
2007 ENVIRONMENTAL SCAN UPDATE



DECEMBER 2007



PREFATORY NOTE:

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

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

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

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





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I. CRIME TRENDS

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

HIGHLIGHTS

- In 2006, a total of 201,994 non-traffic *Criminal Code* offences occurred in Toronto, representing a slight 0.9% increase from 2005 and a 1.4% increase from five years ago. In general, crime showed a downward trend between 1997 and 2000, after which it remained relatively stable, with slight increases in the past two years.
- Between 2005 and 2006, a 3.6% increase was noted for property crime, while decreases were noted for violent crime (0.7%) and other *Criminal Code* offences (3.9%).
- The number of non-sexual assaults in 2006 was a 1.2% decrease over 2005, a 7.7% decrease over 2002, and was a 1.5% drop over 1997.
- After a slight decrease in 2004, the number of robberies increased in the past two years. The 5,902 robberies recorded in 2006 was the highest number since 1997, and represented a 28.8% increase and a 4.8% increase over five and ten years ago, respectively.
- Other types of crimes showing relatively large increases over the past five years included fraud (53.2%), weapons offences (47.7%), homicide (20.0%), and drug offences (20.6%). Crimes that showed relatively large decreases included theft of auto (22.8%) and sexual assault (13.3%).
- While overall crime decreased 12.5% over the past ten years, the decrease was driven mainly by a drop in property crime (25.0%). The number of violent crimes remained relatively unchanged (-0.8%), while the number of other *Criminal Code* offences in fact increased 27.5% between 1997 and 2006.
- In terms of number of crimes that occurred per 1,000 population, a clear trend of decrease was seen between 1997 and 1999. The rate remained relatively stable at around 76 occurrences per 1,000 population between 1999 and 2003, and dropped to about 74 occurrences in the past three years. The overall crime rate in 2006 was a 2.5% and a 20.1% decrease from five and ten years ago, respectively.



- In 2006, of the average 74.1 non-traffic *Criminal Code* offences that occurred for every 1,000 population, 12.6 were violent crimes, 43.2 were property crimes, and 18.3 were other non-traffic *Criminal Code* offences.
- In 2006, 25.9% of non-sexual assaults, 40.9% of robberies, and 5.3% of sexual assaults involved the use of weapons. Compared to five years ago, the proportions for robbery and sexual assault increased, while the proportion for non-sexual assault increased only very slightly. These proportions represented either decreases or no change compared to ten years ago.
- As in 2005, the proportion of assaults and robberies involving the use of firearms in 2006 remained at the highest level of the past ten years, and was echoed by the continued increase in gun-related calls from the public.
- The number of marijuana grow-operations investigated by the police and the number of persons charged for such operations in 2006 decreased from the record highs in 2005.
- The number of persons arrested and charged for *Criminal Code* offences in 2006 was a 6.0% increase over 2005 and a 7.3% increase over 2002. Over the past five years, the number of persons arrested/charged per 1,000 population decreased for violent crime and *Criminal Code* traffic, but increased for property and other *Criminal Code* offences, and for drug offences. Males in the younger age groups continued to have the highest arrest rates.
- In 2006, 31, 14, 51, and 52 Divisions were the busiest stations in terms of number of crimes occurred and dispatched calls serviced.
- Relative to eighteen other Canadian cities of 'comparable' population size, in 2005, the crime rate in Toronto ranked seventh in overall crimes, and ranked fifth and fifteenth in violent crimes and property crimes, respectively. Between 2001 and 2005, Toronto was among the five cities that had an increase in the overall crime rate, but was among the cities that had a decrease in the violent crime rate and the property crime rate. With all cities under comparison having an increase in the per capita cost, Toronto had the sixth largest increase of 31%, compared to the largest increase of 53%.

A. NATIONAL CRIME TRENDS¹

After increases during the 1960s, 70s, and 80s, peaking in 1991, the national crime rates fell throughout the rest of the 1990s, stabilizing in the early 2000s. In 2005, the police-reported crime rate dropped 5%, driven by declines in non-violent crimes, with 6% drop in property crime and 5% drop in other *Criminal Code* offences. Relatively large drops were reported for the rates of break-ins (-7%), motor vehicle thefts (-7%), counterfeiting (-20%), and thefts under \$5,000 (-6%). While the overall violent crime rate in 2005 remained unchanged from 2004, after the trend of decreases since the mid-1990s, the rate for robbery increased 3% from 2004; the rates

¹ Based on: Gannon, M. *Crime Statistics in Canada 2005*, *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada) 26(4), July 2006.



for both sexual assault and common assault remained unchanged. The rate of drug offences dropped 6%, the second drop in three years, with a 12% drop in cannabis offences, which accounted for the majority of drug offences. Ontario had the second lowest violent crime rate for the fourth straight year.

B. INTERPRETATION OF POLICE-REPORTED CRIME DATA

There has been argument that the decline in number of police-reported crimes may not be indicative of the real crime picture. There is a general understanding that official crime statistics do not cover all the crimes that have occurred. The 2004 General Social Survey by Statistics Canada found that only about 34% of criminal victimisations were reported to police.² It has been recognised that the following factors, in addition to the dynamics that determine the level of criminal activities, such as social, economic, and demographic changes, can influence official crime statistics:³

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

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

As discussed in previous *Scans*, other exogenous and endogenous factors, such as economic conditions, the need to address the issue of terrorism after the September 11th, 2001, attacks, and the diminishing ability of the police to detect, investigate, and take reports of less serious crimes due to changing service priorities and dwindling resources resulting from persistent budget constraints, also have an impact on official crime statistics.⁴

² Gannon, M. and Mihorean, K. *Criminal Victimization in Canada 2004*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada) 25(7), November 2005.

³ Wallace, M. *Crime Statistics in Canada 2002*, **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 23(5), July 2003.

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 will 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 23, 2007, from www.gainesville.com.)



C. LEVEL OF CRIME AND POLICE RESOURCES

Contemporary policing has expanded beyond its traditional reactive-enforcement mandate to include proactive programs aimed at community problem solving, community mobilisation, and, ultimately, crime prevention. There is increasing expectation from the public that the police will work in partnership with the community to address crime issues. These proactive crime prevention programs are resource demanding. Police resources have been deployed to strike a balance between the need to react to emergencies and calls for service on the one hand, and the need to address community concerns and be proactive on issues before they give rise to crime, on the other. The number of crimes that were reported to and handled by the police, therefore, cannot be considered an appropriate comprehensive measure of police workload. Focusing on criminal occurrences as the only factor in determining resource requirements risks missing the total picture.

Initiatives and changes in legislation relating to law enforcement, investigation of crimes, justice administration, and freedom of information, also have effects on police workload. Many legislative changes result in operational changes and new responsibilities for police, producing more work for the police or requiring more time to process an investigation because of the new or added requirements to comply with under the law.⁵

Given the above, therefore, a decrease in number of criminal occurrences, may or may not mean a corresponding decrease in police workload or a decrease in officer time required for police work. On the contrary, these may have increased.

D. NUMBER OF CRIMES IN TORONTO⁶

In response to a wave of gun violence in 2005, the Toronto Police responded with initiatives of re-deploying officers to boost police presence/visibility in the community, implementation of the Toronto Anti-Violence Intervention Strategy (TAVIS) to target crime hotspots, and participation in an inter-jurisdictional Greater Toronto Area anti-gang and enforcement team, in addition to enhancing its commitment to neighbourhood policing and the solving of local problems before they evolve into crime. TAVIS has remained an on-going police initiative.

In 2006, a total of 201,994 non-traffic Criminal Code offences occurred in Toronto, which was a 0.9% increase from the 200,136 offences in 2005, a 1.4% increase from the 199,176

⁵ For more details on the impact of legislative changes on police resources, please refer to the analyses published in previous *Scan* reports.

⁶ 2006 was the third year that the production of corporate statistics on crime and arrest was based on the Enterprise Case and Occurrence Processing System (eCOPS). The current information system represents a live database, which allows data entry and search of all primary police databases from one location. While this change enhances front-line officers' access to information in the police system and ability to track and manage cases, the regular updates to the live database require that statistics that were produced and published in the past be revised from time to time. **Due to these changes in Service data systems and extraction procedures, coupled with the regular updates to the live database, all crime and arrest/charge data for previous years have been revised/re-calculated 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*.**



offences in 2002, but a 12.5% decrease from the 230,846 offences in 1997.⁷ Figure 1.1 shows the number of reported non-traffic Criminal Code offences in each of the past ten years. In general, crime showed a downward trend between 1997 and 2000, after which it remained relatively stable. There were slight increases in the past two years.

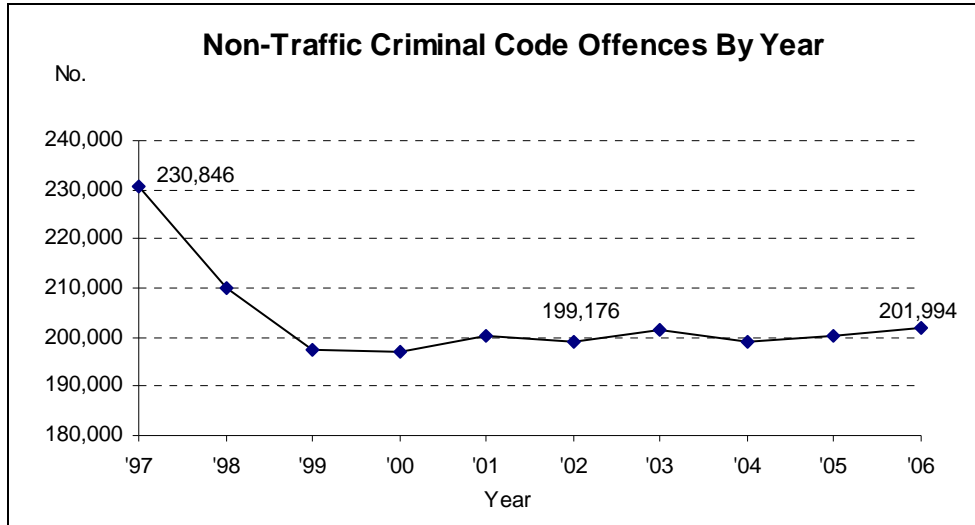


Figure 1.1

Source: TPS Database

Table 1.1 shows changes in the number of reported crimes by major offence categories and by specific offences. With a slight 0.9% increase for crime in general between 2005 and 2006, a 3.6% increase was noted for property crime, while there were 0.7% and 3.9% decreases for violent crime and other non-traffic *Criminal Code* offences, respectively.

⁷ 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**

OFFENCE CATEGORIES	Number of Crimes					% Change		
	1997	2000	2002	2005	2006	(1 yr) 05-06	(5 yr) 02-06	(10 yr) 97-06
Total Non-Traffic CC	230,846	196,979	199,176	200,136	201,994	0.9	1.4	-12.5
Violent	34,643	35,933	35,186	34,640	34,382	-0.7	-2.3	-0.8
Property*	157,131	114,814	117,725	113,670	117,804	3.6	0.1	-25.0
Other CC	39,072	46,232	46,265	51,826	49,808	-3.9	7.7	27.5
SPECIFIC CRIMES								
Homicide**	70	64	60	84	72	-14.3	20.0	2.9
Sexual Assault***	2,186	2,195	2,221	2,106	1,926	-8.5	-13.3	-11.9
Non-sexual Assault	25,516	27,821	27,219	25,429	25,135	-1.2	-7.7	-1.5
Total Robbery	5,629	4,733	4,581	5,655	5,902	4.4	28.8	4.8
Robbery - Fin. Inst.	377	214	127	128	183	43.0	44.1	-51.5
B&E	23,170	15,702	15,682	15,169	15,573	2.7	-0.7	-32.8
Auto Theft	16,825	14,021	13,015	10,205	10,043	-1.6	-22.8	-40.3
Theft from Auto	33,599	20,371	19,878	16,092	18,142	12.7	-8.7	-46.0
Other Theft	45,683	34,414	35,075	35,218	34,635	-1.7	-1.3	-24.2
Fraud	8,695	7,774	10,284	15,102	15,755	4.3	53.2	81.2
Offensive Weapons	3,404	4,172	4,606	6,295	6,802	8.1	47.7	99.8
Drugs	6,300	11,061	9,727	9,474	11,733	23.8	20.6	86.2

* 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 sexual offences.

Source: TPS Offence Database

Over the past five years, the total number of crimes increased slightly, by 1.4%, with a 2.3% decrease in violent crime and a 7.7% increase for other *Criminal Code* offences, while the number of property crimes remained relatively unchanged. Specific types of crimes showing relatively large increases over the past five years included fraud (53.2%), weapons offences (47.7%), robbery (28.8%), homicide (20.0%), and drugs (20.6%). Crimes that showed relatively large decreases included theft of auto (22.8%) and sexual assault (13.3%).

While crime in general decreased over the past ten years (12.5%), the decrease was driven mainly by a drop in property crime (25.0%). The number of violent crimes remained relatively unchanged (-0.8%), while the number of other *Criminal Code* offences increased 27.5% between 1997 and 2006.

E. RATES FOR COMPARISONS

In terms of the total number of crimes per 1,000 population, a clear trend of decrease was seen between 1996 and 1999. The rate remained relatively stable at around 76 occurrences per



1,000 population between 1999 and 2003, and dropped to about 74 occurrences in the past three years.

Figure 1.2 shows the crime rate by major offence group for the past ten years. Of the average 74.1 non-traffic *Criminal Code* offences that occurred per 1,000 population in 2006, 12.6 were violent crimes, 43.2 were property crimes, and 18.3 were other non-traffic *Criminal Code* offences.

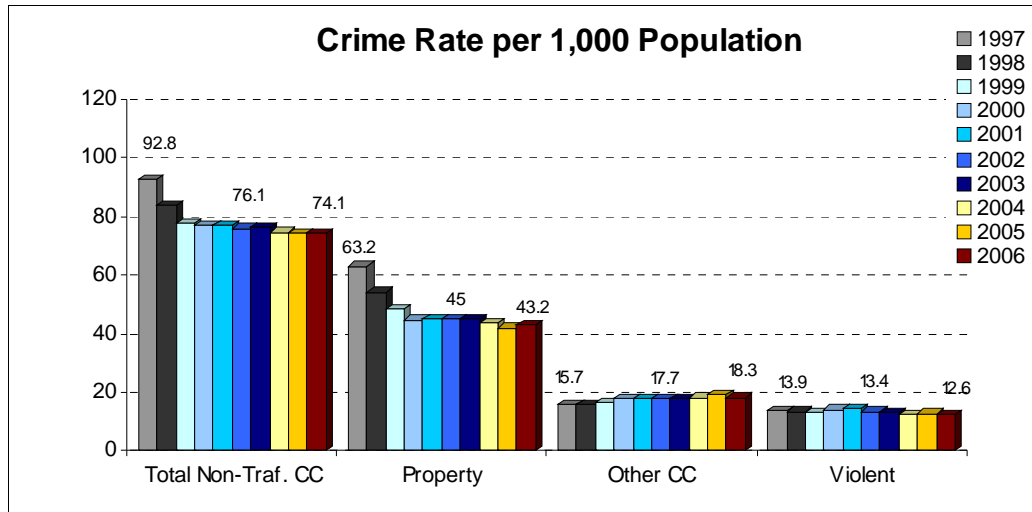


Figure 1.2

Source: TPS Database

Compared to 2005, the 2006 total crime rate (non-traffic) decreased by a very slight 0.1%, encompassing a 2.6% increase for the property crime rate, and 1.8% and 4.9% decreases for the rates of violent crime and other *Criminal Code* offences, respectively.

Over the past five years, the total crime rate decreased 2.6%, including a 6.0% drop in the rate of violent crime, and a 4.0% drop in the rate of property crime, but a 3.4% increase in the rate of other *Criminal Code* offences.

Over the past ten years, the total crime rate dropped considerably, by 20.1%, including a 9.4% drop for the violent crime rate, and a 31.6% drop for the property crime rate, but a 16.6% increase for the rate for other *Criminal Code* offences.

While crime rates are usually considered important indicators of public safety, police crime clearance rates can be taken as indicators of police effectiveness in 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.⁸ The clearance rate here is computed as the proportion of crimes cleared among the crimes that occurred for the period under review.⁹ It should be noted that since a crime that happened in a particular year can be solved in a subsequent year, the clearance rates for the more current years are always deflated numbers when compared with those of more distant past years. The clearance rates for the more current

⁸ 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.

⁹ 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.



years are expected to increase in future years. Figure 1.3 shows the clearance rates by major offence categories over the past ten years.

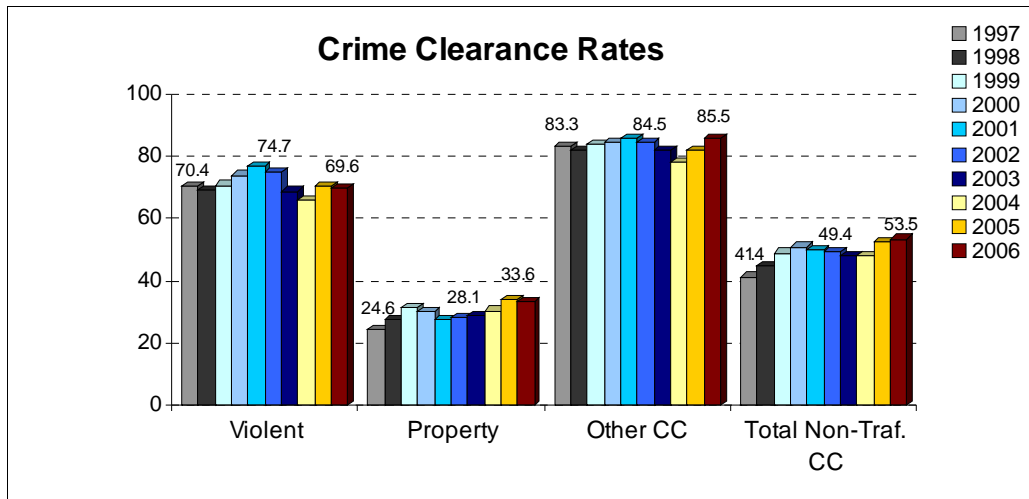


Figure 1.3

Source: TPS Database

About 53% of the crimes that occurred were cleared within the same year for the past two years. These rates are an improvement when compared with the 41.4% clearance rate in 1997 and 49.4% in 2002. The category of other *Criminal Code* offences consistently had the highest clearance rate of over 80% in the past ten years, although this rate dropped to 78.1% in 2004. Violent crimes consistently had the second highest clearance rate of about 70%; this rate decreased 6.8% and 1.1% over the past five and ten years, respectively. Although property crime had the lowest clearance rate each year, this rate rose slowly, from 24.6% in 1997 to 28.1% in 2002, and to 33.6% in 2006, which was the second highest rate over the past ten years.

F. CHANGES IN PROPORTION OF MAJOR OFFENCE GROUPS

In terms of the composition of crime, property crimes continued to constitute the majority (58.3%) of the total number of non-traffic *Criminal Code* offences in 2006. Violent crimes and other *Criminal Code* offences constituted 17.0% and 24.7%, 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.

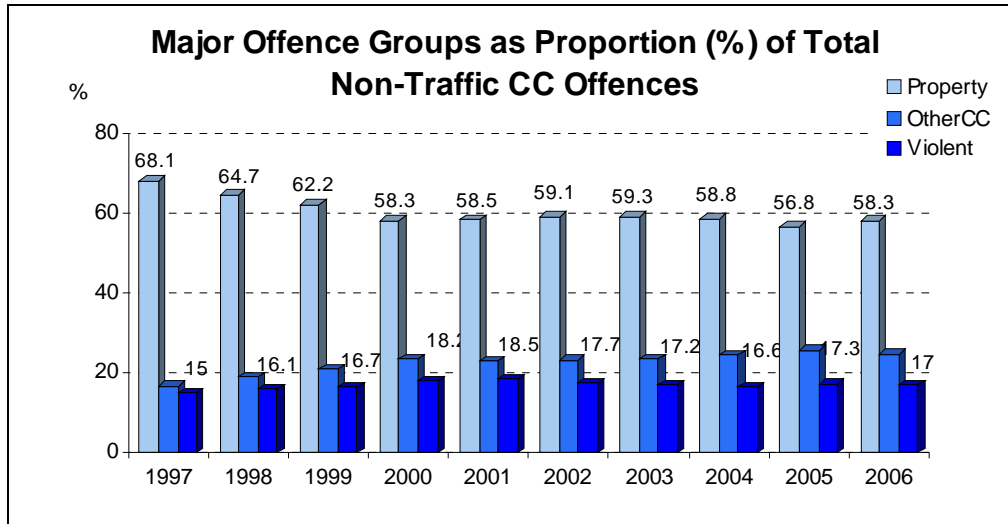


Figure 1.4

Source: TPS Database

Between 2002 and 2006, the proportion of violent crimes and the proportion of property crimes both decreased slightly, while that for other *Criminal Code* offences increased. Over the past ten years, the proportion of violent crimes and the proportion of other *Criminal Code* offences increased, while that of property crimes decreased. As a proportion of total crimes, property crime dropped from 68.1% in 1997 to 58.3% in 2006, while the proportion of violent crime increased from 15.0% to 17.0%.

G. CRIMES OF VIOLENCE

After reaching the peak of 37,063 occurrences in 2001, the number of violent crimes decreased in each of the years between 2002 and 2004. It increased in 2005 and remained at roughly 34,000 occurrences in 2006. The total number of violent crimes in 2006 represented slight decreases over the past five (-2.3%) and ten (-0.8%) years. Of the violent crimes that were reported in 2006, most were non-sexual assaults (73.1%), followed by robberies (17.2%), and sexual assaults (5.6%).

The total number of non-sexual assaults in 2006 was a 1.2% decrease from 2005, and was also a 7.7% and 1.5% drop over the past five and ten years. Most of the non-sexual assaults were classified as minor assaults (66.0%). The number of sexual assaults decreased 8.5% in 2006, and this was also a drop of 13.3% and 11.9% over the past five and ten years, respectively. After a slight decrease in 2004, the number of robberies increased in recent years. The total of 5,902 robberies recorded in 2006 was the largest number of robberies in the past ten years, and represented a 28.8% and 4.8% increase over the past five and ten years, respectively. Of the total robberies recorded, most were muggings (33.0%) and swarming (25%), both of which appeared to rise compared with five years ago. The number of robberies involving financial institutions and businesses increased in 2006. The number of home invasions remained at around 300 for each of the past three years, while the number of vehicle jackings remained unchanged at 82 occurrences, compared with five years ago.

**H. USE OF WEAPONS AND INJURY OF CRIME VICTIMS**

Gun violence was a particularly serious issue in 2005, as witnessed by the large increase in homicides and other violent crimes involving the use of guns. Shooting homicides were believed directly related to the street-level drug trade. With the TAVIS (Toronto Anti-Violence Intervention Strategy) initiatives implemented and continued in 2006, along with the other enforcement programs, the number of drug arrests increased and the number of shooting occurrences decreased.

Table 1.2 shows the proportion of robberies, assaults, and sexual assaults by type of weapon involved over the past ten years.¹⁰ In 2006, 25.9% of non-sexual assaults, 40.9% of robberies, and 5.3% of sexual assaults involved the use of weapons. Compared to five years ago, the proportion for robbery increased from 34.7% to 40.9%, while the proportions for non-sexual assault and sexual assault increased only relatively slightly. These proportions represented either decreases or no change compared to ten years ago.

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

	Firearm	Others	Total Weapon	Nil/ Unspecified	Total
ASSAULT					
1997	0.8	26.3	27.2	72.8	100.0
1998	1.0	26.6	27.6	72.4	100.0
1999	0.9	26.7	27.6	72.4	100.0
2000	0.9	25.3	26.2	73.8	100.0
2001	1.0	24.2	25.2	74.8	100.0
2002	1.0	24.2	25.3	74.7	100.0
2003	1.1	21.7	22.8	77.2	100.0
2004	1.6	24.4	26.0	74.0	100.0
2005	2.1	24.4	26.5	73.5	100.0
2006	2.0	24.0	25.9	74.1	100.0
ROBBERY					
1997	15.5	25.4	40.9	59.1	100.0
1998	17.8	23.3	41.1	58.9	100.0
1999	17.7	23.5	41.1	58.9	100.0
2000	16.6	21.7	38.3	61.7	100.0
2001	15.8	23.6	39.4	60.6	100.0
2002	12.9	21.8	34.7	65.3	100.0
2003	14.2	20.9	35.1	64.9	100.0
2004	21.6	17.6	39.2	60.8	100.0
2005	25.5	13.1	38.6	61.4	100.0
2006	25.8	15.1	40.9	59.1	100.0

¹⁰ The 'Most Serious Weapon' rule used by the Canadian Centre for Justice Statistics was recently adopted by the Toronto Police Service and the used weapons statistics for previous years have been recalculated/ revised to enable fair comparison across the years.



	Firearm	Others	Total Weapon	Nil/ Unspecified	Total
SEXUAL ASSAULT					
1997	0.7	7.0	7.7	92.3	100.0
1998	0.5	5.2	5.7	94.3	100.0
1999	0.7	4.6	5.3	94.7	100.0
2000	0.7	4.1	4.8	95.2	100.0
2001	0.5	3.8	4.3	95.7	100.0
2002	0.4	3.3	3.7	96.3	100.0
2003	0.7	9.3	10.0	90.0	100.0
2004	1.1	4.7	5.8	94.2	100.0
2005	0.7	5.1	5.8	94.2	100.0
2006	1.7	3.6	5.3	94.7	100.0

Source: TPS Database

In 2006, the proportion of cases involving the use of firearms was at the highest level of the past ten years for all three violent offences, with assaults and robberies exceeding the previous record highs of 2005. Slightly more than a quarter (25.8%) of robberies involved the use of firearms, while 2.0% of non-sexual assaults and 1.7% of sexual assaults did so. After decreases in the early 2000s, the proportion of robberies involving the use of firearms in 2006 doubled over five years ago – from 12.9% in 2002 to 25.8% in 2006.

The increase in violent crimes involving the use of guns was echoed by the number of gun-related calls from the public for police assistance, which also increased significantly in recent years. Table 1.3 shows the number of such calls received and attended by the police over the past five years. As shown, the number of gun-related calls increased 42.4% over the past 5 years, but the increase appeared to slow down in 2006. A majority of these calls were related to person with a gun and the sound of gunshot; a smaller number was related to shooting.

**Table 1.3
Gun-Related Calls from the Public for Police Assistance¹¹**

	2002	2003	2004	2005	2006	% Change	
						2005- 2006	2002- 2006
Person with a gun	1,582	1,771	1,794	2,062	2014	-2.3	27.3
Shooting	212	255	216	324	298	-8.0	40.6
Sound of gunshot	888	1,031	1,171	1,384	1506	8.8	69.6
Total gun-related calls	2,682	3,057	3,181	3,770	3,818	1.3	42.4

Source: TPS I/CAD data

In 2006, 52.2% of the victims of non-sexual assaults were injured, an increase from 2005 (50.5%), but a drop from both 2002 (55.1%) and 1997 (61.4%). About 29.1% of the victims of

¹¹ 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.



robbery were injured in 2006, unchanged from 2005. This proportion was more or less the same as ten years ago (29.6%), but a small drop from five years ago (31.8%) ago. For sexual assaults, 16.7% of the victims were injured in 2006, similar to the 16.5% in 2005, but a drop from the 19.5% in 2002 and the 19.6% in 1997.

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 property and means for commuting, limiting mobility, and causing other inconvenience to the victims and their families. Break & enter is an invasion of a private home, resulting in both financial and psychological consequences for victims.¹² Victims are usually left fearful of recurrence or personal harm and constantly anxious about the security of their homes.

In 2006, citizens of Toronto had about 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 9.4 persons were victims of one of these two crimes. This rate is a decrease from the 11 persons five years ago and the 16.1 persons ten years ago.

Theft of Motor Vehicles:

The Canadian Centre for Justice Statistics reported that, nationally, vehicles were generally stolen for thrill-seeking and transportation purposes.¹³ They were abandoned/recovered once they had served their purpose.

Vehicle theft is a crime characterised by relatively low clearance rates. In 2006, only 11.7% of the motor vehicle thefts occurred in Toronto were solved or cleared by the police, despite 75% of the lost vehicles being recovered. The non-recovery rate is regarded as a proxy indicator of the number of vehicles stolen by organised crime groups, which then use the profits so raised to fund other criminal activities.

