the purpose of scam, while vishing, similar to phishing, involves the use of Voice-over-Internet Protocol (VoIP) phones to lure people to call to provide personal information.

Identity theft is increasingly a global problem, beyond the constraints of physical geographical boundaries and political jurisdictions, and the perpetrators of identity theft include organized criminal groups, individual criminals, and terrorists. 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.

Given current Canadian law, the extent of identity theft and related crimes is not entirely known. The lack is also partly due to the fact that financial institutions are usually ready to offset the losses of the victims who are their customers and are not ready to disclose such information for business reasons. In addition, victims complain to a variety of diverse bodies, including credit bureaux, banks, credit card companies, the government, and police. New legislation on identity theft (Bill S-4) was passed in October 2009, and makes the obtaining, possessing, and trafficking of identity information for criminal purposes an offence punishable by imprisonment. With the implementation of the new law, the police and courts will have a new tool to address the issue.

Law enforcement agencies have started collecting and reporting identity theft statistics only relatively recently. The Ontario Provincial Police (OPP) 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. The Centre (now renamed the Canadian Anti-Fraud Centre) reported a total of 11,999 identity theft complaints from victims across Canada in 2009, a 2.5% decrease from 2008 (12,310) but a 12.8% increase from 2007. In terms of money (dollars) lost, a total of \$10.9 million was involved, which was an increase from \$9.6 million in 2008 and \$6.5 million in 2007.²⁶ It should be noted that these numbers should be considered as only partial indicators of identity theft, as they represent just those ID thefts that were known to the victims. Also, these numbers include only cases reported to the Centre, and so do not necessarily present a complete picture of the extent of the problem.

²⁶ The Canadian Anti-Fraud Centre. (2010) *Monthly Summary Report and Annual Statistical Report 2010*. (Retrieved from <http://www.phonebusters.com/english/statistics.html>)



M. PERSONS ARRESTED & CHARGED

In 2009, a total of 49,975 persons were arrested and charged for *Criminal Code* offences, which was a 2.3% decrease from 2008 and a 3.4% decrease from 2005.²⁷ Compared to five years ago, the number of persons charged in 2009 decreased for all major categories of crime, including a 3.7% drop for violent crime, a 2.8% drop for property crime, and a 4.0% drop for other *Criminal Code*; there was, however, a very slight 0.8% increase for *Criminal Code* traffic and an 11.6% increase for drugs. Figure 1.8 shows the number of persons charged, overall and by various offence categories, for each of the last five years.

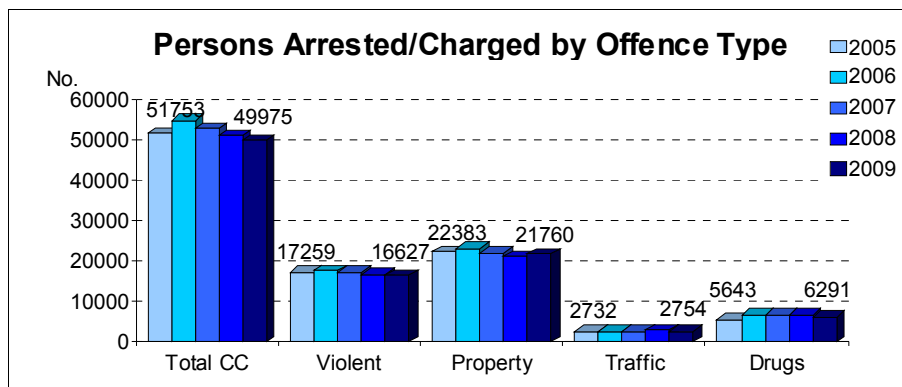


Figure 1.8

Source: TPS Database

Figure 1.9 shows the overall charge rate, as well as the charge rate for young persons (aged 12-17) and adults (aged 18 & over). As shown, in 2009, an average 18.4 persons were charged for *Criminal Code* offences per 1,000 population, which was a decrease from the 19.0 persons in 2008 and the 19.8 persons in 2005. An average of 20 persons were charged per 1,000 adult population in 2009; youths had a much higher charge rate of 35.2 persons per 1,000 youth population. However, over the past five years, the arrest/charge rate (*Criminal Code*) for young persons decreased 13.1%, while that for adults decreased 6.3%. More details on and analysis of crimes involving youth are provided in the Youth Crime chapter.

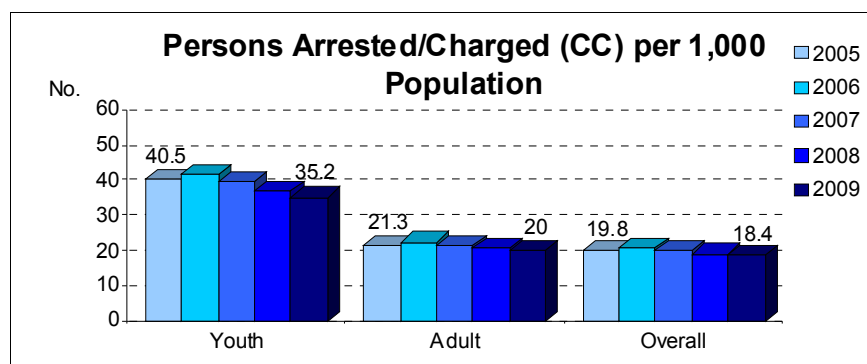


Figure 1.9

Source: TPS Database

²⁷ 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 under review.



Table 1.4 shows the arrest rates for major *Criminal Code* offence groups and drug offences in 2009, broken down by gender and age group.²⁸

Table 1.4
Rate of Persons Arrested/Charged (per 1,000 population) by Gender, Age Groups and Offence Groups – 2009

Age Group		# Persons Charged/1,000 pop				
		Violent	Property	Other CC	Traffic	Drug
12-17 (Youth)	Male	18.0	22.5	20.1	0.3	6.3
	Female	4.3	14.1	3.4	0.0	0.6
	Sub-total	11.3	18.4	11.9	0.2	3.5
18-24	Male	24.3	26.6	35.1	3.3	15.0
	Female	4.6	10.4	5.3	0.5	1.6
	Sub-total	14.4	18.4	20.0	1.9	8.2
25-34	Male	16.7	16.6	20.6	4.0	7.3
	Female	2.8	5.4	3.8	0.5	0.9
	Sub-total	9.4	10.7	11.9	2.2	3.9
35-44	Male	13.8	15.7	16.3	2.5	3.8
	Female	2.3	4.8	3.8	0.3	0.8
	Sub-total	7.8	10.0	9.8	1.3	2.2
45 & +	Male	5.8	6.5	6.1	1.4	1.3
	Female	0.7	2.2	0.9	0.1	0.2
	Sub-total	3.0	4.1	3.2	0.7	0.7
Total (sum of all age groups)	Male	11.0	12.1	13.4	1.9	4.3
	Female	1.8	4.4	2.3	0.2	0.5
	Total	6.1	8.0	7.5	1.0	2.3
18 yrs + (Adult)	Male	12.1	13.1	15.1	2.4	4.9
	Female	1.9	4.3	2.5	0.3	0.6
	Total	6.6	8.4	8.4	1.3	2.6

Source: TPS Database

As shown in Table 1.4, in 2009, young persons (18-24 years) and youth (12-17 years) were the two groups with the highest arrest/charge rates for the major *Criminal Code* offence categories. Males in these age groups consistently had the highest arrest rates for violent crimes, property crimes, and other non-traffic *Criminal Code* offences. Males aged 18-24 typically had the highest arrest rates for most major offence groups, including drug offences.

²⁸ The sum of the rates of the various *Criminal Code* offence groups should not be taken as the total charge rate. This total is greater than the actual total number of persons/bodies charged due to multiple charges laid in some cases, which caused the same person to be counted under more than one offence category. 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.



Table 1.5 shows the change in arrest/charge rates by age group and gender between 2005 and 2009. As shown, over the past five years, in total, decreases were noted in the charge rate for all *Criminal Code* offence groups, including violent crime (-7.2%), property crime (-6.4%), other *Criminal Code* (-7.6%), and *Criminal Code* traffic offences (-2.9%). However, a 7.3% increase was noted in the charge rate for drug offences.

Table 1.5
Change (%) in Population and Arrest/Charge Rates 2005-2009

Age Group		% Change in Pop'n (Estimated)	% Change in Charge Rate				
			Violent	Property	Other CC	Traffic	Drug
12-17 (Youth)	Male	1.5	-15.9	-11.4	-13.9	-46.6	3.5
	Female	4.1	-20.6	-10.3	-20.0	28.1	-20.2
	Sub-total	2.8	-17.4	-11.3	-15.5	-43.5	0.0
18-24	Male	7.3	-12.3	-13.0	-20.2	-17.3	1.0
	Female	7.1	-3.5	-6.2	-23.0	31.9	-2.0
	Sub-total	7.2	-10.9	-11.2	-20.5	-13.0	0.8
25-34	Male	4.1	-0.7	-3.7	-0.2	13.9	19.9
	Female	4.5	7.7	-2.3	5.4	38.6	7.0
	Sub-total	4.3	0.3	-3.5	0.6	16.1	18.0
35-44	Male	-1.4	-13.9	-12.2	-12.6	-18.1	-8.2
	Female	0.3	-13.0	-10.6	-2.5	-3.2	2.4
	Sub-total	-0.5	-14.3	-12.2	-11.2	-17.2	-6.8
45 & +	Male	5.7	5.3	11.5	21.4	0.2	30.1
	Female	6.3	13.4	4.1	26.2	1.8	65.6
	Sub-total	6.0	6.0	9.1	21.8	0.1	34.6
Total (sum of all age groups)	Male	3.3	-7.3	-6.5	-7.6	-4.6	8.1
	Female	4.4	-4.3	-5.3	-5.0	17.3	6.1
	Total	3.9	-7.2	-6.4	-7.6	-2.9	7.3
18 yrs + (Adult)	Male	4.0	-6.4	-6.0	-7.2	-4.2	8.2
	Female	4.8	-1.0	-4.2	-3.3	16.7	8.7
	Total	4.5	-5.9	-5.7	-6.9	-2.5	8.0

Source: TPS Database

The arrest/charge rate for youth (12-17 years) showed decreases for most major offence categories, including violent crime (-17.4%), property crime (-11.3%), other *Criminal Code* offences (-15.5%), and *Criminal Code* traffic (-43.5%). The arrest/charge rate for drug offences remained unchanged at 3.5 persons per 1,000 youth. A similar pattern of changes was noted for the adult charge rates, including a 5.9% drop for the violent crime, a 5.7% drop for property crime, a 6.9% drop for other *Criminal Code*, a 2.5% drop for *Criminal Code* traffic; there was, however, an 8.0% increase for drug offences.



Males continued to constitute the majority (78.1%) of those arrested/charged for *Criminal Code* offences in 2009. Males accounted for an even higher proportion (87.5%) of all the persons arrested for drug offences. A similar pattern was observed in 2005.

N. TRENDS ACROSS POLICE DIVISIONS

Table 1.6 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.²⁹ 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, for which purpose a much more sophisticated methodology is required.³⁰

**Table 1.6
Crime and Crime Rates: Comparison of Divisions**

2009 DIV	Division As % of Field Total						Rate of Occurrences (number per 1,000 pop.)			Workload per Officer	
	Pop	Viol	Prop	Tot Non- Traf. CC	Disp. Calls	Unif. Offr.	Viol	Prop	Tot Non- Traf. CC	Calls	Crimes
11	3.7	3.3	3.1	3.3	4.4	4.6	9.9	30.5	56.7	170.4	32.7
12	3.7	3.9	3.5	3.8	5.2	4.9	11.9	35.4	65.4	188.2	35.2
13	5.1	3.8	3.4	3.4	4.7	4.6	8.4	24.2	42.4	175.9	33.5
14	5.5	8.3	8.5	8.1	8.4	8.1	16.8	56.8	92.5	182.8	45.2
22	7.4	5.7	6.9	6.5	6.3	5.7	8.7	34.3	55.7	194.2	51.9
23	6.0	6.3	5.6	5.6	5.4	6.0	11.7	34.1	58.7	158.7	42.2
31	7.0	9.7	6.3	7.6	7.6	7.4	15.6	33.4	68.6	180.4	46.7
32	8.9	6.5	8.7	7.6	6.0	6.0	8.2	35.9	53.7	177.4	57.5
33	7.3	4.0	5.0	4.5	5.2	4.6	6.2	25.3	39.0	197.7	44.4
41	6.4	7.7	6.4	7.0	6.6	6.4	13.5	36.7	69.2	179.6	49.3
42	10.2	6.3	4.9	5.3	6.0	6.0	6.9	17.9	33.0	174.4	39.9
43	7.7	7.6	6.5	7.4	6.4	6.7	11.0	30.8	60.7	166.3	50.1
51	3.4	6.3	6.7	6.4	6.9	6.9	21.1	73.2	119.7	174.6	41.8
52	1.5	5.2	8.1	7.5	5.0	6.4	38.6	197.6	314.0	138.0	53.2
53	6.7	4.2	6.5	5.5	4.9	4.8	7.1	35.8	51.3	180.4	51.3
54	5.0	5.3	4.4	4.8	5.6	5.2	11.8	32.0	60.6	189.7	41.8
55	4.4	5.8	5.4	5.5	5.5	5.7	15.0	45.2	79.6	168.5	43.6
Field Total	100.0	100.0	100.0	100.0	100.0	100.0	11.2	36.8	63.1	175.7	45.2

Source: TPS Database; Toronto Urban Development Services.

In 2009, 14, 31, and 32 Divisions had the largest proportions of reported crime when compared with other divisions. These 3 divisions together constituted 21.4% of the Toronto population and 23.3% of the total number of crimes. They also had 21.5% of the total number of

²⁹ The uniform strength of the division, which includes all officers assigned to the division, was used for the computation.

³⁰ An example of more sophisticated method of comparing efficiency is the Data Envelopment Analysis (DEA).



divisional officers. In terms of calls for service, 14, 31, and 51 Divisions had the largest proportion of dispatched calls, which together constituted 22.9% of all calls serviced by the divisions.

In terms of the overall crime rate (number of crimes per 1,000 population), 52, 51, and 14 Divisions had the highest rates in 2009; 52 Division also had the highest rates in all three major crime categories, followed by 51 Division. This same pattern was observed back in 2005. 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, which includes parts of 51, 52, and 14 Divisions, frequented by a large transient population on a daily basis (e.g. commuters, tourists, etc.), when the crime rate is computed using residents only, the rate is inflated. However, there is at present no reliable way to determine and factor in the transient population in crime rate calculation.

The average number of dispatched calls and crimes per officer are usually regarded as workload indicators for officers, although both are measures of reactive policing only. In 2009, 33 Division had the largest number of calls per officer (197.7), followed by 22 Division (194.2), and 54 Division (189.7). In terms of number of crimes per officer, 32 Division had the largest rate, followed by 52 and 22 Divisions.

Table 1.7 shows the percent change in number of crimes and crime rates for divisions over the past five years.

Table 1.7
Change* (%) in Crime and Crime Rates: 2005-2009

DIV	No. of Crimes				Rate of Occurrences (number per 1,000 pop.)			
	Viol	Prop	Other CC	Tot Non-Traf CC	Viol	Prop	Other CC	Tot Non-Traf CC
11	-12.6	-16.5	-9.5	-13.9	-12.7	-16.5	-9.6	-14.0
12	-18.9	-2.7	-16.9	-10.2	-21.4	-5.7	-19.4	-12.9
13	-25.2	-9.5	-20.6	-15.7	-24.6	-8.9	-20.1	-15.2
14	-2.3	-2.3	-5.9	-3.1	-0.9	-0.9	-4.6	-1.7
22	-0.5	-3.5	-13.6	-5.6	-5.0	-7.8	-17.5	-9.8
23	1.0	-5.5	-4.3	-4.0	0.7	-5.7	-4.5	-4.2
31	-10.0	-11.9	-17.0	-13.0	-9.2	-11.2	-16.3	-12.3
32	5.5	-1.0	-27.6	-6.3	-7.7	-13.3	-36.7	-18.0
33	-18.2	-4.6	-20.8	-10.5	-21.4	-8.3	-23.9	-13.9
41	-10.5	-8.3	-29.0	-15.5	-11.7	-9.4	-29.9	-16.6
42	-10.5	-31.3	-8.8	-22.8	-18.9	-37.7	-17.4	-30.1
43	-5.3	-8.4	33.2	2.1	-9.0	-11.9	28.0	-1.9
51	-5.8	-1.7	-18.2	-6.4	-8.7	-4.7	-20.7	-9.3
52	-10.6	-0.3	-53.9	-23.4	-30.4	-22.3	-64.1	-40.4
53	-5.6	-4.7	1.9	-3.8	-10.7	-9.8	-3.5	-8.9
54	-4.9	-0.9	5.1	-0.1	-3.0	1.1	7.2	1.9
55	-16.2	-18.8	-0.3	-14.4	-16.0	-18.5	0.0	-14.2
Field Total	-8.4	-7.5	-16.9	-10.1	-11.8	-11.0	-20.0	-13.5

Source: TPS Database; Toronto Urban Development Services.



Between 2005 and 2009, there was a 10.1% decrease in non-traffic *Criminal Code* offences for all the divisions, including an 8.4% decrease in violent crimes, a 7.5% decrease in property crimes, and a 16.9% decrease in other *Criminal Code* offences.

Overall crimes decreased in most divisions, with the largest decreases in 52 Division (-23.4%) and 42 Division (-22.8%); only 43 Division showed a minor increase (2.1%) in overall crimes. Most divisions showed decreases in all the major offence categories. The largest drops in violent crime were noted in 13 Division (-25.2%) and 12 Division (-18.9%), while 42 Division and 55 Division had the largest drops in property crime (-31.3% and -18.8%, respectively). The largest drops in other *Criminal Code* offences were noted in 52 Division (-53.9%) and 41 Division (-29.0%). In contrast, 43 Division showed a large 33.2% increase in other *Criminal Code* offences, which caused its overall crimes to increase slightly over the past five years despite decreases in both violent and property crimes.

As previously noted, calculating the number of crimes per 1,000 people provides a rate that is not affected by simple increases or decreases in population size. There was a 13.5% drop in the overall crime rate per 1,000 population for the divisions in the past five years. Most divisions had a decrease in the overall crime rate, with the largest decreases noted in 52 and 42 Divisions (-40.4% and -30.1%, respectively). Only 54 Division showed a minor 1.9% increase in the overall crime rate. The violent crime rate dropped 11.8% overall, with the largest drops noted in 52 Division (-30.4%) and 13 Division (-24.6%). In terms of the property crime rate, the overall divisional rate dropped 11.0%, with the largest drops in 42 and 52 Divisions (-37.7% and -22.3%, respectively). Most divisions had decreases in the other *Criminal Code* offence rate, with the largest drops seen in 52 Division (64.1%) and 32 Division (-36.7%). As a result of the large increase in number of such crimes over the past five years, 43 Division had a large 28.0% increase in the rate of other *Criminal Code* offences.

It should be noted that the number of crimes that occur is a function of a large number of factors, policing among them. Contemporary policing is not confined to reacting/responding to crimes and calls. Policing programs have diversified to also focus on crime prevention and problem solving at the neighbourhood level. These proactive programs in turn have an impact on reducing criminal occurrences and calls for service. The number of crimes that occur and the calls processed by the police should therefore be considered as being an indicator of work demand for police as well as consequences of policing programs.

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 2008 crime statistics were available at the time of writing. 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.³¹ It should be noted that, in the past, counts based on offences have always been larger than the counts based on incidents. In 2008, the incident-based number of crimes (non-traffic) for Toronto was 127,703, compared with the offence-based count of 187,371 crimes for the same year. Incident-based crime statistics are used for comparison with other police services, as they are based on the same parameters of enumeration.

In 2008, of the 21 police services serving a population of more than 250,000, Toronto had the largest per capita cost for policing and the third smallest number of population per police officer (Table 1.8).³² 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 (e.g. visitors, commuters, tourists, etc.) 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 Greater Toronto Area, all pose special demands on the Police Service, which certainly impact on the per capita cost but can not readily be quantified for fair comparison with other police services.

In terms of crime rates, in descending order, Toronto ranked sixteenth in overall crimes among the 21 cities under review, with Surrey, BC, again showing the highest overall crime rate. Toronto ranked ninth and seventeenth in violent crimes and non-violent crimes, respectively.³³ Surrey had both the highest violent crime rate and non-violent crime rate in 2008.

Traditionally, crime and victimization rates are the main crime indicators with respect to volume of crime, police workload, demands on the justice system, and the public's experiences of crime. The new Crime Severity Index (CSI) provides another measure by taking into account the relative seriousness of individual offences, as reflected by the sentences passed by the court. Each crime is assigned a weight depending on its seriousness. As a result, serious crimes will have more impact on fluctuations in the index. This addresses a very basic criticism of the crime rate, which treats all crimes as being equal, irrespective of their seriousness and impact on the public's perception of safety.³⁴ The CSI provides answers to questions such as: Is crime more serious over time and across different jurisdictions? These questions are not readily answerable by the traditional measures of crime and victimization rates. The Canadian Centre for Justice Statistics (CCJS) of Statistics Canada has released the CSI statistics for the past ten years back to 1998.

³¹ In offence-based statistics, all offences involved in an incident are counted. This differs from Statistics Canada's incident-based crime statistics, which count only the most serious offence. This affects mainly criminal incidents involving more than one offence.

³² Data from the Canadian Centre for Justice Statistics (CCJS), Statistics Canada.

³³ The CCJS has revised its crime groupings into two major categories: violent crime and non-violent crime. The traditional category of violent crime has also been expanded to include more offences, such as extortion and criminal harassment.

³⁴ While crime rates (in terms of the number of crimes per a specific size of population) are by tradition the standardized measure for comparison, there is recognition that crime rates do not factor in the nature or severity of crime, thus do not reflect the true level of crime. For this reason, in 2006, the Canadian Centre for Justice Statistics of Statistics Canada initiated a project to develop a new measure for crime comparison, the Crime Severity Index. The Crime Severity Index takes into account both the number of crimes and the severity of the offence in terms a weight reflecting the incarceration rate and length of sentence.



The CSI statistics for 2009 are also shown in Table 1.8. Based on the CSI statistics, in descending order, Toronto ranked eleventh (medium) in overall crime and sixth (high) in violent crime among the 21 large Canadian cities with a population over 250,000.

Table 1.8
Number of Crimes, Crime Rates* (per 1,000 population), Crime Severity Index, Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over - 2008

2008 Police Agency	Pop'n	(1) Violent Crime		(2) Non-Violent Crime		(3) Total Crime		(4) CSI*		Police Strength	Pop/ Pol. Ratio	Cost Per Capita (\$)
		No.	Rate	No.	Rate	No.	Rate	Violent	Total			
Toronto	2,652,011	35710	13.5	91993	34.7	127703	48.2	139.1	81.5	5535	479.1	347.9
Montreal	1,894,169	27266	14.4	103083	54.4	130349	68.8	149.0	112.6	4481	422.7	315.0
Peel Reg.	1,222,767	8033	6.6	32319	26.4	40352	33.0	78.9	59.3	1700	719.3	233.8
Calgary	1,081,845	8665	8.0	51219	47.3	59884	55.4	91.3	84.5	1620	667.8	265.3
York Reg.	989,473	6176	6.2	22674	22.9	28850	29.2	42.2	45.0	1318	750.7	218.8
Ottawa	867,934	6815	7.9	35495	40.9	42310	48.7	75.4	70.8	1273	681.8	235.0
Edmonton	795,937	10826	13.6	61850	77.7	72676	91.3	161.0	137.5	1345	591.8	305.3
Winnipeg	666,813	9890	14.8	48006	72.0	57896	86.8	180.6	133.3	1311	508.6	256.2
Vancouver	627,426	10855	17.3	44879	71.5	55734	88.8	176.2	141.3	1351	464.4	346.4
Durham Reg.	605,334	5123	8.5	20738	34.3	25861	42.7	72.9	65.4	827	732.0	227.5
Quebec	537,736	5508	10.2	20529	38.2	26037	48.4	64.9	71.2	741	725.7	193.2
Hamilton	527,360	7273	13.8	24575	46.6	31848	60.4	107.2	88.7	794	664.2	234.8
Waterloo Reg.	510,784	4501	8.8	21827	42.7	26328	51.5	60.2	68.5	712	717.4	211.2
Halton Reg.	479,330	2611	5.4	12828	26.8	15439	32.2	32.2	42.1	586	818.0	205.7
Niagara Reg.	442,121	4704	10.6	20041	45.3	24745	56.0	68.3	79.9	693	638.0	249.4
Surrey	424,387	8437	19.9	37205	87.7	45642	107.5	159.0	144.7	546	777.3	n.a.
Longueuil	396,676	3691	9.3	17521	44.2	21212	53.5	87.0	91.8	542	731.9	205.7
Halifax Reg.	394,565	6747	17.1	21716	55.0	28463	72.1	115.8	95.6	505	781.3	172.3
Laval	384,361	3055	7.9	14039	36.5	17094	44.5	70.8	71.8	500	768.7	227.5
London	372,850	4090	11.0	24808	66.5	28898	77.5	73.3	94.8	568	656.4	216.8
Gatineau-Metro	251,788	3582	14.2	11102	44.1	14684	58.3	85.0	80.6	348	723.5	174.5

Notes:

The number of crimes and crime rates in the above table are based on non-traffic Criminal Code offences, and crime rates are by number of crimes per 1,000 population. The Canadian Centre for Justice Statistics (CCJS) of Statistics Canada has revised its crime groupings into two major categories: violent crime and non-violent crime. The traditional category of violent crime has also been expanded to include more offences, such as extortion and criminal harassment.

(1) Violent crimes include crimes such as homicide & attempts, assaults, sexual offences, abduction, robbery and other crimes against the person under the Criminal Code.

(2) Non-violent crimes include crimes against property and other non-traffic Criminal Code offences.

(3) Sum of (1) and (2)

(4) Crime Severity Index (CSI). The CSI for violent crime covers all the crimes against the person, and the CSI for non-violent crime covers all other Criminal Code and Federal Statutes offences.

* In 2009, CCJS created a new crime measure: the Crime Severity Index (CSI). It measures crime by both volume and severity based on the average length of custodial sentence awarded per the specific offence.

Source: Website for Canadian Centre for Justice Statistics, Statistics Canada (ccjsccsj.statcan.ca).



Between 2004 and 2008, 19 out of the 21 large Canadian cities under review had decreases in the overall crime rate (Table 1.9); London and Niagara Region showed increases. Toronto had the eighth smallest decrease (11.0%) in total non-traffic *Criminal Code* incidents per 1,000 population. Fourteen cities had a decrease in the violent crime rate, and Toronto had the second smallest decrease (1.6%). In terms of the non-violent crime rate, Toronto was among the 20 cities that had a decrease, with a 14.2% drop in the rate. The CSI for Toronto dropped 4.4% for all crimes, but increased 8.9% for violent crime.

Nineteen cities had an increase in the per capita cost and Toronto had the seventh largest increase (23.1%), compared to the largest increase of 33.8% for York Regional Police. In terms of the size of population per officer, Toronto was among the 15 cities that had a decrease due to the gain in police strength for the period under review. Toronto had a 3.2% decrease in the population-police ratio.

Table 1.9
% Change in Number of Crimes, Crime Rates* (per 1,000 population), Crime Severity Index, Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over: 2004-2008

Police Agency	Pop'n	(1)		(2)		(3)		(4)		Police Strength	Pop/ Pol. Ratio	Cost Per Capita (\$)
		Violent Crime No.	Violent Crime Rate	Non-Violent Crime No.	Non-Violent Crime Rate	Total Crime No.	Total Crime Rate	CSI* Violent	CSI* Total			
Toronto	1.3	-0.3	-1.6	-13.0	-14.2	-9.8	-11.0	8.9	-4.4	4.6	-3.2	23.1
Montreal	1.1	-1.3	-2.3	-4.8	-5.8	-4.1	-5.1	-9.4	-12.0	15.0	-12.1	33.3
Peel Reg.	10.2	13.3	2.8	-0.4	-9.6	2.1	-7.4	33.3	2.9	5.9	4.1	17.7
Calgary	13.4	-9.6	-20.3	-8.0	-18.8	-8.2	-19.1	3.0	-16.2	8.9	4.1	15.2
York Reg.	11.6	-2.3	-12.5	-10.3	-19.6	-8.7	-18.2	-16.9	-23.9	28.6	-13.2	33.8
Ottawa	4.4	-25.6	-28.8	-7.6	-11.5	-11.0	-14.8	-6.2	-14.4	18.3	-11.7	15.4
Edmonton	12.0	39.5	24.5	-18.8	-27.5	-13.4	-22.7	9.7	-19.7	7.3	4.3	19.0
Winnipeg	3.1	-7.6	-10.3	-33.1	-35.1	-29.8	-31.9	-4.9	-25.9	9.4	-5.8	12.4
Vancouver	6.4	4.1	-2.2	-25.2	-29.7	-20.9	-25.7	-12.7	-27.7	20.2	-11.5	24.1
Durham Reg.	7.4	-17.3	-23.0	-5.3	-11.8	-7.9	-14.3	-0.5	-6.5	11.2	-3.3	20.4
Quebec	1.8	29.9	27.6	-5.8	-7.5	0.0	-1.7	-0.3	-8.8	3.3	-1.5	12.3
Hamilton	1.5	13.1	11.5	-6.9	-8.2	-2.9	-4.4	10.0	-5.6	8.2	-6.2	19.7
Waterloo Reg.	6.8	13.5	6.3	-2.2	-8.4	0.1	-6.2	-16.5	-18.6	13.0	-5.5	27.5
Halton Reg.	11.5	-4.2	-14.0	3.6	-7.0	2.2	-8.3	-4.8	-8.0	15.6	-3.6	25.6
Niagara Reg.	2.1	25.0	22.4	-0.4	-2.5	3.6	1.5	10.2	0.2	6.8	-4.4	3.2
Surrey	8.0	8.8	0.7	-9.1	-15.9	-6.3	-13.2	26.2	-10.9	29.4	-16.5	n.a.
Longueuil	2.4	-18.4	-20.3	-12.3	-14.3	-13.4	-15.4	-3.7	-8.8	-2.3	4.9	9.3
Halifax Reg.	85.7	8.9	-41.3	4.2	-43.9	5.3	-43.3	-45.5	-47.7	25.3	48.2	-16.2
Laval	5.1	-5.9	-10.5	-8.2	-12.7	-7.8	-12.3	-21.5	-17.4	7.8	-2.5	21.0
London	4.2	2.8	-1.3	10.2	5.8	9.1	4.7	-11.5	-6.0	13.4	-8.1	23.7
Gatineau-Metro	9.0	5.3	-3.4	1.5	-6.8	2.4	-6.0	-3.0	-12.9	6.7	2.1	3.2

Notes:

- (1) Violent crimes include crimes such as homicide & attempts, assaults, sexual offences, abduction, robbery and other crimes against the person under the Criminal Code.
- (2) Non-violent crimes include crimes against property and other non-traffic Criminal Code offences.
- (3) Sum of (1) and (2)
- (4) Crime Severity Index (CSI). The CSI for violent crime covers all the crimes against the person, and the CSI for non-violent crime covers all other Criminal Code and Federal Statutes offences.

Source: Website for Canadian Centre for Justice Statistics, Statistics Canada (ccjsccsj.statcan.ca).



Appendix

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

2009		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot Non-		Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Traf CC
						Tot CC	Traf CC								
11	103,419	1024	3158	1679	199	6060	5861	75.7	26.3	86.5	52.2	9.9	30.5	16.2	56.7
12	102,851	1225	3645	1855	162	6887	6725	66.4	34.8	87.6	55.1	11.9	35.4	18.0	65.4
13	143,767	1205	3473	1412	139	6229	6090	73.2	29.0	82.1	50.0	8.4	24.2	9.8	42.4
14	154,978	2604	8803	2924	383	14714	14331	66.2	27.8	84.2	46.3	16.8	56.8	18.9	92.5
22	207,836	1806	7127	2641	333	11907	11574	74.2	35.0	84.5	52.4	8.7	34.3	12.7	55.7
23	168,213	1975	5730	2168	193	10066	9873	63.4	27.8	80.6	46.5	11.7	34.1	12.9	58.7
31	195,837	3063	6534	3840	315	13752	13437	70.1	28.1	83.3	53.4	15.6	33.4	19.6	68.6
32	250,612	2047	8990	2421	176	13634	13458	63.6	27.8	74.6	41.6	8.2	35.9	9.7	53.7
33	204,601	1271	5181	1532	148	8132	7984	73.6	33.7	81.7	49.2	6.2	25.3	7.5	39.0
41	179,596	2424	6595	3417	317	12753	12436	70.3	32.2	87.7	54.9	13.5	36.7	19.0	69.2
42	285,581	1968	5104	2341	321	9734	9413	64.5	30.3	77.0	49.1	6.9	17.9	8.2	33.0
43	217,033	2397	6693	4075	278	13443	13165	74.5	33.4	86.8	57.4	11.0	30.8	18.8	60.7
51	94,738	1996	6935	2409	152	11492	11340	66.6	34.1	83.1	50.2	21.1	73.2	25.4	119.7
52	42,527	1640	8403	3311	209	13563	13354	63.5	33.0	87.9	50.3	38.6	197.6	77.9	314.0
53	187,904	1325	6720	1601	119	9765	9646	68.5	24.4	70.1	38.0	7.1	35.8	8.5	51.3
54	140,562	1654	4504	2361	273	8792	8519	79.1	35.9	87.6	58.6	11.8	32.0	16.8	60.6
55	122,178	1827	5525	2376	151	9879	9728	69.6	34.3	86.9	53.8	15.0	45.2	19.4	79.6
Field Total	2,802,233	31451	103120	42363	3868	180802	176934	69.3	30.9	83.6	50.4	11.2	36.8	15.1	63.1

Notes:

* All statistics are based on 2004 revised divisional boundaries.