In 2006, a total of 10,043 vehicle thefts were recorded in Toronto, representing a 1.6% drop from 2005, a 22.8% drop from 2002, and a large 40.3% drop from 1997. Figure 1.5 shows the number of vehicle thefts in the past ten years. In general, motor vehicle thefts in Toronto decreased from the peak in 1996 when 19,864 such occurrences were recorded.

¹² Kowalski, M. *Break And Enter, 1999*. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), 20(13), 2000.

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

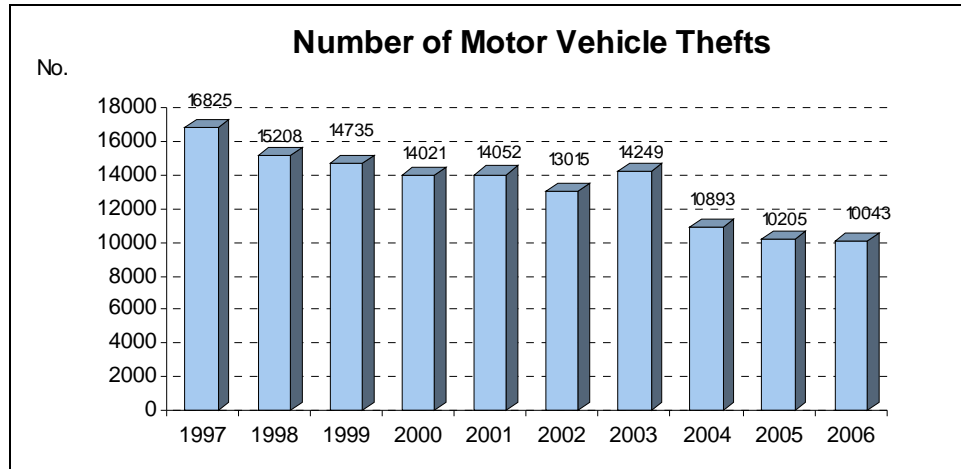


Figure 1.5

Source: TPS Database

Break & Enter:

Over the past ten years, the largest number of break & enters in Toronto was reported in 1997, after which a steady decrease of such crimes was observed. It levelled off between 2000 and 2002, increased again in 2003 and 2004, and then decreased in 2005. The 2006 total of 15,573 occurrences was a 2.7% increase over 2005, but a slight 0.7% decrease and a large 32.8% decrease over five and ten years ago, respectively. Figure 1.6 shows the number of break & enters in each of the past ten years.

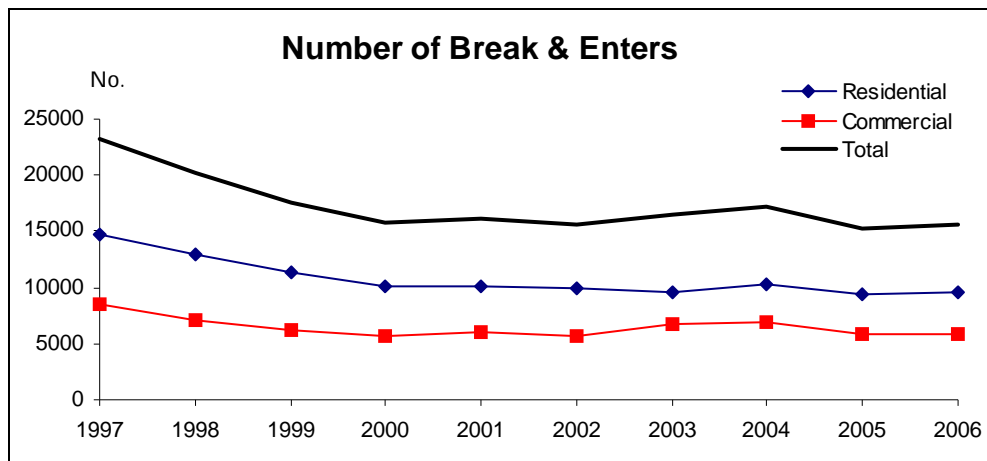


Figure 1.6

Source: TPS Database

As shown, both residential and commercial break & enters decreased substantially over ten years ago and remained relatively stable over the past two years. Of the premises broken into in 2006, about 62% were residential homes and 38% were commercial premises. The proportion of residential break & enters rose to a peak of 65% in 1999, but then decreased between 2001 and 2003; in the past two years it rose back to about 62%. The clearance rate for break & enters



was about 19.0% in the past two years, compared to 16.8% and 13.5% five and ten years ago, respectively.

J. DRUG-RELATED CRIMES

Drug use and drug-related crimes have a complex relationship with crime. According to the findings of a study reported by Statistics Canada, drug-dependent federal inmates were more likely to have committed a gainful crime (theft, break & enter, etc.), and 36% to 46% reported committing the crime to support their substance abuse.¹⁴ About 38% of the newly admitted federal male inmates and almost half of provincial inmates were dependent on drugs or alcohol or both. While criminal activity is often used to fund substance abuse at the individual level, drug trafficking can be used to fund the activities and increase the power of organised crime and extremist groups. There is also a strong link between drugs and violent crime in the illegal drug market. Violence is understandably the means for eliminating competition, settling disputes, and/or protecting turf or a shipment of drugs.

Figure 1.7 shows the changes in drug offences and arrests in Toronto. It is important to note that resources available for enforcement and police priorities affect the number of drug crimes recorded. Therefore, changes in the number of reported/detected drug offences do not necessarily reflect changes in the number of drug users or number of individuals involved in trafficking, import/export, or production of drugs.

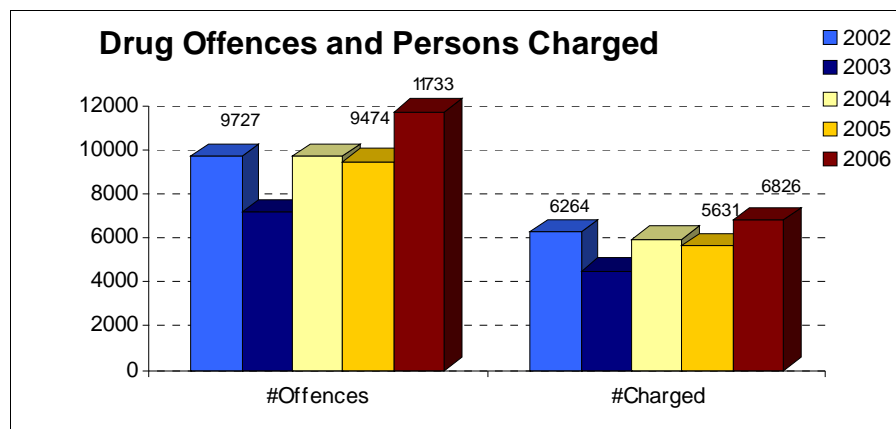


Figure 1.7

Source: TPS Database

After significant drops in 2003, the number of drug offences and persons charged for such offences increased over the past three years. In 2006, a total of 11,733 drug offences were recorded, the highest number over the past ten years.¹⁵ The 2006 total represented a large 23.8% increase over 2005. It also was a 20.6% and an 86.2% increase over the past 5 and ten years, respectively.

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

¹⁵ The number of drug offences is based on number of charges laid.



In 2006, an average 2.6 persons were arrested/charged for drug offences per 1,000 population. This was an increase from both 2005 (2.2 persons) and 2002 (2.5 persons). On average, of every 10 persons arrested for drug offences, 8.7 were male and 1.3 were female. Males in the younger age groups (18-24, 12-17, and 25-34 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 – 17.1 persons per 1,000 population in 2006, about 7 times higher than the overall charge rate of 2.6 persons.

A troublesome development relating to drugs is the proliferation of marijuana grow operations (MGOs), mostly in residential areas. It has been estimated that between 65% and 98% of cannabis production is related to organised crime in Canada.¹⁶ Traditionally linked to outlaw motorcycle gangs, the grow-operations have expanded to other criminal groups, such as the Asian organised crime groups, because of the large rapid profit and the low risk involved.¹⁷ ¹⁸ Violent crime has always been an integral part of the production, trafficking, and distribution of illegal drugs.

In Ontario, the proliferation of MGOs is evidenced by the large increase in number of such grow operations investigated and dismantled by police in the past few years. Over the past five years, the number of MGOs investigated and processed by the Toronto Police Drug Squad increased drastically, from 81 in 2002 to 320 in 2004, and to a record high of 346 in 2005.¹⁹ In 2006, however, this number dropped 17.1% to 287 cases. The associated number of persons charged also dropped from the record high of 242 persons in 2005 to 188 persons in 2006. However, the total 1.6 million marijuana plants seized in 2006 was the largest seizure ever recorded.

The grow operations pose a number of hazards to the community, including hazards to public safety (risk of fire and electrocution from hydro bypass to divert electricity, and violence in connection with drug rip-offs, protecting crops, and turf wars) and to health (chemicals used and toxic moulds from indoor cultivation). They also result in economic losses through stolen electricity and potential drops in real estate prices when grow operations are uncovered, and in organised criminal groups becoming more powerful via accumulation of financial profit, thus becoming larger in operation and more difficult to manage.²⁰

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

¹⁶ Desjardins and Hotton, 2004.

¹⁷ See, for example: *Planting Profit - Police Fight for Ground in the Battle Against Marijuana Cultivation*, **RCMP Gazette**, 64(3), 2002, and *Asian-Based Organized Crime (AOC)*. **Blue Line Magazine**, 15(6), June 2003.

¹⁸ It is estimated that with 16 marijuana plants producing one pound, and prices at about \$2,000 a pound, 1,600 plants can bring in \$200,000 in less than nine weeks (*Planting Profit - Police Fight for Ground in the Battle Against Marijuana Cultivation*. **RCMP Gazette**, 64(3), 2002).

¹⁹ Statistics from the Toronto Police Drug Squad.

²⁰ This can be manifested as more complex and resource-intensive investigations, mega-trials (complex, lengthy trials with many defendants), and challenges/appeals in the criminal justice process.



K. ORGANISED CRIME

Organised crime can include a wide range of activities, such as selling counterfeit goods, illegally producing marijuana in grow operations, selling illicit drugs, prostitution, auto theft, identity theft, fraud, human trafficking, environmental crime, and money laundering. Organised criminal activity has serious and complex social and economic ramifications, regionally, nationally, and internationally. However, these economic and social repercussions are not always obvious to the general public. The proliferation of organised criminal activities can affect the life of citizens through a diminished sense of personal and economic security, higher insurance costs, and diminished revenue to fund social programs. Criminal organisations also often conduct their business in ways and with means that can involve potential health hazards and other dangers, as in the case of marijuana grow operations. These, together with the propensity to use violence to protect their interests from competing groups, pose additional threats to public safety.

There are fewer organised crime groups that have a high level of sophistication than those that operate at a more limited scope and magnitude within their criminal markets. Those operating at larger scales and with higher levels of sophistication and capabilities include Asian crime groups, Italian crime groups, and motorcycle gangs. Lower-level crime-capable groups are more visible to the public, with some directly affecting the daily life of the community, and thus posing a more direct and immediate threat to public safety. These groups include the Eastern European and independent crime groups, as well as the street gangs.²¹ The key methods employed by the organized criminal groups to facilitate their various ventures and ensure their success over the long term include intimidation, violence and technology.

Due to the nature and financial resources of organised criminal organisations, fighting organised crime appears to be beyond the ability of any single police service.²² The importance of sharing intelligence among law enforcement partners to enable multi-agency and multi-jurisdictional responses is also recognised. Successes against organised crime require a continual, co-ordinated effort that recognises its global networks, complex social milieu, and use of technology. Strategic co-ordination, commitment to intelligence, and communication are all considered integral to the fight against organised crime. Integrated approaches are essential, particularly those that reach beyond organisational, jurisdictional, and national boundaries.

On June 12, 2007, the Ontario government announced the new strategy of fighting organised crime with organised justice, through the establishment of a Special Advisory Group to the Attorney General. It is intended that this Group will bring the best and brightest together to combat organised crime, enhance investigation and prosecution of identity theft and counterfeiting, mobilise experts and researchers in the field, and provide training and educational materials to be used by Crown prosecutors and other law enforcement agencies.²³

²¹ Above analysis based on: **2006 Annual Report on Organized Crime in Canada**, Criminal Intelligence Service Canada (CISC). From the CISC website (www.CISC.gc.ca).

²² RCMP Commissioner Giuliano Zaccardelli was reported to have made these remarks in his address to the Senate Committee on National Security and Defence on May 8, 2006; *Terrorists work with gangs: RCMP*, **Toronto Star**, May 2006.

²³ McGuinty Government Protecting Ontarians From Organized Crime, from www.attorneygeneral.jus.gov.on.ca/english/news/2007/20070612-orrgrcim-nr-asp, June 12, 2007.



L. HI-TECH CRIME AND IDENTITY THEFT

High-tech crimes, largely computer-related crimes, are characterized by their high level of sophistication, effectiveness in terms of furthering the criminal objective and the potentially more serious damage to the victim(s).²⁴ The most common purpose of high-tech crimes is the unauthorised tapping of personal, organizational, and financial information for financial gain or other criminal purposes. The increase in the number and variety of crimes that capitalise 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, the low risk of being caught for perpetrators; and, the easy availability of automated hacking tools.²⁵

There are a variety of crimes that exploit the advancement of technology: new crimes committed with and born out of new technology, and traditional crimes committed with new technology. The newer crimes include hacking and ‘spoofing’ websites, while the traditional crimes using technology include identity theft, extortion, and fraud, mostly committed via the Internet. The use of technology by criminals that facilitates increasingly secure, anonymous, and rapid communication (via tools like encryption software, wireless devices, and anonymous remailers) also makes these crimes less detectable and helps to conceal the perpetrators’ identities.

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.²⁶ Identity theft enables criminals to use stolen personal information to drain individuals’ bank accounts and obtain fraudulent documentation for the commission of other crimes. The unauthorised collection of personal information can occur in a number of ways, including: hacking into computer databases or ‘colonising’ computers by virus infection via the Internet; obtaining of personal information through bribery of database administrators; theft of personal information records or computer hard drives from businesses or government; digging up information from publicly available sources (such as the Internet); dumpster diving (garbage sieving); theft or diversion of mail; payment card fraud; card skimming; or posing as a potential employer, Internet service provider, market researcher, or other service provider to solicit personal information for seemingly legitimate purposes.²⁷ There is indication that more Internet viruses are being designed to steal financial data, user names, and passwords for profit motives.^{28,29}

²⁴ The following discussion is based on **2005 Annual Report on Organized Crime in Canada** (Chapter on Technology and Crime) Criminal Intelligence Service Canada (CISC). From the CISC website (www.cisc.gc.ca/annual_reports/annualreport2005/technology_and_crime_2005_e.htm).

²⁵ **Fact Sheet: High-tech Crime**, Public Safety and Emergency Preparedness Canada website (www.psepc-sppcc.gc.ca).

²⁶ From the Identity Theft page on the RCMP website (rcmp-grc.gc.ca).

²⁷ There is the analogy that “People...now understand that it is the databases that carry the goldmines and criminals are mining them.” *Credit Agency Reports Security Breach*, March 17, 2004, Computerworld website (www.computerworld.com/printthis/2004/0,4814,91319,00.html).

²⁸ There are computer viruses, such as Sobig.F, specifically designed to enable the perpetrator to have control of the infected computer and thus have access to sensitive information, or enabling marketers to disguise bulk messages or spam.

²⁹ As cited in the Metro, March 15, 2004, the Symantec Engineering Director remarked on the trend of Internet viruses designed for profit-motivated purposes.



Identity theft, particularly of financial data via the Internet, is committed through phishing, pharming, and most recently, vishing. Both pharming and phishing involve unknowingly redirecting Internet users from legitimate financial sites to targeted websites via the Internet for the purpose of scam, while vishing involves the use of Voice-over-Internet Protocol (VoIP) phones.

Phishing is an attempt to steal consumers' user names and passwords by imitating e-mail from legitimate financial institutions. The Internet user is persuaded to use a specific link provided in an e-mail to connect to a bogus website purported to be that of a legitimate business or financial institution. The user is then asked to enter sensitive financial and personal information, which can then be used fraudulently to gain access to bank accounts and other private services. Alert users are often able to detect signs of being in the 'wrong' site and can seek protection via security software against certain phishing schemes.

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

Pharming is regarded as more sophisticated than phishing – it is not detected easily by even careful and alert Internet users and does not depend on the users to take the bait, as phishing does. The end result is that perpetrators are able, potentially, to redirect large numbers of Internet banking users from legitimate websites to fake versions that prompt people to provide their usernames, passwords, and other personal and financial information, thus making them vulnerable to a variety of ID theft and financial rip-offs.³⁰

While most people are now aware of phishing, vishing uses VoIP phones to scam people into placing a phone call that can recognize telephone keystrokes. The victims typically receive a recorded message from a call dialled over a VoIP system, alleging that the victim's credit card or other financial arrangement has been breached, and asking them to call the given number immediately to fix the problem. The phone number could be a toll free number, often with a spoofed caller ID for the financial organisation it alleged to represent. People who make the call are usually answered by a computer-generated voice that asks them to enter their login and password information via the phone key pad for account verification. The surrendered information can then be used for fraudulent purposes. As VoIP service is fairly inexpensive, it is cheap to make fake calls, especially long distance, and is easy to avoid tracing or detection. Because it is web-based, it is easy to apply software programs to create phoney automated customer service lines and war dial to blanket the telephone numbers in a given area. As a result, a large number of people can easily be contacted and become vulnerable to the scam.

Identity theft is increasingly a global problem, beyond the constraints of physical boundaries and political jurisdictions and the perpetrators of identity theft include organised criminal groups, individual criminals, and terrorists. Victims of such thefts may be unaware for

³⁰ MacMillan, R. *Pharm of Pharming*, March 14, 2005 (www.washingtonpost.com), and Delio, M. *Pharming Out-Scams Phishing*, March 14, 2005 (www.wired.com/news/print/0,1294,66853,00.html).



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.

Currently, there is no separate federal or provincial offence for identity theft. The Canadian *Criminal Code* provisions in relation to fraud, forgery, unauthorized use of computer, and theft are generally used to prosecute such crimes. However, most of these applicable *Criminal Code* offences require proof of the accused's intent to gain advantage or cause disadvantage to others, which can be difficult to establish. The simple possession of multiple identification documents of information belonging to others without further evidence/ proof of intent (i.e., that this information will be used to gain advantage) does not amount to an offence. The extent of identity theft and related crimes is, therefore, not actually 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. In general, current law does not seem to provide adequate or effective deterrence to such crimes.

Law enforcement agencies have started collecting and reporting ID theft statistics only recently. The Ontario Provincial Police (OPP) have responded to the problem of identity theft in Ontario in part through the use of the PhoneBusters National Call Centre (PNCC), created in 1993 to fight telemarketing scams, as a central source location for the collection, analysis, and dissemination of identify theft complaint data. In 2006, a total of 7,778 identity theft complaints, involving a loss of \$16,283,777 were received from across Canada by the PNCC, compared to 8,204 complaints and loss of \$11,832,166 in 2002.³¹ As can be seen, the number of complaints dropped, but the financial loss increased over the five-year period. About 43% of the complaints, involving 47% of the total money lost to identity thefts, were reported in Ontario. These numbers are deemed deflated, as they represented only those ID thefts that were known to the victims. Also, these numbers only include cases reported to PhoneBusters, and so may not present a complete picture of the extent of the problem.

M. PERSONS ARRESTED AND CHARGED

In 2006, a total of 54,831 persons were arrested and charged for *Criminal Code* offences, which was a 6.0% increase over 2005 and a 7.3% increase over 2002.³² Compared to five years ago, the number of persons charged in 2006 increased 15.7% for property crime and 17.9% for other *Criminal Code*, but decreased 5.5% for violent crime and 10.9% for *Criminal Code* traffic. The number of persons charged for drug offences increased 9.0%. Figure 1.8 shows the number of persons charged, overall and by various offence categories, for each of the last five years.

³¹ Information from PhoneBusters website (www.phonebusters.com/english/statistics_E02.html) on June 6, 2007. PhoneBusters attributed the decline in incidents to financial institutions and credit bureaux identifying the fraud sooner and taking quicker action.

³² This number represents actual persons/bodies charged for *Criminal Code* offences. In some cases, multiple charges laid against the same person could cause that person to be counted under more than one offence category. For this reason, the sum of persons charged in the offence categories is always larger than the actual total number of persons charged. This condition applies to the counts of all years.

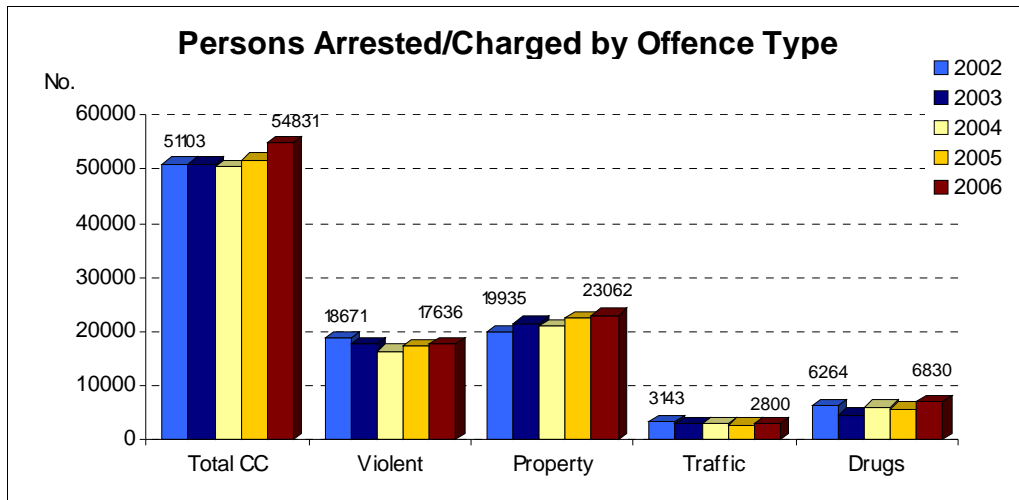


Figure 1.8

Source: TPS Database

Figure 1.9 shows the overall charge rate and the charge rate for young persons (aged 12-17) and adults (18&+). As shown, in 2006, an average 20.8 persons were charged for *Criminal Code* offence per 1,000 population, which was an increase from 19.8 persons in 2005 and 20.2 persons in 2002. An average of 22.4 persons were charged per 1,000 adult population. Youths had a much higher charge rate of 41.8 persons per 1,000 population, which was nearly double the adult rate. Over the past five years, the arrest/charge rate for young persons decreased 5.6%, while that for adults increased 3.7%. More details on and analysis of crimes involving youth are provided in the Youth Crime chapter.

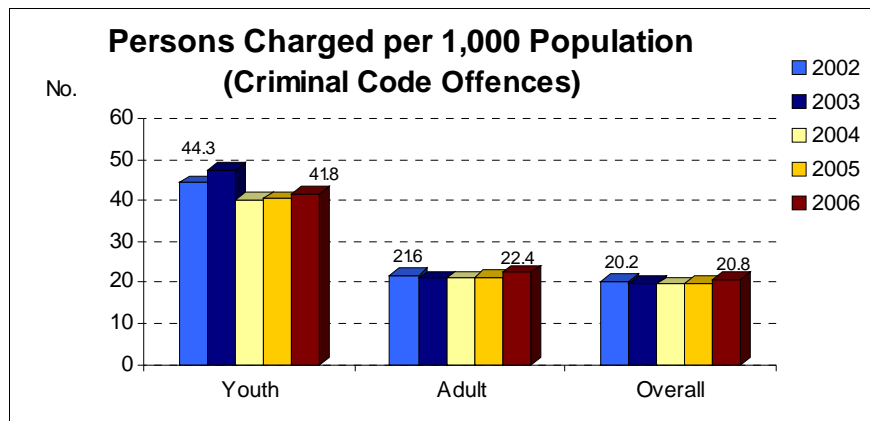


Figure 1.9

Source: TPS Database



Table 1.4 shows the arrest rates for major *Criminal Code* offence groups and drug offences in 2006, broken down by gender, age group, and major offence groups.³³

Table 1.4
Rate of Persons Arrested/Charged (per 1,000 population) by Gender by Age Groups - 2006

Age Group		# Persons Charged/1,000 pop				
		Violent	Property	Other CC	Traffic	Drug
12-17 (Youth)	Male	20.0	27.0	25.8	0.5	7.6
	Female	5.6	15.6	4.8	0.1	0.8
	Sub-total	13.0	21.5	15.6	0.3	4.3
18-24	Male	27.6	29.7	44.6	4.1	17.1
	Female	4.6	10.7	7.2	0.4	1.8
	Sub-total	16.0	20.1	25.8	2.3	9.4
25-34	Male	17.2	17.8	23.1	3.6	7.4
	Female	2.9	6.1	4.8	0.4	1.0
	Sub-total	9.7	11.7	13.5	1.9	4.1
35-44	Male	16.2	17.6	20.4	3.0	4.7
	Female	2.7	5.5	4.5	0.3	0.9
	Sub-total	9.2	11.3	12.1	1.6	2.8
45 & +	Male	5.9	6.2	5.8	1.4	1.3
	Female	0.6	2.2	0.9	0.1	0.2
	Sub-total	3.0	4.0	3.1	0.7	0.7
Total (sum of all age groups)	Male	12.0	13.2	15.7	2.0	4.8
	Female	2.0	4.8	2.8	0.2	0.6
	Total	6.7	8.7	8.9	1.1	2.6
18&+ (Adult)	Male	13.2	14.1	17.5	2.5	5.4
	Female	2.0	4.6	3.1	0.3	0.7
	Total	7.2	9.0	9.8	1.3	2.9

Source: TPS Database

As shown in Table 1.4, in 2006, young persons (18-24 years) and youth (12-17 years) were the two groups with the highest charge rates. Males in these age groups consistently had the highest arrest rates for violent crimes, property crimes, other non-traffic *Criminal Code* offences, and drugs. Males aged 18-24, in fact, typically had the highest arrest rates for all major offence groups.

³³ The sum of the rates of the various *Criminal Code* offence groups should not be taken as the total charge rate. As noted in Footnote 32, 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 2002 and 2006. As shown, over the past five years, increases were noted in the overall charge rate for property crime (11.0%), other *Criminal Code* (13.3%), and drug offences (4.8%), while decreases were noted for the charge rate of violent crime (9.5%) and traffic offences (14.4%).

Table 1.5
Change (%) in Population and Arrest/Charge Rates 2002-2006

Age Group		Population	Charge Rate				
		(Estimated)	Violent	Property	Other CC	Traffic	Drug
12-17 (Youth)	Male	10.1	-10.2	-8.0	-2.1	-33.3	-2.9
	Female	10.5	-20.7	12.3	-12.1	50.9	-5.9
	Sub-total	10.3	-12.7	-1.8	-3.8	-29.6	-3.3
18-24	Male	7.6	-10.2	-8.6	1.8	-13.2	-10.2
	Female	6.8	-13.4	9.1	4.6	24.0	-6.0
	Sub-total	7.2	-10.4	-4.3	2.5	-10.4	-9.5
25-34	Male	1.9	-8.0	8.4	18.3	-16.4	7.8
	Female	3.2	-16.5	20.5	16.2	28.3	9.4
	Sub-total	2.6	-9.8	11.1	17.4	-13.3	7.5
35-44	Male	-1.0	-8.7	19.2	24.4	-21.0	11.4
	Female	1.1	-23.7	23.1	7.7	-10.4	21.3
	Sub-total	0.1	-12.0	19.5	20.0	-20.6	12.2
45 & +	Male	6.3	-3.1	40.5	39.5	-5.1	57.7
	Female	6.8	-15.3	30.6	35.3	-38.0	117.8
	Sub-total	6.6	-4.9	37.1	38.6	-9.1	64.5
Total (sum of all age groups)	Male	3.4	-7.4	8.3	14.8	-15.0	4.3
	Female	4.7	-17.9	19.5	9.0	-2.8	12.7
	Total	4.1	-9.5	11.0	13.3	-14.4	4.8
18&+ (Adult)	Male	3.9	-8.4	10.2	16.2	-15.1	3.9
	Female	4.9	-18.4	19.6	11.5	-3.6	13.9
	Total	4.4	-10.3	12.3	15.0	-14.5	4.7

Source: TPS Database

The charge rate for youth (12-17 years) showed decreases for all offence groups, including a 12.7% decrease for violent crime, a 1.8% decrease for property crimes, a 3.8% decrease for other *Criminal Code* offences, a 29.6% decrease for *Criminal Code* traffic offences, and a 3.3% decrease for drug offences. While adults also had decreases for their rates in violent crime (-10.3%) and traffic offences (-14.5%), increases were noted for the rates in property crimes (12.3%), other *Criminal Code* offences (15%), and drug offences (4.7%).

Males continued to constitute the majority (78.3%) of those arrested/charged for *Criminal Code* offences in 2006. Males accounted for an even higher proportion (87.4%) of all the persons arrested for drug offences. These proportions are similar to those in 2002.



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.³⁴ The statistics presented are based on the revised divisional boundaries implemented in May 2004. 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 a much more sophisticated methodology, such as Data Envelopment Analysis (DEA), is required.

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

2006 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	3.8	3.5	3.3	3.5	4.6	4.6	11.5	36.5	65.6	171.1	39.1
12	3.7	4.3	3.7	4.0	5.1	4.7	14.4	42.3	79.5	185.5	45.0
13	5.4	4.4	3.5	3.7	5.0	4.7	10.2	27.8	50.3	185.1	41.3
14	5.8	7.9	8.1	7.7	8.1	8.1	16.9	59.3	96.2	172.9	49.9
22	7.4	5.5	6.4	6.0	6.3	6.0	9.2	37.0	59.2	182.7	52.5
23	6.2	5.6	5.2	5.3	5.3	5.6	11.3	35.7	61.7	161.8	49.1
31	7.3	10.2	6.9	8.1	7.2	7.1	17.4	40.1	80.7	175.0	60.1
32	8.1	5.9	8.3	7.2	6.1	6.1	9.0	43.3	64.7	173.0	62.0
33	7.3	4.1	4.8	4.5	5.1	4.6	6.9	27.7	44.9	193.3	51.5
41	6.6	7.4	6.3	7.1	6.8	7.0	14.1	40.4	78.5	166.9	52.7
42	9.6	6.0	6.1	6.0	6.0	6.0	7.8	26.9	45.3	171.6	52.0
43	7.7	8.0	6.6	7.2	6.0	6.7	12.9	36.1	67.9	155.0	56.5
51	3.4	6.6	7.1	6.9	7.5	6.9	24.1	88.5	146.7	186.5	51.7
52	1.2	5.3	7.6	7.7	4.8	6.6	53.3	261.7	459.0	126.6	61.4
53	6.6	4.1	6.2	5.1	5.3	5.0	7.8	39.9	56.1	183.1	53.6
54	5.3	5.0	4.0	4.3	5.3	4.8	11.7	31.9	58.5	189.9	46.5
55	4.5	6.2	6.0	5.8	5.4	5.7	16.9	55.9	93.0	161.7	53.0
Field Total	100.0	100.0	100.0	100.0	100.0	100.0	12.5	42.4	72.8	171.9	52.2

Source: TPS Database; Toronto Urban Development Services.

Both 41 and 42 Divisions were once among the busiest divisions in terms of number of crimes and calls. This pattern changed with the revised divisional boundaries implemented in 2004, when part of 41 Division and part of 42 Division were combined to form a new division, 43 Division, among other minor boundary changes for other divisions. In 2006, compared with other divisions, 31, 14, and 52 Divisions had the largest proportions of crime. These 3 divisions together constituted 14.3% of the Toronto population and 23.5% of the crimes. They also had 21.8% of the total number of divisional officers. In terms of calls for service, 14, 31, and 51

³⁴ The uniform strength of the division, which includes all officers assigned to the division, was used for the computation.



Divisions had the largest proportion of dispatched calls, which together constituted 22.8% of all calls serviced by the police.

In terms of the overall crime rate (number of crimes per 1,000 population), 52, 51, and 14 Divisions had the highest rates in 2006; 52 Division also had the highest rates in both violent and property crimes, followed by 51 Division. This pattern has persisted over time. It has to be noted, however, that the computation of crime rates takes into account the residential population only. For areas such as the downtown core, frequented by a large transient population on a daily basis (e.g. commuters, tourists, etc.), the crime rate so computed is an inflated rate. However, there is 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 2006, 33 Division had the largest number of calls per officer (193.3), followed by 54 Division (189.9) and 51 Division (186.5). In terms of number of crimes per officer, 32 Division had the largest rate, followed by the rates of 52 and 31 Divisions. It is interesting to note that while the highest crime rates and the second largest crimes-per-officer ratio were seen in 52 Division, its calls-per-officer rate was low relative to other divisions

Table 1.7 shows the percent change in number of crimes and crime rates for divisions over the past ten years. Because of the change in divisional boundaries in 2004, the statistics for Divisions 41 and 42 were combined for 1997, and those for Divisions 41, 42, and 43 were combined for 2006, under the name of D40s, so as to enable a fair comparison.

Table 1.7
Change* (%) in Crime and Crime Rates: 1997-2006

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	-17.3	-29.8	-8.9	-23.0	-24.5	-35.9	-16.9	-29.7
12	-25.9	-6.7	39.7	-1.9	-32.3	-14.8	27.5	-10.5
13	-7.1	-41.5	29.6	-26.0	-15.2	-46.6	18.3	-32.5
14	-23.3	-20.5	1.2	-17.4	-30.0	-27.5	-7.6	-24.6
22	1.2	-25.1	-9.9	-18.8	-7.6	-31.7	-17.8	-25.9
23	-12.1	-39.3	70.0	-23.2	-19.7	-44.6	55.2	-29.9
31	32.7	-24.7	125.5	5.3	21.1	-31.3	105.8	-3.9
32	28.8	-13.7	19.6	-4.2	17.5	-21.2	9.2	-12.5
33	18.3	-26.8	73.2	-9.5	8.0	-33.2	58.1	-17.4
D40s*	10.3	-20.0	60.4	-1.5	0.7	-27.0	46.5	-10.1
51	-25.7	-34.4	-26.2	-31.3	-32.2	-40.1	-32.6	-37.3
52	7.7	-34.5	9.6	-20.9	-1.9	-40.3	-0.1	-28.0
53	3.6	-34.5	8.0	-26.4	-5.4	-40.2	-1.5	-32.8
54	-3.6	-20.1	42.4	-6.5	-12.0	-27.1	30.0	-14.6
55	-8.3	-21.4	15.6	-13.1	-16.3	-28.2	5.5	-20.7
Field Total	-1.7	-26.2	26.1	-13.7	-10.3	-32.6	15.1	-21.2

* 43 Division, opened in 2004, was formed from part of 41 Division and part of 42 Division. Therefore, the 'old' 41 and 42 Divisions together are equal to the 'new' 41, 42, and 43 Divisions together. For the sake of fair comparison, under the label of D40s, statistics for 41 and 42



Divisions were combined for 1997 and those for 41, 42, and 43 Divisions were combined for 2006 to enable a 10-year comparison.

Source: TPS Database; Toronto Urban Development Services.

Between 1997 and 2006, there was a 13.7% decrease in non-traffic *Criminal Code* offences for all the divisions, including a 26.2% decrease for property crimes, a 1.7% decrease for violent crime, and a 26.1% increase for other *Criminal Code* offences. In other words, the decrease in crime over the past ten years was mainly driven by the decrease in property crimes.

Overall crimes decreased in most divisions, with the largest decrease (31.3%) in 51 Division and the smallest decrease (1.9%) in 12 Division. Only one division – 31 Division – showed an increase (5.3%) over the ten year period. The drop in property crime was particularly large and seen in all divisions, with decreases ranging from 6.7% to 41.5%. There was a mixed picture in terms of the change in violent crimes occurring in divisions, with 8 showing a decrease and the rest showing an increase. The largest decrease in violent crime was in 12 Division (25.9%) and the largest increase was in 31 Division (32.7%). Most of the divisions showed increases in other *Criminal Code* offences, with the largest 125.5% increase in 31 Division.

There was a corresponding 21.2% drop in the overall crime rate per 1,000 population for all the divisions, with the largest decreases noted in 51, 53, and 13 Divisions. A decrease in the property crime rate was noted for all divisions, with the decrease ranging from 14.8% to 46.6%; overall, the property crime rate dropped 32.6% over the ten years. In terms of the violent crime rate, the overall rate for all divisions dropped 10.3%; 12 Division had the largest decrease (-32.3%), while 31 Division had the largest increase (21.1%).

The diminishing number of crimes and calls serviced by the police over the past years may paint a picture of a diminishing workload per officer in the divisions. However, this is not necessarily the case for a number of reasons. First, contemporary policing is no longer confined to reacting/responding to crimes and calls. Currently, there are policing programs that focus on crime prevention and problem solving at the local level, which have become a regular part of the workload for the police. These proactive programs in turn have an impact on reducing criminal occurrences and calls for service. Secondly, changes in the way that calls were managed/dispatched might have reduced the number of calls assigned directly to the divisions. In 2006, the calls dealt with by the Central Alternate Response, which constituted about 10% of the total dispatched calls, were not reflected in the divisional workload. Thirdly, as discussed in the chapter on Calls for Service, over the past few years, there has been a considerable increase in time required for servicing calls. This increase in servicing time for calls, which has continued in the past five years, amounts to an increase in workload and will continue to be a drain on existing police resources, if unchanged.

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 2005 crime statistics were available at time of writing for this analysis. The crime statistics reviewed under this section are incident-based. These statistics are different from those compiled by the Toronto Police Service, which are based on offences or violations of the law.³⁵ It should be noted that the counts based on offences are always much larger than the counts based on incidents in the past. However, with the addition to the Toronto total incidents of a substantial number of incidents that happened in Toronto but were processed by the RCMP since 2004 (about 50,000 cases per year), the discrepancy between the two counts has been narrowed. In 2005, the incident-based number of crimes (non-traffic) for Toronto was 190,626, compared with the offence-based count of 200,136 crimes. The two sets of crime statistics are useful for different purposes.

In 2005, of the 19 police services serving a population of more than 250,000, Toronto had the largest per capita cost for policing, followed by Vancouver (Table 1.8).³⁶ Toronto had the third smallest number of population per police officer. The factors associated with high policing cost in Toronto are many and varied. It has to be noted that per capita cost and the population-police ratio are based on residential population. For Toronto, 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 easily be quantified.

³⁵ In offence-based statistics, all offences involved in an incident are counted. This differs from incident-based statistics where more than one offence may have occurred in the incident, but only the most serious offence is counted in the crime statistics.

³⁶ From Statistics Canada; data available at time of writing.



Table 1.8
Crime Rates* (per 10,000 population), Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over - 2005

2005 Police Agency	Population	(1) Violent Crimes		(2) Property Crimes		(3) Other Crimes		(4) Total Crimes		Police Strength	Pop/ Pol. Ratio	Cost Per Capita (\$)
		No.	Rate	No.	Rate	No.	Rate	No.	Rate			
Toronto	2607637	26,228	100.6	77,636	297.7	86,762	332.7	190,626	731.0	5217	499.8	304.6
Montreal	1873813	19,956	106.5	84,052	448.6	78,235	417.5	182,243	972.6	4150	451.5	252.3
Peel Reg.	1148445	5,306	46.2	21,968	191.3	10,541	91.8	37,815	329.3	1623	707.6	205.7
Calgary	970797	7,978	82.2	41,747	430.0	17,150	176.7	66,875	688.9	1511	642.5	236.7
York Reg.	922487	3,984	43.2	17,193	186.4	8,885	96.3	30,062	325.9	1128	817.8	175.1
Ottawa	832550	5,366	64.5	27,100	325.5	17,218	206.8	49,684	596.8	1118	744.7	206.9
Edmonton	718788	6,641	92.4	53,440	743.5	24,096	335.2	84,177	1171.1	1363	527.4	268.1
Winnipeg	649921	8,628	132.8	40,440	622.2	26,985	415.2	76,053	1170.2	1206	538.9	225.6
Vancouver	584701	7,302	124.9	44,362	758.7	16,858	288.3	68,522	1171.9	1285	455.0	301.1
Durham Reg.	575201	3,716	64.6	13,370	232.4	11,189	194.5	28,275	491.6	756	760.8	201.4
Quebec	530618	3,023	57.0	17,054	321.4	6,743	127.1	26,820	505.4	694	764.6	183
Hamilton	519878	4,493	86.4	18,220	350.5	9,973	191.8	32,686	628.7	741	701.6	206.1
Waterloo Reg.	485248	2,686	55.4	16,205	334.0	7,510	154.8	26,401	544.1	651	745.4	178
Halton Reg.	443402	1,927	43.5	8,335	188.0	5,649	127.4	15,911	358.8	520	852.7	173.8
Niagara Reg.	434347	2,442	56.2	14,751	339.6	8,815	202.9	26,008	598.8	673	645.4	246
Surrey	393971	5,462	138.6	29,119	739.1	15,256	387.2	49,837	1265.0	458	860.2	133.3
Longueuil	389071	2,825	72.6	14,469	371.9	6,865	176.4	24,159	620.9	555	701.0	187.4
Laval	370368	2,518	68.0	11,684	315.5	4,807	129.8	19,009	513.2	466	794.8	201
London	359447	2,857	79.5	16,388	455.9	11,019	306.6	30,264	842.0	533	674.4	185.7

Notes:

Only non-traffic Criminal Code offences are included in this analysis.

* Crime rate is by number of crimes per 10,000 population.

(1) Violent crimes include homicide & attempts, assault, sexual offences, abduction & robbery.

(2) Property crimes include break & enter, thefts and fraud.

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

(4) Sum of (1) through (3).

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

In terms of crime rates, in descending order, Toronto ranked seventh in overall crimes among the 19 cities under review, with Surrey, BC, showing the highest overall crime rate, followed by Vancouver. Toronto ranked fifth and fifteenth in violent crimes and property crimes, respectively. Surrey had the highest violent crime rate in 2005, followed by Winnipeg, while Vancouver had the highest property crime rate.

Between 2001 and 2005, 12 out of the 17 large Canadian cities under review had decreases in the overall crime rate (Table 1.9).³⁷ Toronto was among the remaining 5 showing an increase, and had the second largest increase in total non-traffic *Criminal Code* incidents per 10,000 population. However, Toronto was among the 14 municipalities that had a decrease in

³⁷ Two police services (Quebec and Longueuil) that had changes in their jurisdiction during the period under review are excluded from the comparison.



the violent crime rate and the 16 cities that had a drop in the property crime rate. There is reason to believe that the RCMP incidents added to Toronto's total incidents beginning in 2004, as reflected in Statistics Canada's published statistics, contributed to Toronto's increase in overall crime when compared with other Canadian cities, which did not appear to be affected to the same extent. All 17 cities had an increase in the per capita cost and the increase for Toronto was the sixth largest (30.9%), compared to the largest increase of 52.5% for Surrey. 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 minor decrease of 0.6% for the population-police ratio, the second smallest decrease.

Table 1.9
% Change in Number of Crimes, Crime Rates* (per 10,000 population), Police Strength & Per Capita Cost in Canadian Municipalities with Populations of 250,000 and Over: 2001-2005

Police Agency	Population	(1)		(2)		(3)		(4)		Police Strength	Pop/ Pol. Ratio	Cost Per
		Violent Crimes No.	Violent Crimes Rate	Property Crimes No.	Property Crimes Rate	Other Crimes No.	Other Crimes Rate	Total Crimes No.	Total Crimes Rate			
Toronto	0.6	-12.2	-12.7	-10.9	-11.4	82.6	81.6	15.9	15.2	1.2	-0.6	30.9
Montreal	1.2	-7.8	-8.9	-7.8	-8.9	91.1	88.8	18.5	17.1	1.7	-0.5	24.2
Peel Reg.	17.2	-5.5	-19.4	-6.6	-20.3	-4.4	-18.5	-5.8	-19.7	17.2	0.1	20.9
Calgary	7.6	-1.9	-8.8	1.8	-5.4	3.2	-4.1	1.7	-5.5	16.0	-7.2	26.2
York Reg.	21.5	-4.4	-21.4	-12.2	-27.8	15.7	-4.8	-4.4	-21.3	28.0	-5.1	32.1
Ottawa	3.2	-13.0	-15.7	-2.5	-5.5	18.9	15.2	2.6	-0.6	6.9	-3.4	27.0
Edmonton	5.3	-10.4	-14.8	36.6	29.8	4.9	-0.3	21.1	15.1	18.3	-11.0	27.5
Winnipeg	2.0	-1.6	-3.5	1.4	-0.7	10.8	8.6	4.2	2.1	7.0	-4.6	23.1
Vancouver	2.4	18.8	16.0	-19.1	-21.0	21.8	18.9	-8.4	-10.6	17.1	-12.6	28.2
Durham Reg.	9.1	-7.5	-15.2	-13.3	-20.6	3.9	-4.9	-6.4	-14.3	17.0	-6.7	29.9
Hamilton	1.9	-26.4	-27.8	-18.7	-20.2	-24.1	-25.6	-21.6	-23.0	6.0	-3.9	28.8
Waterloo Reg.	6.3	-7.6	-13.1	0.5	-5.5	7.2	0.8	1.4	-4.7	11.7	-4.8	28.9
Halton Reg.	13.6	-1.5	-13.3	-7.0	-18.1	3.9	-8.6	-2.7	-14.4	14.8	-1.0	36.4
Niagara Reg.	1.8	-13.8	-15.4	-10.4	-12.0	-9.7	-11.3	-10.5	-12.1	8.7	-6.3	28.9
Surrey	8.5	1.1	-6.8	-5.2	-12.6	22.5	12.9	2.6	-5.4	19.9	-9.5	52.5
Laval	5.9	21.3	14.6	-4.5	-9.8	14.7	8.4	2.7	-3.0	4.0	1.8	31.7
London	2.7	5.3	2.5	-5.8	-8.3	37.0	33.3	7.5	4.6	13.9	-9.8	35.1
Quebec**												
Longueuil**												

Notes:

Only non-traffic Criminal Code offences are included in this analysis.

* Crime rate is by number of crimes per 10,000 population.

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

(1) Violent crimes include homicide & attempts, assault, sexual offences, abduction & robbery.

(2) Property crimes include break & enter, thefts and fraud.

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

(4) Sum of (1) through (3).

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



Appendix

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

2006		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	104,366	1204	3810	1834	212	7060	6848	77.7	26.9	88.3	52.3	11.5	36.5	17.6	65.6
12	100,761	1446	4267	2297	208	8218	8010	70.6	30.5	85.5	53.5	14.4	42.3	22.8	79.5
13	146,175	1488	4060	1800	156	7504	7348	68.7	29.3	84.5	50.8	10.2	27.8	12.3	50.3
14	158,673	2686	9406	3174	319	15585	15266	67.3	29.3	85.5	47.7	16.9	59.3	20.0	96.2
22	200,462	1851	7412	2612	387	12262	11875	76.6	31.5	83.5	50.0	9.2	37.0	13.0	59.2
23	169,453	1914	6056	2479	225	10674	10449	66.7	42.1	82.1	56.1	11.3	35.7	14.6	61.7
31	199,466	3474	8000	4624	316	16414	16098	67.0	29.0	85.4	53.4	17.4	40.1	23.2	80.7
32	221,552	1996	9587	2742	253	14578	14325	68.7	29.1	79.8	44.3	9.0	43.3	12.4	64.7
33	198,603	1379	5493	2037	196	9105	8909	72.7	35.6	84.2	52.5	6.9	27.7	10.3	44.9
41	179,035	2524	7234	4304	417	14479	14062	70.3	39.1	87.3	59.5	14.1	40.4	24.0	78.5
42	261,384	2044	7022	2784	250	12100	11850	62.6	30.2	79.3	47.4	7.8	26.9	10.7	45.3
43	210,577	2722	7606	3968	402	14698	14296	74.2	43.9	87.9	61.9	12.9	36.1	18.8	67.9
51	92,727	2236	8208	3157	162	13763	13601	66.1	30.8	87.5	49.8	24.1	88.5	34.0	146.7
52	33,439	1782	8752	4814	181	15529	15348	64.5	37.0	90.8	57.1	53.3	261.7	144.0	459.0
53	179,593	1406	7169	1507	140	10222	10082	66.9	27.7	76.5	40.5	7.8	39.9	8.4	56.1
54	144,782	1695	4623	2148	260	8726	8466	78.8	33.3	88.4	56.4	11.7	31.9	14.8	58.5
55	123,736	2089	6913	2505	131	11638	11507	69.5	35.5	86.5	52.8	16.9	55.9	20.2	93.0
Field Tot	2,724,784	33936	115618	48786	4215	202555	198340	69.6	33.1	85.5	52.2	12.5	42.4	17.9	72.8

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

2005		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	103,299	1167	3775	1843	260	7045	6785	72.5	27.6	84.2	50.7	11.3	36.5	17.8	65.7
12	99,730	1509	3741	2215	242	7707	7465	74.2	37.2	86.9	59.4	15.1	37.5	22.2	74.9
13	144,679	1597	3821	1765	158	7341	7183	75.1	29.7	81.3	52.5	11.0	26.4	12.2	49.6
14	157,050	2652	8963	3107	334	15056	14722	69.2	28.3	80.8	46.8	16.9	57.1	19.8	93.7
22	198,411	1804	7338	2688	352	12182	11830	73.4	31.4	82.6	49.4	9.1	37.0	13.5	59.6
23	167,719	1951	6007	2264	238	10460	10222	64.6	33.6	78.4	49.4	11.6	35.8	13.5	60.9
31	197,425	3391	7440	4486	270	15587	15317	69.8	31.4	81.5	54.6	17.2	37.7	22.7	77.6
32	219,286	1925	9076	3278	291	14570	14279	68.0	32.0	78.2	47.4	8.8	41.4	14.9	65.1
33	196,571	1544	5431	1901	201	9077	8876	73.4	33.4	75.6	49.4	7.9	27.6	9.7	45.2
41	177,204	2698	7138	4749	357	14942	14585	71.1	36.8	82.3	57.9	15.2	40.3	26.8	82.3
42	258,710	2184	7438	2523	279	12424	12145	62.9	32.6	73.2	46.5	8.4	28.8	9.8	46.9
43	208,422	2516	7308	3010	296	13130	12834	64.5	34.8	79.3	51.1	12.1	35.1	14.4	61.6
51	91,779	2098	7056	2897	151	12202	12051	72.2	33.8	88.9	53.7	22.9	76.9	31.6	131.3
52	33,097	1833	8397	6899	178	17307	17129	69.0	37.4	81.0	58.4	55.4	253.7	208.4	517.5
53	177,756	1401	7058	1550	137	10146	10009	75.7	30.4	75.5	43.7	7.9	39.7	8.7	56.3
54	143,301	1731	4529	2219	216	8695	8479	79.9	43.0	87.7	62.2	12.1	31.6	15.5	59.2
55	122,470	2165	6794	2355	192	11506	11314	73.5	39.9	87.3	56.2	17.7	55.5	19.2	92.4
Field Tot	2,696,909	34166	111310	49749	4152	199377	195225	70.6	33.6	81.5	52.3	12.7	41.3	18.4	72.4

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.
- 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

2002		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	100,302	1344	4158	1847	240	7589	7349	82.2	26.9	86.8	52.1	13.4	41.5	18.4	73.3
12	96,837	1810	3800	2486	268	8364	8096	78.2	32.8	84.8	58.9	18.7	39.2	25.7	83.6
13	140,482	1464	4077	1712	148	7401	7253	81.2	27.9	84.8	52.1	10.4	29.0	12.2	51.6
14	152,494	2953	9134	3001	355	15443	15088	70.4	27.0	82.9	46.6	19.4	59.9	19.7	98.9
22	192,655	1748	9092	3006	460	14306	13846	75.0	21.3	83.3	41.6	9.1	47.2	15.6	71.9
23	162,854	2261	7435	2413	288	12397	12109	74.1	24.9	79.9	45.0	13.9	45.7	14.8	74.4
31	191,698	3115	7905	3437	390	14847	14457	75.3	23.2	84.2	49.0	16.2	41.2	17.9	75.4
32	212,925	1971	8902	2822	276	13971	13695	69.4	29.4	77.8	45.1	9.3	41.8	13.3	64.3
33	190,869	1380	5572	1588	196	8736	8540	82.9	29.2	82.6	47.8	7.2	29.2	8.3	44.7
41	210,114	3666	10997	4562	574	19799	19225	71.8	33.2	83.8	52.6	17.4	52.3	21.7	91.5
42	415,532	3871	11319	4443	444	20077	19633	74.5	24.1	81.9	47.1	9.3	27.2	10.7	47.2
51	89,116	2670	7644	4112	236	14662	14426	70.2	32.8	90.4	56.1	30.0	85.8	46.1	161.9
52	32,066	1688	9181	4694	146	15709	15563	66.8	32.3	91.5	53.9	52.6	286.3	146.4	485.3
53	172,599	1248	7544	1658	164	10614	10450	76.5	24.5	81.8	39.8	7.2	43.7	9.6	60.5
54	139,144	1807	4159	2127	195	8288	8093	77.8	24.9	82.3	51.8	13.0	29.9	15.3	58.2
55	118,918	2032	6082	2023	227	10364	10137	80.3	31.4	85.5	52.0	17.1	51.1	17.0	85.2
Field Tot	2,618,605	35029	117005	45934	4607	202575	197968	74.6	27.8	84.5	49.2	13.4	44.7	17.5	75.6

Notes:

* All statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.

Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.

Property crimes include break and enter, all types of thefts, possession of stolen goods, mischief, and fraud.

Other Criminal Code offences are the other non-traffic offences not covered by the first two items.

Criminal Code traffic offences are undercounted due to information system problems.

Total CC is the total number of Criminal Code offences, including violent crimes, property crimes, other Criminal Code offences, and Criminal Code Traffic.

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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	98,270	1347	3595	1933	188	7063	6875	76.2	24.2	84.6	51.4	13.7	36.6	19.7	70.0
12	94,875	1771	3563	2501	209	8044	7835	82.4	34.0	88.2	62.3	18.7	37.6	26.4	82.6
13	137,636	1577	4345	1672	162	7756	7594	77.4	20.6	80.4	45.6	11.5	31.6	12.1	55.2
14	149,405	3136	8971	3613	404	16124	15720	75.3	28.5	85.8	51.0	21.0	60.0	24.2	105.2
22	188,752	1778	7429	3231	416	12854	12438	76.7	21.8	85.5	46.2	9.4	39.4	17.1	65.9
23	159,555	2212	7661	2203	304	12380	12076	70.9	26.8	76.8	44.0	13.9	48.0	13.8	75.7
31	187,815	2924	7599	2918	265	13706	13441	73.1	21.5	79.9	45.4	15.6	40.5	15.5	71.6
32	208,611	1777	8264	2848	216	13105	12889	71.0	26.0	80.5	44.2	8.5	39.6	13.7	61.8
33	187,002	1368	5440	1440	143	8391	8248	78.0	31.4	83.3	48.2	7.3	29.1	7.7	44.1
41	205,857	3839	10071	4144	574	18628	18054	71.7	29.2	85.2	51.1	18.6	48.9	20.1	87.7
42	407,114	4100	11079	3966	344	19489	19145	76.3	55.5	83.8	65.8	10.1	27.2	9.7	47.0
51	87,311	2966	8883	4518	183	16550	16367	66.7	33.6	88.5	54.7	34.0	101.7	51.7	187.5
52	31,417	1745	9583	5340	98	16766	16668	63.2	8.9	91.1	52.4	55.5	305.0	170.0	530.5
53	169,103	1308	7285	1581	173	10347	10174	72.9	29.0	73.2	41.5	7.7	43.1	9.3	60.2
54	136,325	1724	3859	1754	170	7507	7337	74.9	21.6	80.5	48.2	12.6	28.3	12.9	53.8
55	116,508	2197	6567	2202	241	11207	10966	78.6	28.0	81.6	48.9	18.9	56.4	18.9	94.1
Field Tot	2,565,555	35773	114194	45864	4090	199921	195831	73.8	30.1	84.3	50.7	13.9	44.5	17.9	76.3

Notes:

* All statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.

Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.

Property crimes include break and enter, all types of thefts, possession of stolen goods, mischief, and fraud.