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

2008	DIV	Pop@	Number of Crimes					% Crimes Cleared			Rates (Occurrences/1000 Pop)					
			Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Traf CC
	11	102,457	1157	3342	2219	196	6914	6718	72.9	31.1	89.5	57.6	11.3	32.6	21.7	65.6
	12	101,895	1380	3892	1966	190	7428	7238	70.7	34.6	86.3	55.5	13.5	38.2	19.3	71.0
	13	142,430	1288	3439	1560	172	6459	6287	71.4	25.7	82.9	49.3	9.0	24.1	11.0	44.1
	14	153,537	2595	7780	3090	443	13908	13465	68.8	29.8	86.2	50.3	16.9	50.7	20.1	87.7
	22	205,903	1859	7056	2719	358	11992	11634	72.1	35.9	85.3	53.3	9.0	34.3	13.2	56.5
	23	166,649	1843	5451	2119	203	9616	9413	66.7	23.9	79.5	44.8	11.1	32.7	12.7	56.5
	31	194,016	3192	6929	4246	265	14632	14367	72.3	31.5	83.7	56.0	16.5	35.7	21.9	74.1
	32	248,282	2036	9307	2689	223	14255	14032	66.1	32.1	81.9	46.6	8.2	37.5	10.8	56.5
	33	202,698	1371	5150	1717	231	8469	8238	70.1	35.6	83.0	51.2	6.8	25.4	8.5	40.6
	41	177,926	2186	7237	3692	333	13448	13115	68.7	36.0	88.4	56.2	12.3	40.7	20.8	73.7
	42	282,925	1917	5869	2654	346	10786	10440	60.8	31.6	80.3	49.3	6.8	20.7	9.4	36.9
	43	215,015	2596	6983	3636	343	13558	13215	72.8	38.9	86.6	58.7	12.1	32.5	16.9	61.5
	51	93,857	2060	6825	2533	113	11531	11418	64.6	37.1	84.1	52.5	21.9	72.7	27.0	121.7
	52	42,131	1758	8553	4640	176	15127	14951	66	38.3	90.3	57.7	41.7	203.0	110.1	354.9
	53	186,157	1515	7332	1831	131	10809	10678	69.8	29.6	76.1	43.2	8.1	39.4	9.8	57.4
	54	139,255	1731	4214	2366	299	8610	8311	80.2	36.4	88.2	60.3	12.4	30.3	17.0	59.7
	55	121,042	1933	6383	2386	127	10829	10702	71.9	39.9	85.6	55.9	16.0	52.7	19.7	88.4
	Field Total	2,776,175	32417	105742	46063	4149	188371	184222	69.7	33.7	85.1	52.9	11.7	38.1	16.6	66.4

Notes:

* All statistics are based on 2004 revised divisional boundaries.
 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.
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Statistics* Summary - Population, Crime and Crime Clearance by Division

2005	DIV	Pop@	Number of Crimes					% Crimes Cleared				Rates (Occurrences/1000 Pop)				
			Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Traf CC
	11	103,346	1172	3781	1856	260	7069	6809	73	27.7	84.5	51.0	11.3	36.6	18.0	65.9
	12	99,776	1511	3748	2232	242	7733	7491	74.3	37.4	86.6	59.5	15.1	37.6	22.4	75.1
	13	144,746	1610	3838	1779	160	7387	7227	75.5	29.6	82.3	52.8	11.1	26.5	12.3	49.9
	14	157,122	2665	9010	3107	334	15116	14782	69.3	28.3	82.3	47.0	17.0	57.3	19.8	94.1
	22	198,502	1815	7383	3057	352	12607	12255	73.6	31.5	82.6	50.5	9.1	37.2	15.4	61.7
	23	167,797	1956	6061	2265	238	10520	10282	65.2	34.0	79.2	49.9	11.7	36.1	13.5	61.3
	31	197,516	3403	7419	4628	270	15720	15450	70	31.4	82.4	55.2	17.2	37.6	23.4	78.2
	32	219,387	1941	9078	3346	292	14657	14365	68.1	32.3	79.0	48.0	8.8	41.4	15.3	65.5
	33	196,662	1554	5428	1935	203	9120	8917	73.8	33.7	76.2	49.9	7.9	27.6	9.8	45.3
	41	177,285	2709	7189	4814	357	15069	14712	71.4	37.2	83.5	58.6	15.3	40.6	27.2	83.0
	42	258,830	2199	7430	2568	279	12476	12197	63.2	32.9	73.0	46.8	8.5	28.7	9.9	47.1
	43	208,519	2531	7303	3059	296	13189	12893	64.8	35.1	79.3	51.4	12.1	35.0	14.7	61.8
	51	91,821	2120	7054	2946	151	12271	12120	72.4	34.0	88.9	54.1	23.1	76.8	32.1	132.0
	52	33,113	1834	8426	7177	178	17615	17437	69.2	38.0	82.8	59.7	55.4	254.5	216.7	526.6
	53	177,838	1404	7049	1571	137	10161	10024	76	30.5	75.6	43.9	7.9	39.6	8.8	56.4
	54	143,367	1739	4543	2246	214	8742	8528	80.4	43.4	88.4	62.8	12.1	31.7	15.7	59.5
	55	122,527	2181	6801	2382	192	11556	11364	73.6	40.0	87.4	56.4	17.8	55.5	19.4	92.7
	Field Total	2,698,153	34344	111541	50968	4155	201008	196853	70.9	33.8	82.2	52.8	12.7	41.3	18.9	73.0

Notes:

* All crime statistics are based on 2004 revised divisional boundaries.
 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.
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 @ Population estimates based on projections from Toronto Urban Development Services.



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

2003	DIV	Pop@	Number of Crimes					% Crimes Cleared			Rates (Occurrences/1000 Pop)					
			Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Traf CC
	11	101,653	1330	4015	1857	227	7429	7202	71.6	24.9	84.2	48.8	13.1	39.5	18.3	70.8
	12	97,685	1699	3965	2523	261	8448	8187	75.6	31.6	86.6	57.7	17.4	40.6	25.8	83.8
	13	141,712	1551	4688	1898	161	8298	8137	72.6	32.3	82.7	51.7	10.9	33.1	13.4	57.4
	14	153,356	2886	9363	2788	355	15392	15037	65.3	23.9	82.5	42.7	18.8	61.1	18.2	98.1
	22	197,217	1859	8070	2950	365	13244	12879	61.7	25.3	76.0	42.2	9.4	40.9	15.0	65.3
	23	164,280	2305	7642	2746	220	12913	12693	63.3	25.7	80.3	44.4	14.0	46.5	16.7	77.3
	31	193,376	2738	7577	3625	446	14386	13940	70.9	27.7	83.8	50.8	14.2	39.2	18.7	72.1
	32	214,789	1883	8489	2627	279	13278	12999	65.2	30.9	77.6	45.3	8.8	39.5	12.2	60.5
	33	192,540	1334	6172	1823	204	9533	9329	78.3	28.0	84.7	46.3	6.9	32.1	9.5	48.5
	41	244,537	3543	11210	4951	492	20196	19704	68.4	34.6	81.7	52.5	14.5	45.8	20.2	80.6
	42	387,471	3682	11146	4348	420	19596	19176	64.1	25.7	80.8	45.6	9.5	28.8	11.2	49.5
	51	70,077	2728	7851	3603	214	14396	14182	70.9	32.1	86.5	53.4	38.9	112.0	51.4	202.4
	52	77,900	1829	9342	5147	142	16460	16318	64.7	32.5	85.1	52.7	23.5	119.9	66.1	209.5
	53	148,450	1386	7596	1534	163	10679	10516	70.4	24.7	77.4	38.4	9.3	51.2	10.3	70.8
	54	140,362	1642	4687	1954	208	8491	8283	75	28.5	85.0	51.0	11.7	33.4	13.9	59.0
	55	120,264	2045	6161	2034	230	10470	10240	74.5	32.7	83.7	51.2	17.0	51.2	16.9	85.1
	Field Total	2,645,668	34457	118009	46413	4387	203266	198879	68.8	28.8	82.5	48.3	13.0	44.6	17.5	75.2

Notes:

* All crime 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.
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 @ Population estimates based on projections from Toronto Urban Development Services.



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

2000		Number of Crimes						% Crimes Cleared				Rates (Occurrences/1000 Pop)			
DIV	Pop@	Viol	Prop	OCC	Traf	Tot Non-		Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC
						Tot CC	Traf CC								
11	98,650	1347	3615	1913	188	7063	6875	76.2	24.2	85.3	51.4	13.7	36.6	19.4	69.7
12	94,799	1772	3594	2471	210	8047	7837	82.4	34.2	88.6	62.3	18.7	37.9	26.1	82.7
13	137,526	1578	4370	1649	162	7759	7597	77.4	20.5	81.4	45.5	11.5	31.8	12.0	55.2
14	148,826	3138	9011	3573	404	16126	15722	75.3	28.5	86.5	51.0	21.1	60.5	24.0	105.6
22	191,391	1778	7451	3212	416	12857	12441	76.7	21.8	85.9	46.2	9.3	38.9	16.8	65.0
23	159,427	2213	7690	2175	304	12382	12078	70.9	26.8	77.6	44.0	13.9	48.2	13.6	75.8
31	187,664	2925	7633	2889	265	13712	13447	73.1	21.5	80.4	45.4	15.6	40.7	15.4	71.7
32	208,444	1777	8299	2823	216	13115	12899	71	26.0	80.9	44.2	8.5	39.8	13.5	61.9
33	186,853	1368	5467	1417	143	8395	8252	78	31.4	84.3	48.2	7.3	29.3	7.6	44.2
41	237,314	3839	10120	4111	575	18645	18070	71.7	29.3	85.8	51.2	16.2	42.6	17.3	76.1
42	376,025	4102	11136	3910	344	19492	19148	76.3	55.4	84.4	65.8	10.9	29.6	10.4	50.9
51	68,007	2971	8924	4481	183	16559	16376	66.7	33.5	89.0	54.7	43.7	131.2	65.9	240.8
52	75,599	1746	9599	5327	98	16770	16672	63.2	28.9	91.3	52.4	23.1	127.0	70.5	220.5
53	144,064	1308	7311	1555	173	10347	10174	72.9	29.0	74.2	41.5	9.1	50.7	10.8	70.6
54	136,215	1724	3884	1730	170	7508	7338	74.9	21.7	81.3	48.2	12.7	28.5	12.7	53.9
55	116,711	2197	6595	2178	241	11211	10970	78.6	27.9	82.5	48.9	18.8	56.5	18.7	94.0
Field Total	2,567,515	35787	114699	45419	4092	199997	195905	73.8	30.1	84.9	50.8	13.9	44.7	17.7	76.3

Notes:

* All crime 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.
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II. YOUTH CRIME

Concern about youth, crime, and 'disrespectful' attitudes has been common throughout history. Nevertheless, this should not minimise the concern and effects of violence and crime by youth in our society nor should it be allowed to act as an easy response and explanation for not taking action. The search for solutions to this social problem demands a commitment to develop a comprehensive response strategy that will address both the individual and systemic factors contributing to this phenomenon. The Service's community policing and community mobilization provides the necessary approach for reaching 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; youth crime statistics also do not take into account repeat offending. Third, it is believed that only a portion of youth crime is actually reported to police.
- 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.
- National youth crime statistics showed that, in 2008, 71,901 Canadian youths were charged with a non-traffic criminal incident and a further 97,846 youths were arrested and cleared otherwise. The 2008 national youth charge rate was 32.6, down 23.3% from 42.5 in 1999.
- In Toronto in 2009, 6,999 young persons were arrested for all types of *Criminal Code* offences, down 5.1% from 2008 and 10.6% from 2005.
- Compared to five years ago in 2005, the number of youths arrested in 2009 for a violent offence decreased 15.1%. The number of youths arrested for a property crime or other *Criminal Code* offence also decreased 8.8% and 13.2%, respectively.
- For every 100 youths arrested for *Criminal Code* offences in 2008, on average, 72 were male and 28 were female, compared to 2005 when 77 were male and 22 were female. Notwithstanding year-to-year variation, the number of youths arrested over the past five years, indicated an overall decreasing trend for both young females and young males.
- In 2009, on average, 60.6 of every 1,000 male young persons in Toronto were arrested for a *Criminal Code* offence, including 18.0 arrested for a violent crime, 22.5 for a property crime, and 20.1 for other *Criminal Code* offences. Male youths had an arrest rate of more than three times that of female youths. The overall charge rate for youths was almost double that for adults.



- The total number of crimes reported as occurring on school premises in 2009 decreased 11.9% from 2008. Crimes occurring on school premises decreased 15.8% from five years ago in 2005. Thefts and assaults were generally the most frequently occurring offences.
- In 2009, a total of 695 youths were charged with drug-related offences, compared to 773 youths in 2008 and 676 youths in 2005. The youth charge rate for drug offences was 3.5 per 1,000 youths in 2009, compared to 3.9 in 2008 and 3.5 in 2005.

A. A PERSPECTIVE ON YOUTH CRIME

Community perception of youth crime and, in particular, youth violence, is largely influenced by the media saturation of the violent actions of often only a very few young persons. The actual extent of youth crime in Canada and Toronto – historically defined by the number of *Criminal Code* charges laid against young people aged 12-17 years and, more recently, defined as the number of youths accused of a crime – is discussed later in this chapter.

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 accused of criminal activities, not the actual level of crime involving young offenders; youth crime statistics also do not take into account repeat offending. 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.

Most experts on the subject of youth crime, however, strongly caution against viewing all youth as potential criminals. In 2009, the 8,262 youths arrested for *Criminal Code* offences in Toronto represented about 4.2% of the youth population (198,835). Just over 1 in 100 youths (11.3 per 1,000 youths) were arrested for a violent criminal offence.

According to the Centre for Addiction and Mental Health's 2009 Ontario Student Drug Use and Health Survey Highlights (OSDUHS), the most commonly used drug in the past year was alcohol: 58.2% of students reported using alcohol during the 12 months prior to the survey. Cannabis was the next most common used drug – 25.6% reported using in the past year. Between 2007 and 2009, there was little change in drug usage among students in Grades 7 to 12. However, the OSDUHS observed that drug use was more likely to occur as grade level increased. There was a distinct pattern of increased drug use from Grades 7 to 8, from Grades 8 to 9, and from Grades 10 to 11.³⁵ Similarly, the Centre for Addiction and Mental Health's 2007 OSDUHS found that during the 12 months before the survey, 13% of students engaged in delinquent behaviour (defined as 3 or more of 11 possible acts), 11% had assaulted someone at least once, and 9% carried a weapon (such as a knife or gun).³⁶ Unlike general crime statistics that 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. This method counts the number of *Criminal Code* offences that result in the

³⁵ Paglia-Boak, A., Mann, R.E., Adlaf, E.M., Rehm, J. (2009) *OSDUHS Highlights – Drug Use Among Ontario Students 1977 – 2009*, Centre for Addiction and Mental Health Research Document Series, pgs. 6, 8, 28.

³⁶ Adlaf, E., Paglia-Boak, A., Deitchman, J. H. & Wolfe, D. (2007). *OSDUHS Highlights - The Mental Health and Well-Being of Ontario Students 1991 – 2007*, Centre for Addiction and Mental Health Research Document Series No. 23, p. 12.



arrest/accusation of a young person, rather than the number of *Criminal Code* offences actually committed by a young person or group of young persons. Counting youths accused of a criminal offence, whether charged or cleared otherwise, is used because it is the most accurate way to categorise an offence as a youth crime.

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 actual level of youth criminal activity. Second, the increasing use of alternative measures, specifically police discretion and pre-charge disposition, will 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 in the enumeration of youth crime. In the absence of a more exact system of enumeration, this method is the most reliable indicator for the volume of youth crime and trend analysis.

B. YOUTH CRIMINAL JUSTICE ACT

The *Youth Criminal Justice Act* (YCJA), which came into effect on April 1st, 2003, 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 through diversion programs. It accomplishes this by creating the presumption that extrajudicial sanctions, rather than court proceedings, will be used for non-violent first offenders by *requiring* police officers to consider 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. The Act establishes the principle that extrajudicial measures are often the most appropriate approach to rehabilitate young offenders, and provides that non-judicial measures are not restricted to first-time offenders.

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 the total of youths formally charged with a criminal offence(s) and youths 'cleared otherwise' to measure and report youth criminal activity in Canada.^{37,38,39} Statistics from the Canadian Centre for Justice Statistics showed that, in 2008, 71,901 Canadian youths, aged 12-17 years, were charged with a non-traffic

³⁷ Due to changes in the measuring and reporting of youth crime activity by Statistics Canada, national youth crime data for 1997 to 2006 have been restated 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 differ from data in previous Scans.

³⁸ 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).

³⁹ According to Statistics Canada, youth crime is likely still understated, as some Canadian police services do not maintain records for all youths cleared otherwise.



criminal incident and a further 97,846 youths were accused but not charged.^{40,41} In total, 169,747 youths were accused of a non-traffic *Criminal Code* offence; an overall decrease of 4.3% from the 177,397 accused in 2007.

This one-year decrease in the total number of accused youths reflected a 4.9% decrease in the number of youths charged (from 75,630 in 2007 to 71,901 in 2008) and a 3.8% decrease in the number of youths cleared otherwise (from 101,767 in 2007 to 97,846 in 2008).⁴² It is interesting to note that this decrease in the number of youths cleared otherwise follows a general increasing trend, including a 34.0% increase between 2002 and 2003 when the *Youth Criminal Justice Act* came into effect and when, for the first time, the number of youths cleared otherwise exceeded the number of youths charged.

Compared to 1999, the number of youths accused in 2008 increased 6.8% from the 158,883 in 1999.⁴³ In 1999, 62.5% of youths were charged with a non-traffic *Criminal Code* offence, compared to only 42.3% of youths charged in 2008. The number of youths 'not charged' increased 64.3%, from 59,565 in 1999 to 97,846 in 2008.

Over the past decade, the total national youth crime rate – the total number of youths accused of non-traffic *Criminal Code* offences per 1,000 youth population – increased about 13.4% from 67.8 youths per 1,000 population in 1999 to 76.9 youths per 1,000 population in 2008 (Figure 2.1).

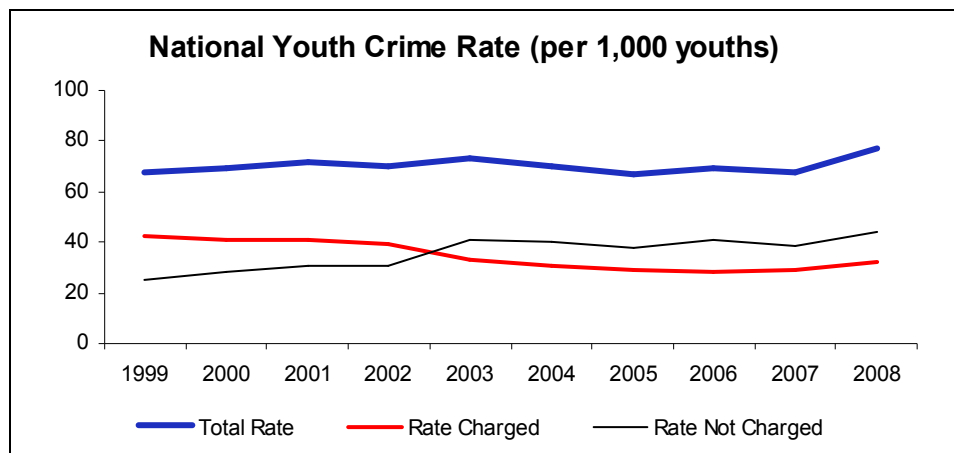


Figure 2.1

Source: Statistics Canada

The youth charge rate – the total number of youths charged with a non-traffic *Criminal Code* offence per 1,000 youth population – followed a general decline; decreasing 23.3%, from 42.5 youths per 1,000 population in 1999 to 32.6 youths per 1,000 population in 2008. The rate of youths not charged or cleared otherwise, generally increased over the past decade. The rate of youth not charged increased 74.1%, from 25.5 youths per 1,000 populations in 1999 to 44.4 youths in 2008.

⁴⁰ Crime statistics from Statistics Canada are usually delayed by one year; 2008 crime statistics were the most recent available at the time of writing

⁴¹ Wallace, M. (2008). Police-Reported Crime Statistics in Canada 2008. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), Catalogue no. 85-002-X, Vol. 29, no. 3. p. 31, 33.

⁴² Ibid.

⁴³ *Canadian Crime Statistics 1999, Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), Catalogue No. 85-205-XIE, pg.15, 16. (Retrieved from www.ccjcsccj.statcan.gc.ca)



As noted previously, from 1999 to 2008 the rate of youths per 1,000 youth population charged with a *Criminal Code* offence decreased by 23.3%. In 2008, youth accounted for about 14.6% of the total number of persons charged with non-traffic *Criminal Code* offences, down from 15.7% in 1999.

Youth Crime Severity Index:

As discussed previously in the Crime Trends chapter, the new Crime Severity Index (CSI) developed by Statistics Canada provides another measure of crime by taking into account the relative seriousness of individual offences, as reflected by the sentences passed by the court. Each crime is assigned a weight depending on its seriousness. As a result, serious crimes have more impact on fluctuations in the index. This addresses a very basic criticism of the crime rate, which treats all crimes as being equal, irrespective of their seriousness and impact on the public's perception of safety.⁴⁴

Table 2.1 shows the overall Crime Severity Index for each province and nationally, as well as the Youth Crime Severity Index, the Youth Violent Crime Severity Index, and the Youth Non-Violent Crime Severity Index.^{45, 46}

As can be seen, in 1999, the Youth CSIs generally tended to be lower than the overall CSI, while in 2008, the Youth CSIs tended to be higher than the overall CSI. The exceptions to this general tendency in 2008 were Quebec and British Columbia, where the Youth CSIs were lower than the overall Index.

All three of Ontario's Youth CSIs were lower than those for Canada as a whole in 1999, however, in 2008, Ontario's Youth Violent CSI was higher than the national Youth Violent CSI. While all three of Ontario's Youth CSIs showed an increase over the ten-year period, the Youth CSI and the Youth Non-Violent CSI remained among the lowest; Ontario's Youth Violent CSI went from fifth highest among the provinces to fourth highest over this period.

⁴⁴ While crime rates (in terms of the number of crimes per a specific size of population) are by tradition the standardized measure for comparison, there is recognition that crime rates do not factor in the nature or severity of crime, thus do not reflect the true level of crime. For this reason, in 2006, the Canadian Centre for Justice Statistics of Statistics Canada initiated a project to develop a new measure for crime comparison, the Crime Severity Index. The Crime Severity Index takes into account both the number of crimes and the severity of the offence in terms a weight reflecting the incarceration rate and length of sentence.

⁴⁵ The Youth Crime Severity Indices are available at the provincial and national levels only; the Crime Severity Index itself is available by municipality, as provided in the Crime Trends chapter.

⁴⁶ *Crime Severity Index and Weighted Clearance Rates by Police Services, Annual*. Statistics Canada. (Retrieved from www.cjjsccsj.statcan.gc.ca)



Table 2.1
Overall Crime Severity Index and Youth Crime Severity Indices

2008	Overall CSI	Youth CSI	Youth Violent CSI	Youth Non-Violent CSI
Canada	90.4	95.2	95.9	94.7
Ontario	70.7	89.2	100.6	80.7
Newfoundland	71.8	102.3	73.2	124.2
Nova Scotia	84.1	132.2	123.8	138.5
Prince Edward Is.	68.3	69.8	50.7	84.1
New Brunswick	71.7	100.3	74.6	119.5
Quebec	83.2	62.5	67.3	58.8
Manitoba	129.0	177.2	194.3	164.4
Saskatchewan	153.1	257.0	200.4	299.3
Alberta	112.0	110.9	99.0	119.7
British Columbia	120.9	71.4	68.6	73.5
1999	Overall CSI	Youth CSI	Youth Violent CSI	Youth Non-Violent CSI
Canada	111.2	100.6	87.0	110.8
Ontario	92.3	86.8	81.2	90.9
Newfoundland	69.2	94.1	59.4	120.1
Nova Scotia	104.6	100.9	68.0	125.5
Prince Edward Is.	79.0	53.3	34.7	67.3
New Brunswick	90.0	94.6	68.3	114.2
Quebec	104.3	77.5	75.0	79.5
Manitoba	152.6	164.4	152.7	173.2
Saskatchewan	167.3	196.8	134.9	243.2
Alberta	118.8	121.6	96.5	140.4
British Columbia	155.8	111.2	93.7	124.4

Source: Statistics Canada

D. YOUTH CRIME IN TORONTO^{47, 48}

Number of Youths Arrested:

During 2009, a total of 49,975 persons were arrested for non-traffic *Criminal Code* offences in Toronto, including 6,999 young persons aged 12-17 years and 42,976 adults. Youths accounted for 14.0% of the total number of persons arrested in 2009, but represented only 9.3% of the population 12 years of age and older. The total number of youths arrested for *Criminal Code* offences in 2009 decreased 5.1% from the 7,374 youths arrested in 2008, and decreased 10.6% from the 7,832 youths arrested in 2005. In comparison, the total number of adults arrested for *Criminal Code* offences in 2009 decreased only 1.8% from the 43,763 adults arrested in 2008, and only decreased 2.2% from the 43,921 adults arrested 2005. Figure 2.2 shows the number of young persons and adults arrested over the past five years.

⁴⁷ Due to changes in Service data systems and extraction procedures, all arrest data for 2005 to 2008 have been recalculated to allow fair comparison and may differ from data in previous Scans. Examination of arrest data is based on five years.

⁴⁸ The use of the term 'arrested' in this section means all persons arrested for a criminal offence and/or charged with a criminal offence but not formally arrested (e.g. charged by Summons).

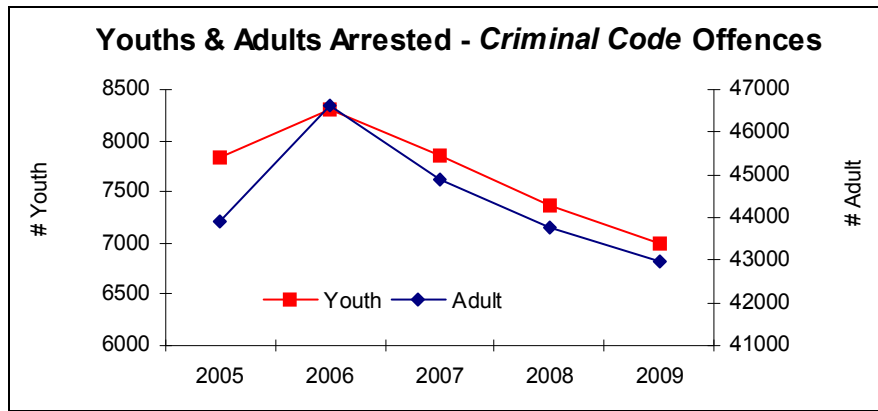


Figure 2.2

Source: TPS Database

The number of youths arrested for a violent offence in 2009 decreased 15.1% from 2005 (2,242 youth in 2009 from 2,641 youth in 2005); the number of youths arrested for a property crime or other *Criminal Code* offence decreased 8.8% and 13.2%, respectively. Compared to 2008, the number of youths arrested in 2009 decreased 7.3%.

As was discussed in relation to national youth crime, not all youths arrested in Toronto for a *Criminal Code* offence were formally charged. The number and proportion of youths arrested but not charged has tended to a slight increase over the past five years (Figure 2.3). In 2009, 7.6% of violent offences, 43.1% of property offences, and 8.9% of other *Criminal Code* offences were cleared otherwise.

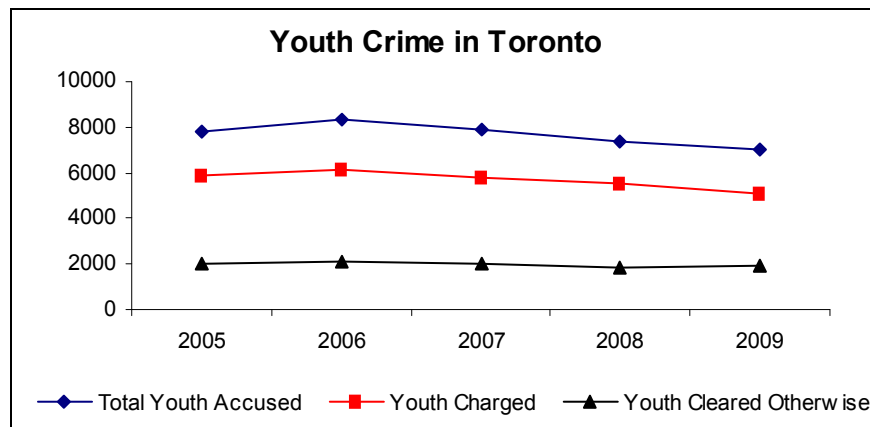


Figure 2.3

Source: TPS Database

For the purpose of this chapter, youth crime in Toronto will reflect the total number and rate of youth accused of a non-traffic *Criminal Code* offence whether the youth was charged or cleared otherwise.



Table 2.2 shows a breakdown of youths as a proportion of total persons arrested by the major categories of *Criminal Code* offences.⁴⁹

Table 2.2
Youths as a Proportion (%) of Total Persons Arrested

Year	Youths†	Violent	Property	Other CC	Total CC*
2005	7,832	15.4%	18.0%	12.8%	15.4%
2006	8,297	14.7%	18.5%	13.1%	15.5%
2007	7,849	15.9%	17.0%	12.5%	15.1%
2008	7,374	15.8%	17.0%	12.2%	14.9%
2009	6,999	13.6%	16.8%	11.6%	14.1%

† Actual persons arrested.

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

Source: TPS Database

In general, the proportion of youths by offence categories was much larger than their overall representation (9.3%) in the total population aged 12 years and over. Notwithstanding their general over-representation in the proportion of total persons arrested, in 2009, the overall proportion (total non-traffic *Criminal Code*) was lower than proportions reported in each of the previous four years. The same was also true for violent crimes, property crimes, and other *Criminal Code* offences.

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

In 2009, of the total actual number of young persons arrested for non-traffic *Criminal Code* offences, 5,038 were male and 1,961 were female. This meant that for every 100 youths arrested for non-traffic *Criminal Code* offences in 2008, on average, about 72 were male and 28 were female, compared to 2005 when 77 were male and 22 were female. Notwithstanding considerable year-over-year variation, trend lines (dashed lines in the chart below) applied against the number of male and female youths arrested over the past five years, indicated a decreasing trend for both male and female youths (Figure 2.5).

⁴⁹ 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.

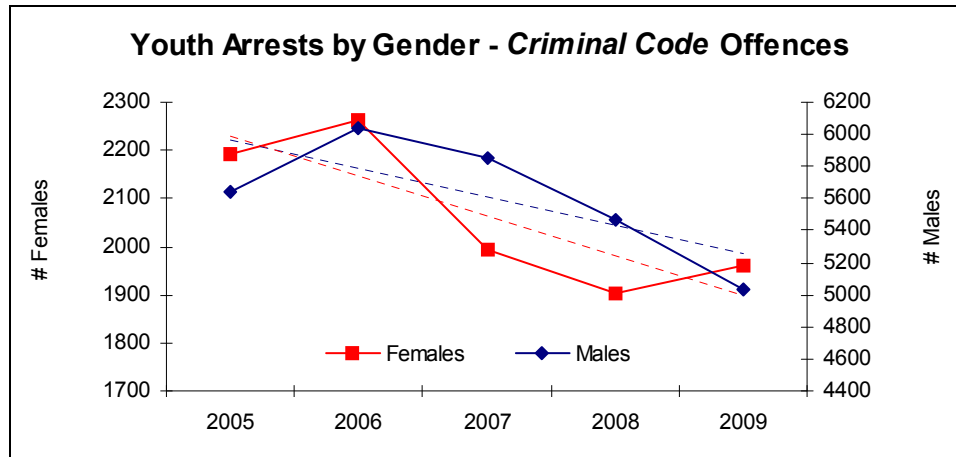


Figure 2.4

Source: TPS Database

Table 2.3 shows the change in number of youths arrested, broken down by gender and offence category.

Table 2.3
% Change in Number of Youths Arrested for Non-Traffic Criminal Code and Drug Offences

	Violent	Property	Other CC	Total CC*	Drug
2008-2009					
Male	-15.4%	-1.9%	-12.6%	-9.9%	-10.2%
Female	-18.6%	10.6%	-4.6%	0.9%	-9.2%
Total	-16.0%	-2.5%	-11.6%	-7.3%	-10.1%
2005-2009					
Male	-14.6%	-10.0%	-12.5%	-12.3%	5.1%
Female	-17.3%	-6.7%	-16.7%	-10.6%	-16.9%
Total	-15.1%	-8.8%	-13.2%	-11.8%	2.8%

* Based on the sum of the major offence categories, excluding traffic.