Other Criminal Code offences are the other non-traffic offences not covered by the first two items.

Criminal Code traffic offences are undercounted due to information system problems.

Total CC is the total number of Criminal Code offences, including violent crimes, property crimes, other Criminal Code offences, and Criminal Code Traffic.

Total Non-Traf CC is the total number of Non-Traffic Criminal Code offences.

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



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

1997 DIV	Number of Crimes							% Crimes Cleared				Rates (Occurrences/1000 Pop)			
	Pop@ Viol	Prop	OCC	Traf	Tot CC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	Viol	Prop	OCC	Tot Non-Traf CC	
11	95,268	1455	5424	2014	255	9148	8893	74.2	18.5	86.4	43.0	15.3	56.9	21.1	93.3
12	91,977	1951	4571	1644	175	8341	8166	74.8	25.2	82.7	48.6	21.2	49.7	17.9	88.8
13	133,432	1601	6942	1389	184	10116	9932	70.6	14.6	73.5	31.9	12.0	52.0	10.4	74.4
14	144,841	3504	11838	3135	408	18885	18477	71.7	21.1	84.6	41.5	24.2	81.7	21.6	127.6
22	182,986	1829	9902	2899	459	15089	14630	74.8	21.1	83.9	40.3	10.0	54.1	15.8	80.0
23	154,681	2177	9975	1458	248	13858	13610	65.0	16.9	72.7	30.6	14.1	64.5	9.4	88.0
31	182,077	2618	10625	2051	239	15533	15294	65.5	16.3	75.9	32.8	14.4	58.4	11.3	84.0
32	202,238	1550	11106	2292	233	15181	14948	70.4	21.5	80.8	35.6	7.7	54.9	11.3	73.9
33	181,290	1166	7506	1176	101	9949	9848	80.7	26.0	81.7	39.1	6.4	41.4	6.5	54.3
41	199,569	3317	12155	3772	373	19617	19244	72.6	24.3	86.0	44.7	16.6	60.9	18.9	96.4
42	394,678	3292	15179	3119	214	21804	21590	68.8	49.0	83.0	56.9	8.3	38.5	7.9	54.7
51	84,644	3011	12512	4277	180	19980	19800	65.1	26.6	90.5	46.3	35.6	147.8	50.5	233.9
52	30,457	1654	13362	4391	129	19536	19407	62.8	27.5	91.0	44.9	54.3	438.7	144.2	637.2
53	163,937	1357	10944	1396	118	13815	13697	65.7	17.6	64.6	27.1	8.3	66.8	8.5	83.6
54	132,160	1759	5785	1508	197	9249	9052	73.7	20.8	79.8	40.9	13.3	43.8	11.4	68.5
55	112,949	2278	8793	2167	222	13460	13238	74.8	26.2	79.9	43.4	20.2	77.8	19.2	117.2
Field Tot	2,487,185	34519	156620	38688	3735	233562	229827	70.3	24.5	83.1	41.2	13.9	63.0	15.6	92.4

Notes:

* All statistics are based on 2004 revised divisional boundaries, except for Divisions 41 & 42.
 Violent crimes include homicide and attempts, sexual assaults, other assaults, sexual offences, abduction, and robberies.
 Property crimes include break and enter, all types of thefts, possession of stolen goods, mischief, and fraud.
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 @ Population estimates based on projections from Toronto Urban Development Services.





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 philosophy 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. 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 2005, 73,508 Canadian youths were charged with a non-traffic criminal incident and a further 95,954 youths were arrested and cleared otherwise. The overall total youth crime rate was 66.0, a decrease of 16.3% from 78.9 in 1995. The 2005 national youth charge rate was 28.6.
- In Toronto in 2006, 8,278 young persons were arrested for all types of *Criminal Code* offences, up 5.7% from 2005 and 4.0% from 2002.
- During the past five years, the number of youths arrested for a violent offence decreased 3.8%; however, the number of youths arrested for a property crime or other *Criminal Code* offence increased 8.3% and 6.0%, respectively.
- For every 100 youths arrested for *Criminal Code* offences, in 2006, on average, 73 were male and 27 were female, compared to 2002 when 74 were male and 26 were female. Notwithstanding year-over-year variation, the number of youths arrested over the past five years, indicates a slightly decreasing trend for males and a slightly increasing trend for females.
- In 2006, on average, 50.3 of every 1,000 young persons in Toronto were arrested for a *Criminal Code* offence, including 13.0 arrested for a violent crime, 21.5 for a property crime, and 15.6 for other *Criminal Code* offences. Male youths had an arrest rate almost 3 times that of female youths and the overall charge rate for youths was almost double that for adults.



- The total number of crimes reported occurring on school premises in 2006 increased 3.1% from 2005, due to increases in robberies, break and enters, and mischief. Crimes occurring on school premises increased 13.6% over the past five years, and increased 5.6% over the past ten years. Thefts and non-sexual assaults were generally the most frequently reported crimes.
- In 2006, a total of 852 youths were charged with drug-related offences in 2006, compared to 676 youths in 2005 and 799 youths in 2002. The youth charge rate for drug offences was 4.3 per 1,000 youths in 2006, compared to 3.5 in 2005 and 4.4 in 2002.

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. 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 2006, the 8,278 youths arrested for *Criminal Code* offences in Toronto represented about 4.2% of the youth population. Assuming that every youth arrested was a different individual, which is very unlikely, on average, about 4.2 out of every 100 youths in Toronto were arrested for a *Criminal Code* offence in 2006, and less than a third of these (1.3 per 100 youths) were arrested for a violent criminal offence.

Perhaps the single greatest impediment to developing a clear picture of youth crime is the basis for the enumeration of youth crimes. Unlike general crime statistics that count the actual number of *Criminal Code* incidents (or offences) 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 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 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 level of youth crime. 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.

As with general crime statistics, the issue of reported vs. non-reported crime is also a concern in determining the level of youth crime. According to the 2004 General Social Survey (GSS), only about 33% of violent victimization was reported to police in 2004.³⁸ Young victims (15-25 years of age) were the most likely to be a victim of a violent crime and the least likely to report to police (only 24% of young people reported violent victimization).³⁹ If youth are most often victimised by other youths, as is reported by Statistics Canada and the Centre for Research on Youth at Risk, the actual level of crime and, in particular, violent crime involving young offenders, is likely to be undercounted.

B. YOUTH CRIMINAL JUSTICE ACT

The *Youth Criminal Justice Act*, which came into effect on April 1, 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.^{40,41,42} Statistics from the Canadian Centre for Justice Statistics showed that, in 2005, 73,508 Canadian youths, aged 12-17 years, were charged with a non-traffic

³⁸ Gannon, M. and Mihorean K. *Criminal Victimization in Canada, 2004*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 25(7), November 2005.

³⁹ Ibid.

⁴⁰ Due to changes in the measuring and reporting of youth crime activity by Statistics Canada, national youth crime data for 1995 to 2005 have been recalculated to include both youths charged and youths ‘cleared otherwise’ or ‘not charged’ to allow for a more comprehensive representation of youth criminal activity in Canada. National youth crime data therefore differs from data in previous Scans.

⁴¹ 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).

⁴² 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 95,954 youths were accused but not charged.⁴³ In total, 169,462 youths were accused of a *Criminal Code* offence, an overall decrease of 5.7% from the 179,698 accused in 2004.⁴⁴

This one-year decrease in the total number of accused youths reflects a 5.3% decrease in the number of youths charged (from 77,586 in 2004 to 73,508 in 2005) and a 6.0% decrease in the number of youths cleared otherwise (from 102,112 in 2004 to 95,954 in 2005).⁴⁵ It is interesting to note that this decrease in the number of youths cleared otherwise follows a slight decrease in 2004, but a 34.0% increase between 2002 and 2003 when the *Youth Criminal Justice Act* came into effect – the first year that the number of youths cleared otherwise exceed the number of youths charged. Compared to 1995, the number of youths accused in 2005 dropped about 9.9% from 188,044 (120,663 charged and 67,381 not charged).⁴⁶

What is more interesting is the reversal of the relative use of charges and pre-charge dispositions over the past decade; in 1995, 64.2% of youths accused of a crime were charged, compared to only 43.4% of youths accused in 2005. The number of youths not charged increased 42.4%, from 67,381 in 1995 to 95,954 in 2005. As would be expected given the provisions of the YCJA, the proportion of young persons accused and dealt with other than by *Criminal Code* charge increased significantly in all categories over the past decade, although the increase in violent offences cleared otherwise was somewhat less than in other categories (Table 2.1).

Table 2.1
Proportion (%) of Youths Charged/Not Charged

Criminal Code Category	1995		2005	
	Charged	Cleared Otherwise	Charged	Cleared Otherwise
Violent	69.0%	31.0%	53.4%	46.6%
Property	65.1%	34.9%	40.6%	59.4%
Other Criminal Code	59.1%	40.9%	40.4%	59.6%
Total Accused	64.2%	35.8%	43.4%	56.6%

Source: Statistics Canada

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 population – generally decreased between 1995 and 1999, generally increased until 2003, and then declined in both 2004 and 2005 (Figure 2.1).

⁴³Gannon, Marie. *Crime Statistics in Canada 2005*. *Juristat* (Canadian Centre for Justice Statistics, Statistics Canada), 26(4), July 2006.

⁴⁴ Ibid.

⁴⁵ Ibid.

⁴⁶ *Crime Statistics, Canada, Provinces and Territories, 1977 to 2005*. Statistics Canada (www.ccjcsesj.statcan.ca).

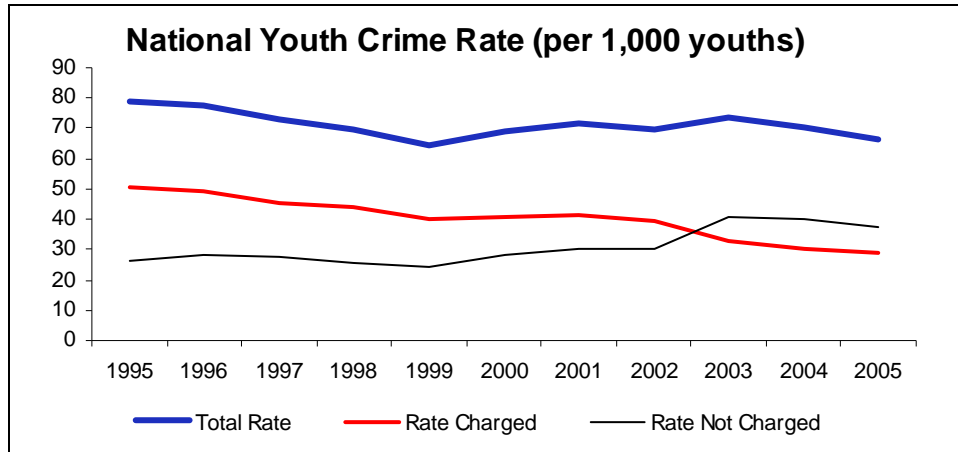


Figure 2.1

Source: Statistics Canada

Over the same period, the total youth crime rate (youths accused of a *Criminal Code* offence) decreased about 16.4%, from 78.9 youths per 1,000 population in 1995 to 66.0 youths per 1,000 population in 2005.⁴⁷ Similarly, the youth charge rate followed in a general decline, decreasing 43.5%, from 50.6 youths per 1,000 population in 1995 to 28.6 youths per 1,000 population in 2005. On the other hand, the rate of youths not charged or cleared otherwise consistently increased over the past decade, increasing 32.2%, from 28.3 youths per 1,000 population in 1995 to 37.4 youths in 2005. The number and rate of youths not charged surpassed the number and rate of youth charged in 2003.

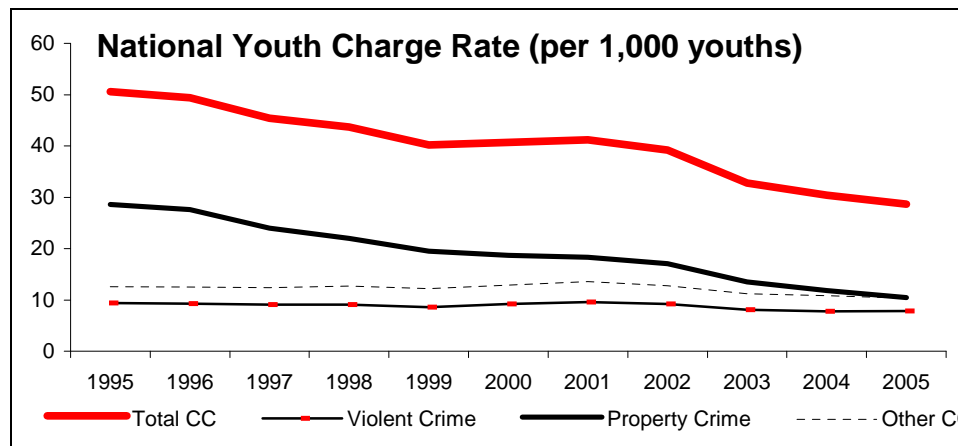


Figure 2.2

Source: Statistics Canada

Figure 2.2 shows the national youth charge rate, by offence category, since 1995. In 2005, the overall youth charge rate – the number of youths charged for non-traffic *Criminal Code* offences per 1,000 population – was 28.6 per 1,000 population, almost double the 15.8 per 1,000 adult population charged with a non-traffic *Criminal Code* offence. Of the 28.6 youths per

⁴⁷ The 16.4% decrease in total youth crime rate over the past decade reflects a 9.9% decrease in the number of youths accused of a non-traffic *Criminal Code* offence and a 7.6% increase in the population of young people between the ages of 12 and 17 years during this same period.



1,000 population charged with a *Criminal Code* offence, 10.5 were charged for property crimes, 10.4 for other *Criminal Code* offences, and 7.8 for violent crimes.

Compared with 2004, the rate of youths charged by police in 2005 dropped about 5.9%, from 30.4 youths per 1,000 population. The one-year decrease in the national youth charge rate reflected an 11.5% decrease in the property crime rate and a 4.1% decrease in rate of other crimes, offset very slightly by a 0.4% increase in violent crime rate.⁴⁸

As noted previously, from 1995 to 2005 the rate of youths charged in Canada for *Criminal Code* offences dropped by 43.5%. In particular, the rate of youths charged decreased 16.9% for violent crime, 63.4% for property crime, and 14.5% for other *Criminal Code* offences. Youth charge rates in 2005 were at the lowest level, overall, since 1985, and in every category, since 1991. In 2005, youth accounted for only about 15.5% of the total number of persons charged with non-traffic *Criminal Code* offences, down from 15.9% in 2004 and 22.8% in 1995.

The involvement of young females in criminal activities, particularly violent crimes, is of concern to many Canadians. Although the involvement of young females in crime remains low overall compared to young males (more than three young males were charged for every young female), three in ten young female offenders were charged for violent offences compared to slightly more than one in four young male offenders. Further, the proportion of females charged was higher among youth than adults, particularly for violent crimes. In 2005, females accounted for 22.5% of all youths charged, compared to 19.1% for adults, and accounted for 25.4% of youths charged with a violent offence, compared to 16.5% for their adult counterparts. It should be noted, however, that the number of young females charged with a violent offence in 2005 was the lowest since 1995, and some researchers suggest that previous increases could be attributed, at least in part, to a stricter approach to school-yard fights and bullying, behaviour which may have, in the past, been considered bad as opposed to criminal.⁴⁹

D. YOUTH CRIME IN TORONTO^{50,51}

Number of Youths Arrested:

During 2006, a total of 54,831 persons were arrested for a *Criminal Code* offence(s) in Toronto, including 8,278 young persons aged 12-17 years and 46,553 adults. Youths accounted for about 15.1% of the total number of persons arrested in 2006, but accounted for only 8.7% of the population 12 years of age and older. The total number of youths arrested for *Criminal Code* offences in 2006 increased 5.7% from the 7,830 youths arrested in 2005, and 4.0% from the 7,961 youths arrested 2002. In comparison, the total number of adults arrested for *Criminal Code* offences in 2005 increased 6.0% from the 43,916 adults arrested in 2005, and 7.9% from the 43,142 adults arrested 2002. Figure 2.3 shows the number of young persons and adults arrested over the past five years.

⁴⁸ *Crime Statistics, Canada, Provinces and Territories, 1977 to 2005*. Statistics Canada (www.ccjscssj.statcan.ca).

⁴⁹ Health Canada. *Aggressive Girls – Overview Paper*. www.phac.gc.ca

⁵⁰ Due to changes in Service data systems and extraction procedures, all arrest data for 2001 to 2005 have been recalculated to allow fair comparison and may differ from data in previous Scans. Examination of arrest data is based on five years.

⁵¹ 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).

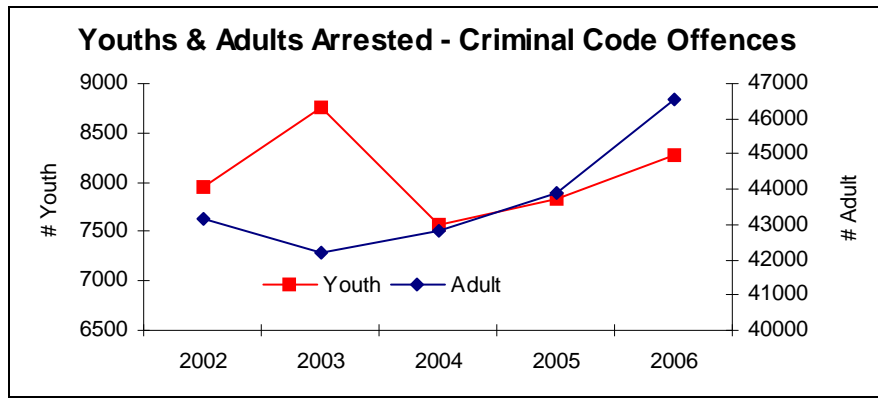


Figure 2.3

Source: TPS Database

Over the past five years, the number of youths arrested for a violent offence decreased 3.8%; however, the number of youths arrested for a property crime or other *Criminal Code* offence increased 8.3% and 6.0%, respectively. Over the previous year, the number of youths arrested in 2006 for and charged with a property or other *Criminal Code* offence increased 6.2% and 13.6% respectively, but decreased 2.3% for violent crime offences.

As was discussed in relation to national youth crime, not all youths arrested for a *Criminal Code* offence were formally charged. The number and proportion of youths arrested but not charged increased from 1,145 (14.4%) in 2002 to 2,424 (27.7%) in 2003, but dropped to 2,140 (25.9%) in 2006. Variations in the proportion of offences cleared otherwise reflect the availability of the Toronto Youth Referral Program during the later part of 2002 and 2003, and the subsequent enactment of the *Youth Criminal Justice Act*. The use of pre-charge extra-judicial measures by Toronto police officers to deal with accused youth was well below the 2005 national average of 56.6%. In 2006, 6.3% of violent offences, 40.2% of property offences and 9.3% of other *Criminal Code* offences were cleared otherwise (Figure 2.4).

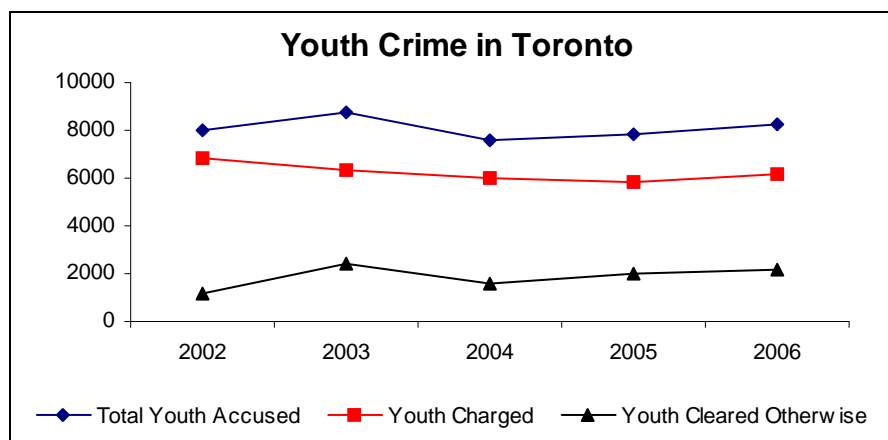


Figure 2.4

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 *Criminal Code* offence whether the youth is charged or cleared otherwise.

Table 2.2 is a breakdown of youths as a proportion of total persons arrested by the major categories of *Criminal Code* offences.⁵²

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

Year	Youths†	Violent	Property	Other CC	Traffic	Total CC*
2002	7961	14.4%	19.7%	14.6%	2.1%	15.6%
2003	8753	15.8%	21.8%	15.4%	2.7%	17.1%
2004	7578	14.9%	18.1%	13.9%	2.0%	15.1%
2005	7830	15.4%	18.0%	12.8%	2.3%	14.9%
2006	8278	14.7%	18.5%	13.1%	1.9%	14.9%

† Actual persons arrested.

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

Source: TPS Database

In general, the proportion of youths in offence categories, except traffic, is much larger than their overall representation (8.7%) in the total population aged 12 years and over. Notwithstanding their general over-representation in the proportion of total persons arrested, in 2006, the overall proportion (total *Criminal Code*) was the same as in 2005, but decreased from proportions reported in each of the previous three years.

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

In 2006, of the total actual number of young persons arrested for *Criminal Code* offences, 6,022 were male and 2,256 were female. This means that for every 100 youths arrested for *Criminal Code* offences in 2006, on average, about 73 were male and 27 were female, similar to 2002 when 74 were male and 26 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 arrests over the past five years, indicate a decreasing trend for males (on average about 0.9% per year) and an increasing trend for females (on average 1.2% per year) (Figure 2.5). It should be noted, however, that while the trend line for males showed an overall decrease over the past five years, the number of young males arrested has increased over the past two years.

⁵² 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.

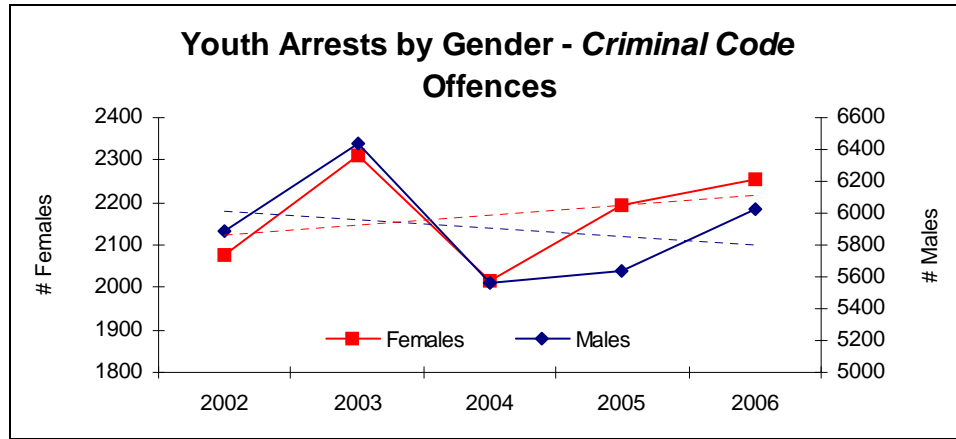


Figure 2.5

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 Criminal Code and Drug Offences

	Violent	Property	Other CC	Traffic†	Total CC*	Drug
2005-2006						
Male	-4.2%	8.9%	13.3%	-20.3%	6.1%	27.8%
Female	5.8%	1.6%	15.2%	66.7%	4.8%	11.3%
Total	-2.3%	6.2%	13.6%	-16.1%	5.8%	26.0%
2002-2006						
Male	-1.2%	1.3%	7.8%	-26.6%	2.5%	6.9%
Female	-12.4%	24.1%	-2.9%	66.7%	8.8%	3.9%
Total	-3.8%	8.3%	6.0%	-22.4%	4.0%	6.6%

†Large increases/decreases were due to small numbers involved.

* Based on the sum of the major offence categories.

Source: TPS Arrest Database

Between 2005 and 2006, the number of arrests of young males and females for criminal offences increased 6.1% and 4.8%, respectively. Further, the number of females arrested increased 5.8% for violent offences and 15.2% for other *Criminal Code* offences. On the other hand, the number of male youths arrested decreased 4.2% for violent crimes but increased 13.3% for other criminal code offences.

Over the past five years, the number male youths arrested for a *Criminal Code* offence increased 2.5%, compared to a 8.8% increase for female youths. Both male and female youths showed a decrease in arrests for violent crimes (1.2% for males and 12.4% for females) and an increase in property offences (1.3% for males and 24.1% for females). And, while female youths had a 2.9% decrease in arrests for other *Criminal Code* offences, males youths had a 7.8% increase.



Table 2.4 shows the total number and proportion of male and female young offenders arrested for each of the major offence groups. By 2006, males accounted for about eight in ten arrests for violent and other *Criminal Code* offences, but only just more than six in ten property offences. Overall, females, as a proportion of total young offenders increased slightly from 24.1% in 2002 to 25.2% in 2006, largely the result of the significant increase in female youths arrested for property crimes.

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

	Violent	Property	Other CC	Traffic	Total CC*	Drug
2002						
Male %	76.9%	69.1%	83.7%	95.5%	75.9%	90.5%
Female %	23.1%	30.9%	16.3%	4.5%	24.1%	9.5%
Total	2,683	3,930	2,913	67	9,593	799
2006						
Male %	79.0%	64.6%	85.0%	90.4%	74.8%	90.7%
Female %	21.0%	35.4%	15.0%	9.6%	25.2%	9.3%
Total	2,581	4,256	3,089	52	9,978	852

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

Source: TPS Arrest Database

Figure 2.6 shows the number of youths arrested by gender and age in 2006. Generally, the number of youths arrested, whether male or female, tends 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 15 years for females and 17 years for males. It is interesting to note, however, that at ages 13 and 14 years, females account for about three in ten arrests (29.9%), compared to age 17 where females account for about two in ten arrests (19.8%).

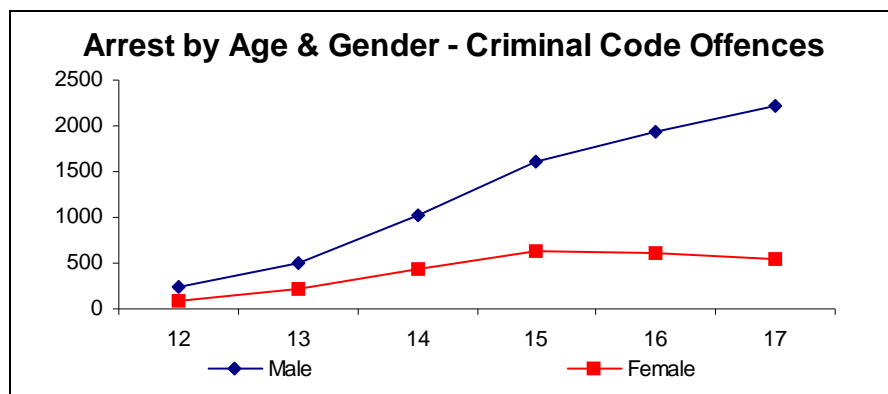


Figure 2.6

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	Traffic	Tot CC*	Drug
2002	14.9	21.9	16.2	0.4	53.4	4.4
2003	15.0	25.3	17.0	0.4	57.8	2.5
2004	13.0	20.2	15.7	0.3	49.1	3.6
2005	13.7	20.7	14.1	0.3	48.8	3.5
2006	13.0	21.5	15.6	0.3	50.3	4.3
Adult						
2002	8.0	8.0	8.5	1.5	26.1	2.7
2003	7.3	8.3	8.5	1.4	25.6	2.0
2004	6.9	8.5	9.0	1.4	25.7	2.6
2005	7.1	8.9	9.0	1.3	26.2	2.4
2006	7.2	9.0	9.8	1.3	27.4	2.9
% Change: Youth						
2005-2006	-4.6%	3.6%	10.8%	-18.2%	3.2%	23.0%
2002-2006	-12.7%	-1.8%	-3.8%	-29.6%	-5.7%	-3.3%
% Change: Adult						
2005-2006	1.9%	1.3%	9.3%	1.8%	4.2%	19.2%
2002-2006	-10.3%	12.3%	15.0%	-14.5%	4.6%	4.7%

* Based on the sum of the major offence categories.

Source: TPS Database

In 2006, on average, 50.3 of every 1,000 young persons were arrested for *Criminal Code* offences, almost double the adult arrest rate (27.4).⁵³ The overall arrest rate for youths in 2006 increased somewhat (3.2%) from 2005, but remained 5.7% below the rate reported in 2002. On the other hand, the overall arrest rate for adults increased from the rate in 2005 and five years ago.

Table 2.6 shows the arrest rates per 1,000 population for youths for the past five years, broken down by offence categories and gender. As shown, male youths had a much higher arrest rate than female youths across all major offence categories. In 2006, the overall arrest rate for male youths was almost three times the rate for female youths; the male youth arrest rate for

⁵³ Arrest rate shown reflects total *Criminal Code* based on the sum of the major crime categories. Please refer to Footnote 15. Based on the total number of persons arrested (no duplication by major offence category) the arrest rate is 41.8 and 22.4 for youths and adults, respectively; the youth arrest rate is, again, almost double that of the adult arrest rate.



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

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

	Sex	Viol	Prop	OCC	Traffic	Total CC*	Drug
2006	Male	20.0	27.0	25.8	0.5	73.3	7.6
	Female	5.6	15.6	4.8	0.1	26.1	0.8
	Total	13.0	21.5	15.6	0.3	50.3	4.3
2005	Male	21.4	25.4	23.3	0.6	70.7	6.1
	Female	5.5	15.8	4.3	0.0	25.5	0.8
	Total	13.7	20.7	14.1	0.3	48.8	3.5
2004	Male	19.8	26.4	26.0	0.5	72.6	6.3
	Female	5.7	13.6	4.8	0.1	24.2	0.7
	Total	13.0	20.2	15.7	0.3	49.1	3.6
2003	Male	23.3	33.2	28.2	0.8	85.5	4.3
	Female	6.3	16.9	5.1	0.1	28.4	0.6
	Total	15.0	25.3	17.0	0.4	57.8	2.5
2002	Male	22.3	29.4	26.3	0.7	78.7	7.8
	Female	7.1	13.9	5.5	0.0	26.5	0.9
	Total	14.9	21.9	16.2	0.4	53.4	4.4
Change (%)							
2005-2006	Male	-6.5%	6.3%	10.6%	-22.2%	3.6%	24.7%
	Female	1.8%	-1.3%	11.6%	100.0%	2.4%	0.0%
	Total	-4.6%	3.6%	10.8%	-18.2%	3.2%	23.0%
Change (%)							
2002-2006	Male	-10.2%	-8.0%	-2.1%	-33.3%	-6.9%	-2.9%
	Female	-20.7%	12.3%	-12.1%	50.9%	-1.5%	-5.9%
	Total	-12.7%	-1.8%	-3.8%	-29.6%	-5.7%	-3.3%

* Based on the sum of the major offence categories.

Source: TPS Database

Changes in the arrest rate differed between male and female youths. Compared to 2005, in 2006, male youths showed a decrease in the arrest rate for violent crimes (6.5%), but showed an increase in the arrest rate for property crimes (6.3%), other *Criminal Code* offences (10.6%), and total *Criminal Code* offences (3.6%). For female youths, the total *Criminal Code* arrest rate increased 2.4%, due to an 11.6% increase in the arrest rate for other *Criminal Code* offences and a 1.8% increase in the arrest rate for violent offences.

Over the past five years, the female youth arrest rate for overall crimes decreased only 1.5%, compared to male youths which decreased 6.9%. With the exception of the female youth arrest rate for property crimes which increased 12.3% over the past five years, arrest rates for male and female youths, across all major crime categories, decreased.



E. CRIMES OCCURRING ON SCHOOL PREMISES

Children and youths spend a significant number of their waking hours in and around school premises. There is little doubt that crimes, and violent crimes in particular, occurring on school premises create an unsafe environment and may have a serious negative impact on learning and other school activities. 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 ten years.⁵⁴ Theft and assaults were consistently the most common offences noted, accounting for about half of all crimes occurring on school premises.

Table 2.7
Crimes Occurring on School Premises

	1997	2002	2005	2006	% Change		
					05-06	02-06	97-06
Assault	1,171	1,216	1,174	1,090	-7.2%	-10.4%	-6.9%
Sexual assault	129	143	112	112	0.0%	-21.7%	-13.2%
Robbery	191	257	234	334	42.7%	30.0%	74.9%
Harassment/Utter Threats	391	587	521	531	1.9%	-9.5%	35.8%
Weapons offences	195	198	260	274	5.4%	38.4%	40.5%
B&E	317	312	250	289	15.6%	-7.4%	-8.8%
Mischief	479	388	500	568	13.6%	46.4%	18.6%
Theft	1,252	636	1,096	1,068	-2.6%	67.9%	-14.7%
Other CC	459	522	546	573	4.9%	9.8%	24.8%
Total	4,584	4,259	4,693	4,839	3.1%	13.6%	5.6%

Source: TPS Database

In 2006, compared to 2005, increases were noted for most types of crimes occurring on school premises, except for assaults and thefts, resulting in an overall increase of 3.1%. Over the past five years, overall crime increased 13.6%, with substantial increases in thefts (67.9%), mischief (46.4%), weapons offences (38.4%), and robberies (30.0%). Between 1997 and 2006, total crime on school premises increased 5.6%, with large increases in robberies (74.9%), weapons offences (40.5%), and harassment/threats (35.8%).

It should be noted that caution must be exercised in interpreting the level of violent crime reported to have occurred on school premises. The zero tolerance policy, a heightened sensitivity against violence, and the legislated *Safe Schools Act* and Code of Conduct adopted by the School Boards may have resulted in more incidents being reported to police, thus giving a 'distorted' picture about the prevalence of the problem.

⁵⁴ Data on crimes occurring on school premises may differ from that shown in previous Scans due to updates to the Service's database. At present, the Service's live database does not have a cut-off day for data entry; it allows as many updates as required to keep the database current. Crime that occurred in an earlier year but was detected/reported later is an example of the possible reasons necessitating an update and thus revision of statistics reported previously. Statistics on such crimes reported in previous Environmental Scans have been revised, where necessary, to facilitate comparison and trend analysis.



F. DRUG USE BY YOUTHS

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

Figure 2.7 shows the number of youths, total and by gender, charged with drug-related offences over the past five years. A total of 852 youths were charged with drug-related offences in 2006, compared to 676 youths in 2005 and 799 youths in 2002.

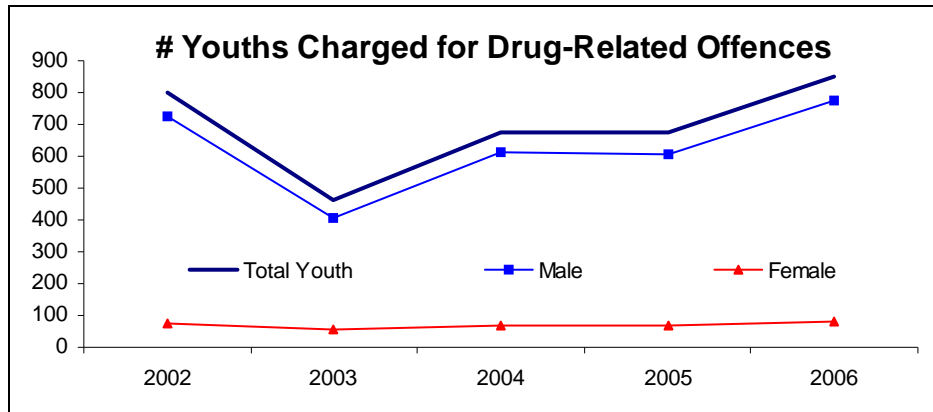


Figure 2.7

Source: TPS Database

In 2006, the number of youths charged with drug-related offences reached a five-year high, reflecting a 26.0% and 6.6% increase from the number of youths charged in 2005 and 2002, respectively. Females accounted for about 9.3% of the youths arrested charged for drug offences in 2006 and the number of youths arrested, whether male or female, tended to increase with age, albeit at different rates. 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 4.3 per 1,000 youths in 2006, compared to 3.5 in 2005 and 4.4 in 2002.

Findings from the Centre for Addiction and Mental Health’s 2005 Ontario Student Drug Use Survey (OSDUS) indicated that drug use over the short-term declined and, for the first time in over a decade, there were significant decreases in the use of both legal and illegal drugs.⁵⁵ In 2005, 35.9% of students reported being drug-free (including tobacco and alcohol) as compared to 31.6% in 2003. Of the students surveyed in 2005, 28.7% had used some illicit drug, compared to 32.2% in 2003 and 33.5% in 2001. It is interesting to note that although young females accounted for only about one in ten drug-related youth arrests in Toronto, 27.4% of female students reported illicit drug use, similar to the 29.9% of male students.

⁵⁵ **Drug Use Among Ontario Students 1977 – 2005, Detailed OSDUS Findings**, Centre for Addiction and Mental Health website (camh.net/Research/Areas_of_research/Population_Life_Course_Studies/OSDUSOSDUS2005_DrugDetailedfinal.pdf).



Appendix

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

Age Grp	Gender	Proj. Pop.	Number Persons Arrested					Persons Arrested/1000 pop				
			Viol	Prop	OCC	Traf	Tot CC*	Viol	Prop	OCC	Traf	Tot CC*
2006												
12-17	Male	101,870	2,038	2,751	2,627	47	7,463	20.0	27.0	25.8	0.5	73.3
	Female	96,370	543	1,505	462	5	2,515	5.6	15.6	4.8	0.1	26.1
	Total+	198,240	2,581	4,256	3,089	52	9,978	13.0	21.5	15.6	0.3	50.3
18&+	Male	969,750	12,796	13,636	16,966	2,468	45,866	13.2	14.1	17.5	2.5	47.3
	Female	1,110,645	2,167	5,133	3,455	279	11,034	2.0	4.6	3.1	0.3	9.9
	Total+	2,080,395	14,963	18,769	20,421	2,747	56,900	7.2	9.0	9.8	1.3	27.4
2005												
12-17	Male	99,457	2,128	2,527	2,319	59	7,033	21.4	25.4	23.3	0.6	70.7
	Female	94,003	513	1,482	401	3	2,399	5.5	15.8	4.3	0.0	25.5
	Total+	193,460	2,641	4,009	2,720	62	9,432	13.7	20.7	14.1	0.3	48.8
18&+	Male	960,257	12,419	13,424	15,588	2,413	43,844	12.9	14.0	16.2	2.5	45.7
	Female	1,097,217	2,106	4,896	2,886	255	10,143	1.9	4.5	2.6	0.2	9.2
	Total+	2,057,474	14,525	18,320	18,474	2,668	53,987	7.1	8.9	9.0	1.3	26.2
2004												
12-17	Male	97,102	1,923	2,560	2,520	51	7,054	19.8	26.4	26.0	0.5	72.6
	Female	91,694	525	1,248	439	6	2,218	5.7	13.6	4.8	0.1	24.2
	Total+	188,796	2,448	3,808	2,959	57	9,272	13.0	20.2	15.7	0.3	49.1
18&+	Male	951,092	11,983	12,735	15,420	2,534	42,672	12.6	13.4	16.2	2.7	44.9
	Female	1,084,161	1,965	4,512	2,844	238	9,559	1.8	4.2	2.6	0.2	8.8
	Total+	2,035,253	13,948	17,247	18,264	2,772	52,231	6.9	8.5	9.0	1.4	25.7
2003												
12-17	Male	94,803	2,210	3,146	2,676	73	8,105	23.3	33.2	28.2	0.8	85.5
	Female	89,442	561	1,516	457	7	2,541	6.3	16.9	5.1	0.1	28.4
	Total+	184,245	2,771	4,662	3,133	80	10,646	15.0	25.3	17.0	0.4	57.8
18&+	Male	942,249	12,585	12,481	14,370	2,600	42,036	13.4	13.2	15.3	2.8	44.6
	Female	1,071,465	2,129	4,278	2,801	259	9,467	2.0	4.0	2.6	0.2	8.8
	Total+	2,013,714	14,714	16,759	17,171	2,859	51,503	7.3	8.3	8.5	1.4	25.6
2002												
12-17	Male	92,560	2,063	2,717	2,437	64	7,281	22.3	29.4	26.3	0.7	78.7
	Female	87,246	620	1,213	476	3	2,312	7.1	13.9	5.5	0.0	26.5
	Total+	179,806	2,683	3,930	2,913	67	9,593	14.9	21.9	16.2	0.4	53.4
18&+	Male	933,718	13,457	11,911	14,061	2,800	42,229	14.4	12.8	15.1	3.0	45.2
	Female	1,059,119	2,531	4,094	2,955	276	9,856	2.4	3.9	2.8	0.3	9.3
	Total+	1,992,837	15,988	16,005	17,016	3,076	52,085	8.0	8.0	8.5	1.5	26.1

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

Source: TPS Arrest database



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

**One Year
2005-2006 Change (%)**

Age Grp	Gender	Proj. Pop.	Number Persons Arrested					Persons Arrested/1000pop				
			Viol	Prop	OCC	Traf	Tot CC*	Viol	Prop	OCC	Traf	Tot CC*
12-17	Male	2.4%	-4.2%	8.9%	13.3%	-20.3%	6.1%	-6.5%	6.3%	10.6%	-22.2%	3.6%
	Female	2.5%	5.8%	1.6%	15.2%	66.7%	4.8%	1.8%	-1.3%	11.6%	100.0%	2.4%
	Total	2.5%	-2.3%	6.2%	13.6%	-16.1%	5.8%	-4.6%	3.6%	10.8%	-18.2%	3.2%
18&+	Male	1.0%	3.0%	1.6%	8.8%	2.3%	4.6%	2.0%	0.6%	7.8%	1.3%	3.6%
	Female	1.2%	2.9%	4.8%	19.7%	9.4%	8.8%	1.7%	3.6%	18.3%	8.1%	7.5%
	Total	1.1%	3.0%	2.5%	10.5%	3.0%	5.4%	1.9%	1.3%	9.3%	1.8%	4.2%

**Five Year
2002-2006 Change (%)**

Age Grp	Gender	Proj. Pop.	Number Persons Arrested					Persons Arrested/1000 pop				
			Viol	Prop	OCC	Traf	Tot CC*	Viol	Prop	OCC	Traf	Tot CC*
12-17	Male	10.1%	-1.2%	1.3%	7.8%	-26.6%	2.5%	-10.2%	-8.0%	-2.1%	-33.3%	-6.9%
	Female	10.5%	-12.4%	24.1%	-2.9%	66.7%	8.8%	-20.7%	12.3%	-12.1%	50.9%	-1.5%
	Total	10.3%	-3.8%	8.3%	6.0%	-22.4%	4.0%	-12.7%	-1.8%	-3.8%	-29.6%	-5.7%
18&+	Male	3.9%	-4.9%	14.5%	20.7%	-11.9%	8.6%	-8.4%	10.2%	16.2%	-15.1%	4.6%
	Female	4.9%	-14.4%	25.4%	16.9%	1.1%	12.0%	-18.4%	19.6%	11.5%	-3.6%	6.8%
	Total	4.4%	-6.4%	17.3%	20.0%	-10.7%	9.2%	-10.3%	12.3%	15.0%	-14.5%	4.6%

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

Source: TPS Arrest database



III. VICTIMISATION

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

HIGHLIGHTS

- The Service's 2006 survey of Toronto residents found that 8% said they'd been the victim of crime in the past year, down from 11% in 2005 and 9% in 2004. Just over one-quarter (28%) of those who said they had been victims in 2006 said they did not report the crime to police, down from 30% in 2005 and 35% in 2004.
- Toronto Police Service data indicate that the number of victims of selected violent crimes decreased 0.9% from 2005 to 2006, from 33,914 to 33,622 victims, and decreased 1.1% from 1997 when there were 34,005 victims.⁵⁶ When changes in population were controlled by examining the rate of victimisation, it was found that overall victimisation by these violent crimes decreased 2.4% in 2006, from 12.6 victims per 1,000 population in 2005, to 12.3 victims per 1,000 in 2006.
- In each of the ten years between 1997 and 2006, the rate of victimisation for women was lower than the rate for men. The rate of victimisation in 2006 for women decreased from 2005, and for men the rate remained the same. Both rates for men and women in 2006 were lower than in 1997.
- Consistent with previous years, in 2006, men were more likely than women to be victims of assault, robbery, and homicide, while women were at a higher risk than men to be victims of sexual assault. For both men and women in all years analysed, victims of assault accounted for the greatest proportion of victims of the selected crimes of violence, followed by victims of robbery, sexual assault, and then homicide.
- In 2006, when the difference in the size of the population at each age was taken into account, those 18-24 years of age were found most likely to be victimised (26.3 per 1,000 population), followed by 12-17 year olds (24.6 per 1,000). Those under 12 years of age and those 65 years of age and older consistently had the lowest victimisation rates.
- The number of calls for domestic assaults attended by officers increased 1.8%, from 4,918 in 2005 to 5,007 in 2006. The number of domestic assault calls recorded in 2006 was 41.9% lower than 1997, when there were 8,620 domestic assault calls.

⁵⁶ This chapter focuses on victimisation related to selected crimes of violence only – homicide, sexual assault (including sexual offences), assault, and robbery.



- The average amount of time spent by officers at domestic assault calls increased in recent years, from 209.9 minutes (3.5 hours) in 1997 to 384 minutes (6.4 hours) in 2005, and to 405 minutes (6.8 hours) in 2006.
- In 2006, there were a total of 162 hate crimes reported. This was 22.7% higher than the 132 hate crimes reported in 2005, 13.4% lower than the 187 hate crimes in 1997, and represented the 3rd lowest number of hate crimes reported in the past ten years.

A. VICTIMISATION IN CANADA

According to the 2004 General Social Survey (GSS) conducted by Statistics Canada, 28% of Canadians aged 15 and older reported being victimised by crime one or more times in the previous year.⁵⁷ This represented an increase from 26% reported in the 1999 GSS. Approximately 40% of the victims indicated they were victimised multiple times. Generally, in Canada, rates of victimisation were higher for residents west of the Manitoba/Ontario border.⁵⁸

B. REPORTING VICTIMISATION TO THE POLICE

The 2004 GSS indicated that, in Canada, only about 34% of criminal victimisation was reported to police, down from 37% in 1999. Theft of personal property was the least likely to be reported, while household victimisation was the most likely to be reported.

The Service's 2006 survey of Toronto residents, presented in more detail in the Public Perceptions chapter, found that 8% of respondents said they'd been the victim of crime in Toronto in the past year, down from 11% in 2005 and 9% in 2004.

In 2006, most of the respondents who were victimised said they'd been victims of 'robbery' or 'home broken into', while in 2005 respondents said they were victims of 'home broken into' or 'damage to car/vehicle'. In 2004, respondents were most frequently victims of 'damage to car/vehicle' and 'car/vehicle theft'. Just over one-quarter (28%) of these respondents in 2006 said they did not report the crime to police, down from 30% in 2005 and 35% in 2004. The most common reasons for the past three years for not reporting the crime was 'not serious enough/minor incident'.

C. VICTIMISATION – TOTAL AND BY GENDER⁵⁹

Similar to the results in the 1999 GSS, the 2004 GSS indicated that men and women continued to experience comparable overall rates of violent victimisation, and that rates of

⁵⁷ Gannon, M. and Mihorean, K. *Criminal Victimisation in Canada, 2004*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 25(7), November 2005.

⁵⁸ Ibid.

⁵⁹ Victim data may differ from that shown in previous *Scans* due to updates to the Service's database. At present, the Service's live database does not have a cut-off day for data entry; it allows as many updates as required to keep the database current. Crime/victimisation that occurred in an earlier year but was detected/reported later is an example of the possible reasons necessitating an update and thus revision of statistics reported previously.



assault and robbery victimisation for men remained higher than the rates for women. The rate of sexual assault against women was about 5 times higher than that against men.

Toronto Police Service data indicate that the overall number of victims of selected violent crimes decreased 0.9%, to 33,622 victims in 2006 from 33,914 in 2005, and decreased 1.1% from 1997 when there were 34,005 victims.⁶⁰

Over the ten year period from 1997 to 2006, the number of men who were victims of the selected crimes of violence decreased 1.3%, while the number of women who were victims decreased 3.1%. Between 2005 and 2006, the number of victimisations for these crimes increased for men (0.9%) and decreased for women (0.1%).

For the past ten years, men have been victims of the selected crimes of violence more often than women. In 2006, 48.1% of victims were women, down from 48.4% in 2005, and 48.6% in 1997. In contrast, in 2006, 51.9% of victims were men, up from 51.6% in 2005, and 51.4% in 1997.

When changes in population were controlled by examining the rate of victimisation, it was found that overall victimisation by these violent crimes decreased 2.4% in 2006, from 12.6 victims per 1,000 population in 2005 to 12.3 victims per 1,000 in 2006. The rate per 1,000 population in 2006 was the second lowest rate in 10 years, behind 2004 (12.1 per 1,000), and was a decrease of 10.2% compared to 1997, when overall victimisation was 13.7 per 1,000.

In each of the ten years between 1997 and 2006, the rate of victimisation for women was lower than the rate for men (Figure 3.1). Between 2005 and 2006, the rate of victimisation for men remained the same at 13.7 per 1,000, while for women the rate decreased 1.7%, from 11.6 per 1,000 to 11.4 per 1,000. The 2006 rate for men was an 8.7% decrease from the 15 per 1,000 in 1997, and the 2006 rate for women was a 13% decrease from the 13.1 per 1,000 in 1997.

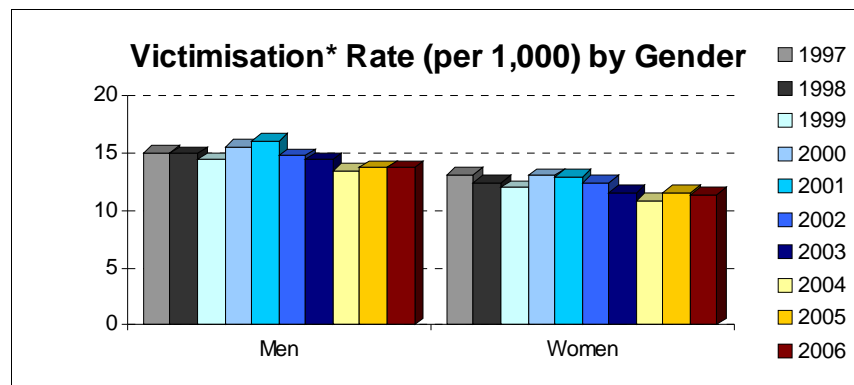


Figure 3.1 Source: TPS Database
* Victims of assault, sexual assault (including sexual offences), robbery, and homicide

With regard to the specific crimes of violence, as shown in Figures 3.2 to 3.4, men were more likely in each year to be victims of assault and robbery than women; women were at a higher risk than men to be victims of sexual assault. The rate for assault against women in 2006 remained the same as in 2005 (8.7 per 1,000), while the rate against men decreased 1.9%, from

⁶⁰ This chapter focuses on victimisation related to selected crimes of violence only – homicide, sexual assault (including sexual offences), assault, and robbery.



10.3 per 1,000 in 2005 to 10.1 per 1,000 in 2006, the lowest rate for men in the past ten years. The rates of assault against both men and women were lower in 2006 than in 1997 (11.5 per 1,000 for men in 1997, 9.6 per 1,000 for women).

Women's rate of victimisation for sexual assault was also the lowest in the past ten years: it decreased 16.7% between 2005 and 2006, from 1.8 to 1.5 per 1,000, and decreased by 21% when compared to 1.9 per 1,000 in 1997.

In relation to robberies, the rate of victimisation for men rose from 3.2 per 1,000 in 1997 and 2005 to 3.3 per 1,000 in 2006, the highest rate in the past ten years. The rate of robberies against women also increased in 2006 from 1.1 per 1,000 in 2005 to 1.2 per 1,000 in 2006, however, the rate decreased 25.0% when compared to 1.6 per 1,000 women in 1997.

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

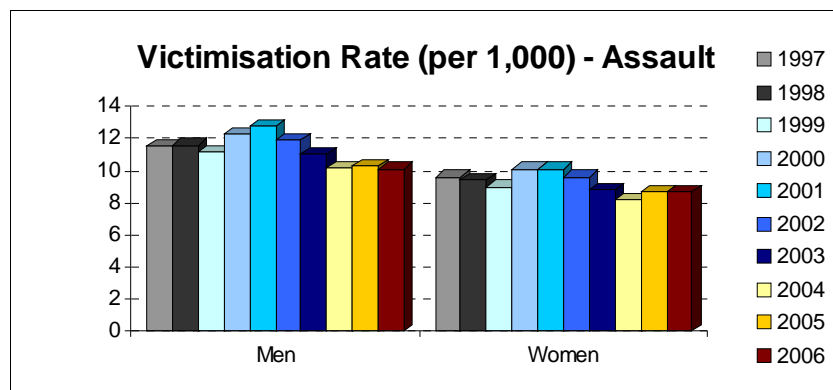


Figure 3.2

Source: TPS Database

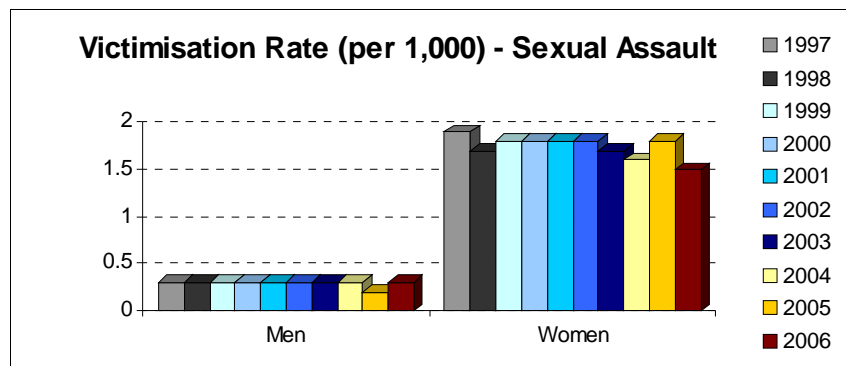


Figure 3.3

Source: TPS Database

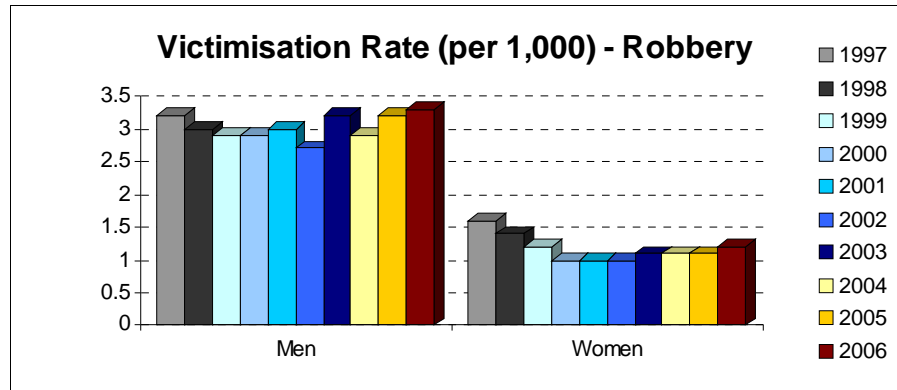


Figure 3.4

Source: TPS Database

Although not shown due to the small numbers involved, men were 2 to 4 times more likely than women each year to be victims of homicide. In 2006, the homicide rate for men decreased from 0.05 in 2005 to 0.04 per 1,000. Over the ten-year period of 1997 to 2006, the homicide rate for men varied between 0.03 and 0.05 per 1,000 men, while the homicide rate for women was 0.01 per 1,000 women in every year.

Criminal Harassment (Stalking):

Total harassment (stalking) incidents reported to the Toronto Police Service increased 126.5% from 1997 to 2006, from 1,164 to 2,637 incidents.⁶¹ The number of incidents in 2006 was one less than the 2,638 in 2005 (Figure 3.5). Also shown in Figure 3.5, criminal harassment 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 83.2% in 1997 to 73.2% in 2005, with a slight increase between 2005 and 2006 to 73.6%. In contrast, the proportion of male victims generally increased: the proportion of men who were victims of stalkers increased from 16.1% in 1997 to 25.4% in 2005, and decreasing slightly to 24.9% in 2006.