Source: TPS Arrest Database

Between 2008 and 2009, the number of arrests of young males decreased 9.9%, while arrests of young females increased only by a slight 0.9%. There was an overall decrease of 7.3% in the number of youths arrested. With the exception of females arrested for property crimes, which increased 10.6% from 2008, the number of arrests of young males and females decreased across all *Criminal Code* categories, as well as for drug offences.

Compared to five years ago, the number of male youths arrested for a *Criminal Code* offence decreased 12.3%, with a corresponding 10.6% decrease for female youths. Both male and female youths showed a decrease in arrests for violent crimes (-14.6% for males and -17.3% for females), for property crimes (-10.0% for males and -6.7% for females), and for other *Criminal Code* offences (-12.5% for males and -16.7% for females). In contrast, while female youths had a 16.9% decrease in arrests for drug offences, male youths had a 5.1% increase.



Table 2.4 shows the total number and proportion of male and female young offenders arrested for each of the major offence groups. Between 2005 and 2009, the proportion of males arrested for violent, other *Criminal Code*, and drug offences generally increased. By 2009, males accounted for just over 8 in 10 arrests for violent and other *Criminal Code* offences and over 9 in 10 arrests for drugs, but only just over 6 in 10 arrests for property offences. In contrast, between 2005 and 2009, the proportion of young females arrested for violent, other *Criminal Code*, and drug offences decreased, while the proportion arrested for property crimes increased. Overall, females, as a proportion of total young offenders, stayed at about 26% between 2005 and 2009.

Table 2.4
Number & Proportion (%) of Male and Female Young Offenders

	Violent	Property	Other CC	Total CC*	Drug
2005					
Male %	80.6%	63.0%	85.3%	74.4%	89.5%
Female %	21.5%	32.8%	14.9%	25.6%	10.0%
Youth Total	2,641	4,011	2,720	9,372	676
2009					
Male %	81.1%	62.2%	85.9%	74.1%	91.5%
Female %	18.9%	37.8%	14.1%	25.9%	8.5%
Youth Total	2,242	3,658	2,362	8,262	695

* Based on the sum of the major offence categories (includes multiple counts for multiple charges), excluding traffic

Source: TPS Arrest Database

Figure 2.5 shows the number of youths arrested by gender and age in 2009. Generally, the number of youths arrested, whether male or female, tended to increase with age, albeit at different rates. Between the ages of 12 and 17 years, the number of arrests for *Criminal Code* offences peaks at age 16 years for females and 17 years for males. It is interesting to note, however, that at age 14 years, females accounted for almost 3 in 10 youth arrests (27.6%), compared to age 17 where females accounted for just over 2 in 10 youth arrests (22.6%).

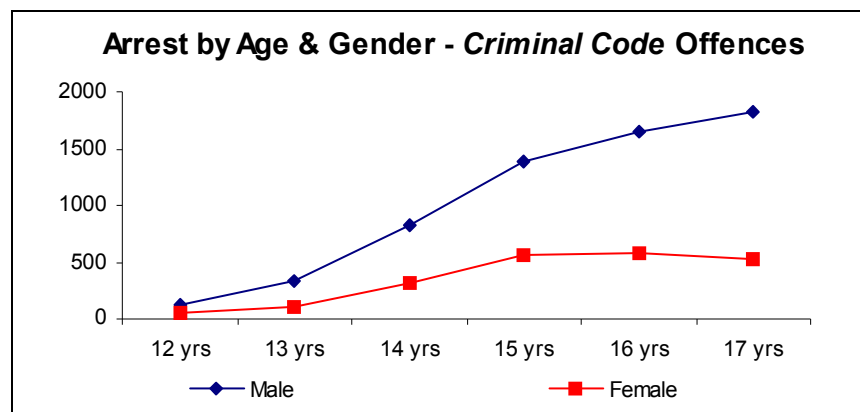


Figure 2.5

Source: TPS Database



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 2.5. 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 2.5
Number of Persons Arrested Per 1,000 Population**

Youth	Viol	Prop	OCC	Tot CC*	Drug
2005	13.7	20.7	14.1	48.4	3.5
2006	13.1	21.5	15.6	50.2	4.3
2007	14.0	18.9	14.1	47.0	3.8
2008	13.4	18.0	13.5	44.9	3.9
2009	11.3	18.4	11.9	41.6	3.5
Adult					
2005	7.1	8.9	9.0	24.9	2.4
2006	7.2	9.0	9.8	26.1	5.5
2007	7.0	8.7	9.3	24.9	2.8
2008	6.7	8.2	9.1	24.0	2.8
2009	6.6	8.4	8.4	23.4	2.6
% Change: Youth					
2008-2009	-16.1%	-2.3%	-11.7%	-7.4%	-10.0%
2005-2009	-17.4%	-11.3%	-15.5%	-14.2%	0.0%
% Change: Adult					
2008-2009	-0.4%	2.2%	-7.8%	-2.3%	-7.1%
2005-2009	-5.9%	-5.7%	-6.9%	-6.2%	8.0%

* Based on the sum of the major offence categories not including Traffic.

Source: TPS Database

In 2009, on average, 41.6 of every 1,000 young persons in Toronto were arrested for non-traffic *Criminal Code* offences, almost double the adult arrest rate (23.4).⁵⁰ The overall arrest rate for youths in 2009 decreased 7.4% from 2008 and 14.2% from the rate reported in 2005; the 2009 overall arrest rate for adults decreased 2.3% from the rate in 2008 and 6.2% from the rate reported five years ago.

Table 2.6 shows the arrest rates per 1,000 populations 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 2009, the overall arrest rate for male youths was more than three times the rate for female youths; the male youth arrest rate for

⁵⁰ Arrest rate shown reflects total *Criminal Code* based on the sum of the major crime categories, excluding traffic offences. Please refer to Footnote 12. Based on the total number of persons arrested (no duplication by major offence category) the arrest rate in 2009 was 35.2 and 20.0 for youths and adults, respectively; the youth arrest rate was, again, considerably higher than the adult arrest rate.



property crime was less than twice that for female youths, but for violent crime, was more than four times the female rate.

Table 2.6
Youth Arrest Rate - Number of Youths Arrested Per 1,000 Population

	Sex	Viol	Prop	OCC	Total CC*	Drug
2009	Male	18.0	22.5	20.1	60.6	6.3
	Female	4.3	14.1	3.4	21.9	0.6
	Total	11.3	18.4	11.9	41.6	3.5
2008	Male	21.2	22.9	22.9	67.1	7.0
	Female	5.4	12.9	3.6	21.8	0.7
	Total	13.4	18.0	13.5	44.9	3.9
2007	Male	22.5	23.8	23.7	70.1	6.9
	Female	5.0	13.7	4.0	22.7	0.6
	Total	14.0	18.9	14.1	47.0	3.8
2006	Male	20.1	27.1	25.8	73.0	7.6
	Female	5.7	15.6	4.8	26.1	0.8
	Total	13.1	21.5	15.6	50.2	4.3
2005	Male	21.4	25.4	23.3	70.1	6.1
	Female	5.5	15.8	4.3	25.5	0.8
	Total	13.7	20.7	14.1	48.4	3.5
Change (%)						
2008-2009	Male	-15.2%	-1.7%	-12.4%	-9.6%	-9.9%
	Female	-19.0%	10.1%	-5.1%	-0.4%	-9.2%
	Total	-16.1%	-2.3%	-11.7%	-7.4%	-10.0%
Change (%)						
2005-2009	Male	-15.9%	-11.4%	-13.9%	-13.6%	3.5%
	Female	-20.6%	-10.3%	-20.0%	-14.2%	-20.2%
	Total	-17.4%	-11.3%	-15.5%	-14.2%	0.0%

* Based on the sum of the major offence categories.

Source: TPS Database

Compared to 2008, in 2009, the youth arrest rate decreased across the major offence categories – the total non-traffic *Criminal Code* arrest rate decreased 7.4%, reflecting a 16.1% decrease in the arrest rate for violent offences, a 2.3% decrease in the arrest rate for property crimes, and an 11.7% decrease in the arrest rate for other *Criminal Code* offences. However, changes in the arrest rate differed between male and female youths. Female youths showed the only increase – arrest rate for property crimes (10.1%) – while the arrest rate of male youths showed a decrease in all categories.

Compared to 2005, the female youth arrest rate for overall crimes decreased 14.2%, compared to a somewhat smaller decrease for male youths (13.6%). Except for the increase in the male youth arrest rate for drugs, the youth arrest rates in all other major crime categories decreased for both males and females.



Figure 2.6 shows the youth charge rate, by offence category, since 2005. In 2009, the overall youth charge rate – the number of youths charged for non-traffic *Criminal Code* offences per 1,000 populations – was 41.6 per 1,000 youth population. In 2009, of the 41.6 youths per 1,000 population charged with a non-traffic *Criminal Code* offence, 18.4 were charged for property crimes, 11.9 for other *Criminal Code* offences, and 11.3 for violent crimes.

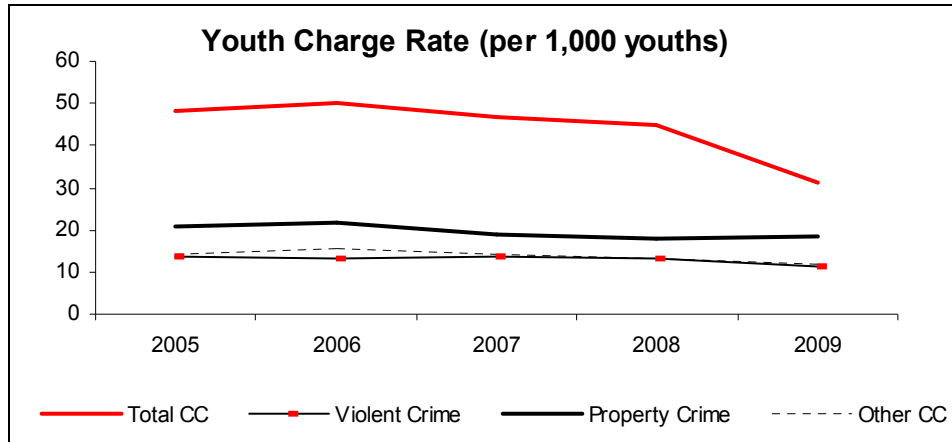


Figure 2.6

Source: Statistics Canada

E. CRIMES OCCURRING ON SCHOOL PREMISES

Children and youths generally spend a significant amount of their time in and around school premises. There is little doubt that crimes, and violent crimes in particular, occurring on school premises can create an unsafe environment and may have a serious negative impact on learning and other school activities. An enormous effort by the community, the school boards, and the police, is being devoted to making schools safer.

Table 2.7 shows a breakdown of various crimes occurring on school premises in Toronto over the past five years.⁵¹ Assaults and thefts were consistently the most common offences noted, accounting for about half of all crimes occurring on school premises.

⁵¹ 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 reported/detected 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.



Table 2.7
Crimes Occurring on School Premises

	2005	2008	2009	% Change	
				2008-2009	2005-2009
Assault	1166	1152	978	-15.1%	-16.1%
Sexual assault	106	147	176	19.7%	66.0%
Robbery	234	258	275	6.6%	17.5%
Harassment/Utter Threats	522	543	548	0.9%	5.0%
Weapons offences	235	229	177	-22.7%	-24.7%
B&E	277	196	169	-13.8%	-39.0%
Mischief	504	495	361	-27.1%	-28.4%
Theft	1093	935	800	-14.4%	-26.8%
Total	4,137	3,955	3,484	-11.9%	-15.8%

Source: TPS Database

In 2009, compared to 2008, increases were noted in sexual assaults, robberies, and harassment, while decreases occurred in the remaining crimes. Overall, crimes on school premises decreased 11.9%. There was also a considerable decline in number of crimes from 2005: compared to five years ago, overall crime decreased 15.8%, with notable decreases in break & enters, mischief, thefts, and weapons offences. There was, however, a significant increase in sexual assaults, and increases in robberies and harassment.

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, 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.

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 reliable 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 2.7 shows the number of youths, total and by gender, charged with drug-related offences over the past five years. A total of 695 youths were charged with drug-related offences in 2009, compared to 774 youths in 2008 and 677 youths in 2005.

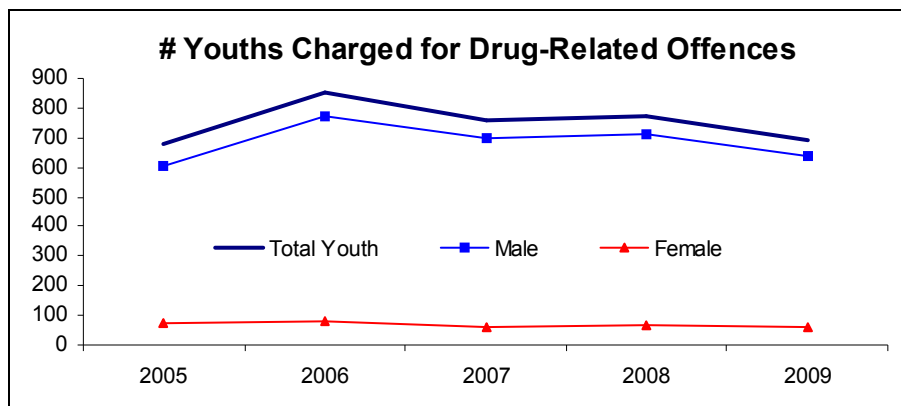


Figure 2.7

Source: TPS Database

In 2009, the number of youths charged with drug-related offences decreased 10.2% and increased 2.7% compared to 2008 and 2005 respectively, but remained well below the 852 youths arrested in 2006. Females accounted for about 8.5% of the youths arrested for drug offences in 2009 and the number of youths arrested for drugs, whether male or female, tended to increase with age. 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 youth charge rate for drug offences was 3.5 per 1,000 youths in 2009, compared to 3.9 in 2008 and 3.5 in 2005.

The information above on charges for drug-related offences does not indicate what drugs were involved. Findings from the Centre for Addiction and Mental Health's 2007 Ontario Student Drug Use Survey (OSDUHS) indicated that while alcohol, cannabis, and other drug use among Ontario students decreased or stayed stable, the misuse of prescription drugs may be a cause for concern.⁵² The survey found that more than one in five Ontario students reported using prescription opioid pain relievers for non-medical reasons and almost three in four (72%) reported obtaining the drugs from home. The misuse of prescription drugs is a trend that should be monitored.

⁵² Adlaf, et al. (2007).



Appendix

Persons Arrested by Age and Offence Number and Rate (per 1,000 populations)

Age Grp	Gender	Proj. Pop.	Number Persons Arrested				Persons Arrested/1000 pop			
			Viol	Prop	OCC	Tot CC*	Viol	Prop	OCC	Tot CC*
2009										
12-17	Male	101,983	1,818	2,274	2,028	6,120	18.0	22.5	20.1	60.6
	Female	97,852	424	1,384	334	2,142	4.3	14.1	3.4	21.9
	Total+	198,835	2,242	3,658	2,362	8,262	11.3	18.4	11.9	41.6
18&+	Male	999,034	12,097	13,134	15,053	40,284	12.1	13.1	15.1	40.3
	Female	1,150,241	2,185	4,919	2,927	10,031	1.9	4.3	2.5	8.7
	Total+	2,149,475	14,282	18,053	17,980	50,315	6.6	8.4	8.4	23.4
2008										
12-17	Male	101,242	2,149	2,319	2,321	6,789	21.2	22.9	22.9	67.1
	Female	97,345	521	1,251	350	2,122	5.4	12.9	3.6	21.8
	Total+	198,587	2,670	3,570	2,671	8,911	13.4	18.0	13.5	44.9
18&+	Male	989,026	12,074	13,052	16,188	41,314	12.2	13.2	16.4	41.8
	Female	1,136,743	2,112	4,420	3,099	9,631	1.9	3.9	2.7	8.5
	Total+	2,125,769	14,186	17,472	19,287	50,945	6.7	8.2	9.1	24.0
2007										
12-17	Male	101,537	2,288	2,419	2,408	7,115	22.5	23.8	23.7	70.1
	Female	96,851	489	1,327	386	2,202	5.0	13.7	4.0	22.7
	Total+	198,388	2,777	3,746	2,794	9,317	14.0	18.9	14.1	47.0
18&+	Male	979,266	12,554	13,328	16,426	42,308	12.8	13.6	16.8	43.2
	Female	1,123,547	2,103	4,922	3,125	10,150	1.9	4.4	2.8	9.0
	Total+	2,102,813	14,657	18,250	19,551	52,458	7.0	8.7	9.3	24.9
2006										
12-17	Male	101,870	2,045	2,756	2,633	7,434	20.1	27.1	25.8	73.0
	Female	96,370	545	1,508	462	2,515	5.7	15.6	4.8	26.1
	Total+	198,240	2,590	4,264	3,095	9,949	13.1	21.5	15.6	50.2
18&+	Male	969,750	12,816	13,658	16,998	43,472	13.2	14.1	17.5	44.8
	Female	1,110,645	2,174	5,146	3,467	10,787	2.0	4.6	3.1	9.7
	Total+	2,080,395	14,993	18,804	20,465	54,262	7.2	9.0	9.8	26.1
2005										
12-17	Male	99,457	2,128	2,528	2,319	6,975	21.4	25.4	23.3	70.1
	Female	94,002	513	1,483	401	2,397	5.5	15.8	4.3	25.5
	Total+	193,459	2,641	4,011	2,720	9,372	13.7	20.7	14.1	48.4
18&+	Male	960,257	12,421	13,431	15,592	41,444	12.9	14.0	16.2	43.2
	Female	1,097,217	2,105	4,897	2,886	9,888	1.9	4.5	2.6	9.0
	Total+	2,057,474	14,526	18,328	18,478	51,332	7.1	8.9	9.0	24.9

* Based on the sum of the major offence categories, not including Traffic.
 +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

2008-2009 Change (%)

Age Grp	Gender	Proj. Pop.	Number Persons Arrested				Persons Arrested/1000 pop			
			Viol	Prop	OCC	Tot CC*	Viol	Prop	OCC	Tot CC*
12-17	Male	-0.3%	-15.4%	-1.9%	-12.6%	-9.9%	-15.2%	-1.7%	-12.4%	-9.6%
	Female	0.5%	-18.6%	10.6%	-4.6%	0.9%	-19.0%	10.1%	-5.1%	-0.4%
	Total+	0.1%	-16.0%	-2.5%	-11.6%	-7.3%	-16.1%	-2.3%	-11.7%	-7.4%
18&+	Male	1.0%	0.2%	0.6%	-7.0%	-2.5%	-0.8%	-0.4%	-7.9%	-3.5%
	Female	1.2%	3.5%	-11.3%	-5.6%	4.2%	2.2%	10.0%	-6.7%	-2.9%
	Total+	1.1%	0.7%	3.3%	-6.8%	-1.2%	-0.4%	2.2%	-7.8%	-2.3%

Five Years

2005-2009 Change (%)

Age Grp	Gender	Proj. Pop.	Number Persons Arrested				Persons Arrested/1000 pop			
			Viol	Prop	OCC	Tot CC*	Viol	Prop	OCC	Tot CC*
12-17	Male	1.5%	-14.6%	-10.0%	-12.5%	-12.3%	-15.9%	-11.4%	-13.9%	-13.6%
	Female	4.1%	-17.3%	-6.7%	-16.7%	-10.6%	-20.6%	-10.3%	-20.0%	-14.2%
	Total+	2.8%	-15.1%	-8.8%	-13.2%	-11.8%	-17.4%	-11.3%	-15.5%	-14.2%
18&+	Male	4.0%	-2.6%	-2.2%	-3.5%	-2.8%	-6.4%	-6.0%	-7.2%	-6.6%
	Female	4.8%	3.8%	-0.4%	1.4%	1.4%	-1.0%	-4.2%	-3.3%	-3.2%
	Total+	4.5%	-1.7%	-1.5%	-2.7%	-2.0%	-5.9%	-5.7%	-6.9%	-6.2%

**Based on the sum of the major offence categories, not including Traffic.*

+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





III. VICTIMS & WITNESSES

Understanding trends in victimization is important to effective proactive policing. Examining issues such as risk and vulnerability to crime can aid in understanding victimization trends, reducing crime, and easing the fear of crime. Supporting an environment that eases the fear and pressures that victims and witnesses face is critical to reducing crime and to maximising the effects of policing and the justice system. Patterns of victimization 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 2009 survey of Toronto residents, found that 7% of respondents said they'd been the victim of crime in Toronto in the past year, down from 8% in 2008, but up from 6% in 2007.
- Toronto Police Service data indicate that the overall number of victims of selected violent crimes decreased 2.8%, to 31,137 victims in 2009 from 32,051 in 2008, and decreased 11.9% from 2000 when there were 35,344 victims.⁵³ When changes in population size were controlled, victimization decreased 3.5% in 2009, to 11.1 victims per 1,000 people in 2009 from 11.5 victims per 1,000 people in 2008.
- In 2009, 49.4% of victims were women, up from the 48.3% in 2008 and from 47.8% in 2000. Correspondingly, in 2009, 50.6% of victims were men, down from 51.7% in 2008 and from 52.2% in 2000.
- With regard to examined crimes of violence, men were more likely in each year to be victims of assault and robbery, while women were at a higher risk than men to be victims of sexual assault.
- When the difference in the size of the population at each age was taken into account, 18-24 year olds again had the highest rates. In 2009, those 18-24 years of age were most likely to be victimized (23.8 per 1,000), followed by 12-17 year olds (22.5 per 1,000). Those under 12 years of age and those 65 years of age and older consistently had the lowest victimization rates. In 2009, the victimization rates for all of the selected ages except for those 65 plus were the lowest of the past ten years.
- According to the Service's communications (I/CAD) database, in 2009, officers attended 16,659 calls for domestics, a 5.2% increase from the 15,832 calls in 2008 and an 8.1% decrease from the 18,133 calls in 2000. In 2009, the average time spent at these calls was 278.3 minutes (4.63 hours), a slight increase compared to 275.1 minutes (4.58 hours) in 2008.

⁵³ This chapter focuses on victimization related to selected crimes of violence only: homicide, sexual assault (including sexual offences), assault, and robbery.



- In 2009, there were a total of 174 hate/bias occurrences reported to police, which was an increase of 13.7% compared to the 153 hate crimes reported in 2008, but 14.7% lower than the 204 hate crimes reported in 2000.

A. VICTIMIZATION IN CANADA

In 2004, Statistics Canada conducted its fourth Canada-wide survey on victimization, interviewing approximately 24,000 people living in the ten provinces. According to the 2004 General Social Survey (GSS), 28% of Canadians aged 15 and older reported being victimized by crime one or more times in the previous year.⁵⁴ This represented an increase of 2% from the 1999 GSS. Approximately 40% of the victims indicated they were victimized multiple times: 19% were victimized twice over the previous year, while 20% were victimized three or more times. Violent offences represented 29% of the victimization incidents. For every 1,000 Canadians 15 years old or over, there were about 106 violent victimizations, which was slightly lower than the rate of 111 per 1,000 in 1999. The results of the 2009 General Social Survey are expected to be released in late 2010.

B. REPORTING VICTIMIZATION TO THE POLICE

The 2004 GSS indicated that, in Canada, only about 34% of criminal victimizations were reported to police, down from 37% in 1999. In 2004, the proportion of victimization incidents reported to the police was highest in Quebec and lowest in Ontario: 40% of victimization incidents were reported to police in Quebec in 2004, 10% more than 30% in Ontario. The average rate for the provinces was 34%.⁵⁵

With regard specifically to the reporting of violent victimization, 33% of incidents were reported to police in Canada in 2004, slightly higher than the 31% in 1999. Robbery and assault were most likely to be reported (46% for robbery and 39% for assault), while sexual assaults were the least likely at 8%.

Incidents where the victim was injured were about one and a half times more likely to be reported to police than incidents that did not involve injuries (47% compared to 28%). Young victims were found to be the least likely to report victimization to the police (24% of those 15-24 years old), and men reported more often than women (38% compared to 26%).⁵⁶

The Service's 2009 survey of Toronto residents, presented in more detail in the Public Perceptions chapter, found that 7% of respondents said they'd been the victim of crime in Toronto in the past year, down from 8% in 2008, and up from 6% in 2007.

In 2009, most of the respondents who were victimized said they'd been victims of 'car/vehicle theft' or 'robbery', while in 2008, most of the respondents who were victimized said they'd been victims of 'home broken into' or 'business broken into'. In 2007, most of the respondents who were victimized said they'd been victims of 'home broken into' or 'assault'

⁵⁴ Gannon, M. & Mihorean, K. (2005). Criminal Victimization in Canada, 2004. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), 25(7).

⁵⁵ Ibid.

⁵⁶ Ibid.



Over one-third (36%) of those respondents in 2009 who had been victimized said they did not report the crime to police, up from 23% in 2008 and 34% in 2007. The most common reason for not reporting in 2009, as in 2008, was ‘not serious enough/minor incident’, while in 2007 the most common reason was ‘sorted things out myself/dealt with it myself’.

C. VICTIMIZATION – TOTAL AND BY GENDER⁵⁷

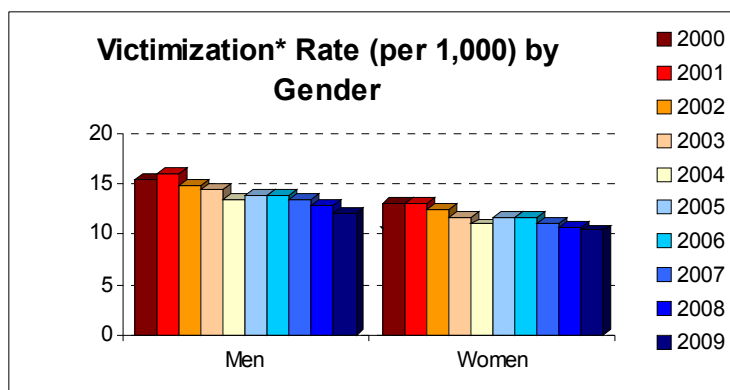
Toronto Police Service data indicate that the overall number of victims of selected violent crimes decreased 2.8%, to 31,137 victims in 2009 from 32,051 in 2008, and decreased 11.9% from 2000 when there were 35,344 victims.⁵⁸

Over the ten year period from 2000 to 2009, the number of men who were victims of the selected crimes of violence decreased 16.9%, while the number of women who were victims decreased 11.4%. Between 2008 and 2009, the number of victimizations for these crimes also decreased for both men (5.9%) and women (1.7%).

For the past ten years, men have been victims of the selected crimes of violence more often than women, although the gap has narrowed considerably. In 2009, 49.4% of victims were women, up from the 48.3% in 2008 and from 47.8% in 2000. Correspondingly, in 2009, 50.6% of victims were men, down from the 51.7% in 2008 and from 52.2% in 2000.

When changes in population size were controlled by examining the rate of victimization per 1,000 people, a slow but steady decrease was seen over the past decade. Overall victimization by these violent crimes decreased 3.5% in 2009, to 11.1 victims per 1,000 in 2009 from 11.5 victims in 2008. The rate in 2009 was the lowest rate in 10 years, and was a 19.6% decrease compared to 2000, when overall victimization was 13.8 per 1,000 people.

In each of the ten years between 2000 and 2009, the rate of victimization for women was lower than the rate for men (Figure 3.1). Between 2008 and 2009, the rate of victimization for men decreased 6.2%, to 12.0 in 2009 from 12.8 in 2008, and for women the rate decreased 2.8%, to 10.4 in 2009 from 10.7 in 2008. The 2009 victimization rate for men was 22.6% lower than the rate of 15.5 in 2000, while the 2009 victimization rate for women was 20.0% lower than the rate of 13.0 in 2000.



* Victims of assault, sexual assault, robbery, and homicide

Figure 3.1

Source: TPS Database

⁵⁷ 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/victimization 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.

⁵⁸ This chapter focuses on victimization related to selected crimes of violence only – homicide, sexual assault (including sexual offences), assault, and robbery.



With regard to the specific crimes of violence, as shown in Figures 3.2 through 3.4, men were more likely in each year to be victims of assault and robbery, while women were at a higher risk than men to be victims of sexual assault.

The rate of assault against women in 2009 was 7.8 per 1,000 women; this was 2.5% lower than 8.0 in 2008 and 22.8% lower than 10.1 per 1,000 in 2000 (Figure 3.2). The rate of assault against men in 2009 was 8.6 per 1,000 men; this was 8.5% lower than 9.4 in 2008 and 30.1% lower than 12.3 per 1,000 in 2000. The 2009 rates were the lowest rates of assault against both men and women in the past ten years.

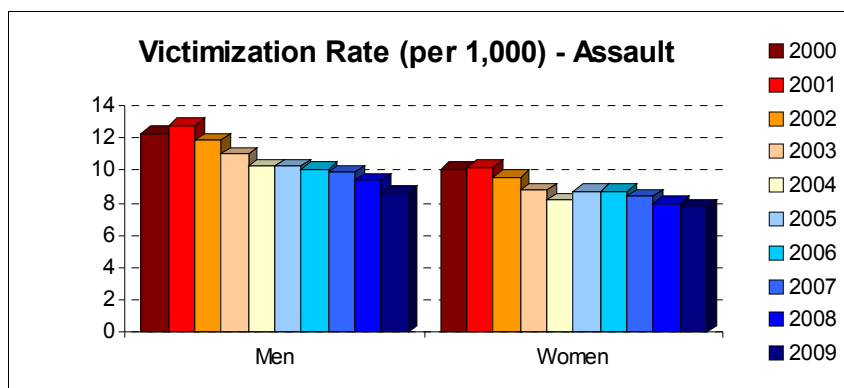


Figure 3.2

Source: TPS Database

Women's rate of victimization for sexual assault rose 6.3% to 1.7 per 1,000 women in 2009, from 1.6 per 1,000 women in 2008 (Figure 3.3). The rate in 2009 was a decrease of 5.6% compared to the rate of 1.8 per 1,000 women in 2000.

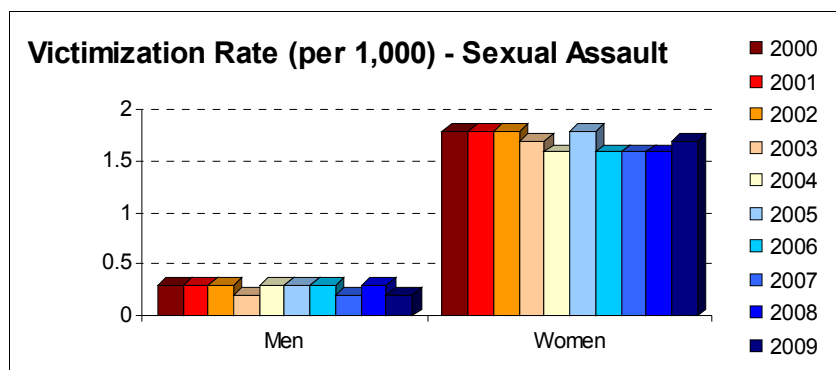


Figure 3.3

Source: TPS Database

The rate of robbery victimization for men remained at 3.1 per 1,000 men in 2009 and 2008, but increased 6.9% from 2.9 in 2000 (Figure 3.4). The rate of robberies against women was 1.0 per 1,000 in 2009, a decrease of 9.1% from 1.1 per 1,000 women in 2008, and the same as the rate of 1.0 per 1,000 women in 2000.

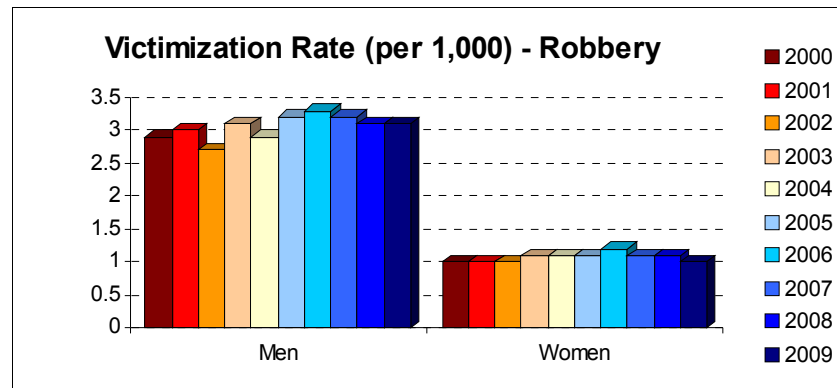


Figure 3.4

Source: TPS Database

Although not shown due to the small numbers involved each year, men were 3 to 4 times more likely than women each year to be victims of homicide. In 2009, the homicide rate for men remained at 0.04 per 1,000, as in 2008. Over the ten-year period of 2000 to 2009, the homicide rate for men varied between 0.04 and 0.05 per 1,000 men, while the homicide rate for women was 0.01 per 1,000 women in each year.

The 347 shooting victims in Toronto in 2009 were a 2.7% increase from the 338 shooting victims in 2008, but a 3.6% decrease from the 360 victims in 2005.⁵⁹ As is found nationally, homicide victims in Toronto typically had a firearm used against them. Almost two-thirds (65%) of homicides were shootings in 2005, decreasing to just slightly over half (51.4%) in 2008 but increasing to 59.7% in 2009.