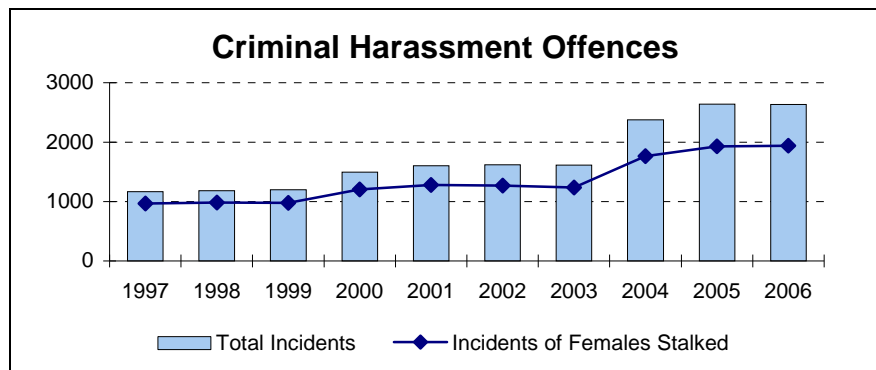


Figure 3.5

Source: TPS Database

⁶¹ The increase after 2003 may be related in part to changes to the police data processes and systems. Data collection in future years will give some indication as to whether the trend shown is actual or an artefact of a change in data processes.



D. VICTIMISATION – BY AGE

The 2004 GSS found that, in Canada, the rate of criminal victimisation was highest for young people (15-24 years), steadily declined as age increased, and was lowest among the elderly (65 and older).⁶²

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. Similarly, when the difference in the size of the population at each age was taken into account, for the past three years, 18-24 year olds had the highest rates. In 2006, those 18-24 years of age were most likely to be victimised (26.3 per 1,000), followed by 12-17 year olds (24.6 per 1,000). Similarly, in 2005, 18-24 year olds had the highest rate (25.9 per 1,000), followed by 12-17 year olds (24.7 per 1,000). In 1997, 12-17 year olds were most likely to be victimised (30.2 per 1,000), followed by the 18-24 year olds (25.1 per 1,000).

As seen in Figure 3.6, the victimisation rates per 1,000 population in each age group generally decreased with increasing age. Those under 12 years of age and those 65 years of age and older consistently had the lowest victimisation rates. For the age groups between 18 and 64, victimisation rates were higher in 2006 than in 2005, while for those under 12 years, 12-17 years, and 65 years and older, the rates decreased when compared to 2005. When compared to 1997, only the age groups 18-24 and 45-64 showed increases in 2006.

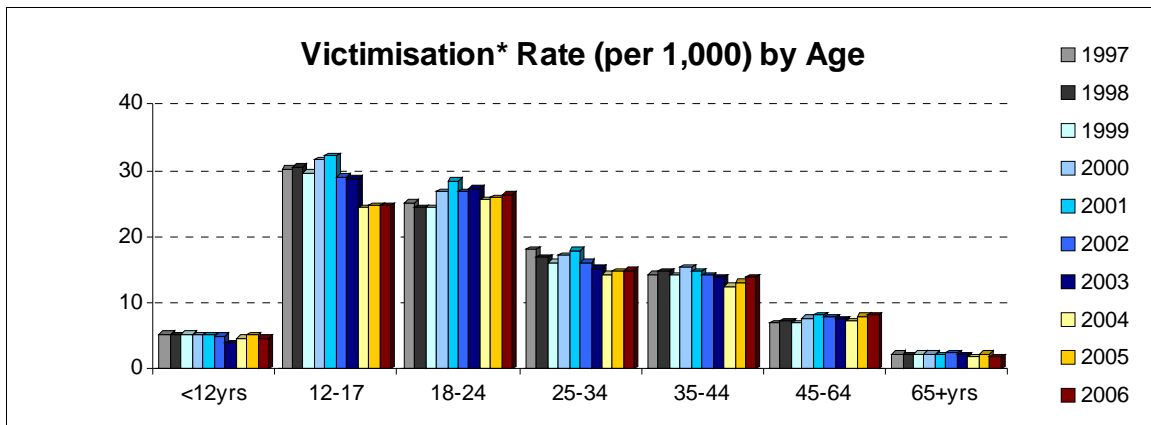


Figure 3.6

Source: TPS Database

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

As shown in Figure 3.7, 18-24 year olds typically had the highest victimisation rates for assault, followed by 12-17 year olds; the exception occurred in 1998, when 12-17 year olds had a higher assault rate than 18-24 year olds. In 2006, the rates in all age categories except 35-44 and 45-64 year olds, showed decreases compared to 2005, while 25-34 year olds stayed the same (12 per 1,000). Compared to 1997, assault rates for all age groups except those under 12, 35-44 and 45-64, also showed decreases.

⁶² Gannon, M. and Mihorean, K. *Criminal Victimization in Canada, 2004*. **Juristat** (Canadian Centre for Justice Statistics, Statistics Canada), 25(7), November 2005.

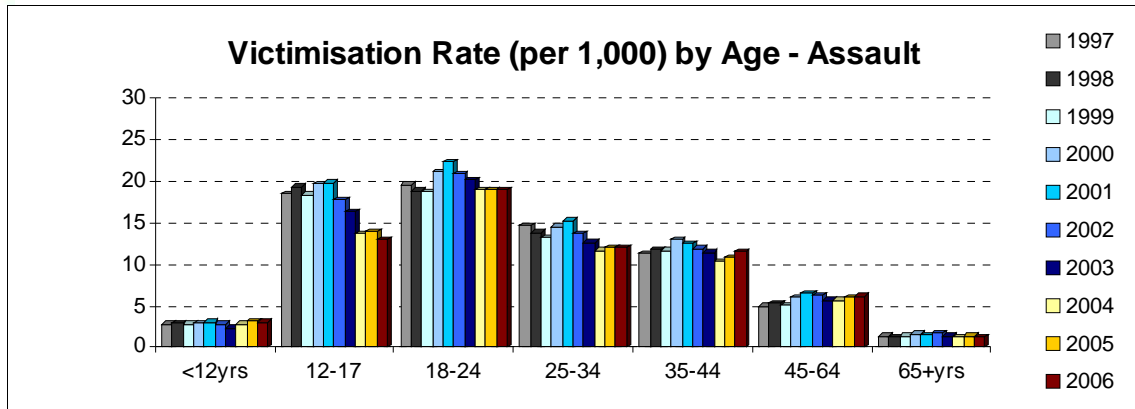


Figure 3.7

Source: TPS Database

As shown in Figure 3.8, in 2006, 12-17 year olds continued to be the most likely victims of sexual assault, but the rates decreased when compared to 2005 and 1997 (4.0 per 1,000 in 2006, 4.1 per 1,000 in 2005, and 5.3 per 1,000 in 1997). In 2006, all age groups showed decreases, with the exception of 35-44 year olds which remained the same as 2005 (0.5 per 1,000). Compared to 1997, the sexual assault rate for 18-24 year olds rose from 1.7 per 1,000 in 1997 to 2.0 in 2006, and the age group 35-44 showed a slight increase (0.4 in 1997 compared to 0.5 in 2006), while 25-34 year olds, 45-64, and 65 plus remained the same as 2006. The rates for the remaining age groups decreased in 2006 compared to 1997.

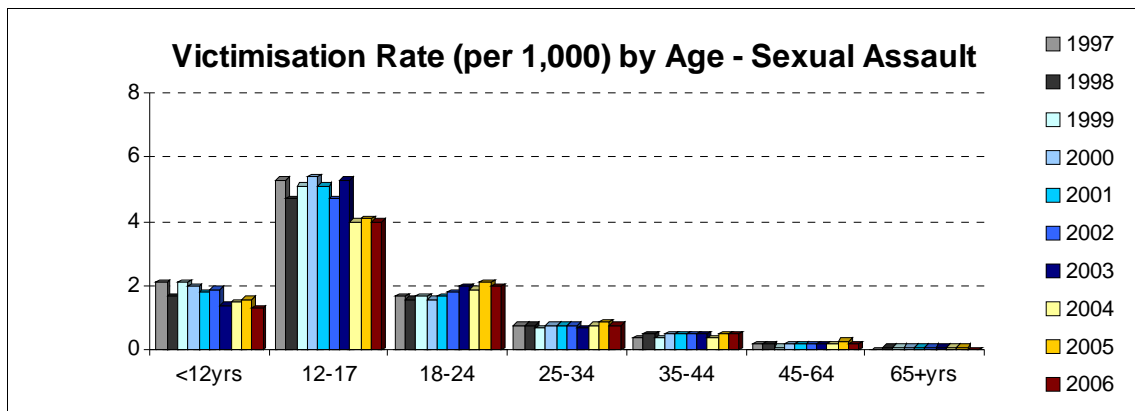


Figure 3.8

Source: TPS Database

For the past ten years, those in the 12-17 year age group were the most likely to be victimised by robbery (Figure 3.9). In 2006, the rate of robbery for this group, 7.6 per 1,000, was higher than any other year in the past decade. The rate for 12-17 year olds was 6.6 per 1,000 in 2005, and 6.4 per 1,000 in 1997. The 18-24 year olds also had highest robbery rates since 1997, with a rate of 5.3 per 1,000 in 2006, compared to 4.7 in 2005 and 3.8 in 1997. Those under 12 years of age were consistently the least likely to be victims of robbery, and after the high robbery rate for 12-17 year olds, the robbery rate generally decreased as age increased. In 2006, all age groups except those 65 and older showed an increase or stayed the same compared to 2005. Compared to 1997, in 2006 the three youngest age groups showed increases in the robbery rate, while those 25 and older showed decreases.

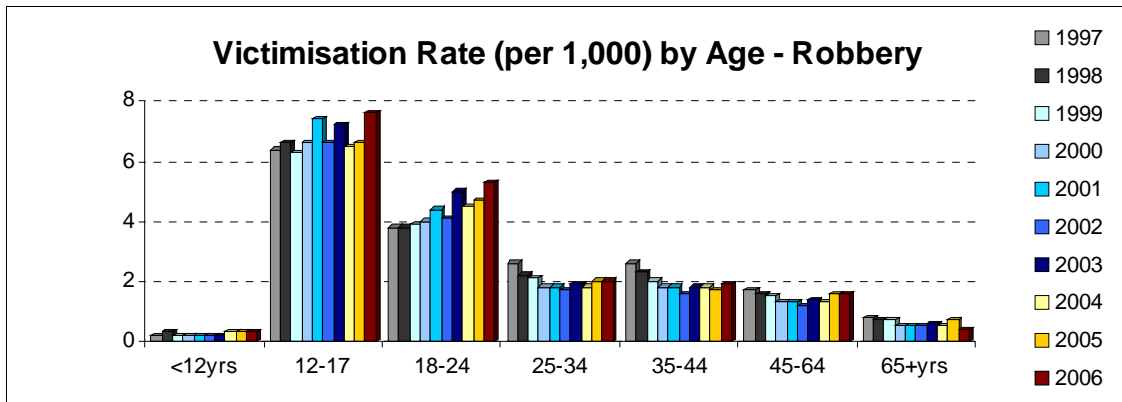


Figure 3.9

Source: TPS Database

In 2006, there were 1,450 robbery victimisations involving swarming, which was a 42.3% increase from the 1,019 in 2005, and a 28.0% increase from the 1,133 in 2000.⁶³

Since the homicide rate per 1,000 population was so low for each age group (in 2006, the highest rate was for 18-24 year olds, with a rate of 0.1 homicides per 1,000 population), Figure 3.10 shows the actual number of victims in each age group in each of the past ten years. As can be seen, the greatest number of homicide victims each year was generally in the 18-24 and 25-34 years age groups. In 2006, the greatest reduction in homicides occurred within the age group 25-34 years old, from 26 homicides in 2005 to 16 in 2006. Those 17 years and under and 65 years and older generally showed the lowest number of homicides each year.

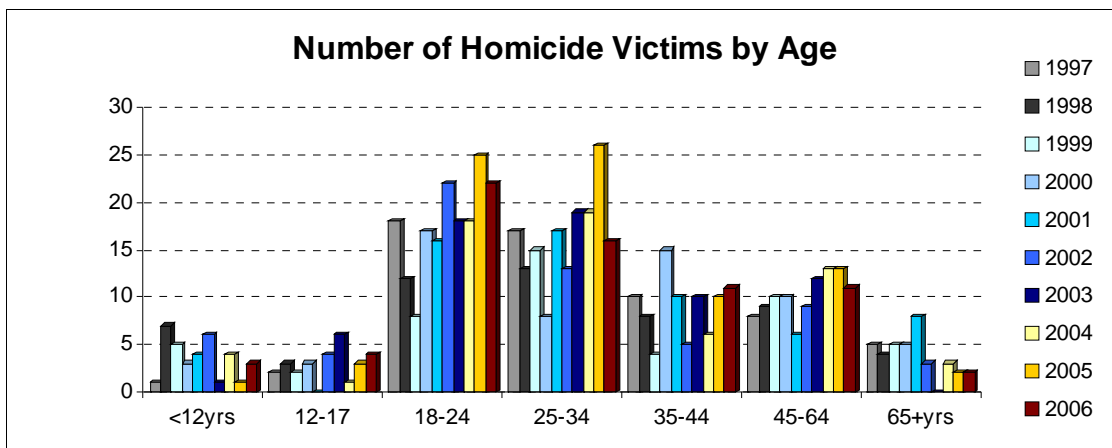


Figure 3.10

Source: TPS Database

⁶³ In October 1998, due to recommendations arising from the Service’s ‘Robbery Reduction Strategy’, new codes were added to assist with data calculation and to more accurately account for current and emerging robbery offences such as swarming, therefore only an analysis back to the year 2000 was conducted.



Children and Youth - Violent Crime:

In Toronto, as was seen in Figure 3.6, in cases where the age of the victim was known and when population was taken into account, those 12-17 years of age and 18-24 years of age, were most likely to be victimised when compared to all other age groups.

In 2006, 12-17 year olds constituted 11.2% of all physical assault victims, 32.0% of all sexual assault victims, 26.4% of all robbery victims, and 5.8% of all homicide victims. The proportion of victims in the age category 12-17 showed increases in sexual assault, robbery, and homicide compared to 2005, when 12-17 year olds constituted 12.0% of all physical assault victims, 30.3% of all sexual assault victims, 24.3% of all robbery victims, and 3.8% of all homicide victims.

Compared to 1997, in 2006 there were increases in the proportions of 12-17 year old victims in robbery and homicide. In 1997, 12-17 year olds represented 13.4% of all physical assault victims, 32.5% of all sexual assault victims, 19.6% of all robbery victims, and 3.3% of all homicide victims.

In each of the ten years under review, of all the selected violent victimisations against 12-17 year olds, most were physical assaults, although this proportion decreased from 61.2% in 1997 to 56.3% in 2005, and to 52.5% in 2006. After physical assaults, 12-17 year olds were most likely victimised by robbery, followed by sexual assault; they were rarely victims of homicide.

Those under 12 years old continued to be less likely than older children to be victimised. In 2006, those under 12 constituted a lower proportion of total victims than 12-17 year olds for each of the violent crimes identified. They constituted 4.9% of all physical assault victims, 18.2% of all sexual assault victims, 1.6% of all robbery victims, and 4.3% of all homicide victims. In 2005, those under 12 constituted 5.1% of all physical assault victims, 22.2% of all sexual assault victims, 1.9% of all robbery victims, and 1.3% of all homicide victims. Compared to 2005, in 2006 only the proportion of homicide victims under 12 showed an increase.

In 1997, those under 12 constituted 4.4% of all assault victims, 28.6% of all sexual assault victims, 1.6% of all robbery victims and 1.6% of homicide victims. When compared to 1997, in 2006 there was an increase in the proportions of young assault and homicide victims.

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

In each of the ten years under review, of all violent victimisations against children under 12 years of age, the majority were physical assaults; this proportion increased from 53.6% in 1997 to 62.3% in 2005, and to 67.3% in 2006. Until 1998, the proportions of victimised children under 12 who were physically assaulted or who were sexually assaulted did not differ greatly; from 1998 on, the proportion of those physically assaulted generally increased, while the proportion of those sexually assaulted generally decreased. In all years, of those victimised in this young age group, few were victims of robbery and homicide, although the proportion of homicide victims under 12 years old increased between 2005 and 2006.



Elderly – Violent Crime:

As was seen in Figure 3.6, seniors were the age group least likely to be victimised in each of the past ten years. In Toronto in 2006, those 65 years and older constituted 2.0% of all physical assault victims, 0.4% of all sexual assault victims, 2.7% of all robbery victims and 2.9% of homicide victims. In 2005, those 65 years and older constituted 2.2% of all physical assault victims, 1.0% of all sexual assault victims, 4.2% of all robbery victims, and 2.5% of homicide victims. In 1997, persons 65 years and older constituted 2.0% of all physical assault victims, 0.4% of all sexual assault victims, 5.0% of all robbery victims, and 8.2% of all homicide victims.

In each of the ten years under review, of all violent victimisations against those 65 years of age and older, most were physical assaults; this proportion increased from 61.2% in 1997 to 65.9% in 2005, and to 73.4% in 2006. After physical assaults, older adults were most likely victimised by robbery in all years; they were rarely victims of sexual assault or homicide.

E. VICTIMISATION WITHIN THE FAMILY

Children and Youth - Abuse:

In Toronto, the number of child abuse offences reported to the police in 2006 increased 4.8% from 2005 (Figure 3.11). In 2006, 2,739 child abuse offences were reported compared to 2,613 in 2005.⁶⁴ Where the date of birth of the victim was known, the average age of the victim at the time of an offence was 9 years old. The majority of victims (57%) were female and the three most common offences in 2006 were common assault, followed by sexual assault and sexual interference. It should be noted that these figures are undoubtedly influenced by under-reporting.

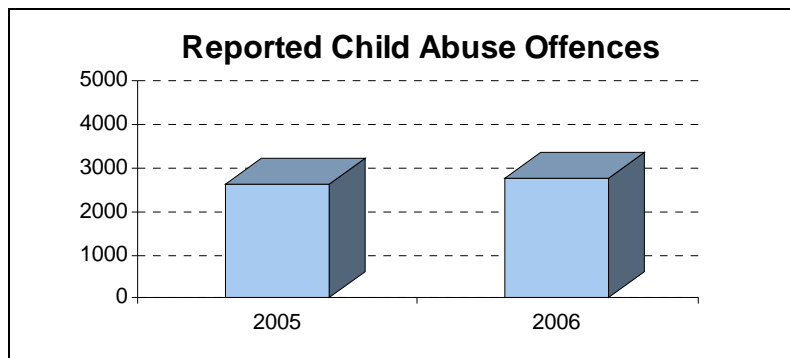


Figure 3.11

Source: TPS Database

Domestic Violence:

The 2004 GSS found that 7% of women and 6% of men experienced domestic violence in the past five years from their previous or current partner/common-law, compared to the 1999

⁶⁴ A ten-year comparison was not conducted due to changes in data collection methods and counting of offences in 2005. 2005 and 2006 will be the baseline for future trend analysis.



GSS which found that 8% of women and 7% of men reported that they had been the victims of some type of violence by their common-law or marital partner in the five years preceding the survey.⁶⁵ Women were more likely to experience more injurious, serious, and repeated violence than men. Rates of spousal violence for the previous year were found to be higher among young spouses, those in shorter-term relationships, and those living in common-law relationships.⁶⁶

The Toronto Police Service receives a large number of calls each year for incidents that are initially reported to be domestics or domestic assaults. According to the Service's communications (I/CAD) database, the number of calls for domestics attended by officers in 2006 was 15,924, which was a 5.7% increase from the 15,066 calls in 2005, but a 15.0% decrease from 1997 when there were 18,729 domestic calls. However, even though the number of domestics attended decreased compared to ten years ago, the average time spent by officers at these types of calls increased, from 142.5 minutes (2.4 hours) in 1997 to 248.8 (4.1 hours) in 2005, and to 260.0 minutes (4.3 hours) in 2006.

In 2006, according to I/CAD, the number of calls for domestic assaults attended by officers increased 1.8%, from 4,918 in 2005 to 5,007 in 2006. The number of domestic assault calls recorded in 2006 was 41.9% lower than 1997, when there were 8,620 domestic assault calls. Again, though the number of calls decreased over the ten-year period, the average amount of time spent by officers at these calls increased, from 209.9 minutes (3.5 hours) in 1997 to 384.0 minutes (6.4 hours) in 2005, and to 405.0 minutes (6.7 hours) in 2006.

Not all domestic calls attended by police involve criminal offences. In 2006, there were 7,297 domestic violence occurrences.⁶⁷ Charges were laid in 86% of these occurrences (6,162) in 2006.

Similar to trends seen in previous years, in 2006, 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 2006, there were 4,451 charges for assault level 1, (72.2%) of domestic all violence charges. Uttering threats was next with 1,460 charges, followed by assault with a weapon/causing bodily harm with 1,091 charges. Again, similar to other years, men represented the majority of those charged in 2006 (86%).

Elderly – Abuse:

Toronto Police Service data show that 471 people 65 years or older were victims of assault or sexual assault in 2006, which was a 8.9% decrease from 517 in 2005, and a 5.6% increase from the 446 in 1997.

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

⁶⁵ Gannon and Mihorean, November 2005.

⁶⁶ Ibid.

⁶⁷ The Province changed the domestic reporting practices for 2006. The number of domestics in 2006 is, therefore, not comparable with the numbers reported for earlier years in previous Scans.



family pressures, cultural background, distrust of police and the court system, denial of the abuse, or lack of awareness that an offence has taken place.⁶⁸

F. HATE/BIAS CRIME

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

As shown in Figure 3.12, in Toronto, according to the Hate Crime Unit of TPS Intelligence Services, there were a total of 162 hate crimes reported in 2006. This was 22.7% higher than 132 hate crimes in 2005, but 13.4% lower than the 187 hate crimes in 1997. The single communities most targeted in 2006 were the Black community (48), the Jewish community (28), the Gay community (18), the Muslim community (15), the Pakistani community (13), and the Chinese community (6).⁶⁹

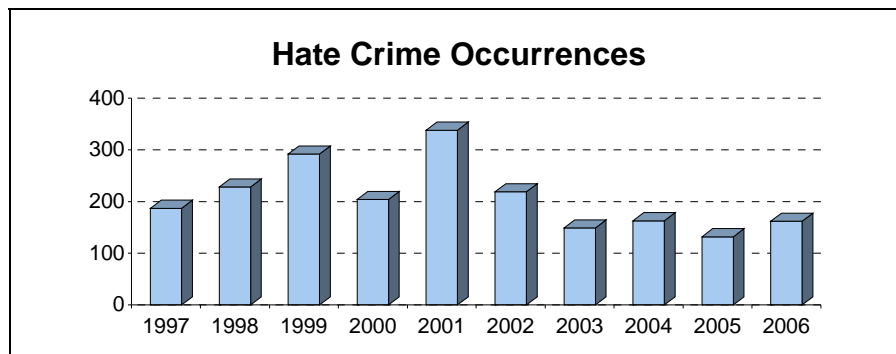


Figure 3.12

Source: TPS Hate Crime Unit

As shown in Figure 3.13, beginning in 2001, mischief replaced assault in representing the highest proportion of reported hate crime offences. In 2006, mischief continued to be the most commonly reported offence, accounting for 72 (44.4%) offences, followed by 42 assaults (25.9%), 24 threats (14.8%), and 19 harassment offences (11.7%). Since 2003, there was a decreasing trend of offences involving wilful promotion of hatred, and an increase of offences involving harassment. In 2006, criminal harassment offences were the highest in the past ten years, while only one offence of wilful promotion of hatred was recorded.

In 2006, there were 72 mischief offences compared to 68 in 2005 (a 5.9% increase) while assault offences went from 23 in 2005 to 42 in 2006 (an 82.6% increase). Harassment offences rose from 8 in 2005 to 19 offences in 2006 (a 137.5% increase), and threats rose from 15 to 24

⁶⁸ From presentation by Toronto Police Service’s Elder Abuse Co-ordinator, Community Policing Support Unit.

⁶⁹ Toronto Police Service. **2006 Annual Hate/Bias Crime Statistical Report**. Hate Crime Unit, Intelligence Services.



offences (a 60.0% increase), while wilful promotion of hatred fell from 9 offences in 2005 to 1 offence in 2006 (an 88.9% decrease).

Assaults, threats, and wilful promotion of hatred all showed decreases compared to 1997, while harassment and mischief increased. In 1997, there were 78 assaults (a 46.1% decrease between 1997 and 2006), 52 mischief offences (a 38.5% increase between 1997 and 2006), 26 threats (a 7.7% decrease), 8 harassment offences (137.5% increase), and 2 wilful promotion of hatred offences (a 50.0% decrease).

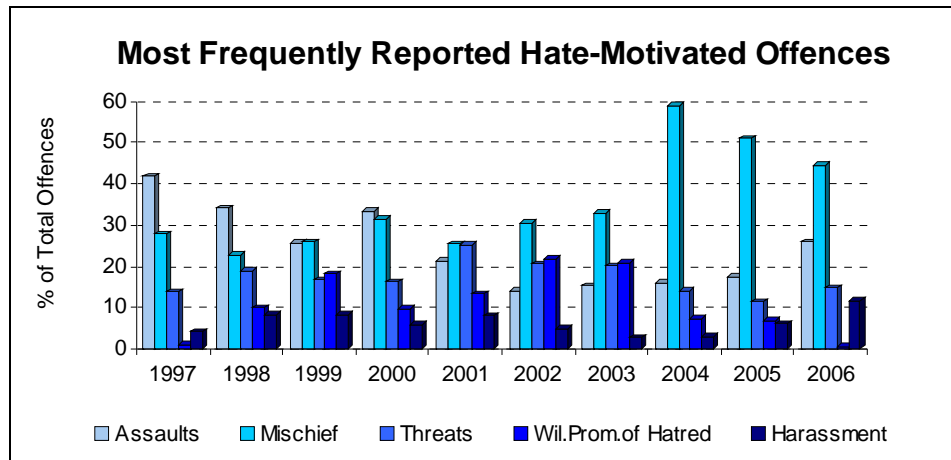


Figure 3.13

Source: TPS Hate Crime Unit

In each of the past ten years, hate offences have typically focused most frequently on race and religion: of the 2,074 hate offences recorded since 1997, these two categories together were the targets of almost two-thirds (60.9%). Both categories showed increases in 2006 compared to 2005; religion showed an increase in 2006 when compared to 1997, while race showed a decrease. Figure 3.14 shows the number of offences targeting race and religion in each of the past ten years.

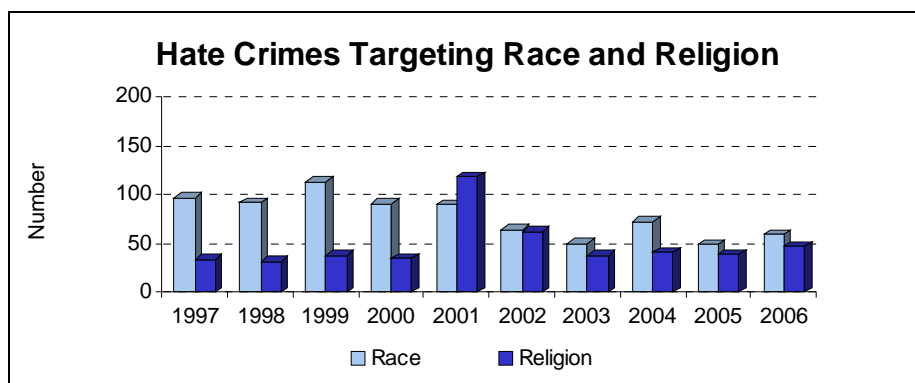


Figure 3.14

Source: TPS Hate Crime Unit



G. VICTIM SERVICES

In 2006, Victim Services handled 15,261 calls by telephone, an increase of 6.0% compared to the 14,397 telephone assisted calls in 2005. On-scene attendance accounted for 3,147 of all requests for assistance in 2006, which was an increase of 32.8% compared to 2,370 calls in 2005.⁷⁰

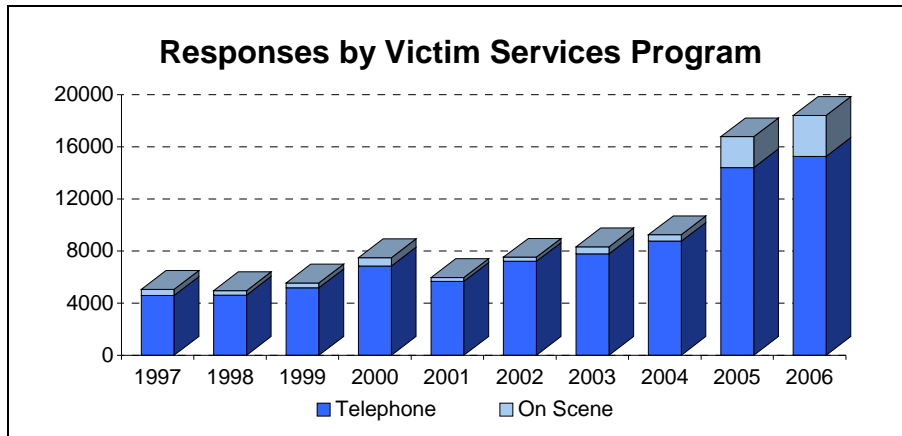


Figure 3.15

Source: Victim Services Program of Toronto, Inc.

⁷⁰ Victim Services initiatives and the inclusion of DVERS and Supportlink program numbers are the main reasons for a large increase in total numbers after 2004. The numbers in 2005, as represented in Figure 3.15, will be the new baseline for future analysis.



IV. TRAFFIC

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

HIGHLIGHTS

- In 2006, there were 53,699 reportable collisions, a decrease of 2.4% from the 55,040 reportable collisions in 2005, and a 22.3% decrease from the 69,157 reportable collisions in 1997. The number of reportable collisions in 2006 was the lowest number in the past 10 years.
- In 2006, there were 17,010 property damage collision events attended by police, the lowest number in the past 10 years. This represented a 3.4% decrease from 2005 (17,610 property damage collision events attended) and a 12.9% decrease from 1997 (19,524 events attended). The average time spent on a property damage collision event in 2006 was 94.5 minutes, a 2.8% increase from 91.9 minutes in 2005, and a 43.4% increase from the average of 65.9 minutes spent in 1997.
- In 2006, there were 13,714 personal injury collision events attended by police, a 0.4% increase from the 13,652 events attended in 2005 and a 1.6% increase from the 13,504 events in 1997. The average time spent by officers in 2006 on a personal injury collision event was 252.3 minutes, the longest average time in the past 10 years. The 2006 average time was a 4.4% increase from the 241.6 minutes in 2005 and 38.1% higher than the average of 182.7 minutes spent in 1997.
- In 2006, there were 5,802 Fail-to-Remain events attended by police, a 5.7% increase from the 5,490 events attended in 2005 and a 43.5% increase from the 4,042 events in 1997.
- In 2006, 57 people were killed in traffic collisions, a 3.4% decrease from the 59 killed in 2005 and a 28.7% decrease from the 80 killed in 1997. The 57 people killed in 2006 represented the second lowest number of traffic deaths in the past 10 years.
- In 2006, there was a 16.2% increase in the overall number of *Highway Traffic Act* (HTA) offences when compared to 2005, and an increase of 7.3% when compared to 400,635 in 2004.⁷¹ The number of HTA offences in 2006 was 40.5% higher than in 1997.

⁷¹ The comparison with 2004 is provided as the number of HTA offences in 2005 may have been affected by the Toronto Police Association's job action during contract negotiations in October and November of that year.



A. TRAFFIC COLLISIONS

As shown in Figure 4.1, there were approximately 53,699 reportable collisions in 2006, a decrease of 2.4% from the 55,040 reportable collisions in 2005 and a 22.3% decrease from the 69,157 reportable collisions in 1997.⁷² The number of reportable collisions in 2006 continued the downward trend in the past 5 years.

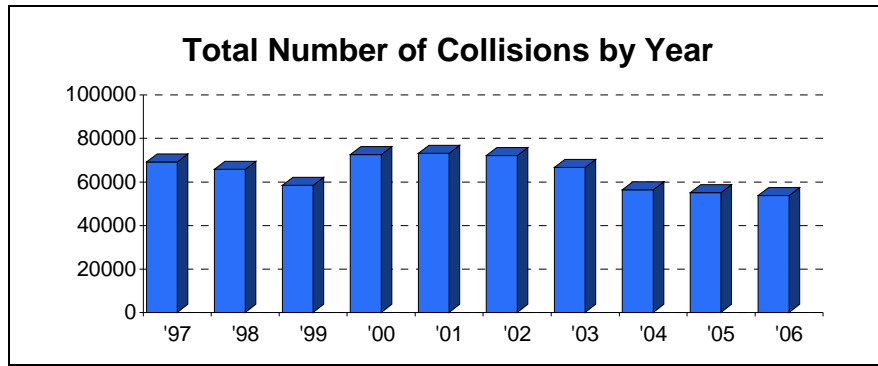


Figure 4.1

Source: City of Toronto Transportation Services

As shown in Figure 4.2, the number of property damage collision events attended by police in 2006 represented the continuation of a downward trend. In 2006, there were 17,010 property damage collision events attended, the lowest number in the past 10 years. This represented a 3.4% decrease from 2005 (17,610 property damage collision events attended) and a 12.9% decrease from 1997 (19,524 events attended).

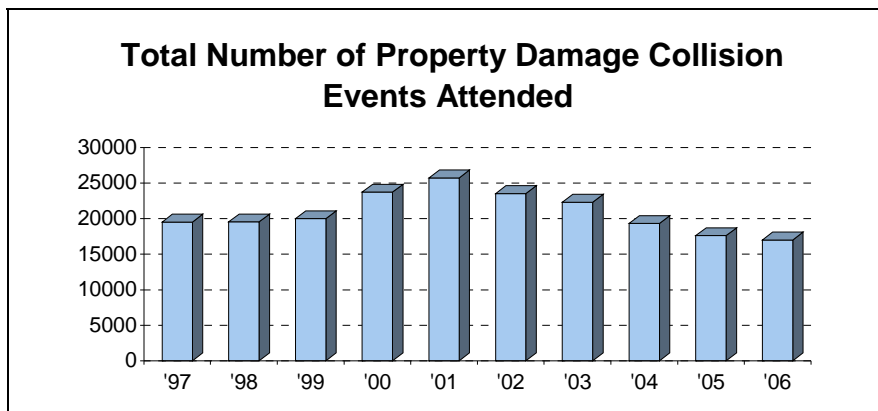


Figure 4.2

Source: TPS I/CAD

As shown in Figure 4.3, the average time spent on property damage collision events in 2006 increased 2.8% when compared to 2005. In 2006, the average time spent on a property damage collision was 94.5 minutes, while in 2005 the average time was 91.9 minutes per event. The 2006 average was an increase of 43.4% from the average of 65.9 minutes spent in 1997.

⁷² The 2006 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.

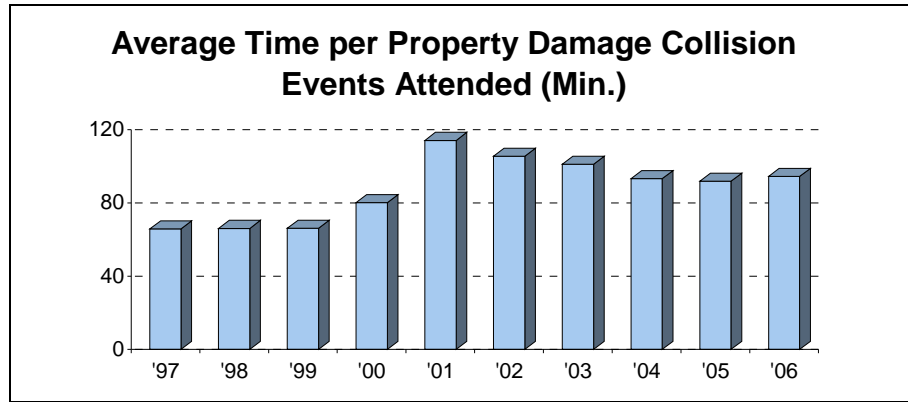


Figure 4.3

Source: TPS I/CAD

Every year there are far fewer collisions that result in personal injury than result in property damage. The number of personal injury collision events attended by police and average time spent on a personal injury collision are shown in Figure 4.4 and Figure 4.5. As seen in Figure 4.4, the total number of personal injury collision events attended has remained fairly stable over the years. In 2006, there were 13,714 personal injury collision events attended, a slight increase of 0.4% when compared to the 13,652 events attended in 2005 and a 1.6% increase from the 13,504 events attended in 1997.

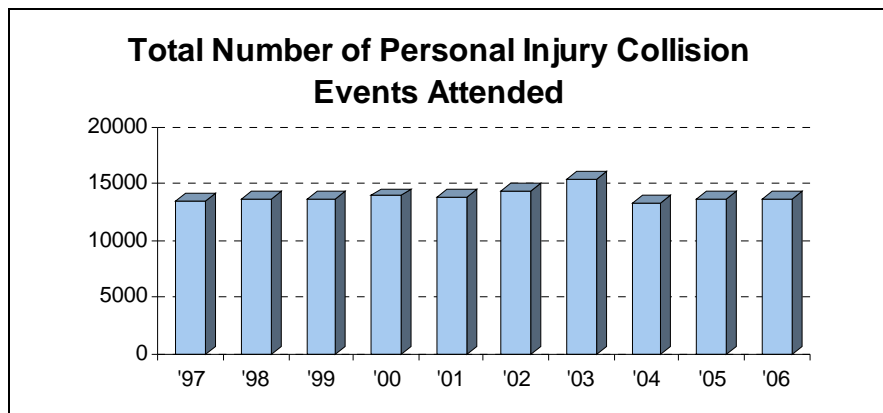


Figure 4.4

Source: TPS I/CAD

As shown in Figure 4.5, the average time spent on personal injury collision events increased notably in 2001 and has remained relatively high. The average time spent by officers in 2006 on a personal injury collision was 252.3 minutes (4.2 hours), the longest average time in the past 10 years. The 2006 average time was a 4.3% increase from the 241.9 minutes (4 hours) in 2005 and 38.1% higher than the average of 182.7 minutes (3.1 hours) spent in 1997.

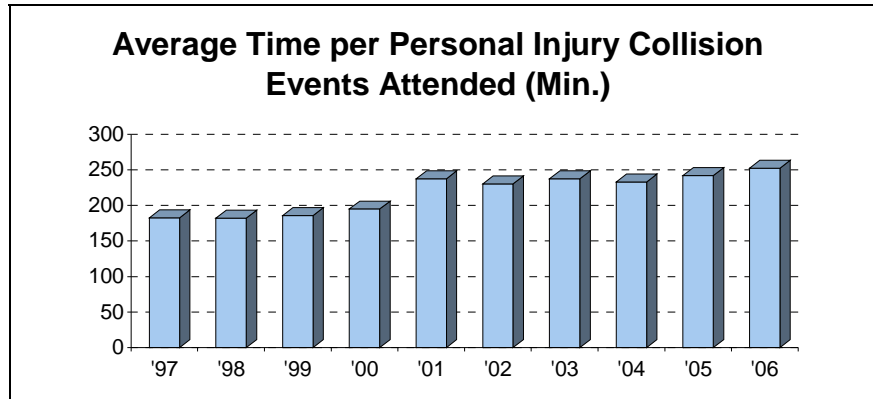


Figure 4.5

Source: TPS I/CAD

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

As shown in Figure 4.6, there were 5,802 Fail-to-Remain events attended by police in 2006, a 5.7% increase from the 5,490 events in 2005 and a 43.5% increase from the 4,042 events in 1997.

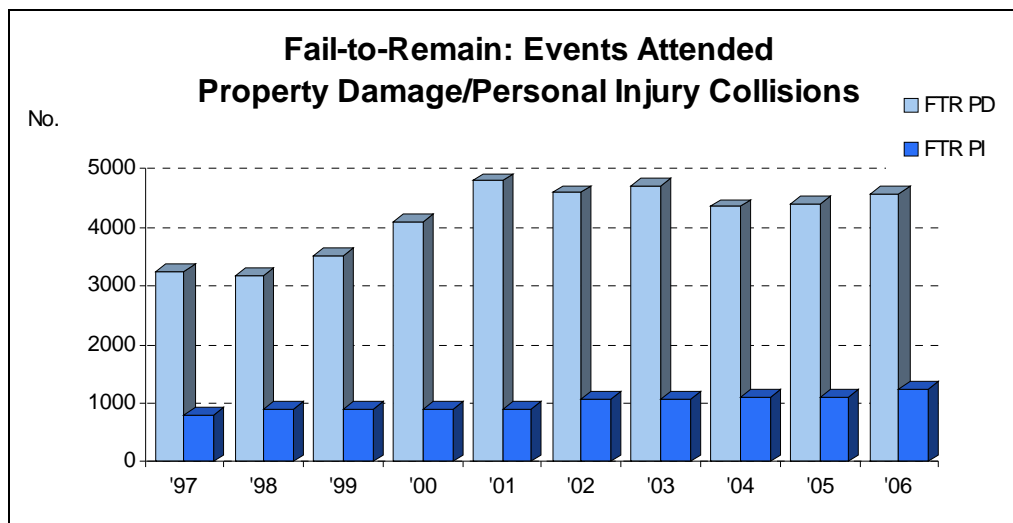


Figure 4.6

Source: TPS I/CAD

As illustrated in Figure 4.7, there were 57 people killed in traffic collisions in 2006, a 3.4% decrease from the 59 killed in 2005, and a 28.7% decrease from the 80 killed in 1997. The 57 people killed in 2006 represented the second lowest number of traffic deaths in the past 10 years, and the continuation of a downward trend since 2002. The lowest number of persons killed in traffic collisions – 56 – occurred in 2001. Public awareness, campaigns targeted at reducing fatalities, traffic congestion, and improved safety features in automobiles may all have contributed to a continuing declining trend in recent years.

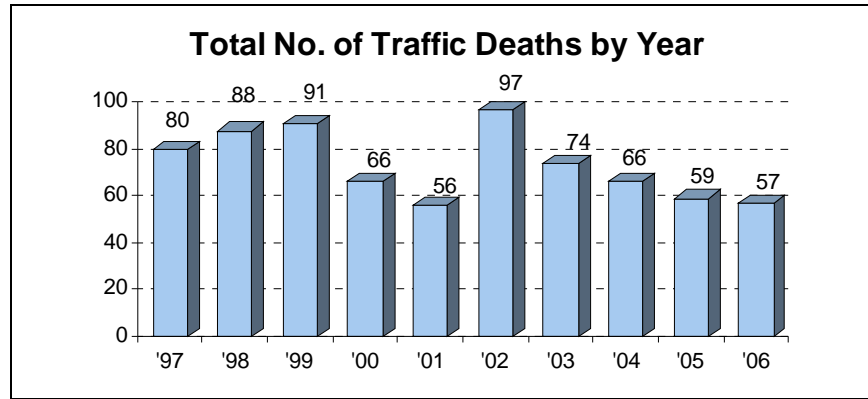


Figure 4.7

Source: TPS Traffic Services

As shown in Figure 4.8, the distribution of victims killed in traffic collisions was relatively similar over the past three years, and the trend of a higher number of pedestrians killed compared to drivers, passengers, and cyclists continued. In 2006, 30 pedestrians were killed, one person more (3.4% higher) than the 29 in 2005, but a 25.0% decrease from the 40 pedestrians killed in 1997. There were 15 drivers killed in 2006, an 11.8% decrease from 17 drivers killed in traffic collisions in 2005, and a 31.8% decrease from the 22 drivers killed in 1997. There were 9 passengers killed in traffic collisions in 2006, one fewer (-10.0%) than the 10 passengers killed in 2005 and a 35.7% decrease from the 14 passengers killed in 1997. There were 3 cyclists killed in 2006, equal to the 3 killed in 2005, and one fewer than the 4 killed in 1997.

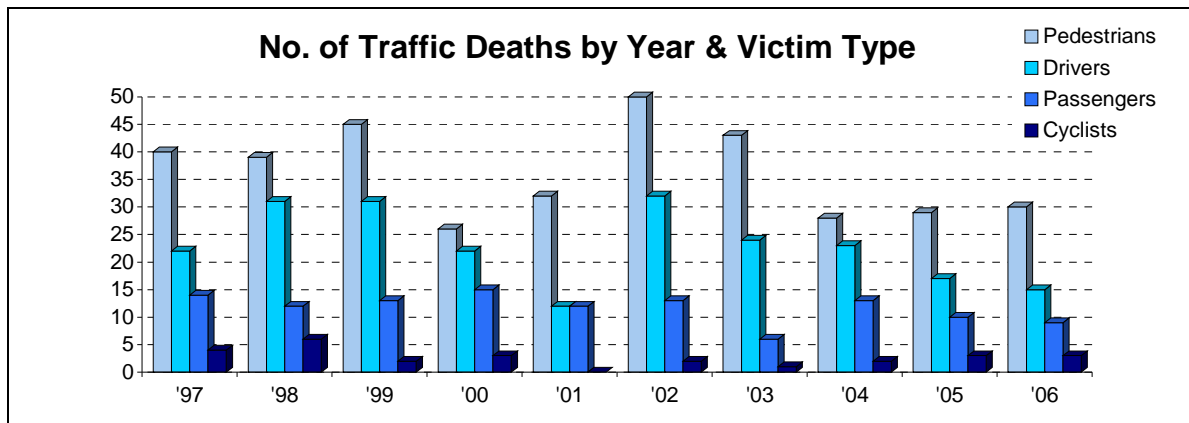


Figure 4.8

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 2006, continuing a trend observed in previous years. Twelve pedestrians 65 and older were killed in 2006 – 40.0% of all pedestrians killed in that year. The Toronto Police Service must continue to assist in the education of seniors and to be proactive in traffic safety initiatives relating to our growing elderly population.

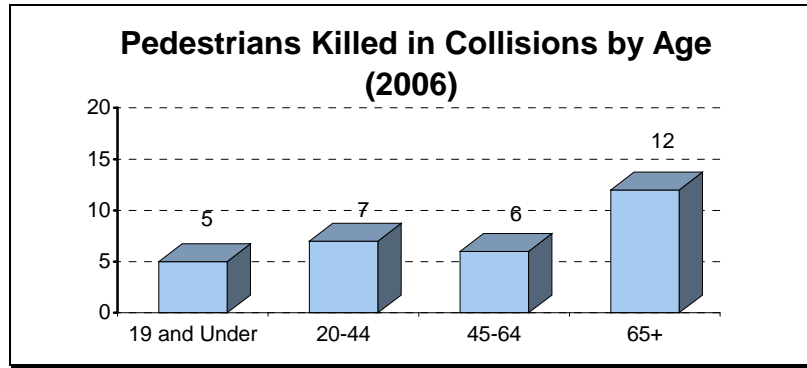


Figure 4.9

Source: TPS Traffic Services

B. PUBLIC PERCEPTIONS OF TRAFFIC

According to the 2006 Toronto Police Service’s community survey, presented in greater detail in the Public Perceptions chapter, with regard to traffic, respondents generally felt more safe in 2006 than they did in any previous year surveyed. As shown in Figure 4.10, about three-quarters of respondents in 2006 (74%) said they felt safe as a driver in the city, up from 68% in 2005 and 54% in 2000. As passengers, 82% of respondents felt safe in 2006, up from 78% in 2005, and 67% in 2000. As pedestrians, 73% of respondents in 2006 said they felt safe, up from 72% in 2005, and 56% in 2000. And as cyclists, 35% said they felt safe in 2006, up from 30% in 2005, and 15% in 2000.

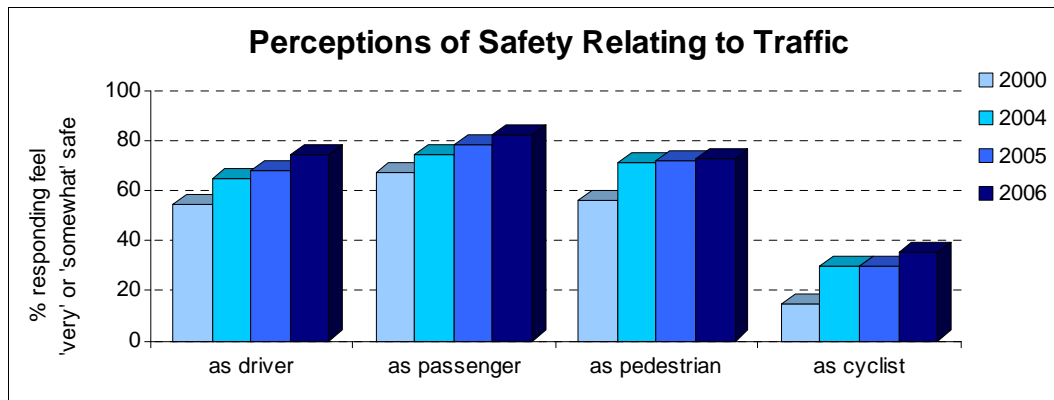


Figure 4.10

Source: TPS Corporate Planning – SPL

With regard to specific traffic problems, in 2006, 71% of the respondents said that they were concerned about aggressive/bad driving in their neighbourhood, the same as in 2005, and an increase from 67% in 2000. With regard to speeding in their neighbourhood, 67% in 2006 said they were concerned, down from 69% in 2005, but higher than 63% in 2000. And, 43% of respondents in 2006 said they were concerned about parking in their neighbourhood, lower than the 44% in 2005, but an increase from 36% in 2000. Two-thirds (67%) indicated concern for red



light or stop sign running in their neighbourhood in 2006, up from 64% in 2005, while 58% in 2006 indicated concern about traffic congestion in their neighbourhood, up from 52% in 2005.⁷³

C. HIGHWAY TRAFFIC ACT

As shown in Figure 4.11, in 2006, there were 429,810 *Highway Traffic Act* (HTA) charges in 2006, a 16.2% increase in the overall number when compared to 369,725 offences in 2005, and an increase of 7.3% when compared to 400,635 offences in 2004.⁷⁴ The 429,810 HTA charges in 2006, was an increase of 40.5% compared to the 305,971 charges in 1997.

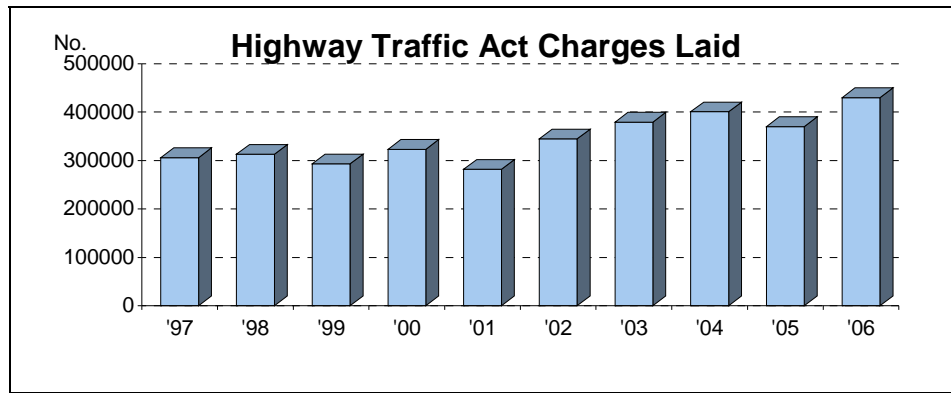


Figure 4.11

Source: TPS Analysis Support

A closer examination of four of the most common HTA charges laid when investigating traffic collisions is shown in Figure 4.12. In 2006, the number of charges for Follow Too Close, Unsafe Lane Change, Fail to Signal Lane Change, and Careless Driving all increased in 2006 compared to 2005, and all but Follow Too Close increased when compared to 2000.

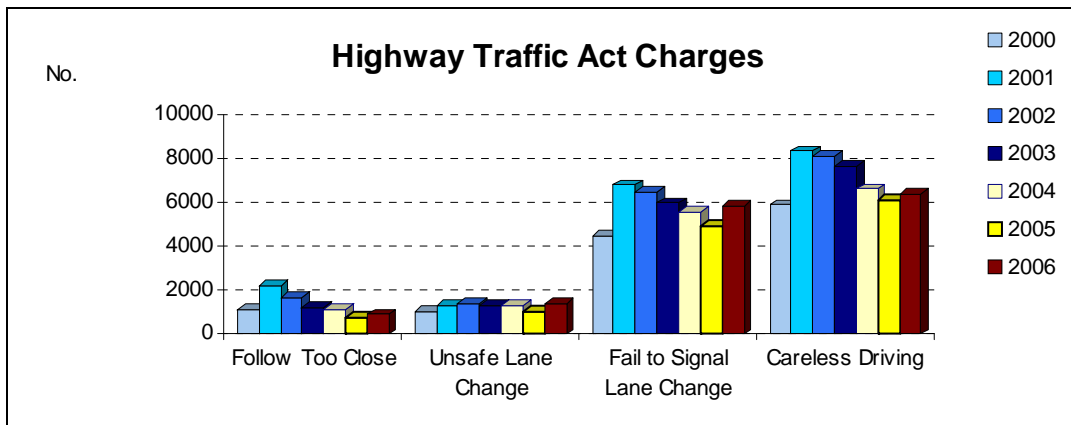


Figure 4.12

Source: TPS Analysis Support

⁷³ The questions relating to red light or stop sign running and traffic congestion have only been asked since 2003.

⁷⁴ The comparison with 2004 is provided as the number of HTA offences in 2005 may have been affected by the Toronto Police Association’s job action during contract negotiations in October and November of that year.



In December 2006, Bill 148, *An Act to amend the Highway Traffic Act respecting the use of seat belts*, was proclaimed into law. The HTA amendments implement a “One Person, One Seat Belt” road safety regime in Ontario. Included are the requirement that all passengers 16 years or older in a motor vehicle on a highway occupy belted seating positions and properly wear a completed seatbelt assembly, along with amendments relating to police officers requesting and obtaining the identity of passengers.⁷⁵

D. AGGRESSIVE AND DISTRACTED DRIVERS

Bill C-19, *An Act to amend the Criminal Code (street racing) and to make a consequential amendment to the Corrections and Conditional Release Act*, received Royal Assent in December, 2006. The Bill amends the Criminal Code to create targeted, new offences designed to specifically address street racing. It provides enhanced maximum penalties of incarceration for the most serious street racing offences and also creates mandatory minimum periods of driving prohibition for those convicted of it.⁷⁶

Bill 68, *An Act to amend the Highway Traffic Act to prohibit the use of phones and other equipment while a person is driving on a highway*, and Bill 135, *An Act to amend the Highway Traffic Act to prohibit the use of phones and other portable equipment by novice drivers on a highway*, both received second readings in 2006. These Bills deal with prohibiting the use of cellular phones, pagers, personal data assistants (PDAs), portable computers, etc., while driving a motor vehicle, with exceptions for cases such as emergencies.⁷⁷

E. IMPAIRED DRIVING

In 2006, there were a total of 2,180 persons charged with drinking and driving offences in Toronto. This represented a 3.7% increase from the 2,103 in 2005 and a 7.3% increase from the 2,031 persons charged in 1997.⁷⁸ Generally, the number of persons charged with drinking and driving offences has followed a downward trend since 2001. As seen in Figure 4.13, most of those charged with drinking and driving offences each year were men.

⁷⁵ Government of Ontario website (www.ontla.on.ca/web/bills/bills_detail.do?locale=en&BillID=473).

⁷⁶ Government of Canada website (www.justice.gc.ca/en/news/nr/2006/doc_31964.html).

⁷⁷ Government of Ontario website (www.ontla.on.ca/web/bills/status_of_legislation.do?locale=en).

⁷⁸ Please note that the drinking and driving numbers have been revised for the 10 year period to reflect a change in the source of the data from COPS to CIPS in 2003.