D. VICTIMIZATION – BY AGE

In Toronto, in cases where the age of the victim was known, before 2003 the greatest number of victims of the selected crimes of violence were aged 25-34 years, while after 2003 it shifted to those aged 18-24 years. When the difference in the size of the population at each age was taken into account, for the past six years, 18-24 year olds again had the highest rates. In 2009, those 18-24 years of age were most likely to be victimized (23.8 per 1,000), followed by 12-17 year olds (22.5 per 1,000). Similarly, in 2008, 18-24 year olds had the highest rate (25.2 per 1,000), followed by 12-17 year olds (23.3 per 1,000). In 2000, 12-17 year olds were most likely to be victimized (31.7 per 1,000), followed by the 18-24 year olds (26.8 per 1,000).

As seen in Figure 3.5, the victimization rate per 1,000 population generally decreased with increasing age. Those under 12 years of age and those 65 years of age and older consistently had the lowest victimization rates. The victimization rates for all of the selected ages except for those 65 years and older were the lowest of the past ten years.

⁵⁹ A ten-year comparison was not conducted due to changes in data collection methods prior to 2005.

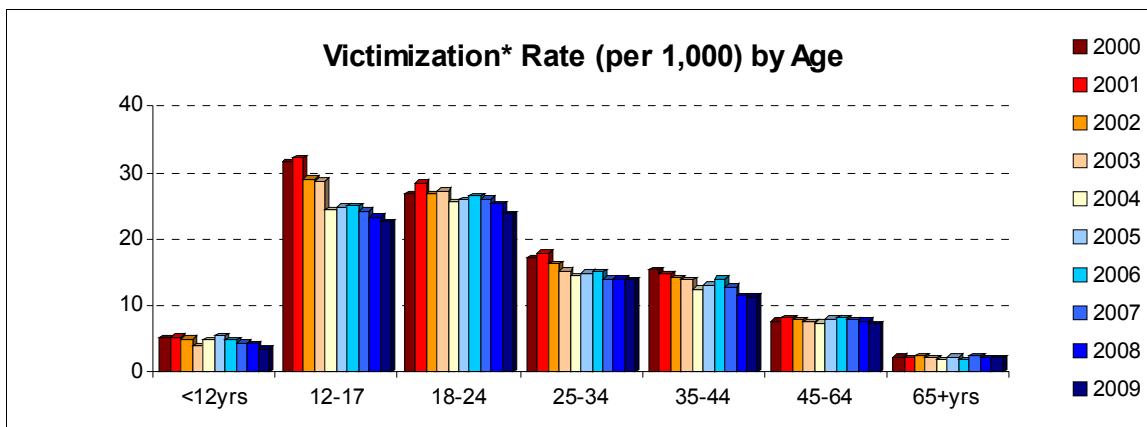


Figure 3.5 * Victims of Assault, Sexual Assault, Robbery, and Homicide Source: TPS Database

As shown in Figure 3.6, 18-24 year olds have for the past ten years, had the highest victimization rate for assault, followed by 12-17 year olds, and in 2009, 25-34 year olds. In 2009, the rates in all age groups decreased compared to the 2008 rates, except those 65 years and older who showed an increase of 7.1%, from 1.4 in 2008 to 1.5 in 2009. The rates in all of the age groups in 2009 decreased compared to 2000.

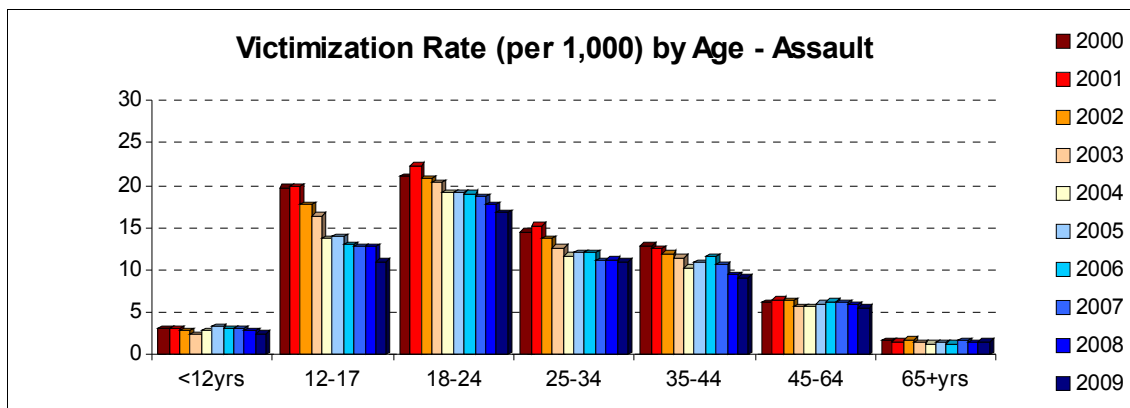


Figure 3.6 Source: TPS Database

As shown in Figure 3.7, in 2009, 12-17 year olds continued to be by far the most likely victims of sexual assault, an increase of 13.2% compared to 2008, although a decrease of 20.4% compared to 2000 (4.3 per 1,000 in 2009, 3.8 per 1,000 in 2008, and 5.4 per 1,000 in 2000).

Compared to 2008, in 2009 the rate of sexual assault victimization increased in the age groups 18-24 (from 3.7 to 4.3 per 1,000), 35-44 (from 0.5 to 0.6 per 1,000) and 45-64 (from 0.2 to 0.3 per 1,000). The rates decreased for those under 12 years old (from 1.1 in 2008 to 0.8 per 1,000 in 2009), and those 65 and older (from 0.1 in 2008 to 0.05 per 1,000 in 2009). For the remaining age groups, the rates remained the same. Compared to 2000, the rates increased for those age groups between 18 and 64 years old, while it decreased for those under 18 and those 65 and older (Figure 3.7).

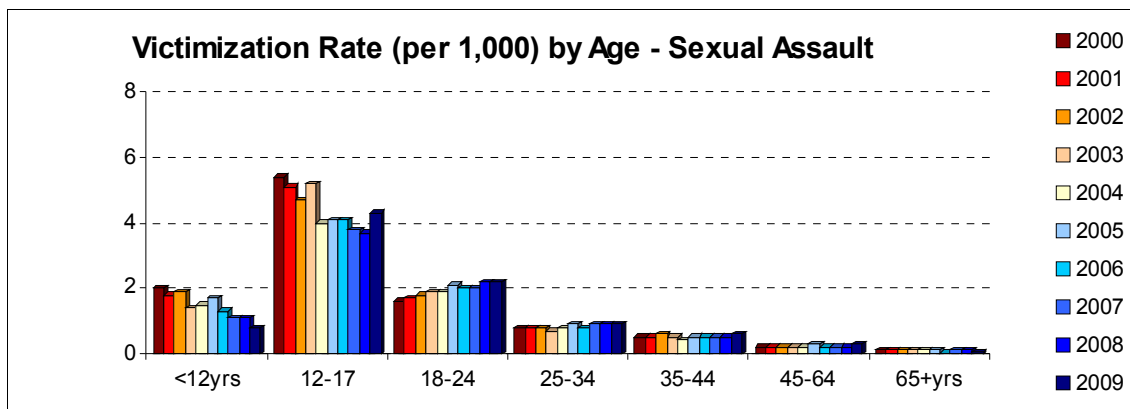


Figure 3.7

Source: TPS Database

For the past ten years, 12-17 year olds have been the most likely to be victimized by robbery, followed by 18-24 year olds (Figure 3.8). In 2009, the rate of robbery for the 12-17 years age group, 7.2 per 1,000, was a 2.7% decrease compared to 7.4 in 2008, but was a 9.1% increase compared to the rate for 12-17 year olds in 2000 (6.6 per 1,000). The rate for 18-24 year olds was 4.7 per 1,000 in 2009, a decrease of 9.6% compared to 5.2 in 2008, and 17.5% higher than 4.0 per 1,000 in 2000.

Those under 12 years of age have consistently been the least likely to be victims of robbery, and after a higher robbery rate for 12-17 year olds, the rate generally decreased as age increased. In 2009, all age groups but one showed a decrease or stayed the same compared to 2008; the exception was for 35-44 year olds, for whom the robbery rate increased from 1.4 in 2008 to 1.6 per 1,000 in 2009. Compared to 2000, in 2009 all the age groups except those between 12-24 years old and those 35-44, remained the same or showed a decrease in the robbery rate.

In 2009 in Toronto, over one-third (37.6%) of robbery victimizations (2,049) involved mugging. This was 3.1% higher than in 2008 (1,987) and 16.0% higher than in 2000 (1,766).

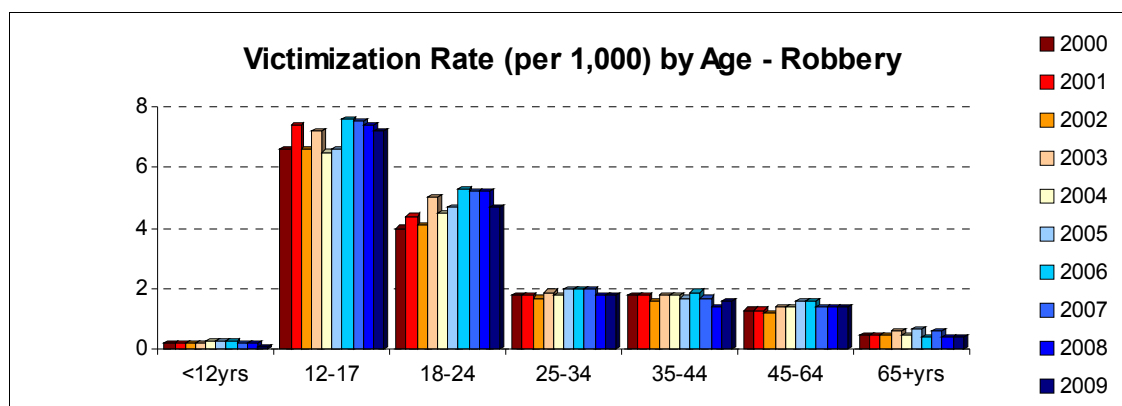


Figure 3.8

Source: TPS Database

Since the homicide rate per 1,000 population was so low for each age group (in 2009, the highest rate was for 18-24 year olds, with a rate of 0.08 homicides per 1,000 population), Figure 3.9 shows the actual number of victims in each age group in each of the past ten years. As can



be seen, the greatest numbers of homicide victims each year were generally in the 18-24 and 25-34 years age groups. In 2009, all of the age groups showed a decreased number of homicides compared to 2008, with the exception of the 25-34 year age group which increased from 13 to 22 homicides. There were no homicides of anyone under 12 years old in 2009. When compared to ten years ago in 2000, there were increases in the number of homicides in age categories from 12 to 34 years old, but decreases in all others.

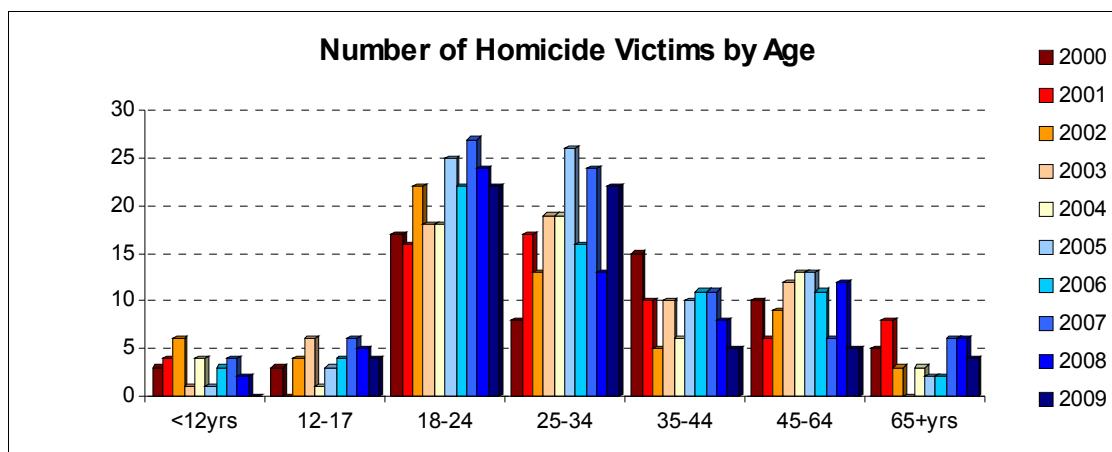


Figure 3.9

Source: TPS Database

E. GROUPS AT RISK

Children and Youth - Violent Crime & Abuse:

In Toronto, as was seen in Figure 3.5, in cases where the age of the victim was known and when the size of the population was taken into account, those 12-17 years of age were the second most frequently victimized age group for the selected crimes of violence.

In 2009, 12-17 year olds constituted 10.7% of all physical assault victims, 32.9% of all sexual assault victims, 26.7% of all robbery victims, and 6.4% of all homicide victims. Compared to 2008, the proportions of young assault, robbery and homicide victims decreased, while the proportion of young sexual assault victims increased in 2009. In 2008, 12-17 year olds constituted 11.3% of all physical assault victims, 29.6% of all sexual assault victims, 27.3% of all robbery victims, and 7.1% of all homicide victims. Compared to 2000, in 2009 there were decreased proportions of these young victims of assault (13.7% in 2000) and sexual assault (35.1% in 2000), while there were increased proportions in robbery (25.1% in 2000) and homicide (4.9% in 2000).

In each of the ten years under review, of all the selected violent victimizations against 12-17 year olds, most were physical assaults, although this proportion decreased from 62% in 2000, to 52.1% in 2008, to 48.9% in 2009. After physical assaults, 12-17 year olds were most likely victimized by robbery, followed by sexual assault; they were rarely victims of homicide.

Those under 12 years old continued to be less likely than older children to be victimized. In 2009, those under 12 constituted a lower proportion of total victims than 12-17 year olds for each of the violent crimes considered. They constituted 4.4% of all physical assault victims,



11.6% of all sexual assault victims, 0.9% of all robbery victims, and were not victims of homicide. Compared to 2008, in 2009 the proportion of victims under 12 years old for each of the violent crimes considered decreased. In 2008, those under 12 years old constituted 4.8% of all physical assault victims, 15.7% of all sexual assault victims, 1.4% of all robbery victims, and 2.9% of homicide victims. Compared to 2000, in 2009 only the proportion of assault victims under 12 showed a small increase (4.3% of all assault victims in 2000); in 2000, these very young victims constituted 26.7% of all sexual assault victims, 1.6% of all robbery victims, and 4.9% of homicide victims.

It should be noted 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 victimizations against children under 12 years of age, most were physical assaults; this proportion increased from 57.5% in 2000 to 68.4% in 2008, and to 71.6% in 2009. The sexual assault proportion for children under 12 has decreased since 2000, from 38.3% to 26.5% in 2008, and to 24.5% in 2009. In all years, of those victimized in this young age group, few were victims of robbery and homicide.

In Toronto in 2009, the number of child abuse offences reported to the police decreased 18.9% from 2008 and 22.3% from 2007 (Figure 3.10).⁶⁰ In 2009, 2,076 child abuse offences were reported compared to 2,559 in 2008 and 2,672 in 2007. It should again be noted that these figures are undoubtedly influenced by under-reporting.

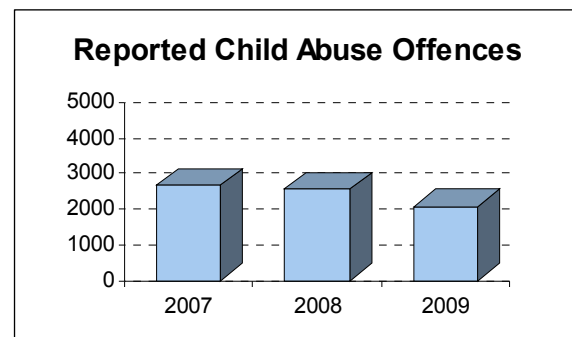


Figure 3.10

Source: TPS Database

Elderly – Violent Crime & Abuse:

In Toronto, as was seen in Figure 3.5, seniors were the age group least likely to be victimized in each of the past ten years. In Toronto in 2009, those 65 years and older constituted 2.5% of all physical assault victims, 0.6% of all sexual assault victims, 2.9% of all robbery victims and 6.4% of homicide victims. Compared to 2008, in 2009 there were small decreases in the proportions of victims of sexual assault and homicide, while the proportion of assault victims rose slightly and the proportion of robbery victims remained the same. In 2008, those 65 years and older constituted 2.3% of all physical assault victims, 1.0% of all sexual assault victims, 2.9% of all robbery victims and 8.6% of homicide victims. Compared to 2000, in 2009 proportions decreased in all of the categories except for assault. In 2000, persons 65 years and older constituted 2.2% of all physical assault victims, 0.7% of all sexual assault victims, 3.6% of all robbery victims, and 8.2% of all homicide victims.

In each of the ten years under review, of all violent victimizations against those 65 years of age and older, most were physical assaults; this proportion was 74.3% in 2000, decreasing in

⁶⁰ A ten-year comparison was not conducted due to changes in data collection methods and counting of offences in 2005.



2008 to 72.5%, and increasing back to 74.4% in 2009. After physical assaults, older adults were most likely victimized by robbery in all years, with the proportion remained similar: 22.4% in 2000, 22.9% in 2008, and 22.6% in 2009. Adults 65 and older were rarely victims of sexual assault or homicide.

Toronto Police Service data show that 532 people 65 years or older were victims of assault or sexual assault in 2009, which was a 0.9% increase from the 527 in 2008 and a 5.8% decrease from the 565 in 2000.

Domestic Violence – Calls for Service & Occurrences:

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, in 2009, officers attended 16,659 calls for domestics, a 5.2% increase from the 15,832 calls in 2008 and an 8.1% decrease from the 18,133 calls in 2000. The average time spent by officers at these calls generally increased over the past ten years. According to I/CAD, in 2009 the average time spent at these calls was 278.3 minutes (4.63 hours) compared to 275.1 minutes (4.58 hours) in 2008. In 2000, the average time spent was 179.5 minutes (2.99 hours).

In 2009, according to I/CAD, the number of calls for domestic assaults attended by officers increased 4.0% compared to 2008, from 4,603 in 2008 to 4,789 in 2009. The number of domestic assault calls in 2009 was, however, 31.2% lower than in 2000, when there were 6,958 domestic assault calls. Although the number of calls decreased over the ten-year period, the average amount of time spent by officers at domestic assault calls increased, from 263.8 minutes (4.4 hours) in 2000 to 447.4 minutes (7.5 hours) in 2008, and to 459.9 minutes (7.7 hours) in 2009.

Not all of the domestic calls attended by police involve criminal offences. The number of domestic violence occurrences in 2009 was only a very slight (0.4%) decrease over the number seen in 2008. In 2009, there were 6,822 domestic violence occurrences and charges were laid in 85.4% of these occurrences (5,826). In 2008, there were 6,850 domestic violence occurrences and charges were laid in 84.8% of these occurrences (5,809).⁶¹

Similar to trends seen in previous years, in 2009, assault level 1 charges accounted for the majority of domestic violence charges, followed by uttering threats and assault with a weapon/causing bodily harm. In 2009, there were 4,338 charges for assault level 1, representing 74.5% of all domestic violence charges. The 1,452 charges for uttering threats represented 24.9% of the total, and the 1,023 charges for assault with a weapon/causing bodily harm with represented 17.6% of the total. As in previous years, men represented the majority of those charged (84.7% in 2009).

In 2008, there were 4,210 charges for assault level 1 (72.5% of all domestic violence charges). This was followed by 1,479 charges for uttering threats (25.5% of the total), and 1,057 charges for assault with a weapon/causing bodily harm (18.2% of the total).

⁶¹ The Province changed the domestic reporting practices for 2006. The number of domestics in succeeding years is, therefore, not comparable with the numbers reported for earlier years in previous Scans.



Criminal Harassment (Stalking):

Total criminal harassment (stalking) incidents reported to the Toronto Police Service increased 97.1% over the ten-year period from 2000 to 2009, from 1,493 to 2,942 incidents (Figure 3.11).⁶² The number of incidents in 2009 was a 12.8% increase compared to the 2,608 in 2008. Also shown in Figure 3.11, criminal harassment in Toronto remains a crime that mainly affects women. Most victims in each of the past ten years were female, although this proportion decreased over the ten-year period, from 80.6% in 2000 to 73.4% in 2008, and to 72.3% in 2009.

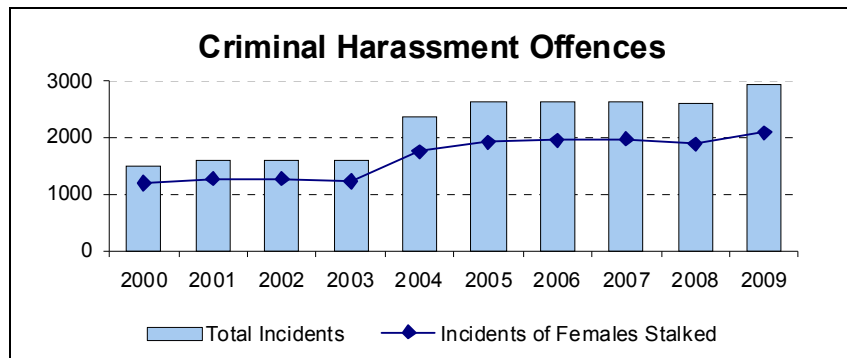


Figure 3.11

Source: TPS Database

F. HATE/BIAS CRIME

As shown in Figure 3.12, in Toronto, according to the Hate Crime unit of the TPS Intelligence Division, there were a total of 174 hate/bias occurrences reported in 2009, an increase of 13.7% compared to the 153 hate crimes reported in 2008, but 14.7% lower than the 204 hate crimes reported in 2000. In 2009, the single communities most targeted were the Jewish community (52 occurrences), the LGBT (Lesbian, Gay, Bisexual, Transgender) community (26), the Black community (24), the Tamil community (6), and the Muslim/Islam community (6).⁶³

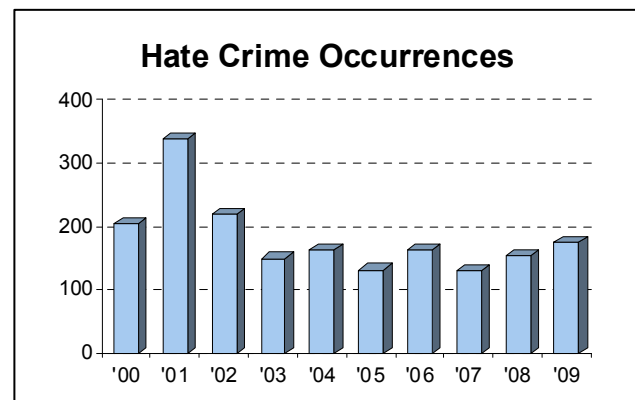


Figure 3.12

Source: TPS Hate Crime Unit

As shown in Figure 3.13, as of 2001, mischief replaced assault in representing the highest proportion of reported hate crime offences. In 2009, similar to 2008, mischief continued to be the most commonly reported offence, accounting for 88 (50.6%) offences, followed by 28 assaults (16.1%), 26 threatening offences (14.9%), 17 harassment offences (9.8%), and 8 wilful promotion of hatred (4.6%) offences.

⁶² The increase after 2003 may be related in part to changes to the police data processes and systems.

⁶³ Toronto Police Service. *2009 Annual Hate/Bias Crime Statistical Report*. Hate Crime Unit, Intelligence Division.

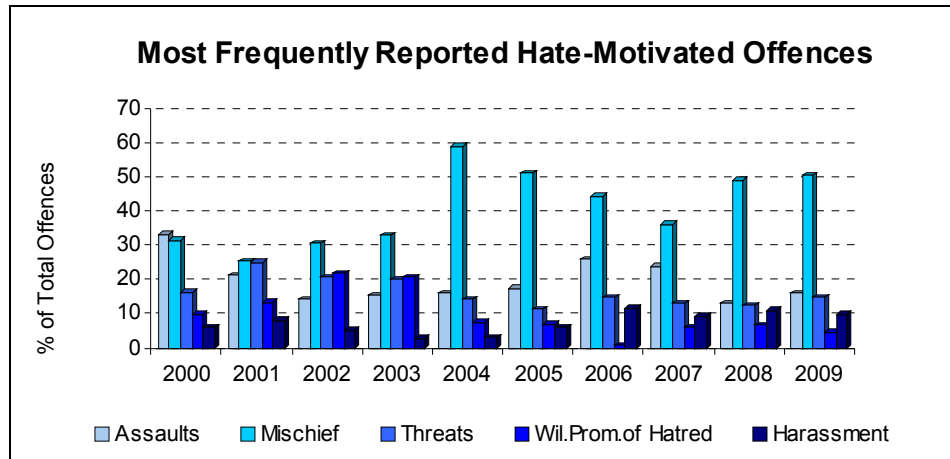


Figure 3.13

Source: TPS Hate Crime Unit

The 88 mischief offences in 2009 represent a 17.3% increase from the 75 mischief offences in 2008, and the 28 assaults in 2009 were an increase of 40.0% compared to the 20 in 2008. The 26 threats reported in 2009 were a 36.8% increase compared to the 19 in 2008, the 17 harassment offences in 2009 was equal to the number in 2008, and the 8 wilful promotion of hatred offences in 2009 were a 20.0% decrease from the 10 in 2008.

Compared to ten years ago in 2000, in 2009 there were an increased number of mischief and harassment offences, while assaults, threats, and wilful promotion of hatred offences decreased. In 2000, there were 68 assaults (a 58.8% decrease), 64 mischief offences (a 37.5% increase), 33 threats (a 21.2% decrease), 12 harassment offences (a 41.7% increase), and 20 wilful promotion of hatred offences (a 60.0% decrease).

In each of the past ten years, hate offences have typically focused most frequently on race and religion: of the 1,824 hate offences recorded since 2000, these two categories together were the targets of almost two-thirds (60.8%) of offences. Figure 3.14 shows the number of offences targeting race and religion in each of the past ten years.

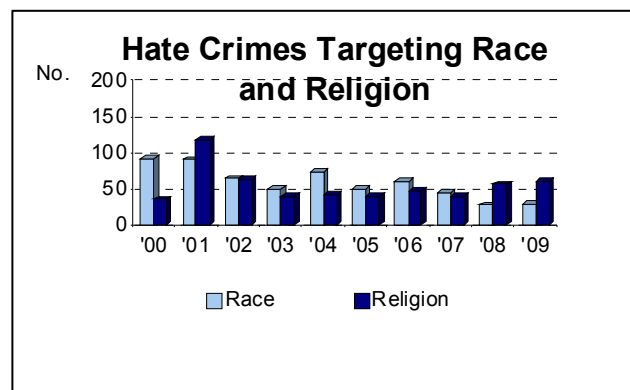


Figure 3.14

Source: TPS Hate Crime Unit

In 2009, offences within the category of race increased 3.7% (from 27 offences in 2008 to 28 in 2009), and those in the category of religion increased 5.4% (from 56 in 2008 to 59 in 2009). In comparison there was a decrease in hate offences targeting sexual orientation in 2009, which dropped from 34 in 2008 to 26 in 2009 (decrease of 23.5%).

When compared to 2000, the largest decrease in 2009 occurred in hate offences targeting race, a decrease of 69.2% (from 91 offences in 2000 to 28 in 2009), while offences targeting religion increased 68.6% (from 35 in 2000 to 59 in 2009).



G. VICTIM RESOURCES

Victim Services:

In 2009, the Victim Services Program of Toronto assisted 14,868 victims by telephone, an increase of 3.2% compared to the 14,411 victims assisted in 2008 (Figure 3.15). The number of victims served by on-scene attendance in 2009 was 4,274, which was an increase of 7.4% compared to 2008 when 3,980 victims were assisted on-scene. In addition, the total number of volunteer hours in 2009 for Victim Services was 27,982, which was a 0.4% decrease when compared to 28,090 hours in 2008.

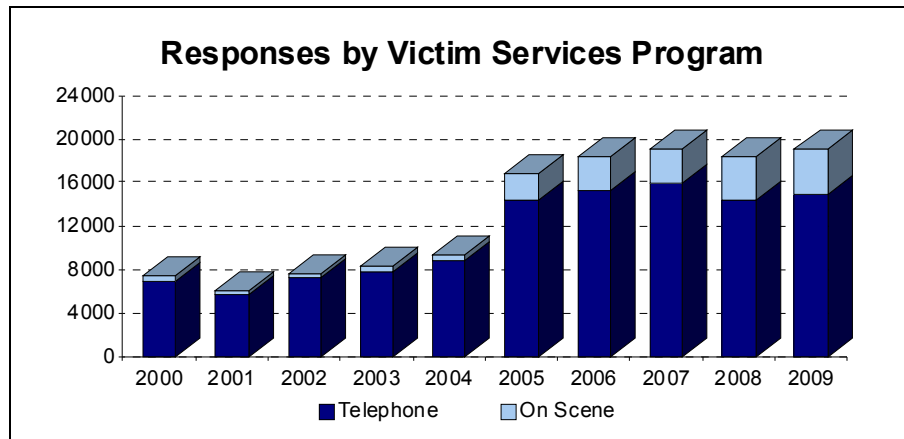


Figure 3.15

Source: Victim Services Program of Toronto, Inc.





IV. TRAFFIC

As vehicles travel throughout the city, it is important to understand their influence on public safety and policing. Drivers have a responsibility to operate in a safe manner, and the police have a responsibility to ensure that they do so. Traffic engineering and design, education, enforcement, and strong partnerships with traffic safety organisations are vital to traffic safety. Issues surrounding vehicle and pedestrian traffic continue to be a priority for the larger community.

HIGHLIGHTS

- In 2009, there were approximately 56,229 reportable collisions, a very slight (0.7%) increase from the 55,857 reportable collisions in 2008 and a 22.5% decrease from the 72,540 reportable collisions ten years ago in 2000.⁶⁴ The number of collisions in 2009 remained generally consistent with the number of collisions per year since 2004.
- The number of property damage collision calls/events attended by police in 2009 decreased to the lowest number seen in the ten-year period examined. The 15,338 property damage collision events attended in 2009 represented a 9.4% decrease from 2008, when 16,938 property damage collision events were attended, and a 35.4% decrease from 2000, when 23,730 events were attended.
- The average time spent on a property damage collision event in 2009 increased 4.5% compared to 2008. In 2009, the average time spent on a property damage collision was 105.2 minutes (1.8 hours), while in 2008 the average time was 100.7 minutes (1.7 hours). The 2009 average was an increase of 31.2% from the average of 80.2 minutes (1.3 hours) spent in 2000.
- The total number of personal injury collision events attended increased in 2009. In 2009, there were 13,849 such events attended, a 5.1% increase compared to the 13,179 events attended in 2008, and a very slight (0.7%) decrease from the 13,946 events attended in 2000.
- The average time spent by officers in 2009 on a personal injury collision was 260.7 minutes (4.4 hours), which was a slight increase of 1.3% compared to 2008 when the average time was 257.3 minutes (4.3 hours). The 2009 average time was a 33.8% increase from the 194.9 minutes (3.2 hours) in 2000.
- There were 48 people killed in traffic collisions in 2009, the lowest number in the past ten years, and a decrease of 11.1% (6 persons) from the 54 killed in 2008. The number of people killed in traffic collisions in 2009 was also a 27.2% decrease from the 66 killed in 2000.

⁶⁴ Collisions provided in the Environmental Scan are reportable collisions only. 'Reportable' collisions are those that result in either property damage of \$1,000 or more, or personal injury, or both. The reporting of such accidents to police is mandatory under the *Highway Traffic Act*. 'Non-reportable' collisions are those resulting in property damage only, where the damage is less than \$1,000. The reporting of such accidents to police is not mandatory under the *Highway Traffic Act*, but many are reported to police for insurance purposes. The TPS Annual Statistical Report provides numbers of reportable and non-reportable collisions combined.



- In 2009, there were a total of 2,257 persons charged with drinking and driving offences in Toronto, a 2.4% decrease when compared to a total of 2,312 persons charged with drinking and driving offences in Toronto in 2008. The charges in 2009 represented a 3.9% increase from the 2,172 persons charged in 2000.

A. TRAFFIC COLLISIONS

As shown in Figure 4.1, there were approximately 56,229 reportable collisions in 2009, a very slight 0.7% increase from the 55,857 reportable collisions in 2008 and a 22.5% decrease from the 72,540 reportable collisions ten years ago in 2000.⁶⁵ The number of collisions in 2009 remained generally consistent with the number of collisions per year since 2004.

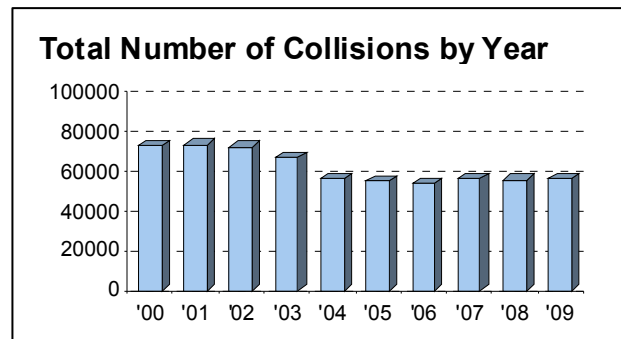


Figure 4.1

Source: City of Toronto Transportation Services

As shown in Figure 4.2, the number of property damage collision calls attended by police in 2009 decreased to the lowest number seen in the ten-year period examined. The 15,338 property damage collision events attended in 2009 represented a 9.4% decrease from 2008, when 16,938 property damage collision events were attended, and a 35.4% decrease from 2000, when 23,730 events were attended.

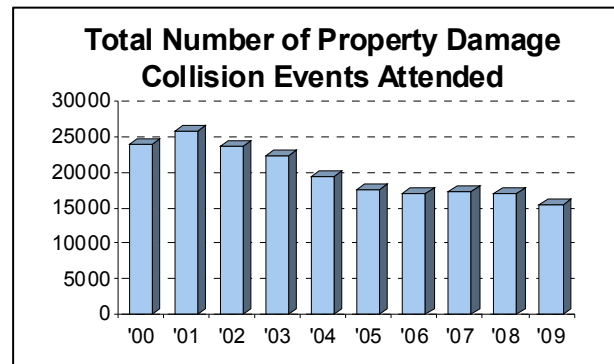


Figure 4.2

Source: TPS I/CAD

The average time spent on a property damage collision event in 2009 increased 4.5% compared to 2008 (Figure 4.3). In 2009, the average time spent on a property damage collision was 105.2 minutes (1.8 hours), while in 2008 the average time was 100.7 minutes (1.7 hours). The 2009 average was an increase of 31.2% from the average of 80.2 minutes (1.3 hours) spent in 2000.

⁶⁵ The 2009 statistics for total collisions are unofficial as Toronto Traffic Data Centre and Safety Bureau had not yet released them at time of writing. However, any variance in these figures is expected to be minimal.

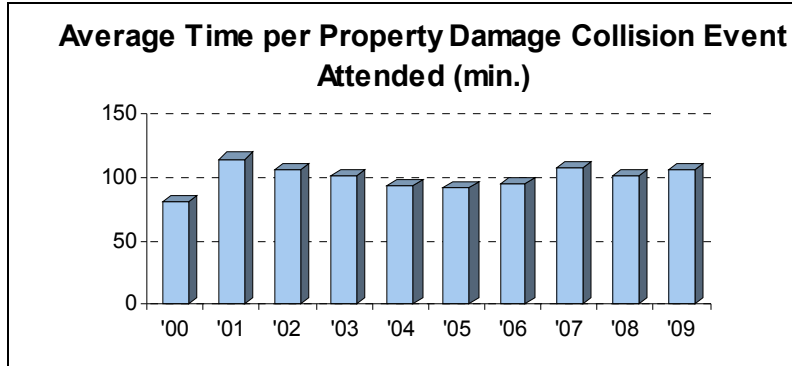


Figure 4.3

Source: TPS I/CAD

Every year there are far fewer collisions that result in personal injury than result in property damage. Recent trends in the number of personal injury collision calls attended by police and average time spent on a personal injury collision are shown in Figures 4.4 and 4.5.

As seen in Figure 4.4, and in contrast to the decrease seen in the total number of personal damage collision events, the total number of personal injury collision events attended increased in 2009. In 2009, there were 13,849 such events attended, a 5.1% increase compared to the 13,179 events attended in 2008, and a very slight 0.7% decrease from the 13,946 events attended in 2000.

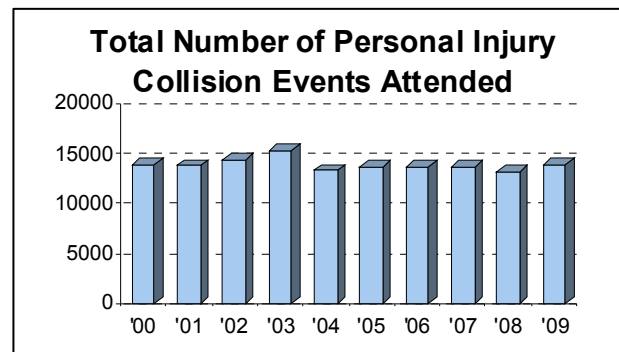


Figure 4.4

Source: TPS I/CAD

As shown in Figure 4.5, the average time spent on a personal injury collision event in 2009 also increased when compared to 2008, and was higher than every other year of the past ten except for 2007. The average time spent by officers in 2009 on a personal injury collision was 260.7 minutes (4.4 hours), which was a slight increase of 1.3% compared to 2008 when the average time was 257.3 minutes (4.3 hours). The 2009 average time was a 33.8% increase from the 194.9 minutes (3.2 hours) in 2000.

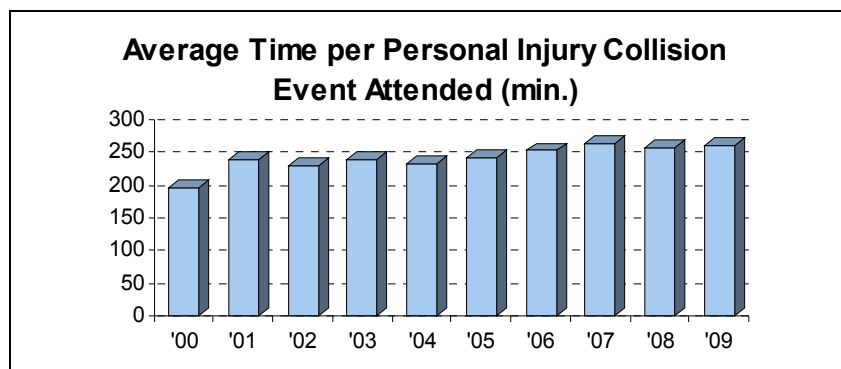


Figure 4.5

Source: TPS I/CAD



There were 5,666 Fail-to-Remain events attended by police in 2009, a slight 0.9% decrease from the 5,715 events in 2008, but an increase of 12.9% from the 5,017 events in 2000. As shown in Figure 4.6, most Fail-to-Remain events each year involved property damage rather than personal injury collisions, with the proportion of each remaining relatively consistent each year. Roughly 1 in 4 Fail-to-Remain collisions each year involved personal injury. Similar to the trend of non-Fail-to-Remain accidents in 2009, the numbers of Personal Damage Fail-to-Remain events decreased while the number of Personal Injury Fail-to-Remain event increased.

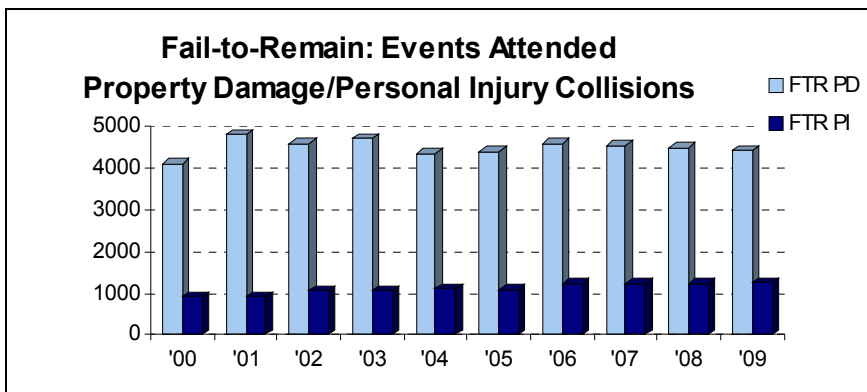


Figure 4.6

Source: TPS I/CAD

There were 48 people killed in traffic collisions in 2009, a decrease of 11.1% (6 persons) from the 54 killed in 2008, and a 27.2% decrease from the 66 killed in 2000 (Figure 4.7). The 48 people killed in 2009 represented the lowest number of traffic deaths in the past 10 years.

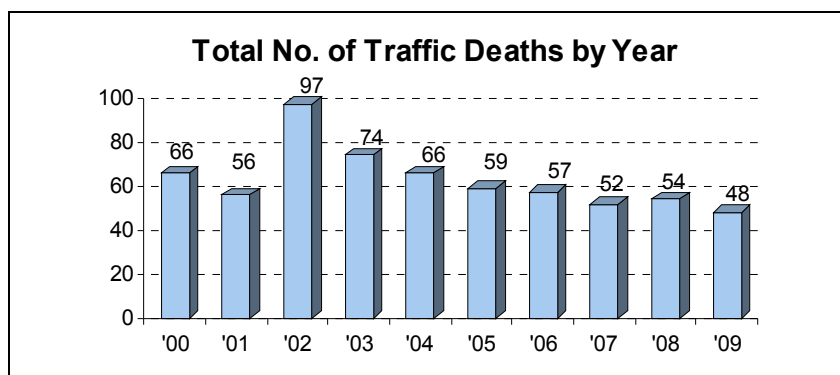


Figure 4.7

Source: TPS Crime Information Analysis Unit

The tendency for a higher number of pedestrians to be killed compared to drivers, passengers, and cyclists continued in 2009. Thirty-one pedestrians were killed in 2009, the fourth highest in the past 10 years. Conversely, only 7 drivers were killed in 2009, which was the lowest number in the past 10 years. There was a 14.8% increase in the number of pedestrian fatalities in 2009 compared to 2008 when 27 pedestrians lost their lives, and a 19.2% increase compared to the 26 pedestrians who died in 2000.



In 2009, for the first time in the past ten years, there were more passengers killed than drivers. Nine passengers lost their lives in traffic fatalities in 2009, 2 more than the 7 passengers who died in 2008 (a 28.6% increase), but 6 fewer than the 15 who died in 2000 (a 40.0% decrease). In 2009, 7 drivers were killed, 11 fewer (a 61.1% decrease) than the 18 drivers killed in traffic collisions in 2008, and 15 fewer than the 22 drivers killed in 2000 (a 68.2% decrease). There was 1 cyclist killed in 2009, 1 less than the 2 killed in 2008, and 2 less than the 3 killed in 2000.

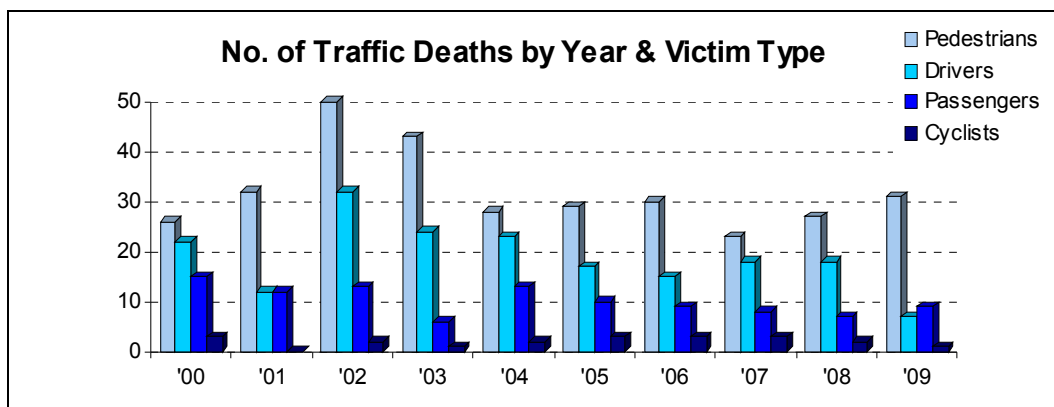


Figure 4.8

Source: TPS Traffic Services

As seen in Figure 4.9, pedestrians 65 years of age and older made up the largest portion of the total number of pedestrians killed in traffic collisions in both 2008 and 2009, continuing a trend observed in previous years. Nineteen pedestrians 65 or older were killed in 2009 – 61.3% of all pedestrian fatality victims killed in that year, up from 44.4% in 2008. One pedestrian aged 19 or younger was killed in 2009. No pedestrians aged 19 or under were killed in 2008.

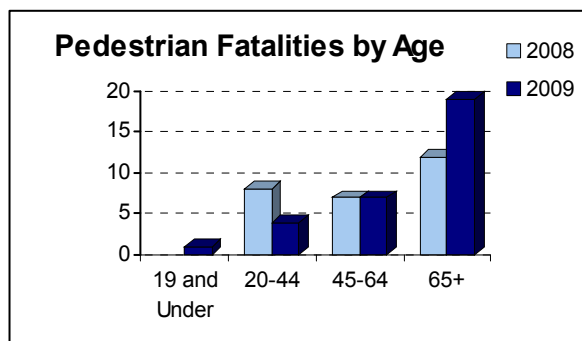


Figure 4.9

Source: TPS Traffic Services

B. PUBLIC PERCEPTIONS OF TRAFFIC

According to the 2009 Toronto Police Service’s community survey, which is outlined in greater detail in the Public Perceptions chapter, traffic, drivers and passengers said that they felt less safe in 2009 than they did in 2008, while as pedestrians and cyclists, people said they felt safer (Figure 4.10). Sixty-five percent of people in 2009 said they felt safe as a driver, down from 73% in 2008 but up from the 54% who’d felt safe in 2000. As passengers, 76% said they felt safe in 2009, down from 80% in 2008, but again up from 67% in 2000.

As pedestrians, 74% said they felt safe in 2009, up from 68% who said they felt safe in 2008 and from 56% in 2000. And finally, as cyclists, 59% of people said they felt safe in 2009, up from 41% in 2008, and almost four times higher than the 15% who felt safe as cyclists in 2000. It should also be noted that the proportion of people saying ‘don’t know/not applicable’



for the question on cyclist safety also decreased from 53% in 2000, to 32% in 2008, and to 15% in 2009, perhaps reflecting an increase in cyclists in the city.

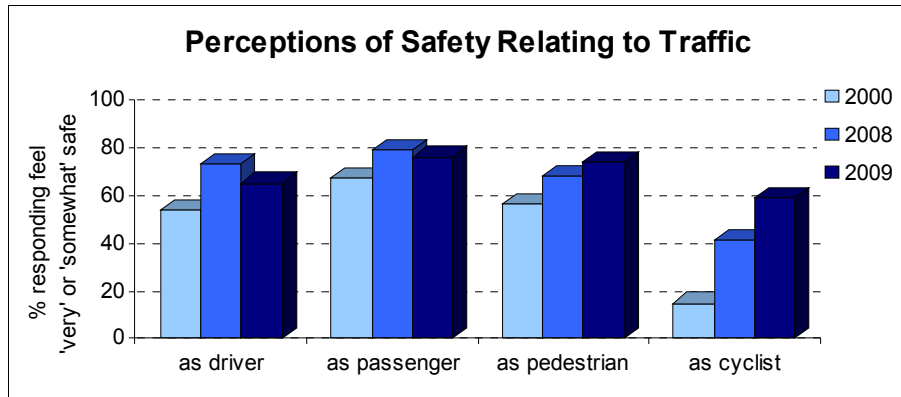


Figure 4.10

Source: TPS Survey

Although people felt less safe with regard to traffic in the city, they were generally less concerned in 2009 than they were in the past about specific traffic issues in their neighbourhoods. In 2009, 60% of people said that they were concerned about aggressive/bad driving in their neighbourhood, down from 66% in 2008 and from 67% in 2000. With regard to speeding in their neighbourhood, 55% in 2009 said they were concerned, down from 66% in 2008 and from 63% in 2000. And, 55% indicated concern for red light or stop sign running in their neighbourhood in 2003, down from 60% in 2008.⁶⁶ In contrast, more people were concerned about parking in their neighbourhood in 2009, as 59% said they were concerned about parking, up from 55% in 2008 and from 36% in 2000.

C. HIGHWAY TRAFFIC ACT

Since 2007, there has been a steady trend of similar numbers of *Highway Traffic Act* (HTA) charges laid in Toronto each year.⁶⁷ As shown in Figure 4.11, there were 499,820 HTA charges in 2009, a very slight 0.2% decrease in the overall number compared to the 501,030 offences in 2008, and a large 54.8% increase compared to the 322,795 offences in 2000.

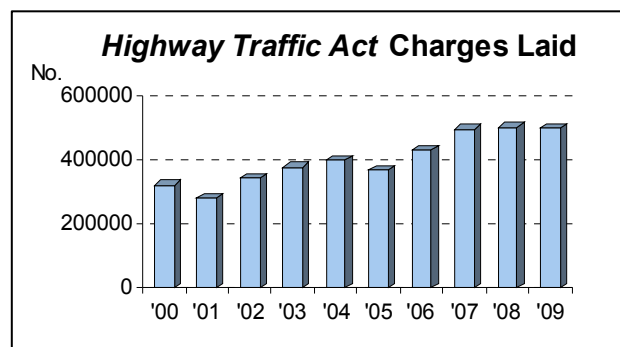


Figure 4.11

Source: TPS Crime Information Analysis Unit

⁶⁶ The question relating to red light or stop sign running has only been asked since 2003.

⁶⁷ The 2005 may have been affected by the Toronto Police Association’s job action during contract negotiations in October and November of that year.



A closer examination of five common HTA charges laid when investigating traffic collisions is shown in Figures 4.12 and 4.13. The number of charges for speeding decreased 2.5% in 2009 over 2008, and increased 14.3% over 2002. The number of charges for Follow Too Close and Careless Driving, increased in 2009, while the number of charges for Fail to Signal Lane Change, Unsafe Lane Change, and Speeding increased in 2009 compared to 2008. When compared to 2002, all but Follow to Close increased in 2009.⁶⁸

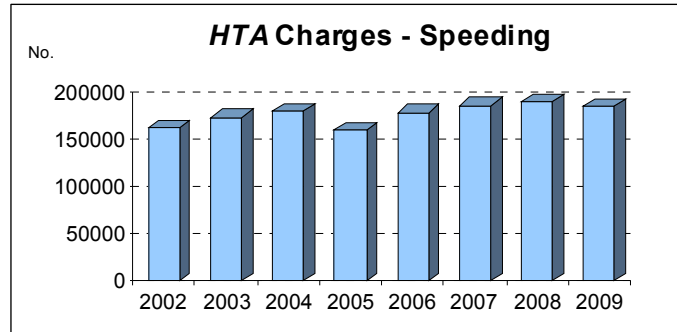


Figure 4.12 Source: TPS Crime Information Analysis Unit

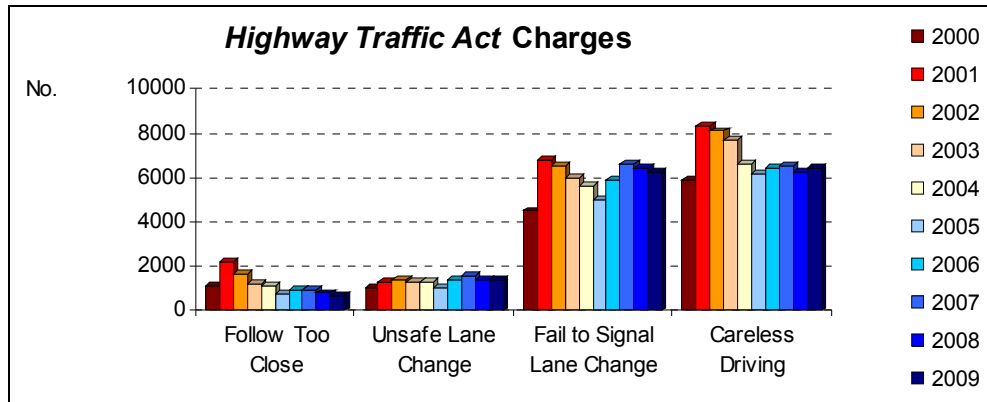


Figure 4.13 Source: TPS Crime Information Analysis Unit

D. IMPAIRED DRIVING

During the holiday season in 2009, over 1,800 officers dedicated over 5,100 hours to the Holiday RIDE program. Table 4.1 details the Festive RIDE statistics for 2009 and 2008. More vehicles were stopped during the holiday season in 2009 than in 2008 (a 13.5% increase), and more charges were laid in 2009 (7.6% more charges).

Table 4.1
Festive RIDE 2008 and 2009

	2008	2009
Vehicles Stopped	87,965	99,850
Drivers Tested	1,725	1,715
Issued 90 Day Suspension	72	76
Issued 12 Hour (Warn Range) Suspension	220	190
Total Drinking/Driving Charges	92	99

Source: Toronto Police Service

⁶⁸ Accurate speeding data is not available for 2001 and earlier.



In 2009, there were a total of 2,257 persons charged with drinking and driving offences in Toronto, a 2.4% decrease when compared to the 2,312 persons charged with drinking and driving offences in Toronto in 2008. The charges in 2009 represented a 3.9% increase from the 2,172 persons charged in 2000.⁶⁹ As seen in Figure 4.14, most of those charged with drinking and driving offences each year continue to be men.

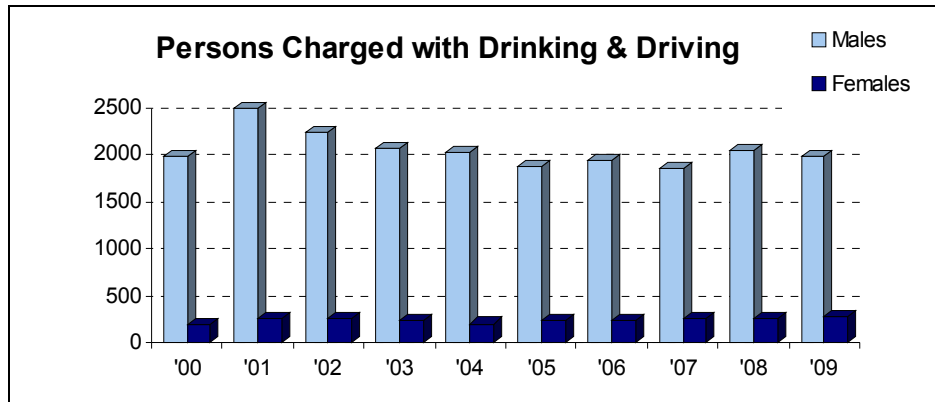


Figure 4.14

Source: TPS Annual Statistical Reports

⁶⁹ Please note that the drinking and driving numbers have been revised for the ten-year period to reflect a change in the source of the data from COPS to CIPS in 2003.



V. CALLS FOR SERVICE

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

HIGHLIGHTS

- A total of 1.81 million calls were received in 2009 from the public for police assistance, a slight 0.4% drop from 2008, and a 2.5% and 0.8% drop from five and ten years ago, respectively.
- While the number of calls received via the non-emergency line continued to drop over the recent years, calls received via the emergency line increased. Compared to ten years ago, however, the number of calls received via both the emergency and non-emergency lines decreased slightly, by 0.6% and 1%, respectively.
- In 2009, 53.5% of calls were received through the emergency line, with the rest (46.5%) received via the non-emergency line. These proportions have remained relatively stable over the past ten years.
- Fewer than half (48.4%) of the calls received in 2009 were dispatched for police response; this was an increase from 2005, when 43.1% of calls were dispatched, and from 2000, when 45.9% of calls were dispatched.
- The number of dispatched calls in 2009 (875,031) was similar to that in 2008, but a 9.5% and a 4.5% increase from five and ten years ago, respectively.
- In general, response time to calls increased (got longer) compared to ten years ago, despite some improvement in response time for Priority 1 calls.
- The average time required to service a call increased significantly over the past ten years. Between 2005 and 2009, the average service time for Priority 1 calls increased 22.4%, while service time for all calls increased 8.7%. However, the increases over ten years ago were larger: 125.3% for Priority 1 calls and 66.4% for all calls.
- Over the past ten years, despite decreases in all calls attended (20.5%) and in Priority 1 calls attended (42.4%), the total time commitment in servicing all calls increased 33.5% and in servicing Priority 1 calls increased 29.6%. The total time for servicing calls increased significantly as a result of increased servicing time and number of officers dispatched per event. The average service time for calls has increased 145% since 1996. The increase for Priority 1 calls was even greater, at 185% for the same period of time.
- There is a need to identify ways to stabilize the ever increasing service time for calls so that the drain on resources from such increases could be halted. There is also a need to identify



reasonable service standards on response time for calls from the public. The factors that affect response and service time should be taken into account so that realistic and achievable standards can be established to guide operations.

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. Those that are made directly to local police stations are also captured into the central records system.

After consistent increases between 1998 and 2003, decreases in the number of calls for police assistance were noted between 2004 and 2007. The total number of calls remained at about 1.8 million calls in each of the past four years. In 2009, a total of 1,807,777 calls were received by the police, primarily through the Communications Centre. This represented a slight 0.4% drop from 2008, a 2.5% decrease from 2005, and a slight 0.8% decrease from 2000. Of the total number of calls recorded, 53.5% were received through the emergency line (9-1-1) and 46.5% were received through the non-emergency line.

In 2009, a total of 966,939 calls were received via the emergency line, representing a 2.3% increase from 2008 and a 0.2% drop from 2005. There were 840,838 calls received via the non-emergency line in 2009, a 3.2% decrease from 2008 and a 5.1% decrease from 2005. Over the past ten years, between 2000 and 2009, the number of calls received through both the emergency and non-emergency lines decreased slightly (-0.6% and -1.0%, respectively). Figure 5.1 shows the number of calls received via the emergency and non-emergency lines in each of the past ten years.

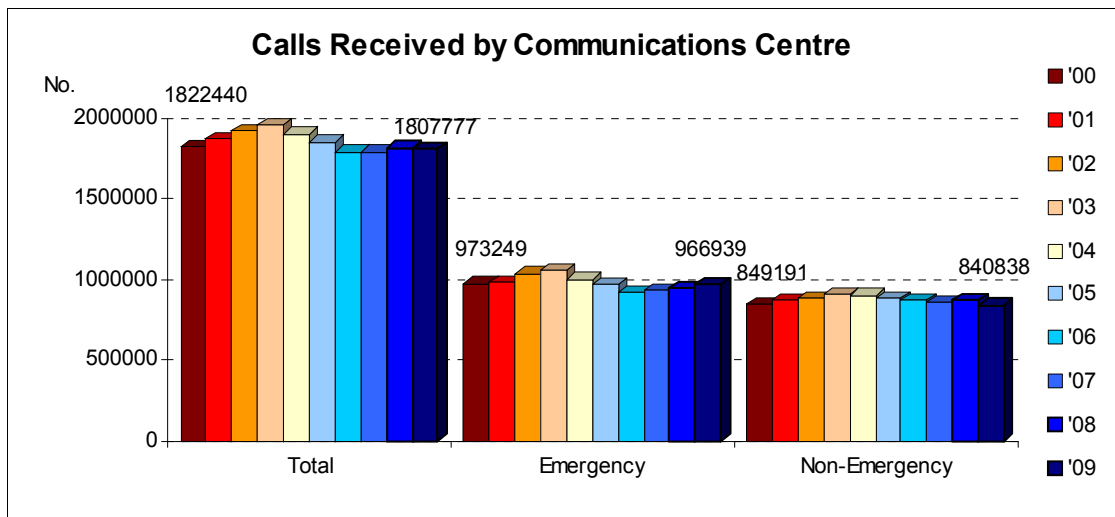


Figure 5.1

Source: TPS Communications Services

More than half of the calls (53.5%) were received through the emergency line in 2009, while the rest (46.5%) were received through the non-emergency line. These proportions remained relatively unchanged over the past ten years.



Statistics captured by Communications Services indicated that cellular phone calls constituted 40% to 50% of the calls received through the emergency line. It may have taken longer to process such calls since the locations of the callers were not readily shown on the call receiving system (unlike calls made through the conventional lines where the call line location was shown), and thus would have had to be clarified by the call-taker.

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 2009, there were a total of 875,031 calls that involved at least one police unit being dispatched. This represented a slight 0.2% decrease from 2008, but a 9.5% and 4.5% increase over five (2005) and ten years (2000) ago, respectively. The dispatched calls in 2009 constituted 48.4% of the total calls received, which was an increase from both 2005 (43.1%) and 2000 (45.9%). Figure 5.2 shows the changes in the proportion of dispatched calls over the past ten years.

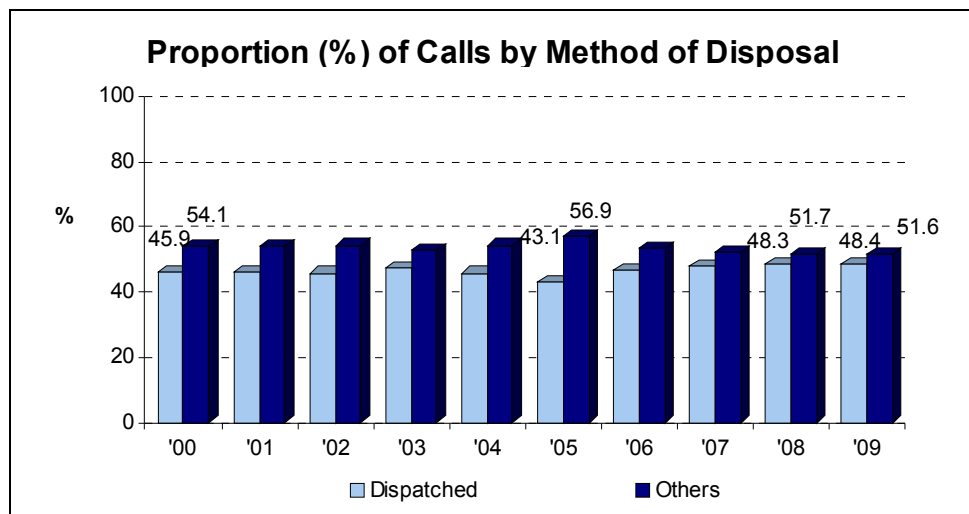


Figure 5.2

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. Police arrival time is captured by the central Computer Aided Dispatch (CAD) 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. While operational and practical issues may at times make it difficult for officers to comply, the overall compliance rate has continued to improve.⁷⁰ Starting at just 14.9% compliance in 1996, it increased to 28.7% in 2000, 44.2% in 2005, 45.1% in 2008, and 45.3% in 2009.

The compliance rate for Priority 1 calls alone in 2009 was 68.1%, a drop from the highest rate of 70.4% in 2007, but was a significant improvement when compared to 66.2% five years ago (2005) and 46.6% ten years ago (2000).⁷¹ For other emergency calls (Priority 2 and 3), the compliance rate was 66.6% in 2009, compared to 66.2% in 2008, 64.4% in 2005, and 42% in 2000.

The compliance rate for non-emergency calls (Priority 4 through 6) was much lower at 32.7% in 2009, a very slight decrease from 33.0% in 2008, but an improvement over 32.3% in 2005 and 19.6% in 2000.

Compared with the early years of such data being collected, the 2009 compliance rates were substantial improvements. Continual improvement in the compliance rate, particularly for non-emergency calls, will further enhance the accuracy of the measures on police performance in responding to calls.

There are cases for which the officer arrival time was entered by the dispatcher – for example, for police response units not equipped with MWSs and for situations when no arrival acknowledgement was received from the officer and the arrival time was confirmed by the call dispatcher's enquiry. These calls, because of uncertain accuracy of the data on officer arrival time, are excluded from the following response time analysis.

Analysis of 'hotshots' (Priority 1 calls of all emergency calls (*Priority 1-3*)) with a valid officer arrival time revealed that the average response time for these calls in 2009 was a slight increase (i.e. got longer) compared to the previous two years (2008 and 2007), but was a decrease (i.e. improved) compared to 2005. The average response time was 10.4 minutes in 2009, compared to 11.4 minutes in 2005 and 10.0 in 2000.⁷² The median response time for these calls remained at 7 minutes for the past three years, compared to 8 minutes in 2005 and 2000.^{73,74}

For the remaining emergency calls (Priority 2 and 3), the median response time increased between 2000 and 2005, from 14 minutes to 17 minutes. It dropped to 15 minutes in 2008, and was back to 16 minutes in 2009.

Figures 5.3(a) and 5.3(b) show the cumulative proportion (%) of Priority 1 and other emergency calls (Priority 2 to 3) by response time.⁷⁵

⁷⁰ Compliance rates are based on statistics from TPS I/CAD Query and Reporting System, Report 24.

⁷¹ 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.

⁷² Computation based on statistics from I/CAD Report 24, covering only cases with response time (MWS/MDT entered) from 0 to 60 minutes, i.e. 97.3% of total Priority 1 cases in 2009.

⁷³ The median is the middle value of a group of values arranged in ascending or descending order. Unlike the average, it is not affected by a very few long or short response times.

⁷⁴ Based on statistics from TPS I/CAD Query and Reporting System, Report 24.

⁷⁵ Includes only Priority 1 to 3 calls having valid officer arrival time (entered via MWS); based on I/CAD Report 24.

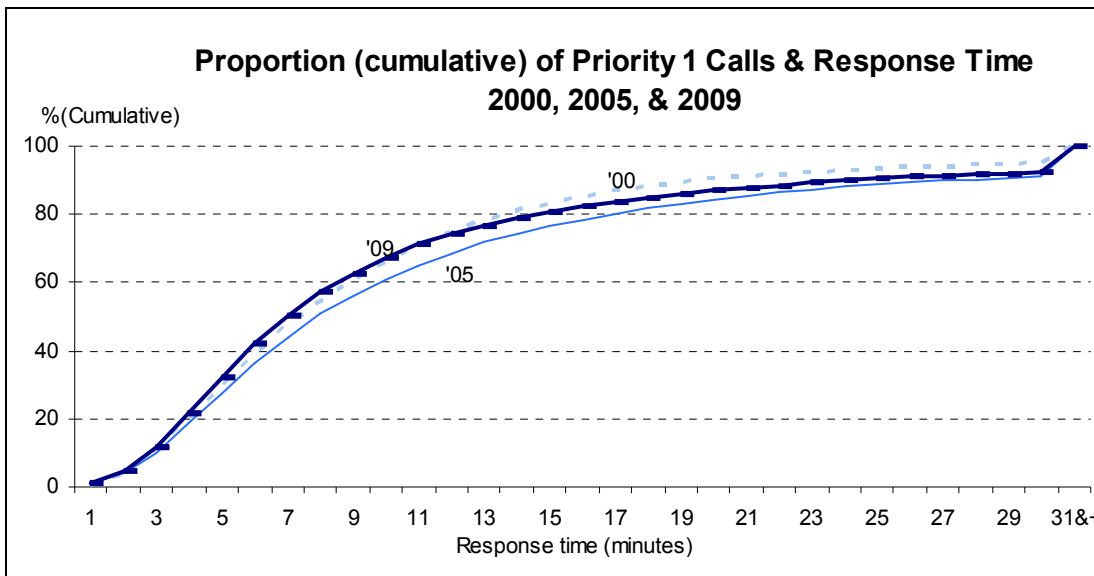


Figure 5.3(a)

Source: TPS I/CAD data (R24)

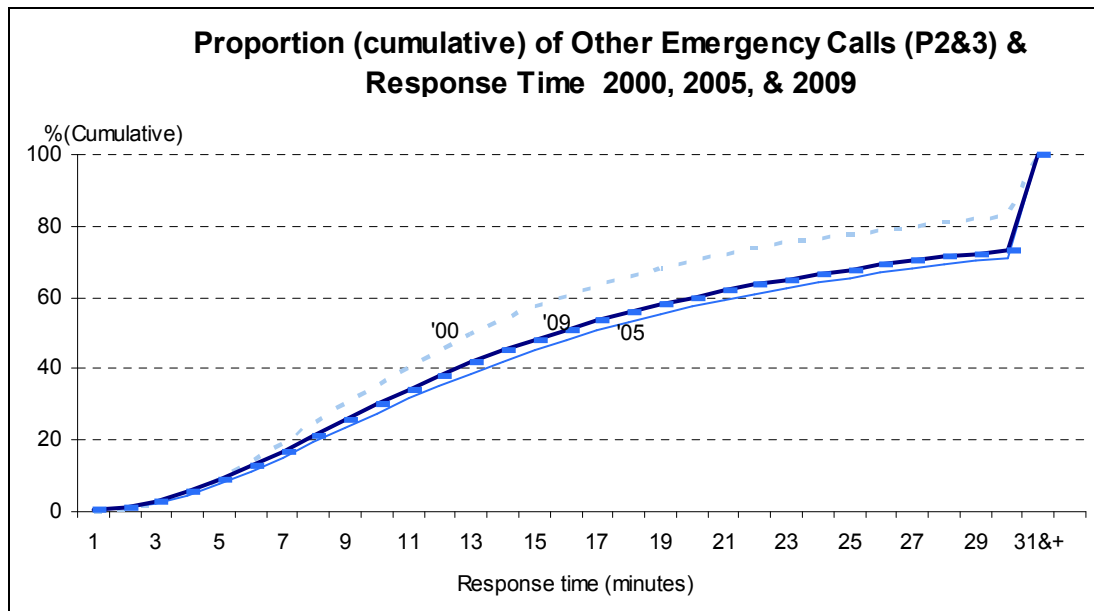


Figure 5.3(b)

Source: TPS I/CAD data (R24)

As shown in Figure 5.3(a), the line representing the 2009 Priority 1 emergency calls is ahead of the same lines of 2005 and 2000 (closer to the vertical axis) during the first 10 minutes of response time, meaning that a larger proportion (%) of calls were being responded to within that time frame (i.e. being responded to more quickly). It took 18 minutes to cover/respond to 85% of Priority 1 in 2009, compared to 21 minutes in 2005 and 16 minutes in 2000. The median response time for this category of calls also showed an improvement over the past ten years.

The line showing the response time of Priority 2-3 calls (other emergency calls) for 2009 is ahead of that of 2005, but is behind that of 2000, as shown in Figure 5.3(b). It means that the response time for Priority 2-3 calls improved over the past five years, but worsened over the past ten years.



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 increased (deteriorated) from 23 minutes in 2000 to the record high of 40 minutes in 2005, after which it declined to 36 minutes in 2009. It was also found that 64.8% of Priority 4-6 calls received a police response within 60 minutes, which was an improvement from the 61.7% in 2005, but a significant deterioration from the much higher 82.8% in 2000.

The above findings revealed that while some improvements in the performance for Priority 1 calls were noted over the past few years, overall performance continued to decline over the past ten years, particularly in relation to low priority calls. There is a need to identify reasonable, realistic, and achievable response time standards to serve as guide for operational management of calls. In establishing these standards, a number of factors should be taken into account, including police staffing level, officer performance/productivity, other operational constraints, and feasibilities for enhancing performance.

C. SERVICE TIMES⁷⁶

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 resources required to respond 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 significantly over the past ten years (Figure 5.4).

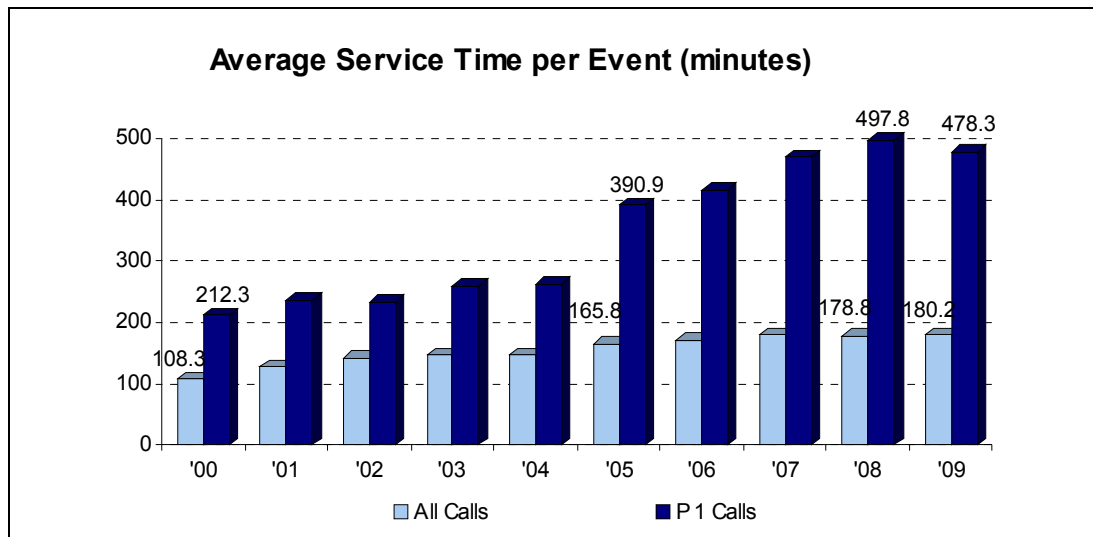


Figure 5.4

Source: TPS I/CAD data

⁷⁶ 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. All service time statistics used in this analysis were derived from I/CAD Query Report 52.



Figure 5.4 shows a clear trend of increase in service time for calls, with most of the increase occurring in recent years, despite a decrease in the number of calls attended. Over the past ten years, the number of calls attended decreased 20.5% for all calls and 42.4% for Priority 1 calls.⁷⁷ However, average service time per call increased 8.7% for all calls and 22.4% for Priority 1 calls over the past five years, and increased 66.4% for all calls and 125.3% for Priority 1 calls over the past ten years. The average number of officers dispatched per event also showed a steady increase from 2.1 officers in 2000 to 2.4 in 2005 and to 2.5 in 2009.

The average service time for Priority 1 calls, due to their emergency nature and the level of investigation required, is generally much longer than that for other calls. In 2009, Priority 1 emergency calls constituted 8.5% of all calls serviced. As shown in Figure 5.4, for Priority 1 calls in 2009, the average service time (per event) was 478.3 minutes, representing a 22.4% increase from 2005 and a 125.3% increase from 2000, though a 3.9% decrease from 2008. The average number of officers dispatched per Priority 1 event also increased from 3.3 in 2000 to 4.3 in 2005 and to 5.0 in 2009. Priority 1 calls took up about 22% of the total service time for calls in 2009.

As noted above, over the past ten years, there was a 20.5% decrease in all calls attended and a 42.4% decrease in Priority 1 calls attended (based on I/CAD Report 52), partly as a result of the improved method of identifying duplicated calls for the same event, the more accurate categorization of emergency calls, and initiatives in managing calls via alternative modes of response. However, the total time commitment in servicing calls showed a 33.5% increase for all calls and a 29.6% increase for Priority 1 calls over the past ten years. The reduced number of calls attended did not result in any saving on officer servicing time. On the contrary, the total time for servicing calls increased notably, as a result of increased service time and number of officers dispatched.

Table 5.1 shows the average service time of major types of calls (i.e. calls that took up 2% or more of the total service time) attended by the police in 2009 and the change in service time between 2005 and 2009.

As shown in the Table, all but one of the listed major types of calls showed increases in average service time over the past five years. These calls together constituted 43% of the total number of calls attended by the police in 2009, and took up 48.3% of the total service time. The increase in service time also applied in general to other calls. As a result of the general increase in average service time for calls (8.0%), the total officer time spent on calls increased 5.4% over the past five years, even though there was a 2.6% reduction in number of calls attended for the same period of time.

⁷⁷ Statistics based on TPS I/CAD Report 52.



Table 5.1
Major Types of Calls and Average Service Time

Event Type	Calls/Events Attended by Police – 2009			% Change: 2005-2009	
	# Attended	Average Service Time (Min/Event*)	Service Time%**	# Attended	Average Service Time (Min/Event*)
Check Address	44513	110.5	5.8	7.0	6.8
Unknown Trouble	16368	292.5	5.7	9.6	5.8
Domestic	16659	278.3	5.4	9.6	10.6
Persons Injury Accident	13849	260.7	4.2	1.4	7.2
Arrest	12879	240.4	3.6	9.5	8.8
Robbery	4253	638.3	3.1	-4.3	16.9
B&E	8917	264.2	2.8	-24.5	13.7
Suspicious Event	14895	155.4	2.7	-17.4	2.6
See Ambulance***	18822	111.1	2.6	29.0	15.9
Dispute	18949	112	2.6	-3.5	6.3
Emotionally Disturbed Persons	10424	209.6	2.6	0.6	4.0
Domestic Assault	4789	459.9	2.5	-2.7	16.5
Wanted Person	7753	269.9	2.4	9.9	-9.2
Assault Just Occurred	7483	271.1	2.4	10.2	7.6
Total of above items	200553	200.1	48.3		
Total events/calls⁷⁸	467438	180.18	100.0	-2.6	8.0

* Average service time per event in minutes.

** Total service time of call type as a proportion (%) of the total service time for all calls.

*** There was a large increase in number of requests from medical staff for police assistance after police ceased attending to calls of solely medical complaint.

Source: I/CAD Report 52

There are many factors that have a possible an 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 training and experience of the officer(s) in handling calls; and/or,
- supervision by field supervisors.

The average service time for calls has increased 145% since 1996. The increase for Priority 1 calls was even greater, at 185% for the same period of time. This trend of increase, if not addressed, will be a serious drain on police resources. Since servicing calls from the public

⁷⁸ The number of calls reported 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.



is a major police function, managing a significant increase in service time for calls without a commensurate increase in resources or the remedy of other management measures to enhance productivity or optimize resource deployment, will necessarily be at the expense of other police programs. This means that the officers' time for other non-call related functions will continue to be reduced to make up for the ever increasing demand from calls.

The ever increasing response and service times for calls can be regarded as an indication of the need for service standards, which are required for justifying resource requirements, measurement of performance, as well as guiding resource deployment. The issue is the appropriate way to determine and establish realistic and achievable service standards that take into account the factors that have an impact on officer response to calls. There is also the need to identify ways to stabilize the ever increasing service time for calls so that the drain on resources from such increases could be halted. Without addressing these issues, appropriately and adequately staffing the Primary Response and other police programs, and delivering timely responses to emergencies, will remain a serious challenge for the Service.





VI. 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 organization of the personnel who deliver police service, how they are managed, and their priorities. Human resources are central to the organization and all external and internal trends have an impact, to some degree, on the recruitment, orientation, maintenance, and development of these resources.

HIGHLIGHTS

- In 2009, the total strength of Toronto Police Service was 7,797 members, up slightly (1.9%) from 7,648 members in 2008 and 9.6% from 7,114 members in 2000.
- Between 2008 and 2009, uniform strength increased from 5,733 in 2008 to 5,846 in 2009, while civilian strength increased from 1,915 in 2008 to 1,951 in 2009.⁷⁹ Uniform and civilian strengths increased 8.8% and 12.0%, respectively, from 2000. The increase in civilian strength was driven mainly by an increase in the number of civilian Court Officers.
- Over the past decade, the number of sworn police officers per 100,000 people in Toronto increased 6.0%, from 200.3 officers in 2000 to 212.4 officers in 2009.
- The median age of uniform officers in December 2009 was 40 years, up very slightly from 39 years in 2008. The proportion of officers over the age of 50 years increased slightly over the past 10 years, from 16.6% in 2000 to 18.3% in 2009.
- In 2009, just more than one in three (36.4%) uniform members had 20 or more years of service, while just under half (41.8%) of uniform members had less than 10 years of service. The average uniform length of service was 14.9 years.
- The median age of Primary Response constables was 34 years, compared to 37 years for all constables.⁸⁰ In 2009, the median length of service for Primary Response constables was 4 years, compared to 9 years for all constables.
- In 2009, 240 officers separated from the Service; of these officers, 91 retired and 30 joined other police services.
- During 2009, 42.0 non-traffic *Criminal Code* offences were reported per constable, a 6.5% decrease from the 44.9 reported in 2008 and a 16.0% decrease from 50.0 reported in 2000.

⁷⁹ Uniform strength includes all police officers and 195 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, 2009, the Human Resources Directorate reported 382 Parking Enforcement personnel, 351 part-time or temporary personnel, 623 Auxiliary personnel, and 740 school crossing guards; none of these positions are included in the total civilian strength.)

⁸⁰ 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 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 3.1% from 2008, and increased 6.0% from 2000.
- While the Service’s representation of visible minority and female officers remained below community representation, the proportions consistently increased over the past decade.
- In 2009, the uniform/officer strength was comprised of 2.0% visible minority or Aboriginal women, 18.9% visible minority or Aboriginal men, 15.8% non-minority women, and 63.3% non-minority men.
- Although the overall representation of female police officers in the Toronto Police Service (17.8%) was below the national (19.1%) average, women 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 2.0% per year. Total strength both increased and decreased year over year between 2000 and 2009, with a general increase in the period. In 2009, the total strength of Toronto Police Service was 7,797 members, an increase over the highest staffing level ever, recorded in 2008. This level reflected an increase of 1.9% from the 7,648 members in 2008, and a 9.6% increase from the 7,114 members ten years ago (Figure 6.1).

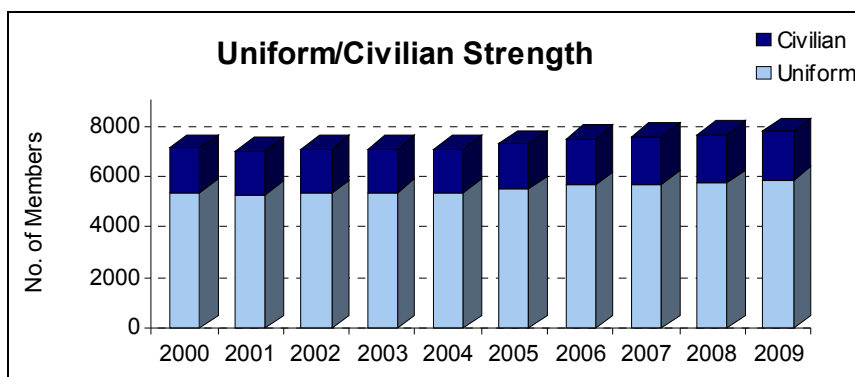


Figure 6.1

Source: TPS Human Resources

Between 2008 and 2009, uniform strength increased slightly (2.0%) from 5,733 in 2008 to 5,846 in 2009. Over the past ten years, however, uniform strength increased 8.8%, with a 17.4% increase in senior officers, a 12.1% increase in supervisory officers, and a 7.8% increase in police constables and cadets. As of December 31st, 2009, the Uniform Establishment of the



Toronto Police Service was 5,588 uniform police officers.^{81,82} Between 2008 and 2009, civilian strength increased only slightly, from 1,915 to 1,951 civilian members. Overall, civilian strength increased 12.0% over the past ten years; however, the increase was driven solely by an increase in the number of Court Security Officers. The number of Court Security Officers increased 61.6% between 2000 and 2009 (from 279 to 451); staffing in all other civilian positions increased by 2.5% over the same period (from 1,463 in 2000 to 1,500 in 2009).

Nationally, the number of police officers and civilians has also increased in each of the past ten years, increasing 19.8% for police officers and 35.6% for civilians over the period.⁸³ Despite a record high number of police officers, the national rate of police officers per 100,000 Canadians (198.8) was 3.6% lower in 2009 than the peak of 206.2 reached in 1975.

The civilian:officer ratio for the Toronto Police Service was about 1:3.0 in 2009 – the same as in 2008 and similar to 1:3.1 in 2000. Nationally, the civilian:officer ratio was 1:2.5 (67,085 officers and 26,999 civilians) in 2009, but a decrease from 1:2.8 a decade ago; the decreased national civilian:officer ratio reflects an increase in the number of civilians over the past ten years (28.7%) and a larger increase in the number of police officers (71.3%) over the same period.⁸⁴ The civilian:police ratio in other Greater Toronto Area (GTA) police services ranged between 1:2.1 in Peel Region to 1:2.7 in York Region in 2009.

Officer to Population Ratio:

The number of sworn police officers per 100,000 population may be used as a very general indicator of potential workload and performance efficiency.⁸⁵ Over the past decade, while the number of police officers per 100,000 Toronto residents both increased and decreased year over year, there was an overall increase of 6.0% from 200.3 officers per 100,000 in 2000 to 212.4 officers per 100,000 in 2009. Statistics Canada reports that nationally there were, on average, 198.8 officers per 100,000 population in 2009; this was a 9.1% increase from the 182.3 officers per 100,000 population reported in 2000 (Figure 6.2).⁸⁶

⁸¹ Uniform Establishment refers to the number of uniform personnel believed necessary to most effectively fulfil operational requirements, is approved by City Council, and is 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, actual staffing may be above or below this level, depending on the timing of separations and hires.

⁸² As of September 2008, the Service will target a uniform strength of 30 officers in excess of the Uniform Establishment; these additional officers are assigned to the provincially funded School Resource Officer Program.

⁸³ Statistics Canada. (2009). *Police Resources in Canada, 2009*. Ottawa, ON: Canadian Centre for Justice Statistics, Statistics Canada. p. 11

⁸⁴ Ibid.

⁸⁵ The officer to population ratio considers only Toronto residents and the number of sworn police officers in 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.

⁸⁶ Statistics Canada. (2009). *Police Resources in Canada, 2009*. Ottawa, ON: Canadian Centre for Justice Statistics, Statistics Canada. p. 11, p. 23

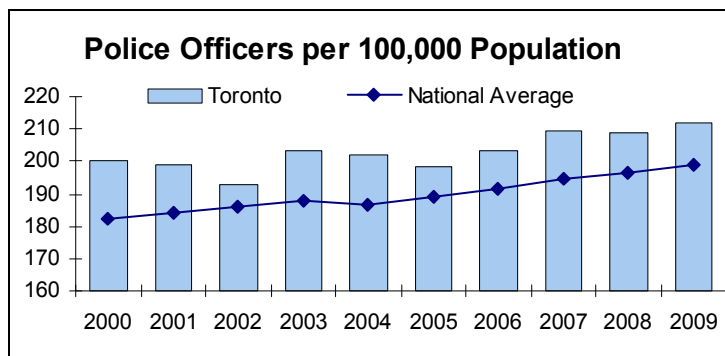


Figure 6.2 Source: Statistics Canada

In each of the past ten years, the number of police officers per 100,000 residents in Toronto has been higher than the national average, but well below other large urban centres, such as Montreal (241 officers per 100,000 population in 2009) and Vancouver (230 officers). However, Toronto had considerably more officers per 100,000 population than surrounding GTA regional police services, including Durham (145 officers), York (138 officers), and Peel (143 officers).⁸⁷

Age & Length of Service of Uniform Members:⁸⁸

Clear trends of an aging Toronto uniform workforce have been evident throughout the past two decades. Analysis of uniform age characteristics over the past decade illustrated a relatively constant proportion of officers under the age of 30 years, a decrease in the proportion of officers between the ages of 30 and 49 years, and a slight increase in the proportion of officers more than 50 years of age (Figure 6.3).

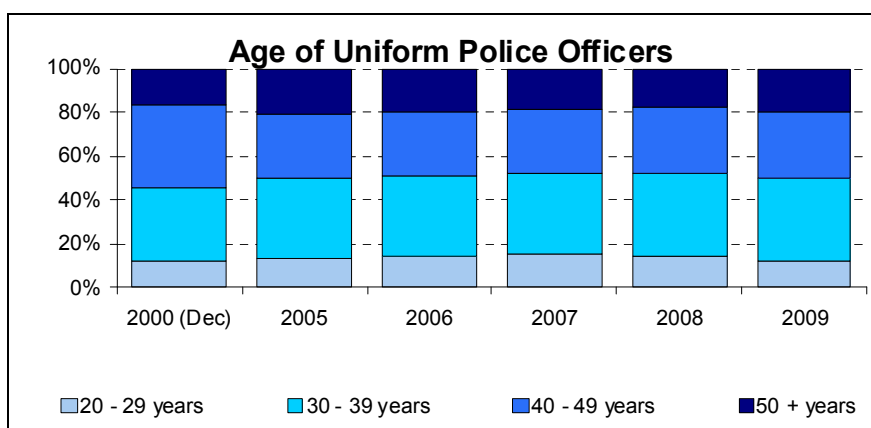


Figure 6.3 Source: TPS Human Resources

Over the past decade, officers between the age of 30 and 49 years have consistently accounted for the majority of the uniform strength. However, this proportion has generally

⁸⁷ Ibid.
⁸⁸ Cadets-in-training are not included in age/service analysis.



decreased each year over the past decade, falling from 71.0% in 2000 to 63.2% in 2009, largely due to a decrease in officers between 40 and 49 years of age. The proportion of officers over the age of 50 years increased slightly, from 16.6% in 2000 to 18.3% in 2009. The median age of uniform officers in December 2009 was 40 years, up very slightly from 39 years in 2008.⁸⁹

Statistics Canada reported that for the first time ever, the median age of the Canadian workforce surpassed 40 years in 2006, rising from 39.5 in 2001 to 41.2 in 2006. The median age of the workforce in the Toronto region was 40.6 years.⁹⁰ However, while the median age of the Canadian workforce increased 5 years from 1991 to 2006, the median age of Canadian police officers has increased only 2 years.⁹¹ In 2006, 57% of the Canadian workforce was between the ages of 25 and 49 years, compared to nearly 80% of Canadian police officers; 81% of Toronto police officers were between 25 and 49 years of age.

The relatively constant proportion of officers under the age of 30 years, given the unusually high hiring levels of the past few years, is largely explained by the age characteristics of new recruits. The average age of recruits hired over the past ten years was about 28 years: almost three in ten recruits (29%) were over the age of 30 years, and only 9 officers hired in the past ten years were under the age of 20 years. Prior to the resumption of hiring in 1995, the average age of a recruit was about 22 years and fewer than 3% of recruits were over the age of 30 years.⁹²

The length of service of uniform members gives some indication of the level of experience in the uniform workforce. As shown in Figure 6.4, the distribution of years of service has changed somewhat over the past decade.

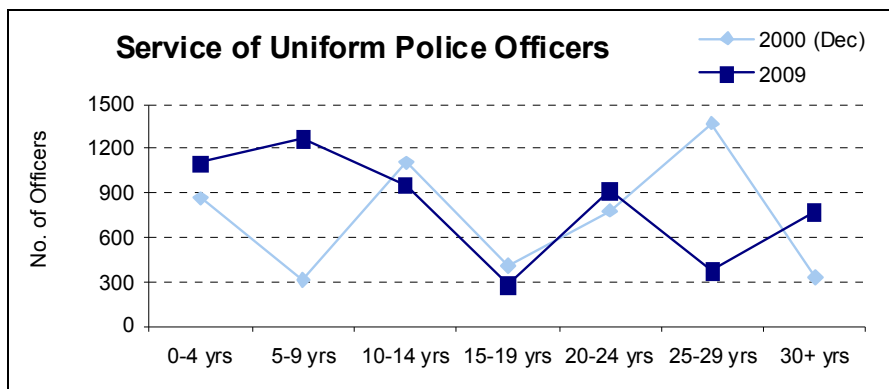


Figure 6.4

Source: TPS Human Resources

⁸⁹ The median is the middle value of a group of values arranged in ascending or descending order.

⁹⁰ Aging Workers, Booming Jobs; Workforce is Older. (2008, March 5). *The Toronto Star*. (Statistics Canada report (2008). *Canada's Changing Labour Force, 2006 Census*.)

⁹¹ Charron, M., Racha, N. & Vaillancourt, R. (2009 March). *Aging of Justice Personnel*. (Catalogue no. 85-002-X, Vol. 29, no. 1) Juristat Article, Statistics Canada. (Retrieved from <http://www.statcan.gc.ca/pub/85-002-x/2009001/article/10782-eng.pdf>)

⁹² Average age characteristics of those hired in previous years 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.



In 2009, just more than one-third (36.4%) of police officers had more than twenty years of service compared to under half (48.0%) ten years ago. On the other hand, 41.8% of all officers had less than ten years service in 2009, compared to less than 22.7% of all officers in 2000. Over the past decade, the most frequent service level has shifted from 25-29 years in 2000 to 5-9 years in 2009; over this period, the average length of service decreased from 16.5 years to 14.9 years.

It is interesting to compare the relative length of service distributions over the past ten years, as shown in Figure 6.4. 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 late-1970s was still evident in the 25-29 years service level in 2000. Over time, as members separate and move toward retirement, this peak has gotten lower. In contrast, the hiring moratorium in early-1990s is clearly evident in the 5-9 years service level in 2000 and the 15-19 years service level in 2009. Also evident is the flattening of peaks prior to the completion of a 30-year career. In 2000, 1,105 officers had 10-14 years service compared to only 918 officers with 20-24 years service a decade later; more than one-third of officers hired between 1989 and 1993 have separated from the Service.

While the Service has traditionally enjoyed a high level of corporate loyalty – members serving a full career in the same organization – there are some indicators that this may be less likely in the future. Broader social trends suggest that workers are increasingly less likely to remain in a single organization 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 new members have moved on from other careers to enter policing. On the other hand, the age and service characteristics of, and exit interviews with, members separating from the Service indicate that they are moving to employment elsewhere.

Figure 6.5 presents a profile of uniform officers both by age and length of service. It illustrates a somewhat tri-modal distribution including younger, inexperienced officers with less than 10 years experience, officers in their 40s with 20-24 years experience, and older, more experienced officers with more than 30 years experience.

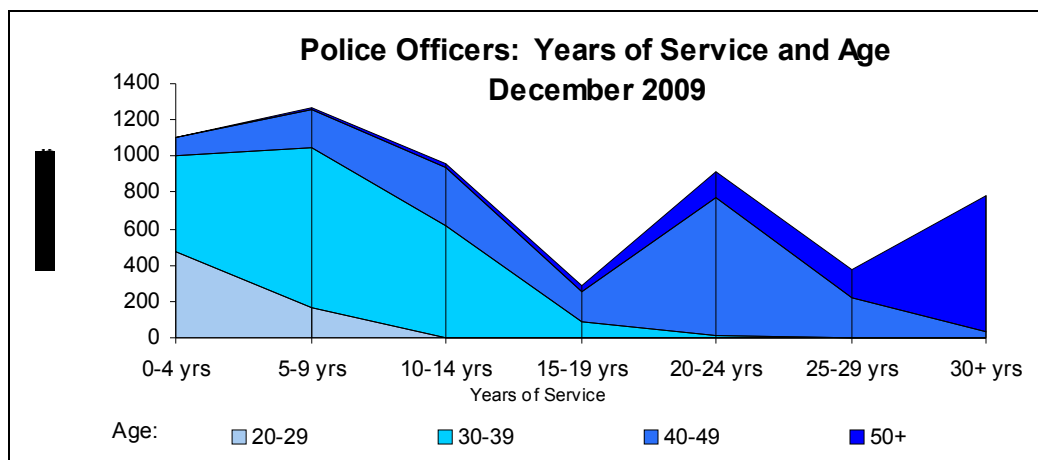


Figure 6.5

Source: TPS Human Resources



Police managers face a significant challenge in managing officers from two distinct and very different age groupings – officers with diverse and often conflicting demands on the organization. Officers over the age of 40 – the second half of the baby-boomer generation – require continued opportunities for challenge and development in a job they have performed for more than 15, 20, or 30 years. Workers under the age of 40, with a higher level of education, strong desire for work-life balance, and knowledge of their worth in the labour market, have increased expectations for rapid promotion and organizational accommodation for work-life balance.

As reported in previous *Scans*, Primary Response officers continue to be, in general, younger and less experienced than the average constable.⁹³ Almost four in ten (39.3%) police constables were assigned to Primary Response in the divisions. The median age of Primary Response constables was 33 years compared to 37 years for all constables. In 2009, 30.6% of the Primary Response constables were under 30 years of age, compared to only 15.5% for all constables (Figure 6.6).

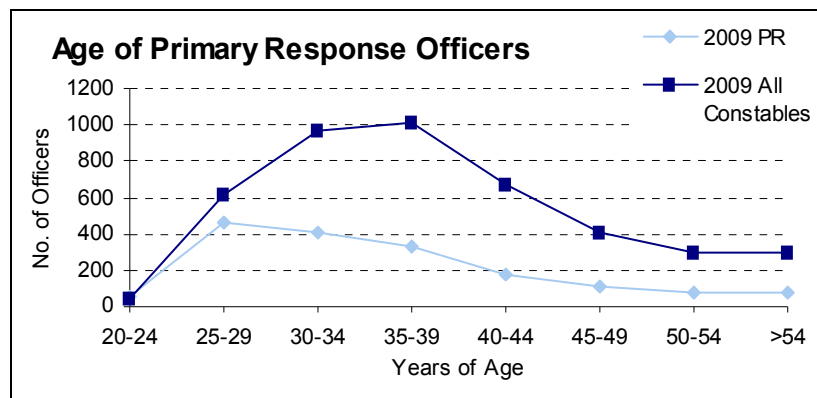


Figure 6.6

Source: TPS Human Resources

When each division was examined separately, the age distribution of Primary Response constables in most divisions closely resembled that of the overall Primary Response constable distribution, with average ages similar to the overall average age for Primary Response officers (35.4 years). However, there was some variation between divisions: the average age of Primary Response constables in 52 Division was 42.3 years, but only 31.9 years in 54 Division.

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 6.7).

⁹³ 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.

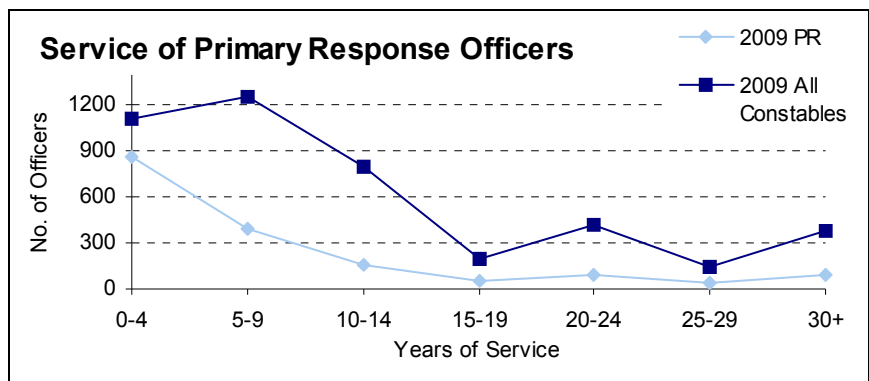


Figure 6.7

Source: TPS Human Resources

The median years of service for Primary Response constables in 2009 was 4 years, compared to 9 years for all constables; about half of Primary Response constables (50.6%) had less than five years experience.

Retirements & Resignations:

Over the past ten years, a total of 2,749 officers separated from the Toronto Police Service; annual separation levels varied substantially, ranging from 148 in 2003 to 473 in 2001. Based on current established uniform strength, this level of separation represents a 49% turnover in uniform staff over the past ten years. In 2009, there were 240 separations, down from the 307 separations in 2008, somewhat lower than the 273 separations in 2000, and lower than the 275 separations projected in the 2008-2009 Human Resource Strategy which was received by the Board at their meeting in November 2007.⁹⁴ Separations include both retirements and resignations.⁹⁵ It should be noted that over the past ten years, six in ten separations (62.1%) were retirements (Figure 6.8).⁹⁶

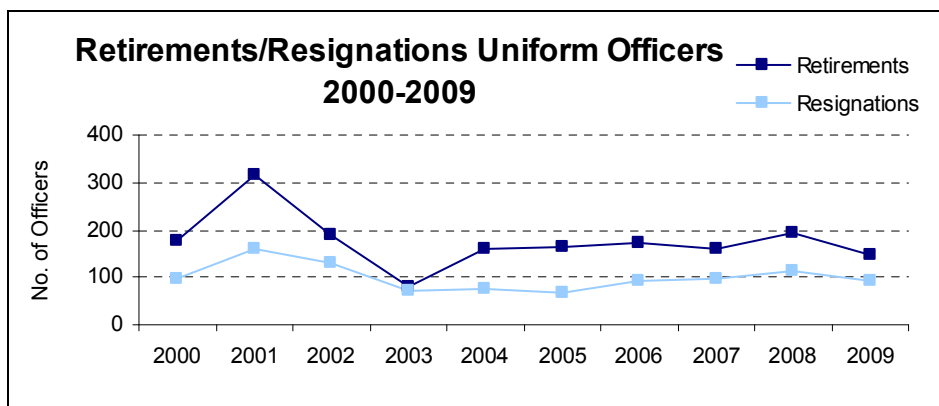


Figure 6.8

Source: TPS Human Resources

⁹⁴ Toronto Police Service’s Human Resources Directorate. *Human Resources Staffing Strategy: 2008 to 2009*. Police Services Board Minute P385, meeting of November 15th, 2007. (Retrieved from <http://www.tpsb.ca/FS/Docs/Minutes/2007/>)

⁹⁵ The 91 resignations in 2009 include 6 deaths and 9 termination of services.

⁹⁶ The numbers of separations reported in previous *Scans* have been revised to include cadet-in-training resignations in the uniform separation levels.



Over the past ten years, a total of 1,757 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. Since 2003, however, the number of retirements has slowly, but steadily, increased. The dramatic variations in the number of retirements from one year to the next are generally associated with defined periods of aggressive retirement incentives and reduced pension factors; retirements tended to peak 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.⁹⁷

In 2009, 149 officers retired from the Service, a 22.4% decrease from the 192 officers who retired in 2008. The average length of service of retiring members in 2009 was 34 years and retiring members were, on average, 49 years old. As of December 31st, 2009, a total of 686 officers, 12.1% of the total uniform strength, were eligible to retire.

As is evident in Figure 6.8, the number of resignations each year since 2000 has been somewhat more stable than retirement levels. The 76 resignations in 2009 reflect a decrease from the 115 resignations in 2008, and the 98 resignations in 2000. Annual resignations remain higher than the early to mid-1990s, when resignations ranged between 40 and 49 resignations per year. This may be partly attributable to an economy that has non-policing employment opportunities more readily available, but is largely due to officers joining other police services.

As shown in Figure 6.9, officers separating from the Service to join other police services account for more than half (52.0%) of all resignations over the past decade. It is interesting to note that between 2005 and 2008, the number and proportion of officers leaving to join other police services generally increased, then decreased again in 2009 during a more difficult economic period.

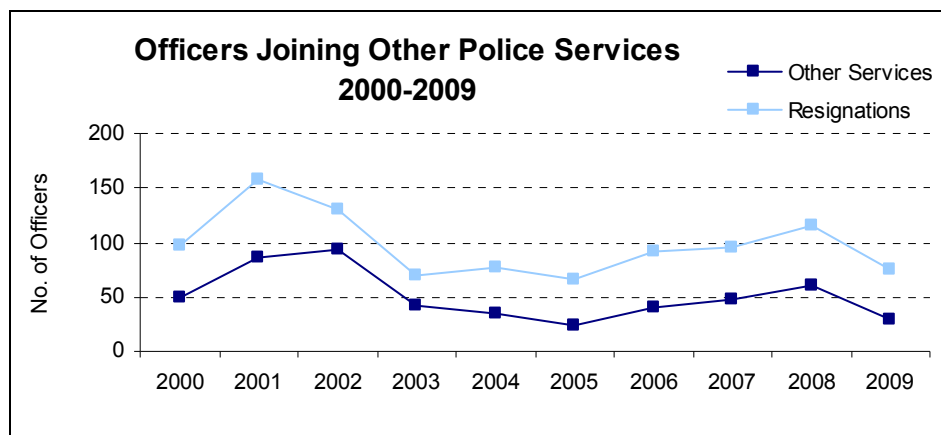


Figure 6.9

Source: TPS Human Resources

Officers who separated to join other services in 2009 were, on average, 34 years old with 7 years experience – very valuable officers to this Service. Although the Toronto Police Service

⁹⁷ To determine eligibility for retirement without penalty, the member's age and length of service, added together, must equal or exceed the eligibility factor. In past years, this factor had been set at 75 for uniform members, but returned to 85 in 2005.



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.

*Workload:*⁹⁸

During 2009, 42.0 non-traffic *Criminal Code* offences were reported per constable, a 6.5% decrease from the 44.9 reported in 2008.⁹⁹ This decrease in the crime to strength ratio reflects a 3.8% decrease in the number of reported non-traffic *Criminal Code* offences and a 3.8% increase in the number of constables from 2008. The 2009 ratio, the lowest level in the past 25 years, reflects a 16.0% decrease from the 50.0 *Criminal Code* offences per constable reported in 2000. (Figure 6.10)

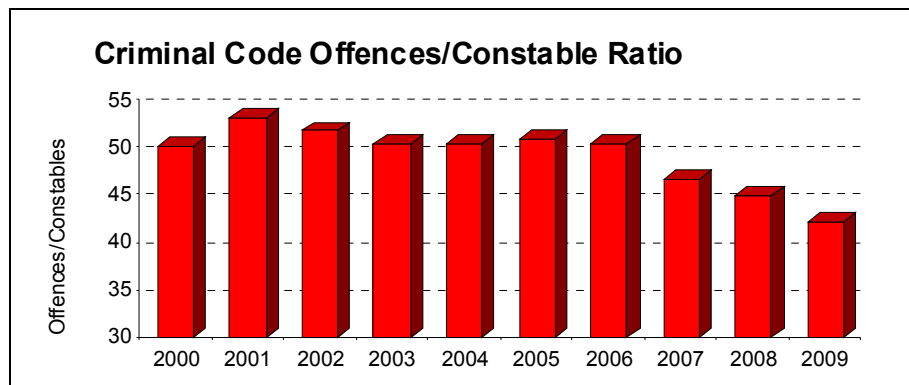


Figure 6.10

Source: TPS Database

Nationally, Statistics Canada reports that since 1991, *Criminal Code* incidents per police officer has generally decreased, consistent with a drop in the overall crime rate; in 2008, there were 37.6 incidents per officer (one of the lowest rates in 30 years).^{100, 101}

It should be noted that in addition to investigating *Criminal Code* offences, police officers spend considerable time training, working with the community, and attending court. Community policing requires police officers to be more involved with the communities they police – problem solving, crime prevention, and community mobilization are both time and labour intensive.

⁹⁸ Uniform officers in this section do not include cadets-in-training.

⁹⁹ Number of non-traffic *Criminal Code* offences were revised for years 2004 through 2008, due to regular updates to the Service's live database. Crime data are revised to reflect the latest data available and for the sake of fair comparison.

¹⁰⁰ Statistics Canada. (2008). *Police Resources in Canada, 2009*. Ottawa: Canadian Centre for Justice Statistics, Statistics Canada. p. 10

¹⁰¹ Statistics Canada calculates *Criminal Code* incidents per sworn police officer, not including recruits, as opposed to the Toronto Police Service calculation of *Criminal Code* offences per sworn police constable; for comparative purposes, *Criminal Code* incidents per police officer for the Toronto Police Service in 2007 were 34.0 incidents per officer.



Resource Deployment:¹⁰²

In 2009, eight in ten (81.2%) uniform members, similar to the 80.1% in 2008, were assigned to Divisional Policing Command and specific Operational Support units (i.e. Traffic Services, Marine Unit, Mounted Unit, TAVIS Rapid Response Teams, Community Oriented Response, and Emergency Task Force). The number of officers assigned to visible, front-line uniform duties in these units (i.e. not plainclothes, etc.), including supervisors, increased 6.0% over the past ten years (from 3,528 to 3,739 officers) and also increased 3.1% from 2008 (from 3,627 to 3,739 officers) (Figure 6.11). The increase in uniform officers on the street between 2000 and 2009 reflects a 19.0% increase in supervisory officers (from 479 in 1999 to 570 in 2009) and a 3.9% increase in constables (from 3,049 in 2000 to 3,169 in 2009). In 2009, there were 7.0 uniform constables for every uniform sergeant assigned to a visible uniform function.¹⁰³

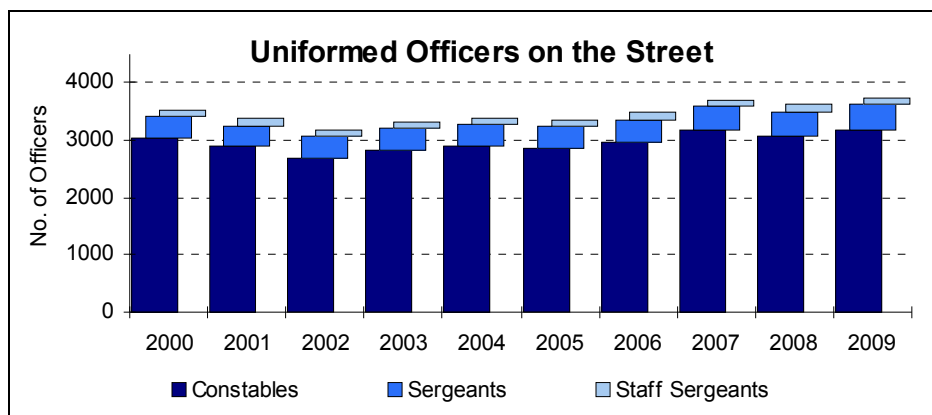


Figure 6.11

Source: TPS Human Resources

B. WORKFORCE DIVERSITY¹⁰⁴

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.¹⁰⁵ 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 organization will continue to strive to reflect the community it serves through the use of equal opportunity employment practices.

According to Statistics Canada, the Toronto community is comprised of: 46.9% visible minority, 0.5% Aboriginal, and 51.8% female. The representation of these communities in the Toronto Police Service is closer than they were in the past – 19.9% of Service members are visible minorities, 1.0% are Aboriginal, and 28.6% are female. Gains in the Service's community

¹⁰² Uniform officers in this section do not include cadets-in-training.

¹⁰³ 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.

¹⁰⁴ Uniform officers in this section include cadets-in-training.

¹⁰⁵ The way we’ll be. (2005, March 23). *The Toronto Star*.



representation over the past ten years have largely been due to the composition of the civilian component of the Service. (Figure 6.12)¹⁰⁶

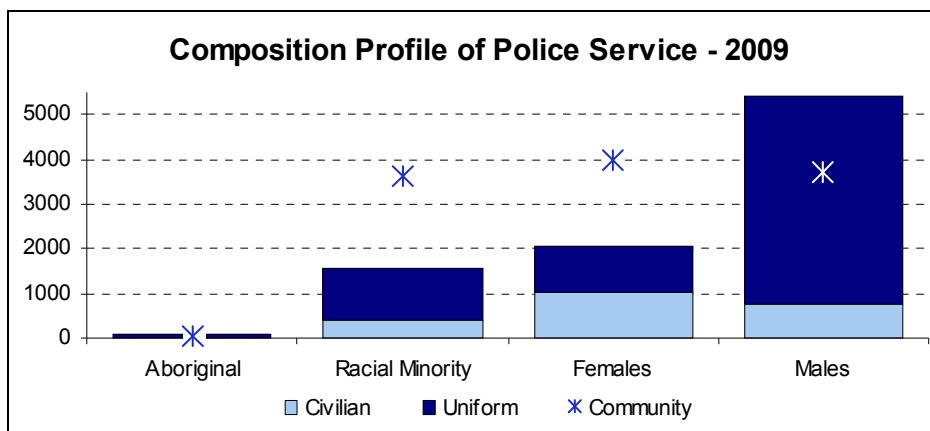


Figure 6.12 Sources: TPS Human Resources, Statistics Canada

The Service will continue to actively pursue a representative workforce. The Service recognizes the immense benefits and necessity of providing a policing service which is cognizant of and sensitive to the cultural, ethnic, religious, and lifestyle choices of community members; on the other hand, the Service also recognizes the potential challenges of a diverse workforce, both within the workforce and in the community. While advancements in workforce diversity are to be commended, both Service and community leaders have identified the requirement to address, through the education and training of all Service members, the need to harmonise potentially conflicting beliefs inherent in cultures, religions, ethnicities, and lifestyle choices.

Uniform Composition:

Figure 6.13 shows the diversity composition of police officers in Toronto in 2009; 2.0% of officers were female visible minorities or Aboriginal, 18.9% were male visible minority or Aboriginal, 15.8% were non-minority women, and 63.3% were non-minority men.

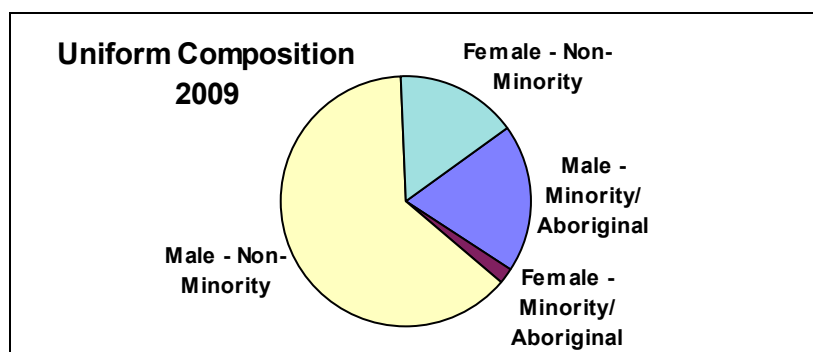


Figure 6.13 Source: TPS Human Resources

¹⁰⁶ 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 generally exceeds the overall Service profile – 1.5% Aboriginal, 33.2% visible minority, and 25.2% female.



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. As noted previously, Aboriginal persons account for about 0.5% of the Toronto community; in 2009, they accounted for 1.2% of all police officers (68 officers), almost doubled from 0.7% (35 officers) in 2000.

Ten years ago, visible minority officers comprised only 9.5% of uniform police officers; with consistent recruitment efforts, minority officers as a proportion of all officers more than doubled to 19.8% in 2009. Although this remains well below the 46.9% community representation, it is interesting to note that while the total number of all officers increased only 8.8% over the past decade, the number of visible minority officers more than doubled, increasing 162.3% from 443 officers in 2000 to 1,162 officers in 2009.

Throughout the last decade, there was also a steady rise in female officers. In 2000, female officers accounted for 13.2% of the total uniform strength; by 2009, female officers accounted for 17.8% of police officers.

It is also important to the Service that uniform strength represents the community at all ranks and, over time, as overall uniform strength moves closer to community representation, so should the representation by rank. In 2009, 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 closely representative of the community than the supervisory or senior officer ranks (Figure 6.14).

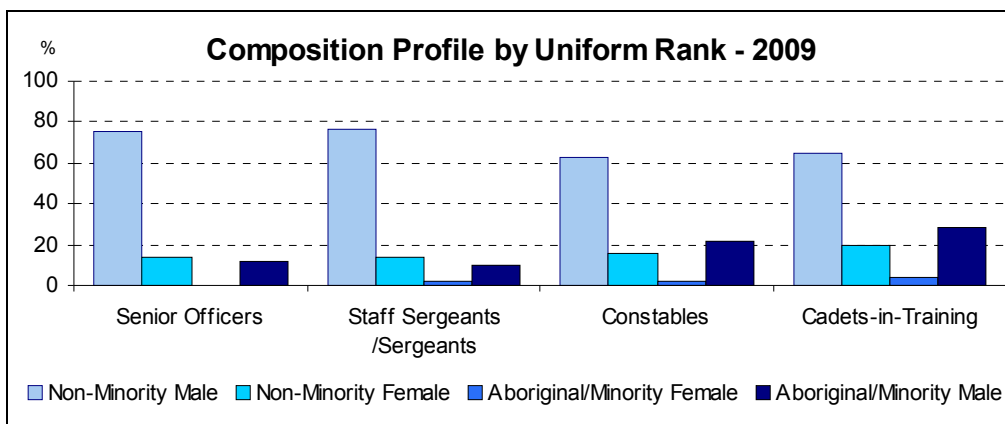


Figure 6.14

Source: Diversity Management

The composition of entry-level ranks reflects the achievements of the targeted recruiting strategies in recent years. Generally, non-minority males accounted for the majority of officers, however, the proportions of non-minority males were considerably smaller at the recruit (47.7%) and constable (60.3%) ranks than at the senior officer (74.3%) and supervisory officer (74.2%) ranks.

Female representation by rank ranged from 13.9% of senior officers to 18.2% of constables, however, their representation was still well below the level of community representation. Likewise, visible minority and Aboriginal officers (male and female) were better represented at the recruit (32.3%) and constable (23.4%) ranks than at the senior officer (11.9%) and supervisory officer (11.5%) ranks.



While men continue to dominate police services across the country, the gender gap has narrowed slightly. The Canadian Centre for Justice Statistics (CCJS) reported that, in 2009, women accounted for almost one in five police officers (19.1%), compared to approximately one in ten a decade ago. The Police Sector Council predicts that over the next decade, however, the proportion of female officers is not likely to increase more than one or two percent.¹⁰⁷

The overall representation of women officers in the Toronto Police Service (17.8%) was below the national (19.1%) average, and about the same as the provincial average (17.9%). However, women were better represented at senior and supervisory ranks in Toronto than nationally. Nationally, in 2009, women accounted for 8.3% of senior officers, 14.4% of supervisory officers, and 21.4% of police constables. In the Toronto Police Service, women represented 13.9% of senior officers, 15.7% of supervisory officers, and 18.2% of police constables.

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, which resumed in 1995 after a three-year moratorium, specifically focused on broadening and diversifying the applicant pool. Since 1999, more than 3,000 recruits were hired and more than 2,500 police officers separated from the Service. Figure 6.15 illustrates the impact of diversity recruiting efforts and separations on the overall uniform composition.

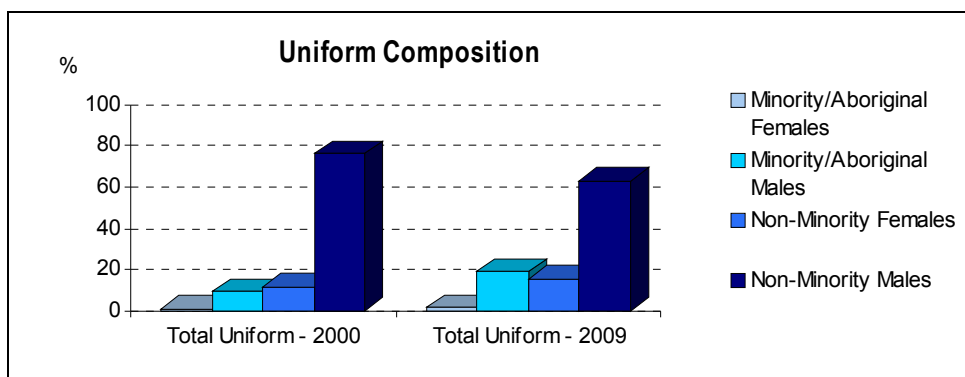


Figure 6.15

Source: TPS Diversity Management

¹⁰⁷ Police Sector Council. (2008). *The Future of Recruitment*. Ottawa, ON: Recruiters Network Meeting, January 22nd, 2008.



VII. 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

- Most people (90%) felt their neighbourhoods were very or reasonably safe in both 2009 and 2008, up from 2000 (74%). Fewer people felt that Toronto in general was very or reasonably safe in both 2008 and 2009 (83% and 86%, respectively).
- While most Toronto residents said they felt safe in their neighbourhoods, they did show increased concern about issues related to neighbourhood disorder. Youth hanging around, homeless people/panhandlers, litter, noise, vandalism, graffiti, drugs, prostitution, and being harassed on the street, were all of more concern in neighbourhoods in 2009.
- Most Toronto residents were satisfied with the Toronto Police Service overall in 2009. However, the proportion of those satisfied did drop very slightly compared to the previous year (88% in 2009, 89% in 2008), and both years were somewhat lower than in 2001 when the question was first asked (93%).
- While people generally felt that police-community relations were good, there was some improvement between 2008 and 2009. In 2009, people were more likely to say they felt that the relationship was excellent or good between police and people in their neighbourhood, between police and people in the city in general, and between police and members of minority communities. The latter category showed the greatest increase.
- Similarly, fewer Toronto residents said that they believed Toronto police officers targeted members of minority or ethnic groups for enforcement: 16% in 2009, down from 21% in 2008 and 26% in 2000. The 2009 proportion was the lowest seen in the ten years the question has been asked in the community survey.
- Of those in 2009 who'd had contact with police, most people (83%) said they felt the officer(s) treated them with respect during the contact. This proportion was, however, slightly lower than the proportion in 2008 (84%). Similarly, officers were rated as being less polite (66% in 2009; 84% in 2008), less helpful (55% in 2009; 69% in 2008), and less professional (64% in 2009; 73% in 2008).
- According to the results of the Service's annual survey of high school students, most students said they felt safe in and around the school at any time of the day, with the proportion showing a slight decrease in 2009 over 2008 (86% in 2009 and 88% in 2008).



- When asked about the **most** serious policing problem in and around their school, the most common answers in both 2009 and 2008 were drugs, assaults/fighting, and robbery. The largest proportion of students in both years (20%) said that there were no serious policing problems in or around their school.
- When asked about the level of violence, if any, at their school, the largest proportion of students in all years of the survey have said that, generally, their school and school grounds weren't violent. However, in 2009, the proportion of students who thought their school was 'very' or 'somewhat' violent was 24%, up from 18% in 2008, although still lower than the 33% in 2001.
- In 2009, 63% of students said they would feel comfortable talking to police about crime or a problem at their school, up from 57% in 2008, but down from 67% in 2001.
- Almost half (46%) of the students in 2009 said that their school had a School Resource Officer (SRO); 54% said that their school did not have an SRO assigned or that they did not know. There was no significant difference in feelings of safety at school between students in SRO schools and students in non-SRO schools: most students in both groups felt very or reasonably safe (88% and 85%, respectively).

A. GENERAL COMMUNITY – TORONTO

Perceptions of Safety:

Fear of crime and perceptions of safety are important indicators of the way people feel about their cities and neighbourhoods. They can also be indicators of confidence in police and how well people feel their police services are performing, and can shape the demands they place on those police services. The perceptions of safety can be influenced by many things, including personal experiences, the experiences of family, friends, or neighbours, and media reports about the 'crime problem' in the city or neighbourhood. Perceived disorder or incivility (physical and social) in the neighbourhood can also affect feelings of safety. When people become sufficiently uneasy about incivilities like littering, drug use, public drinking, and the like, they may begin to feel that their neighbourhood is unsafe.¹⁰⁸

In the final quarter of each year, the Toronto Police Service typically contracts for a community telephone survey of 1,200 Toronto residents; in 2009, 1,201 Toronto residents were surveyed.^{109,110} In each year, 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 Toronto in general, and, where the respondent has had contact with the police in the past year, satisfaction with the service provided.

¹⁰⁸ Keown, L.A. (2008). A Profile of Perceptions of Incivility in the Metropolitan Landscape. *Canadian Social Trends*, No. 86, 3-10.

¹⁰⁹ The community survey conducted for the Service is a randomly selected sample of adult residents. For a survey of 1,200 adults, the results are considered accurate within $\pm 2.8\%$, 95 times out of 100, of what they would have been had the entire adult resident population of Toronto been surveyed.

¹¹⁰ For the first time, in 2009, a relatively large proportion (37%) of respondents completed the survey on-line.



Toronto residents were more likely to rate their neighbourhoods as safe than they were to rate the city in general as safe. Most people (90%) felt their neighbourhoods were very or reasonably safe in 2009, the same as in 2008 and up from 2000 (74%) (Figure 7.1). Asked about any change in crime in their neighbourhood, slightly more people in 2009 than in 2008 said that they thought that crime had decreased (16% and 15%, respectively). These proportions were considerably higher than in 2000 when only 9% said they thought crime had decreased in their neighbourhood.

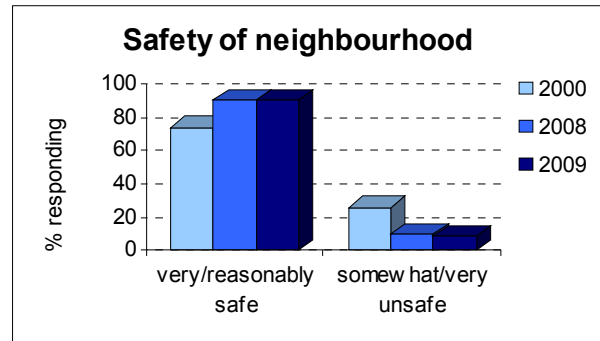


Figure 7.1

Source: TPS survey

Fewer people felt that Toronto in general was very or reasonably safe in both 2008 and 2009, although the proportion did increase (83% and 86%, respectively). People are probably more able to assess the safety of their neighbourhood using their direct experiences; they may, however, have to rely more on the media for their impressions of the city in general. This possible reliance on the media, and the media tendency to focus on incidents of violent crime rather than ‘good news’ stories, may have contributed to the lower perceptions of safety for the city in general.

When asked about the **most** serious policing problem in their neighbourhood, the most common responses in 2009 were guns, drugs, vandalism, and robbery. This was a slight change from 2008, when break & enters were seen as more of a problem than robbery. In 2000, respondents felt the most serious policing problem in their neighbourhoods were drugs, break & enters, or traffic/parking. It should also be noted that while 12% of respondents in 2008 said that there were no serious policing problems in their neighbourhoods, this increased to 18% in 2009. In 2000, 21% of respondents said that there were no serious policing problems in their neighbourhoods.

For Toronto in general, people considered guns the most serious policing problem each year since 2005, although the proportion decreased from 52% in 2005 to 27% in 2009. There were a relatively large number of shootings and shooting homicides in 2005, named ‘the year of the gun’ in the media; both shootings and shooting homicides decreased in 2009 compared to levels seen in 2005. Similar to 2008, only 4% said there were no serious policing problems in the city in 2009.

Mirroring the safety that most Toronto residents said they felt in their neighbourhoods, people showed somewhat less concern about crime and safety issues in their neighbourhoods in 2009 compared to 2008. They did, however, show increased concern about issues related to neighbourhood disorder. The proportions of residents who said they were concerned about particular issues are shown in Table 7.1; those issues for which there was increased concern are shaded.



Table 7.1
Concern About Crime and Disorder in Neighbourhoods

	2008 'very' or 'somewhat concerned	2009 'very' or 'somewhat concerned
Crime	69%	62%
Feeling Safe/Secure	65%	65%
Youth Hanging Around	56%	59%
Guns	59%	58%
Gangs	58%	56%
Homeless People/Panhandlers	53%	56%
Litter/Garbage	56%	59%
Noise	45%	51%
Vandalism	51%	56%
Graffiti	48%	53%
Drugs	56%	58%
Prostitution	43%	49%
Being Harassed on the Street	47%	54%

Source: TPS survey

Survey respondents were also asked how likely they felt it was that they would be victimized during the next year. In 2009, people felt they were less likely to be victimized in the coming year than they had in either 2008 or 2000 (Figure 7.2).

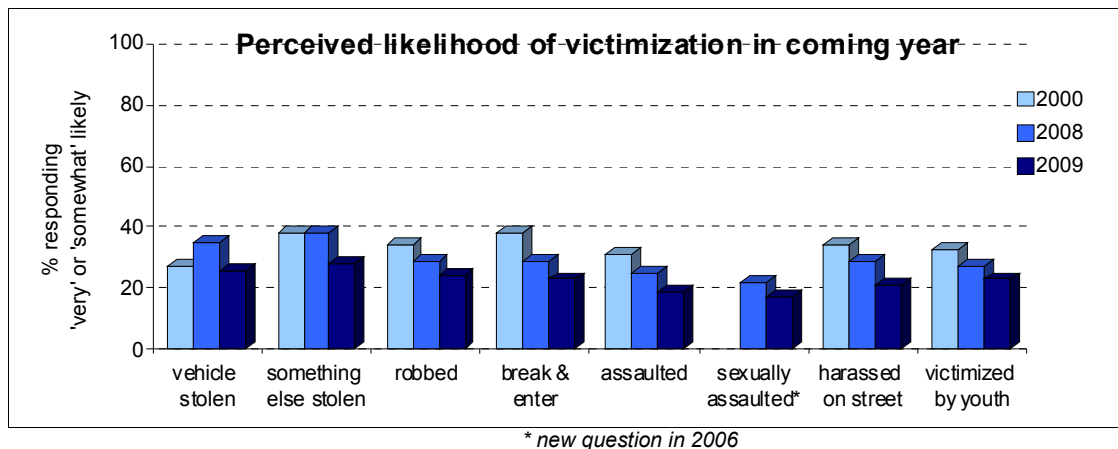


Figure 7.2

Source: TPS survey

As noted in the Victimization chapter, slightly fewer people in 2009 than in 2008 said that they had actually been the victim of a crime in the past 12 months (7% in 2009, 8% in 2008). In 2009, people reported most frequently that they had been victims of car/vehicle theft or robbery. In 2008, in contrast, people had generally had their home or their business broken in to. Fewer people reported their victimization to police in 2009 (64%) than in 2008 (74%). In both years, the most common reason for not reporting was that people didn't think the incident was



serious enough; in 2009, a relatively large proportion also said that they didn't report the crime to police because they didn't want to get involved.

When asked if there was any place in their neighbourhood where they would be afraid to go during the day, most people in each year said there was not. The proportion of people who said there *was* somewhere in their neighbourhood where they'd be afraid to go during the day, was lower in 2009 than in either 2008 or 2000. In 2009, 12% said there was a place in their neighbourhood where they were afraid to go during the day, down from 15% in 2008 and from 16% in 2000.

Similarly, fewer than one-third of Toronto residents (30%) in 2009 said that there was a place in their neighbourhood where they would be afraid to go at night, compared to 36% in 2008 and over half of resident (56%) in 2000.

In keeping with the findings that in 2009 people were less likely to say there was a place in their neighbourhood they'd be afraid to go to during the day, felt they were less likely to be victimized, and were generally less concerned about crime issues in their neighbourhood, fewer people said that worry about crime kept them from doing things they'd like to do (15% in 2009, 23% in 2008, and 31% in 2002 when the question was first asked).

Perceptions of Police/Policing:

As with perceptions of safety, the perceptions of police and police delivery of services can be influenced by many things, including personal experiences or the experiences of family, friends, or neighbours, and media reports relating to police in the city, province, or country.

The telephone survey of Toronto residents in November 2009 found most were satisfied with the Toronto Police Service overall. The proportion of those satisfied did, however, drop very slightly compared to the previous year (88% in 2009, 89% in 2008), and both years were somewhat lower than in 2001 when the question was first asked (93%) (Figure 7.3).

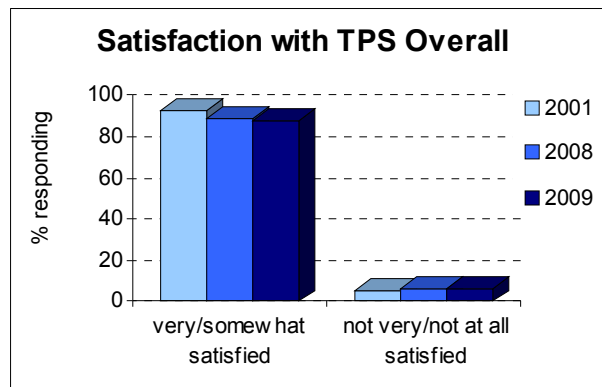


Figure 7.3

Source: TPS survey

In 2009, 90% of Toronto residents said they were satisfied with the number of police patrolling their neighbourhood in cars, up from 83% in 2008. While in both years fewer residents were satisfied with the number of officers patrolling their neighbourhood on foot or on bikes, this proportion increased considerably: in 2009, 84% said they were satisfied with the number of foot or bike patrols, up from 60% in 2008.

With regard to specific aspects of policing in their neighbourhoods, perceptions in all six areas were more positive in 2009 than they had been in 2008 (that is, more people rated the police as 'good') and only 'being approachable' did not show improvement over 2000. One area in particular showed marked improvement over 2000: providing services to ethnic/racial groups (Figure 7.4).

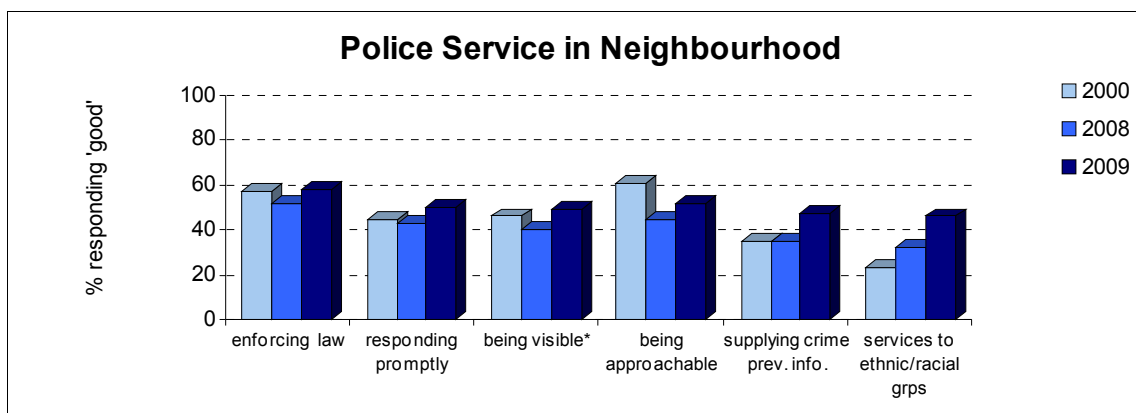


Figure 7.4

*Not asked in 2000; proportion shown is for 2001.

Source: TPS survey

Those who responded to the telephone survey were also asked how well they felt the Police Service overall did in a variety of policing tasks. In accord with the positive results above related to their neighbourhoods, more people in 2009 than in 2008 thought the police did very or fairly well in addressing almost all the responsibilities asked about. The only responsibility to show a decrease was policing major events in the city: 87% thought the police did very or fairly well at this in 2009, down very slightly from 88% in 2008. In addition, people’s perception of police effectiveness in three of the six traffic responsibilities did not change over the two years. All results are shown in Table 7.2. Those areas that showed an increase in perceived police effectiveness between 2008 and 2009 are shaded.

Table 7.2
Perceptions of Police Effectiveness

	2008 police do 'very' or 'fairly' well	2009 police do 'very' or 'fairly' well
Policing major events in the city	88%	87%
Dealing with gun crimes	73%	74%
Investigating child abuse/exploitation	66%	74%
Investigating hate crime	64%	71%
Dealing with youth violence	67%	72%
Dealing with victimisation of youth	63%	71%
Dealing with organised crime	66%	71%
Dealing with gangs	65%	67%
Investigating crimes committed against members of minority communities	63%	72%
Supporting victims and witnesses	63%	72%
Enforcing drug laws	68%	70%
Reducing crime and disorder	71%	75%
Consulting with the public	69%	73%
Improving public safety and security	73%	76%
Dealing with traffic collisions	77%	77%
Dealing with traffic congestion	74%	78%



	2008 police do 'very' or 'fairly' well	2009 police do 'very' or 'fairly' well
Enforcing traffic laws	77%	77%
Dealing with aggressive cycling	62%	72%
Dealing with speeding	76%	76%
Dealing with aggressive/dangerous drivers	73%	76%

Source: Toronto Police survey

While people in both 2008 and 2009 generally felt that police-community relations were good, there was some improvement (Figure 7.5). In 2009, people were more likely to say they felt that the relationship was excellent or good:

- between police and people in their neighbourhood (75% in 2009, 74% in 2008),
- between police and people in the city in general (69% in 2009, 66% in 2008), and
- between police and members of minority communities (59% in 2009, 54% in 2008). This category showed the greatest increase.

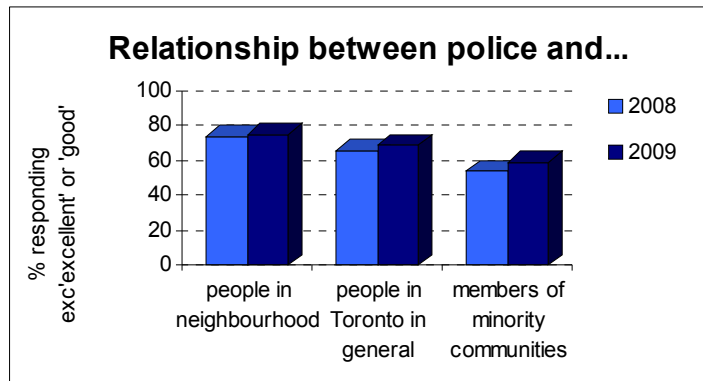


Figure 7.5

Source: TPS survey

Fewer Toronto residents said that they believed Toronto police officers targeted members of minority or ethnic groups for enforcement: 16% in 2009, down from 21% in 2005 and 26% in 2000. The 2009 proportion was the lowest seen in the ten years the question has been asked in the community survey.

Most people in both 2008 and 2009 said they agreed with the statement: I believe that Toronto police officers carry out their jobs to the best of their abilities. The 87% of people who agreed in 2008 and 2009 was somewhat higher than the 84% who agreed in 2000. Almost three-quarters (74%) of Toronto residents said they believe that Toronto police are trustworthy, up from 69% in 2008.



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 in 2009 who'd had contact with police, 71% said they were satisfied with the police during that contact, down notably from 81% in 2008 and 79% in 2000 (Figure 7.6).¹¹¹ For those who were not satisfied, the

most frequently reported reason has changed over the years. In 2009, the largest proportion weren't doing their jobs well or that they could be doing a better job. In 2008, the largest proportion were not satisfied because they felt the officer(s) failed to understand their situation, while in 2000, they said the police took too long to arrive.

While there was no change in the proportion of those who said that the contact had changed their opinion of the police (24% in 2008 and 2009), more of these people in 2009 said their opinion had become more negative as a result. In 2009, 37% of those who'd had contact with police said that their opinion was more negative, up from 28% in 2008. Both years, however, were still lower than the 46% who'd said their opinion had become more negative after contact in 2000.

Only 16% of those who'd had contact with an officer in 2009 said that the officers they'd had contact with were part of the Toronto Anti-Violence Intervention Strategy (TAVIS) or Rapid Response Teams. This was down from 21% in 2008.

As in previous years, most people in 2009 (83%) said they felt the officer(s) treated them with respect during the contact. This proportion was, however, slightly lower than the proportion in 2008 (84%) and 2000 (87%) (Figure 7.7).

Similarly, for those who'd had contact with the police, the officers were rated as being less polite, less helpful, and less professional than in previous years. In 2009, 66% rated the officer's courtesy as good or excellent during the contact, down from 84% in 2008 and 81% in 2000; 55% rated the officer's helpfulness as good or excellent, down from 69% in 2008 and 75% in 2000; and, 64% rated the officer's professionalism as good or excellent, down from 73% in 2008 and 83% in 2000. Of those who rated the officer's overall

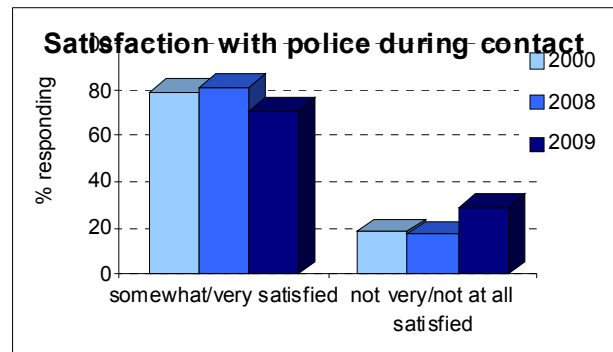


Figure 7.6

Source: TPS survey

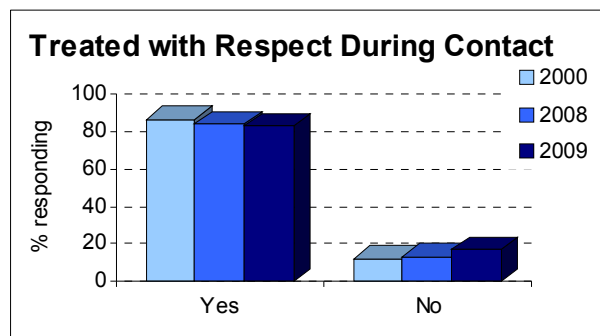


Figure 7.7

Source: TPS survey

¹¹¹ 13% of respondents in 2009 said they'd had contact with the police in the past year, compared to 17% in 2008 and 25% in 2000.



professionalism as fair or poor during contact, the most commonly reported reasons in 2009 were “didn’t take the situation seriously enough” and “inappropriate behaviour”.

Perceptions of those involved in police-initiated contact can be an even more important indication of the quality of officer-public interaction. Only 17% of people who said they’d had contact with police in 2009 reported having police-initiated contact; 40% in 2008 and 28% in 2000 said they’d had police-initiated contact with police.

In all years, most of those who said they’d had police-initiated contact felt that the officers had treated them fairly (Figure 7.8). In 2009, 89% said they felt the officer(s) had treated them fairly, up from 87% in 2008 and 76% in 2000.

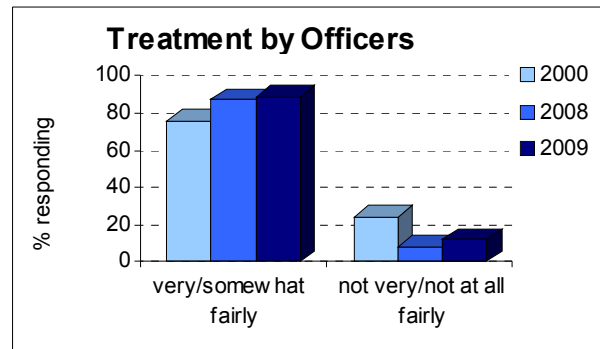


Figure 7.8

Source: TPS survey

G20 Policing:

Following the G20 Summit, held in Toronto on June 26th and 27th, a number of public opinion polls were conducted across Canada. Angus Reid, Harris Decima, and Ipsos Reid all posed questions to over 1,000 Canadians relating to their perceptions of policing during the Summit, with relatively similar results.

Angus Reid polled 1,506 adults, including 503 from Toronto, on June 28th and 29th.¹¹² They found that 66% of Canadians and 73% of Torontonians felt that the police reaction to the demonstrations that took place were completely or moderately justified; 17% of Canadians and 23% of Torontonians felt that the police reaction was completely or moderately unjustified.

The Harris Decima poll of just over 1,000 Canadians between June 30th and July 4th, found that two-thirds of people polled felt the police response was appropriate, while about 20% said it was inappropriate.¹¹³

Ipsos Reid polled 1,859 adults, including 683 residents of the Greater Toronto Area (GTA), between June 30th and July 5th.¹¹⁴ They found that 76% of Canadians and 81% of GTA residents agreed that, all things considered, the police did a good job during the Summit; 24% of Canadians and 19% of GTA residents disagreed. They also found that 71% of Canadians and 74% of GTA residents agreed that the police properly balanced appropriate force and restraint, given the circumstances, and that 66% of Canadians and 71% of GTA residents agreed that police found a good balance between protecting the Summit leaders with allowing people to voice their views on the street.

¹¹² Angus Reid Public Opinion. (2010, July). *Canadians Want Federal Government to Pick Up the Tab for G20 Disruption*. (Retrieved from: http://www.visioncritical.com/wp-content/uploads/2010/07/2010.07.01_Summits_CAN.pdf). The margin of error was $\pm 3.1\%$ for the Canadian sample and $\pm 4.4\%$ for the Toronto sample, 19 times out of 20.

¹¹³ Bronskill, J. (The Canadian Press). (2010, July). *Most OK with G20 police response: poll*. (Retrieved from: http://ca.news.yahoo.com/s/capress/100712/national/g20_policing_1). The margin of error was $\pm 3.1\%$, 19 times out of 20.

¹¹⁴ Ipsos Reid. (2010, July). *In Aftermath of Toronto G-20 Summit, Majority (62%) of Canadians, GTA Residents (70%) Say Hosting G-20 in Toronto Was a Mistake*. (Retrieved from: <http://www.globalnational.com/documents/JULY5-PostG20TorontoFactum.doc>). The margin of error was $\pm 2.3\%$, 19 times out of 20.



On July 26th, in a non-scientific poll of readers of the CBC news website, 32% said they agreed with how the police handled the G20 protests, while 68% said they did not agree with how the police handled the protests.¹¹⁵

B. COMMUNITY FOCUS GROUPS

In November 2008, six focus groups were conducted for the Police Service by the company that conducted the general community survey. Participants in three of the focus groups were 18 to 21 years of age, while participants in the remaining three focus groups were members of visible minority groups (Chinese, Black, and South Asian – the three largest visible minority groups in Toronto as of the 2006 Census). Each group had 8 to 10 participants, and participants in all six groups lived and/or worked in high-crime areas within the city.¹¹⁶ The purpose of the focus groups was to gain a better understanding of opinions and perceptions of the Toronto Police Service relating to safety/neighbourhood issues, interactions with communities, and communication.

Perceptions of Safety:

Overall, a majority of participants in all groups felt relatively safe in their neighbourhoods, even though some did not consider their neighbourhoods to be in particularly safe areas. Some participants said that increased police presence in their neighbourhoods improved their feelings of safety. The types of problems identified as the main safety issues in their neighbourhoods varied somewhat by group. Overall, the youth groups tended to identify violent crime issues (e.g. fights, shootings, stabbings, robbery), while the other groups tended mainly to identify issues related to disorder (e.g. teenagers with loud music, drug dealers, prostitution, panhandlers, etc.).

When asked about domestic and familial violence, most participants across all groups felt that it was something that they would deal with themselves rather than involve the police. Participants in the Chinese and South Asian groups felt that the police did not understand or make efforts to familiarize themselves with cultural differences that might affect community and police responses to this issue. All three visible minority groups agreed that cultural differences affected what people viewed as crimes and when they called police.

Many participants said that, if they were victimized, depending on the type of crime, they would probably not call the police. The main reasons were that it would be a hassle, that they might be suspected or cause problems for themselves, that it took too long for the police to respond, or that police wouldn't take their report seriously and nothing would be done. With regard to group-specific responses, participants in the youth groups generally felt that contacting the police would not serve any purpose, most participants in the Black group said they wouldn't bother to contact the police for any crime, and participants in the South Asian group were willing to contact the police, but only for "serious" problems.

¹¹⁵ The results were based on 9,331 responses. Retrieved from: <http://www.cbc.ca/news/pointofview/2010/07/g20-police-response-was-it-appropriate.html>.

¹¹⁶ A 'high-crime area' was defined as a police zone that had a violent crime rate greater than the median rate. The boundaries of these areas were provided to the company by the Police Service.



Perceptions of Police/Policing:

All groups felt there was a lack of information about when and how they could contact their local divisions; as a result, many participants said they were hesitant about contacting their local divisions to report problems or crime. Participants from the Black community suggested that they would prefer calling their local Community Response officers instead of calling 9-1-1. It was also felt by the visible minority group participants that people might be more likely to be involved in reporting crimes and problems if they could do so through a community agency. Youth participants, on the other hand, felt that it was important to communicate with both the police and agencies; they felt that police and agencies needed to work closely together to help community members.

In all groups, participants mentioned that they were unaware of any efforts made by the police to assist their neighbourhoods – it was felt there was too little information available about police activities. Some participants in the Black focus group also said that they were hesitant to seek out or access such information in their community centres due to peer pressure. All groups, however, said they would like information on local policing activities, information on police-youth programs, and information that could assist newcomers to be more available and easily accessible. Having the information available in their language was also important to the Chinese and South Asian participants. Suggestions as to the best way for distributing information included the Internet (especially Facebook), newsletters, flyers, television and radio (including the ethnic media), and using the free media (e.g. the Metro and 24 Hrs papers).

The visible minority groups all emphasized that the police need to be approachable, need to build trust and partnerships instead of being intimidating. Members of the Black and Chinese focus groups were very positive about the idea of working with the police (particularly Community Response officers) and getting involved in police-initiated activities to make their neighbourhoods better and safer. Participants also liked the idea of getting together in their neighbourhoods with police to brainstorm about ways to solve problems and prevent crimes. While many of the South Asian group felt somewhat positive about the idea of working with the police in their neighbourhoods, they felt that they didn't know their neighbours or their neighbourhood issues well enough.

In contrast, few of the youth participants expressed a willingness to work with police, and most felt that a monetary incentive should be given for their participation in any activities with police.

C. HIGH SCHOOL STUDENTS

Perceptions of Safety:

At the end of each year, the Toronto Police Service's Corporate Planning unit distributes surveys to all the high schools of the Toronto District and Toronto District Catholic School Boards for students in Grades 9 through 12. In 2009, 1,257 students responded, up from 934 students in 2008 and 681 students in 2001.



Each year, students are asked whether they think crime in and around the school had increased, decreased, or remained the same over the last year. In 2009, as in 2008, just under 1 in 4 students (23%) felt that crime had increased, down somewhat from 26% in 2001. The largest proportion of students in each year felt that the level of crime had remained at about the same.

As shown in Figure 7.9, most students, in all years the survey has been carried out, said they felt safe in and around the school at any time of the day (86% in 2009, 88% in 2008, 85% in 2001).

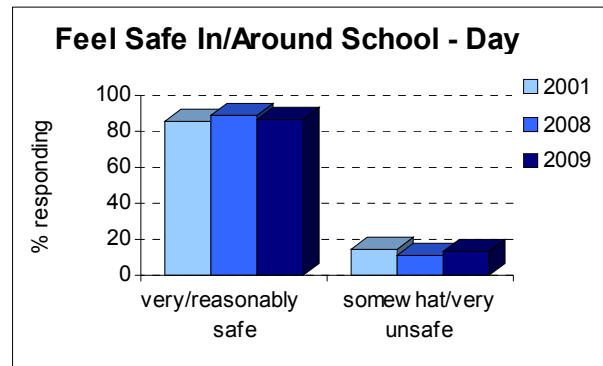


Figure 7.9 Source: TPS survey

When asked about the **most** serious policing problem in and around their school, the most common answers in 2009, as in 2008 and 2001, were drugs and assaults/fighting. Robbery was the third most frequently mentioned problem in both 2008 and 2009, compared to youth gangs in 2001. It should be noted, however, that the largest proportion of students in both 2009 and 2008 said that there were no serious policing problems in or around their school (20% in both years). Only 11% of students in 2001 said that there were no serious policing problems in or around their school.

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 (Figure 7.10). Students were generally more concerned about these issues in 2009 than in 2008, but still generally less concerned than in 2001. Robbery in or around the school was the issue of most concern to students in both 2008 and 2009; drugs in or around the school was of most concern in 2001.

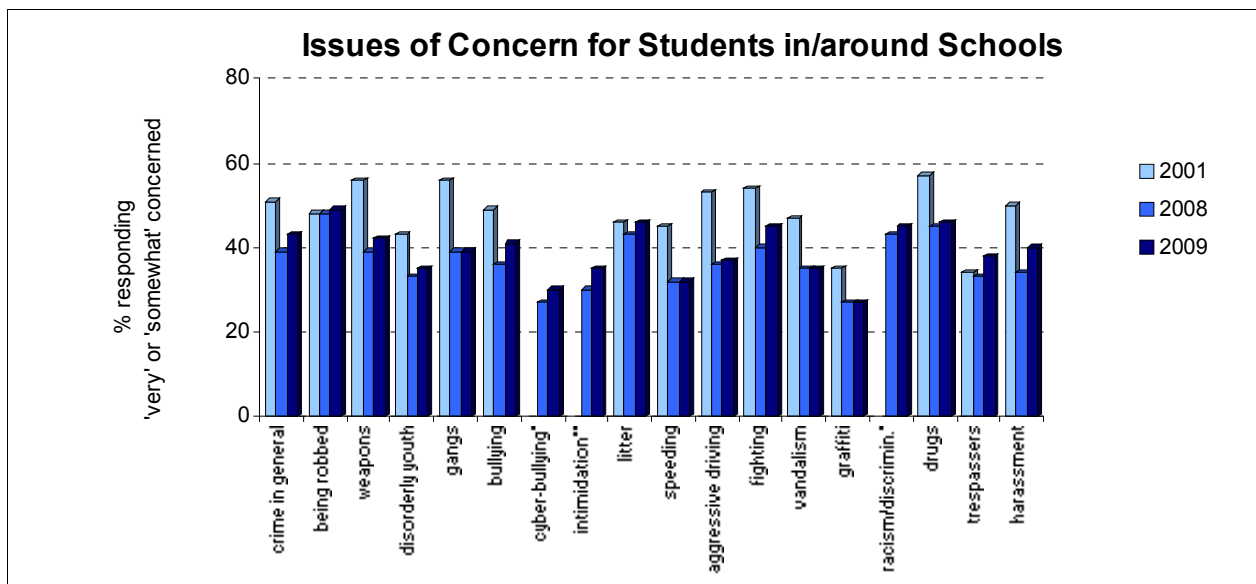


Figure 7.10 Source: TPS survey
 *First asked in 2008. **Not asked in 2001.



If students said they were concerned about gangs, they were asked what they were most concerned about. Of the students who said they were concerned about gangs, the largest proportion in all three years said they were concerned about their personal safety, although this proportion continued to decrease: 66% in 2009, 68% in 2008, and 77% in 2001. The other most frequent concern in all years was of confrontations/being harassed (46% in 2009, 47% in 2008, 55% in 2001).

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 (Figure 7.11). However, the 76% of students in 2009 who said that their school wasn't violent was a drop from the 82% of students who felt this way in 2008. Correspondingly, the proportion of students who thought their school was 'very' or 'somewhat' violent was 24% in 2009, up from 18% in 2008, although still lower than the 33% in 2001.

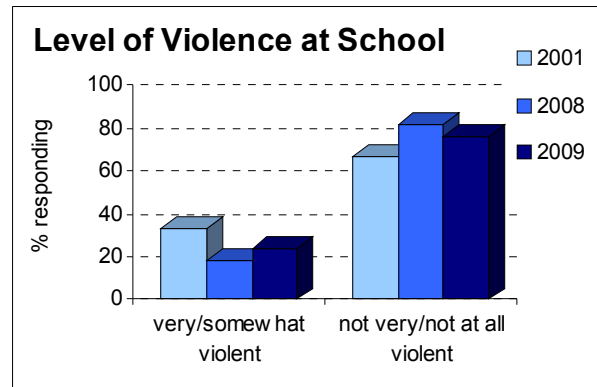


Figure 7.11 Source: TPS survey

Students were also asked about victimization. As in 2008, in 2009 fewer than 1 in 10 students reported that they had been the victim of a crime at school during the past year (7% in 2009, 9% in 2008). This was down slightly from 11% of students in 2001 who said they'd been a victim of crime.

In both 2008 and 2009, students who said they'd been victimized most commonly said they'd been the victim of theft. This represented a change from 2001, when students who said they'd been victimized most commonly reported being threatened. Robberies and threats were the next most common crimes in both 2008 and 2009, compared to thefts and assaults in 2001. Asked specifically about bullying, in 2009, 13% of students said that they'd been bullied in the past 12 months, and 11% said that they'd been cyber-bullied in the past 12 months. These proportions were showed little change from the 12% in 2008 who said that they'd been bullied and the 11% who said that they'd been cyber-bullied.

In 2009, 19% of those who said they'd been victimized said they reported the crime(s) to police, down from 24% in 2008, but up from 12% in 2001. Students were asked, if applicable, why they didn't report their victimization(s) to the police. In 2009, as in 2008, the most common reasons were that the police wouldn't do anything or they dealt with it themselves.

Over two-thirds of students in 2009 (69%) said they did not know if there was a Crime Stoppers program at their school, up slightly from the 67% of students who said they did not know in 2008. In contrast, 51% of students in 2009 said they knew that their school participated in the Empowered Students Partnership (ESP) program, up from 47% in 2008.

Perceptions of Police/Policing:

In 2009, when students were asked if they thought the level of police presence at their school had changed over the past year, 23% said they thought it had increased, showing little



change from 22% in 2008. Of these students in 2009, 37% said they thought the increased police presence was needed, 48% said it made them feel safer, and 30% said it made them feel less safe.

The largest proportion of students in all years said they would feel comfortable talking to police about crime or a problem at their school. In 2009, 63% of students said they would feel comfortable talking to police, up from 57% in 2008, but down from 67% in 2001. When asked in 2008 and 2009 why they wouldn't be comfortable talking to police, the most common reasons in both years were that police made them nervous and that it wasn't their place to talk about what others were doing. It should be noted, however, that in 2008 the third most common reason for not being comfortable talking to police was that they didn't want to be a snitch; in 2009, the third most common reason was that they didn't trust the police.

For the first time in 2008, students were asked whether they would report a crime if they witnessed it or if they were the victim. In 2009, 28% of students said that if they witnessed a crime during the school year, they would report it to police, up from 23% in 2008. More students in both years, though still fewer than half, said that if they were the victim of a crime during the school year, they would report it to police (48% in 2009, 46% in 2008).

There was also a considerable increase in the proportion of students who felt positive about the relationship between police and the students in their school (Figure 7.12). More students in 2009, compared to both 2008 and 2001, felt that the relationship between police and students was good or excellent (47% said either good or excellent in 2009, 34% in 2008, 36% in 2001). In 2009, students were also asked how the relationship between the police and students had changed over the past year: 28% said it had gotten better, 8% said it had gotten worse, and 64% said that it hadn't changed.

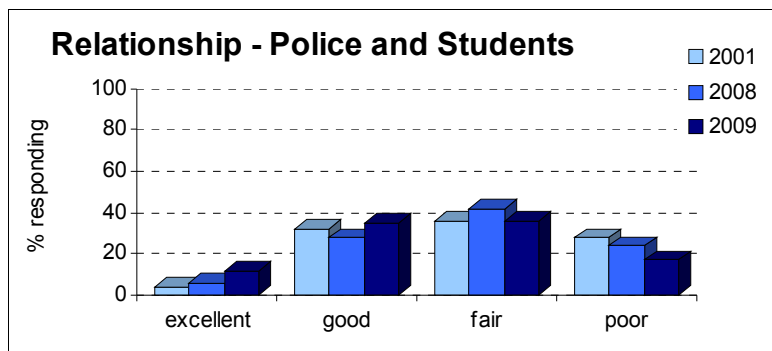
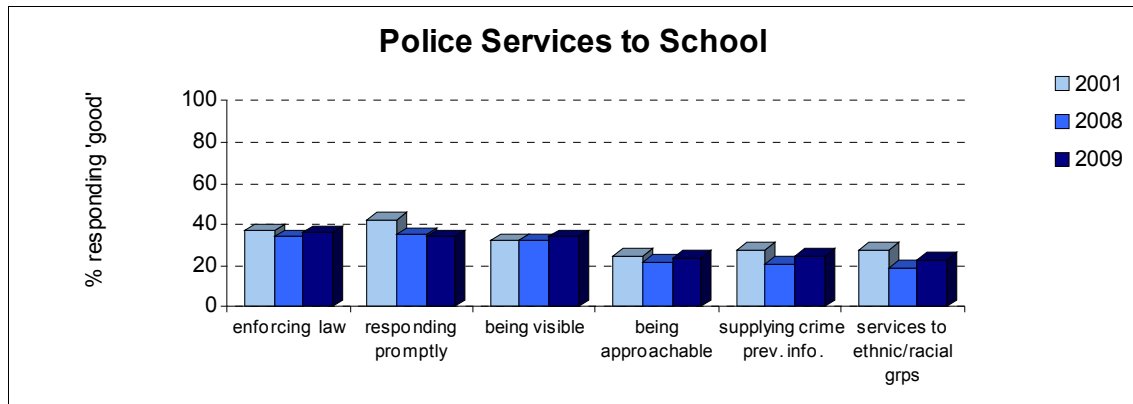


Figure 7.12

Source: TPS survey

Students were far less likely than people in the general community to say that police did a good job with regard to specific aspects of policing. However, as was seen in the general community, students in 2009 were generally more likely than in 2008 to say that police did a good job (Figure 7.13).

**In school:****Figure 7.13**

Source: TPS survey

Students were also more likely than the general community to believe that officers target minorities for enforcement. Just under one-third of students in 2009 (31%) said they believed Toronto officers targeted members of minority or ethnic groups for enforcement, compared to 16% of the general community. The 2009 proportion also represented an increase from the 27% of students who said they believed this in 2008.

School Resource Officers:

Almost half (46%) of the students in 2009 said that their school had a School Resource Officer (SRO); 54% said that their school did not have an SRO assigned or that they did not know. There was no significant difference in feelings of safety at school between students in SRO schools and students in non-SRO schools: most students in both groups felt very or reasonably safe (88% and 85%, respectively). Students in SRO schools were significantly more likely than students in non-SRO schools to say that they had received information on crime prevention or safety (37% compared to 24%) and on bullying or cyber-bullying (32% compared to 25%) in the past year.¹¹⁷

While students in schools with SROs tended to be somewhat more concerned about various issues than students in schools without SROs, the difference was significant only for being robbed, weapons, and fighting (Figure 7.14).

¹¹⁷ All significant differences noted in this chapter relate to a Pearson chi-square value with $p \leq 0.05$.

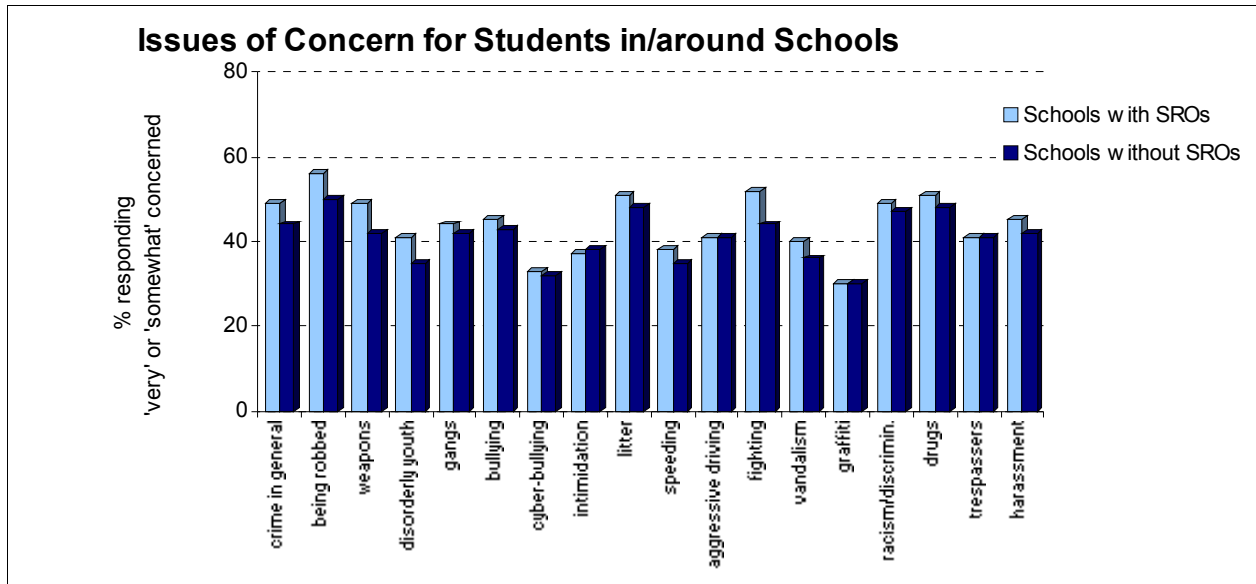


Figure 7.14

Source: TPS survey

Students in schools with SROs were significantly more likely to say that their school and grounds were very or somewhat violent (28% compared to 20%).

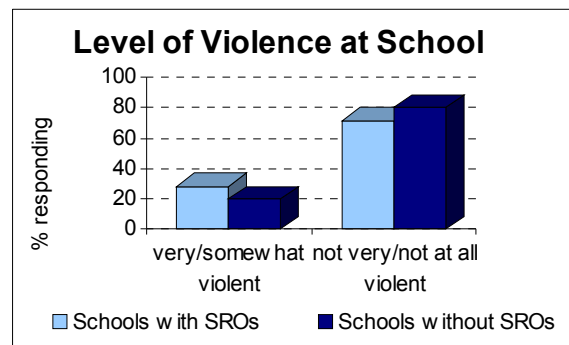


Figure 7.14

Source: TPS survey

For students who said that police officer presence in their school had increased in the past year, those in schools with SROs were significantly more likely to say they felt safer because of the increased police presence (59% compared to 36%). However, students in schools with SROs were no more likely than students in schools without SROs to think that the increased police presence was needed.

Students in SRO schools were significantly more likely than students in non-SRO schools to say they felt comfortable talking to police about crime or other problems at the school (67% compared to 59%). But, there was no significant difference in student willingness to provide information to police about a crime. There was also no significant difference between students in schools with SROs and students in schools without SROs in willingness to tell police if they witnessed or were victim of a crime.

Students in SRO schools were, however, significantly more likely than students in non-SRO schools to say that, in general, the relationship between students and the police was excellent or good (57% compared to 38%) (Figure 7.15).

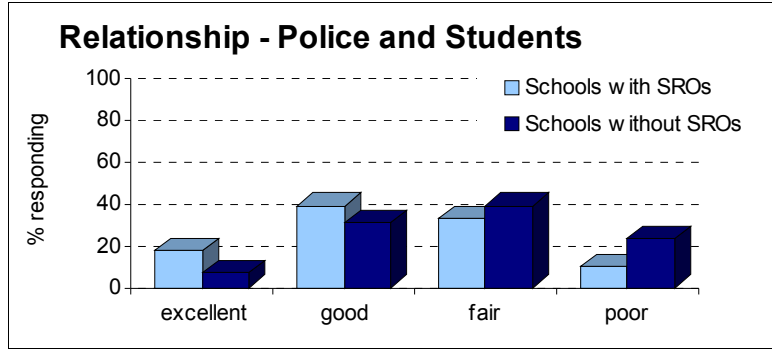


Figure 7.15 Source: TPS survey

Students in SRO schools were also significantly more likely to say that the relationship between students and police had gotten better over the past year (44% compared to 15%). Students in non-SRO schools were more likely to say that the relationship had not changed (74% compared to 51%).

Students in schools with SROs were also significantly more likely than students in schools without SROs to say that they did *not* believe that Toronto officers targeted members of minority or ethnic groups for enforcement (27% compared to 19%).