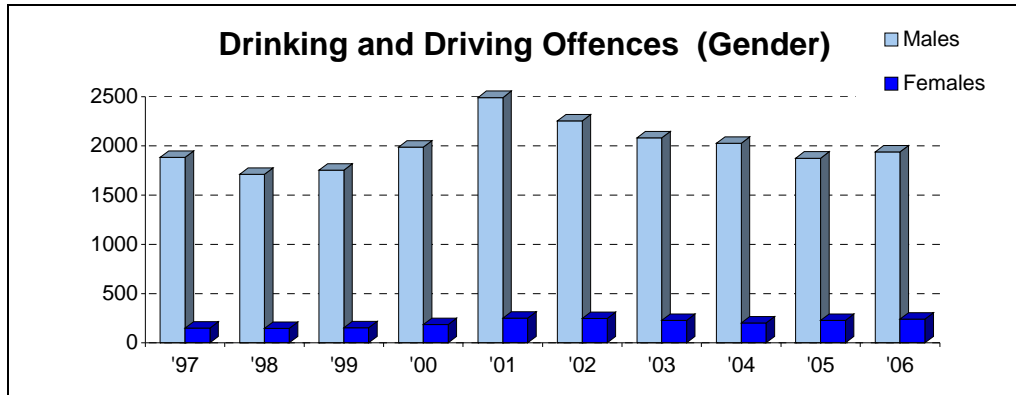


Figure 4.13

Source: TPS Annual Statistical Reports

In June 2006, Bill 209, *An Act to amend the Highway Traffic Act with respect to the suspension of drivers' licenses*, received Royal Assent. The Act, also known as the *Highway Traffic Amendment Act (Drinking and Boating Offences)*, extends certain provisions to cover the operation of vessels within the meaning of the *Criminal Code*. An impaired operator of a motorized or a non-motorized boat can have their driver's license suspended for 12 hours, and from one-year to lifetime, if convicted.⁷⁹

In November 2006, proposed amendments to the *Criminal Code* and other Acts were re-introduced (introduced originally as Bill C-16 discussed in the *2005 Environmental Scan* and *2006 Environmental Scan Update*) to strengthen the enforcement of drug-impaired driving offences in Canada. Bill C-32 creates an offence of operating a motor vehicle while in possession of a controlled substance as defined in the applicable subsection of the *Controlled Drugs and Substances Act*, and authorises specially trained officers to conduct tests to determine whether a person is impaired by drugs or combination of drugs and alcohol. The Bill had its second reading in February 2007, and was before a justice and human rights committee at time of writing.⁸⁰

⁷⁹ Government of Ontario website (http://www.ontla.on.ca/web/bills/bills_detail.do?locale=en&BillID=192).

⁸⁰ Government of Canada website (www.parl.gc.ca/LEGISINFO/index.asp).





V. CALLS FOR SERVICE

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

HIGHLIGHTS

- A total of 1.79 million calls were received in 2006, 6.7% fewer than in 2002, but a 3.3% increase from ten years ago in 1997. Decreases were noted in the number of calls for service each year since 2003, after a trend of increase in the years prior.
- In 2006, slightly more than half of the calls (51.2%) were received through the emergency line, with the rest (48.8%) received via the non-emergency line. This compared to 48.4% through the emergency line and 51.6% through the non-emergency line in 1997.
- Over the past ten years, between 1997 and 2006, the actual number of calls received via the emergency line increased 9.3%, while the number of calls received via the non-emergency line decreased 2.3%.
- Less than half (46.6%) of the calls received in 2006 were dispatched for police response, which was a slight increase from 2002 (45.8%), but a decrease from 1997 (49.1%).
- The number of dispatched calls in 2006 was a 4.5% increase from 2005, but a 5.1% and 1.9% decrease from 2002 and 1997, respectively.
- Compared with five and ten years ago, response times for both emergency and non-emergency calls increased in recent years, with a smaller proportion of calls meeting the recommended service standards. There was, however, some improvement for both emergency and non-emergency calls in 2006. The drop in the proportion of non-emergency calls meeting the recommended service standard was particularly large in the past two years, compared with previous years.
- The average time required to service a call increased considerably over the past five years. There was a 20.2% increase in service time for overall calls and a 77.7% increase for Priority 1 calls.
- Between 2002 and 2006, despite a decrease (6.5%) in the number of calls serviced, the increase in service time per call caused the total officer time spent on calls to increase 12.4%. Adequately staffing the primary response and other police programs and delivering timely responses to emergencies will remain serious challenges for the Service.



A. CALLS RECEIVED AND METHOD OF RESPONSE

Responding to the public’s calls for service in a timely manner is a core function of traditional policing. Most of the emergency and non-emergency calls from the public to the Toronto Police are received via the Communications Centre, but some are made directly to local police stations. Since 1998, calls made directly to local police units without going through the Communications Centre have been added to the central records system.

After consistent increases between 1997 and 2003, decreases were noted in the number of calls for police assistance in each of the past three years. In 2006, a total of 1,791,314 calls were received by the police, primarily through the Communications Centre. This represented a 3.4% decrease from 2005 and a 6.7% decrease from 2002. Over the past ten years, the number of calls received increased 3.3%.

Of the total number of calls recorded, 51.2% were received through the emergency line (9-1-1) and 48.8% were received through the non-emergency line. After continued increases between 1997 and 2003, decreases were noted in emergency line calls in each of the past three years. In 2006, a total of 917,675 calls were received via the emergency line, representing a 5.3% drop from 2005 and an 11.5% drop from 2002. The number of non-emergency calls in 2006 (0.87 million) also decreased: 1.4% decrease from the number in 2005 and 1.2% drop from the number in 2002.

Over the 10 year period between 1997 and 2006, the number of calls received through the emergency line increased 9.3%, while the number of calls received through the non-emergency line decreased 2.3%. For this reason, the proportion of calls received via the emergency line increased, while the non-emergency line calls decreased. The proportion of calls received through the emergency line increased from 48.4% in 1997 to 51.2% in 2006, while that for calls received through the non-emergency line decreased from 51.6% to 48.8%. Figure 5.1 shows the number of calls received via the emergency and non-emergency lines in each of the past ten years.

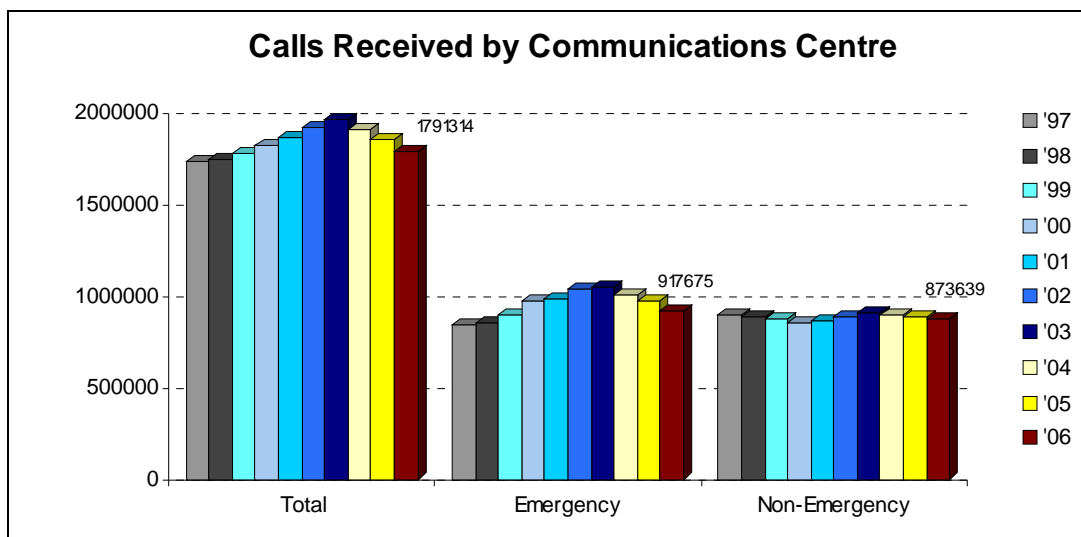


Figure 5.1

Source: TPS Communications Services



Statistics captured by Communications Services indicated that cellular phone calls constituted 40% to 50% of the calls received through the emergency line. It is the perception of the call-takers at the Communications Centre that many of the calls to the police through the emergency line were for non-emergency issues.

Not all calls for service require a police response. The call-taker, after confirming the nature of the incident, will determine the appropriate mode of response, which could range from providing the information or advice required, referring the caller to other emergency services such as ambulance or 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 2006, there were a total of 835,091 calls for which one or more police units were dispatched, a 4.5% increase from 2005, but a 5.1% and 1.9% decrease from 2002 and 1997, respectively. These dispatched calls constituted 46.6% of the total calls received in 2006, which was an increase from the 45.8% in 2002, but a decrease from the 49.1% in 1997. Figure 5.2 shows the changes in the proportion of dispatched calls over the past ten years.

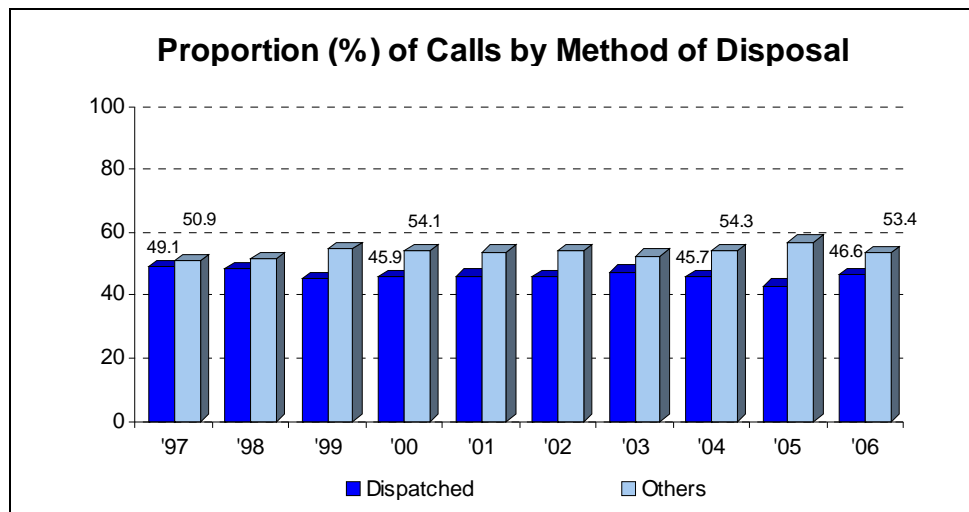


Figure 5.2

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 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, cause difficulty in such compliance, in general, the overall compliance rate has



continued to improve.⁸¹ Starting at just 14.9% compliance in 1996, it increased to 41.5% in 2002, to 44.2% in 2005, and to 47.8% in 2006. The compliance rate for Priority 1 calls alone in 2006 was 70.1%, the highest rate recorded since 1996; the compliance rate for Priority 1 calls was 66.2% in 2005, 62.2% in 2002, and 37.6% in 1997.⁸² For other emergency calls (Priority 2 and Priority 3), the compliance rate was 68.7% in 2006, compared to 64.4% in 2005, 58.5% in 2002, and 31.9% in 1997. The compliance rate for non-emergency calls (Priority 4 through Priority 6) was much lower, 35.5% in 2006, but this was also an improvement over 29.8% in 2002 and 14.2% in 1997.

Compared with the early years of such data collection, the 2006 compliance rates were substantial improvements. Continued improvement in the compliance rate, particularly for non-emergency calls, will further enhance the accuracy of the findings 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, but 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 under emergency calls (Priority 1-3)) with a valid officer arrival time revealed that the average response time for these calls dropped in 2006, after consistent increases between 2001 and 2005. The average response time was 10.4 minutes in 2006, an improvement from the 11.4 minutes in 2005, and the 10.7 minutes in 2002, but an increase from the average of 9.4 minutes in 1997.⁸³

The median response time for these calls was 7 minutes in 1997 and 1998, covering slightly more than half of the calls (52%).⁸⁴ It increased to 8 minutes in 1999 and remained there through 2002. It further increased to 9 minutes in 2003 and 2004, then dropped back to 8 minutes in 2005. The median response time remained at 8 minutes in 2006, covering 56.3% of the calls.⁸⁵

The I/CAD statistics also indicated that in 2006, Toronto police officers were only able to respond to 41.6% of Priority 1 calls within 6 minutes, which was an improvement for the second year after the trend of decline between 1998 and 2004, but still a decrease when compared with the 45.2% in 1997. This performance remains well below the service standard recommended in the mid-1990s by the Restructuring Task Force, which requires police to respond within 6 minutes for at least 85% of the emergency calls.⁸⁶ The time required to cover/respond to 85% of Priority 1 calls increased from 16 minutes in 1997 to 17 minutes in 2002, and to 19 minutes in 2006. The 19 minutes in 2006 was, however, an improvement over the record 21 minutes in 2005.

⁸¹ Compliance rates are based on statistics from TPS I/CAD Query and Reporting System, Report 24.

⁸² 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.

⁸³ Computation based on statistics from I/CAD Report 24, covering only cases with response time from 0 to 60 minutes, i.e. 97.4% of total cases in 2006.

⁸⁴ The median is the middle value of a group of values arranged in ascending or descending order.

⁸⁵ Based on statistics from TPS I/CAD Query and Reporting System, Report 24.

⁸⁶ Metropolitan Toronto Police. **Beyond 2000 Restructuring Task Force: The Final Report.** December 1994, p.85.



For the remaining emergency calls (Priority 2 and Priority 3), the median response time increased from 13 minutes in 1997 to 14 minutes between 1998 and 2001. It further increased to 15 minutes in 2002 and 17 minutes in 2005, before dropping to 16 minutes in 2006. The proportion of these calls responded to by the police within 6 minutes was only 12.9% in 2006, compared to 13.1% in 2002 and 14.9% in 1997. This was also far below the service standard recommended by the Restructuring Task Force, of response within 6 minutes for at least 80% of these cases.

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.⁸⁷

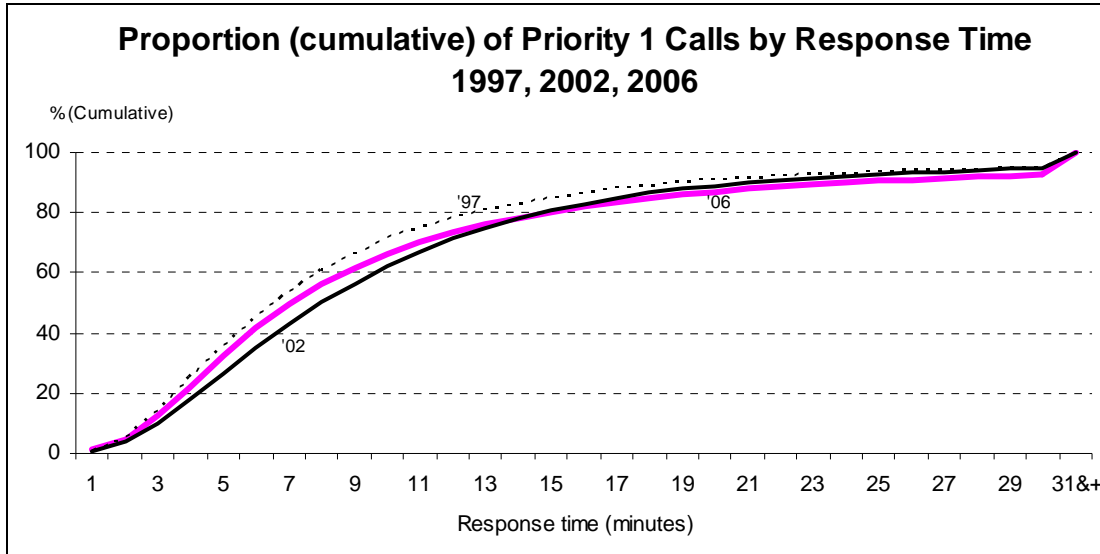


Figure 5.3(a)

Source: TPS I/CAD data

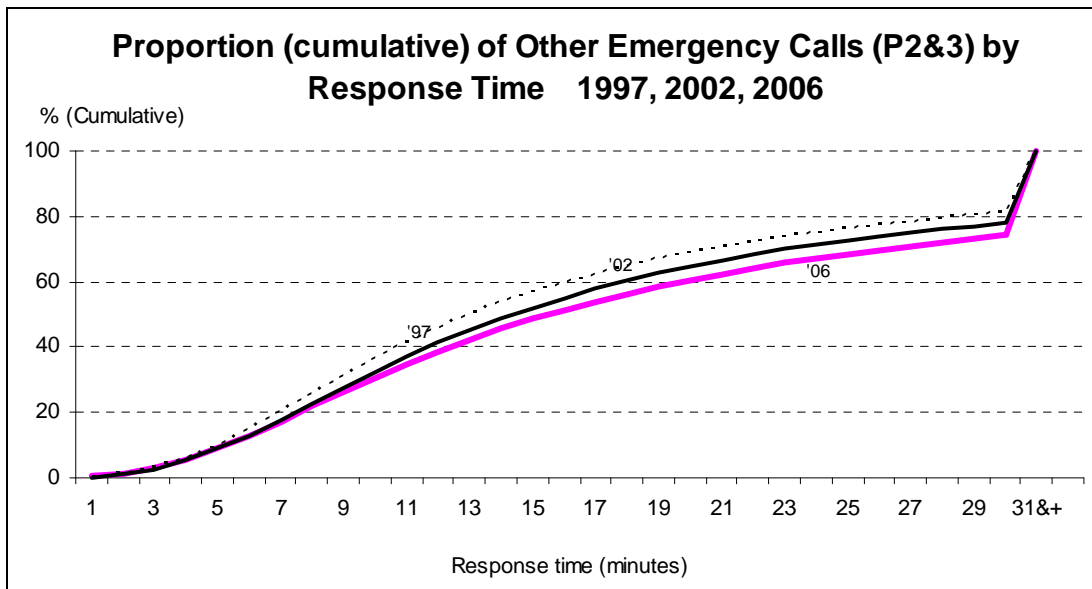


Figure 5.3(b)

Source: TPS I/CAD data

⁸⁷ Includes only Priority 1 to Priority 3 calls having valid officer arrival time (entered via MWS); based on I/CAD Report 24.



As shown in Figure 5.3(a), the line representing the 2006 Priority 1 emergency calls represented a clear deterioration from the 1997 line in terms of the cumulative proportion of calls being responded to within the various response times. It did, however, show some improvement over the 2002 line within the first 14 minutes the calls were received.

The line showing the response time of Priority 2 and Priority 3 calls (other emergency calls) for 2006, as shown in Figure 5.3(b), clearly shifted to the right over the past 10 years. Police response time to these calls increased, as indicated by a decreased proportion of calls being responded to within short durations. This means that it took longer for police to arrive in these emergency situations. Performance is falling further below the recommended service standards.

For the non-emergency or low priority calls (Priority 4 through 6), the median response time for those calls with a valid MWS-entered arrival time also increased. The median response increased from 22 minutes in 1997 to 27 minutes in 2002, and to 40 minutes in 2005, but dropped to 37 minutes in 2006. It was also found that 64.4% of Priority 4-6 calls received a police response within 60 minutes, which was the second lowest proportion recorded since 1997, though an improvement from the 61.7% record low in 2005. This was the sixth year that police response time was below the standard (80%) that was recommended for this group of calls.⁸⁸

The above findings revealed that compared to ten years ago, there has been a deterioration in response time and a diminished proportion of calls meeting the recommended service standards for both emergency and non-emergency calls. The deterioration for non-emergency calls was particularly significant, as shown by the relatively large increase in median response time and drop in proportion of calls meeting the recommended service standards. The much improved compliance rate in recording officer arrival time for both emergency and non-emergency calls certainly lends more credibility to the conclusion that there has actually been a decrease in performance related to police response time.

C. SERVICE TIMES⁸⁹

Service time (or officer time spent on a call) is the time required by police to service a call, from dispatch to clearance. Service time per call has a direct impact on police resource requirements for responding to calls from the public. Given the relatively 'fixed' police resources assigned to the primary response function, the longer the time required to service calls, the more police resources will be stretched and the longer will be the pending or waiting time for calls in general. An analysis of service time for calls revealed that the average service time for calls increased considerably over the past ten years (Figure 5.4).

⁸⁸ The standard recommended for non-emergency 'police required' calls is no more than 60 minutes for at least 80% of the calls. Metropolitan Toronto Police. **Beyond 2000 Restructuring Task Force: The Final Report**. December 1994, p.85.

⁸⁹ 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.

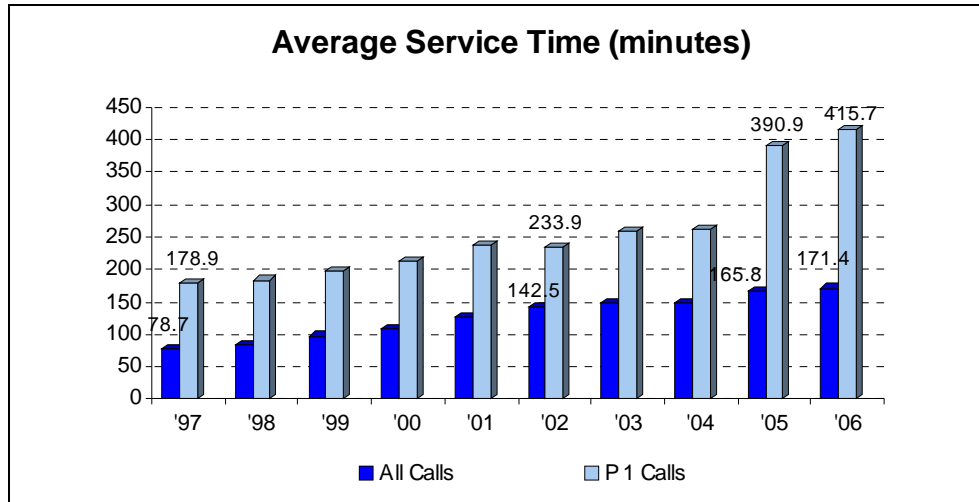


Figure 5.4

Source: TPS I/CAD data

As shown in Figure 5.4, the average time spent by officers in servicing a call increased significantly between 2002 and 2006: a 20.2% increase for all calls and a 77.7% increase for Priority 1 calls. The average number of officers dispatched per event also increased from 2.3 officers in 2002 to 2.5 officers in 2006. For the same period of time, total officer time spent servicing calls increased about 12.4%.

Priority 1 emergency calls constituted 9.4% of all calls serviced in 2006. The average service time for Priority 1 calls, due to their emergency nature and the level of investigation required, is typically much longer than that for calls in general. As shown in Figure 5.4, for Priority 1 calls in 2006, the average service time (per event) was 415.7 minutes, representing a 6.3% increase from 2005 and a large 77.7% increase from 2002. The average number of officers dispatched per event also increased from 3.4 in 2002 to 4.6 in 2006. Priority 1 calls took up about 24.0% of the total service time for calls. Between 2002 and 2006, the total service time for these calls increased 6.4%.

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 2006, as well as the change in service time between 2002 and 2006.



Table 5.1
Major Types of Calls and Average Service Time

Event Type	Calls/Events Attended by Police – 2006			% Change: 2002-2006	
	# Attended	Average Service Time (Min/E*)	Service Time%**	# Attended	Average Service Time (Min/E*)
Unknown Trouble	16537	286.7	5.49	34.4	25.3
Check Address	43396	105.4	5.29	23.4	2.9
Domestic	15975	260.0	4.81	-12.6	21.1
Persons Injury Accident	13864	252.3	4.05	-4.3	9.5
Arrest	13074	228.3	3.46	33.5	7.4
B&E	11725	243.3	3.30	-12.4	33.1
Suspicious Event	18524	146.1	3.13	-0.6	16.1
Robbery	4502	570.6	2.97	15.6	22.5
Dispute	21417	108.4	2.69	10.8	16.0
Emot. Dist. Persons	10655	196.2	2.42	33.4	4.6
Domestic Assault	5018	405.0	2.35	-28.4	26.4
Wanted Person	6947	286.4	2.30	2.9	9.1
Assault Just Occurred	7340	268.4	2.28	32.4	8.0
See Ambulance***	18607	102.5	2.21	2033.8	-12.0
Disorderlies	25496	70.2	2.07	0.9	2.2
Total of above items	233077	181.0	48.8		
Total events/calls⁹⁰	504148	171.4	100.0	-6.5	20.2

* 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 an extremely 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

As shown in Table 5.1, nearly all major types of calls showed increases in the average service time. These calls together constituted 46.2% of the total number of calls attended by the police in 2006, and took up 48.8% of the total service time. The increase in average servicing time also applied in general to other calls. As a result, as noted previously, the total officer time spent on calls increased 12.4% over the past five years.

There are many factors that have a possible impact on the service time for calls, including:

- the nature of call (seriousness and complexity);
- change in enforcement, investigation and/or other working procedures/practices as a result of changes in legislation, etc.;
- the experience of the officer(s) in handling calls; and/or,
- supervision by field supervisors.

⁹⁰ The number of calls counted here is based on I/CAD Report 52, and is different from the number of dispatched calls reported in section A due to different counting rules. I/CAD Report 52 only counts events whose response agency is TPS.



Between 2002 and 2006, despite a 6.5% decrease in the number of calls serviced, according to I/CAD Report 52, the 20.2% increase in average service time per call caused the total officer time spent on calls to increase 12.4%.⁹¹ The continued increase in service time for calls, if not addressed, will be a serious drain on police resources. Since servicing calls from the public is a major police function, managing a significant increase in service time for calls without either a commensurate increase in resources or the remedy of other management measures to optimise resource deployment, will necessarily be at the cost of other police programs. This means that the officers' time for other non-call related functions will have to be reduced to make up for the increasing demand from calls. Adequately staffing the primary response and other police programs, and delivering timely responses to emergencies, will remain a serious challenge for the Service.

⁹¹ The decrease in number of calls serviced was partly due to the large decrease in dispatched calls regarding medical complaints as a result of the change in operational procedures in 2005 for managing such calls.





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

HIGHLIGHTS

- In 2006, the total strength of Toronto Police Service was 7,518 members, up 3.2% from 7,284 members in 2005, and 12.0% from 6,714 members in 1997.
- Between 2005 and 2006, uniform strength increased 3.4%, from 5,477 in 2005 to 5,665 in 2006, while civilian strength increased 2.5%, from 1,807 to 1,853.⁹² Uniform and civilian strengths increased 13.4% and 7.7%, respectively, from 1997.
- Over the past decade, the number of police officers per 100,000 population in Toronto increased 3.5%, from 200.8 officers in 1997 to 207.9 officers in 2006.
- The median age of uniform officers in December 2006 was 39.6 years, down slightly from 40.0 years in 2005. However, the proportion of officers over the age of 50 years almost tripled over the past 10 years, from 7.0% in 1997 to 19.5% in 2006.
- In 2005, almost one in three (32.8%) uniform members had 20 or more years of service; on the other hand, more than four in ten uniform members (41.6%) had less than ten years of service. The average uniform length of service was 15.4 years.
- The average age of Primary Response constables was 34.4 years, compared to 38.2 years for all constables.⁹³ In 2006, the average length of service for Primary Response constables was 7.5 years, compared to 12.4 years for all constables.
- In 2006, there were 266 separations (including 174 retirements), a 15.2% increase from the 231 separations in 2005 and almost triple the 92 separations in 1997.
- During 2006, 49.4 non-traffic *Criminal Code* offences were reported per constable, a 2.2% decrease from the 50.5 reported in 2005 and a 17.3% decrease from 59.7 reported in 1997.

⁹² Uniform strength includes all police officers and 289 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, 2006, the Human Resources Directorate reported 375 Parking Enforcement personnel, 326 part-time or temporary personnel, 690 Auxiliary personnel, and 708 school crossing guards; none of these positions are included in the total civilian strength.)

⁹³ Primary Response officers are those officers in the divisions who provide response to calls for service, crisis intervention, targeted patrol/enforcement, short-term problem solving, etc.



- The actual number of uniform officers assigned to front-line uniform duties in Divisional Policing Command units and specific Operational Services units (e.g. Traffic Services, Marine Unit, etc.), including supervisors, was 2.3% higher in 2006 than in 1997 (from 3,403 to 3,480 officers) and 3.6% higher than in 2005 (3,358 officers).
- While the Service’s representation of visible minority and female officers remained well below community representation, the proportions consistently increased each year over the past decade; the proportion of Aboriginals on the Service (1.0%) exceeds the proportion in the community (0.5%).
- In 2006, the uniform strength was comprised of 1.6% visible minority or Aboriginal women, 15.0% visible minority or Aboriginal men, 14.6% non-minority women, and 68.8% non-minority men.
- Although the overall representation of female police officers in the Toronto Police Service (16.2%) was below both the national (17.9%) and provincial (16.9%) averages, 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. Between 1998 and 2006, while total strength both increased and decreased year over year, there was an overall increase in the period. In 2006, the total strength of Toronto Police Service was 7,518 members.⁹⁴ This reflected an increase of 3.2% from the 7,284 members in 2005, and a 12.0% increase from the 6,714 members ten years ago (Figure 6.1).

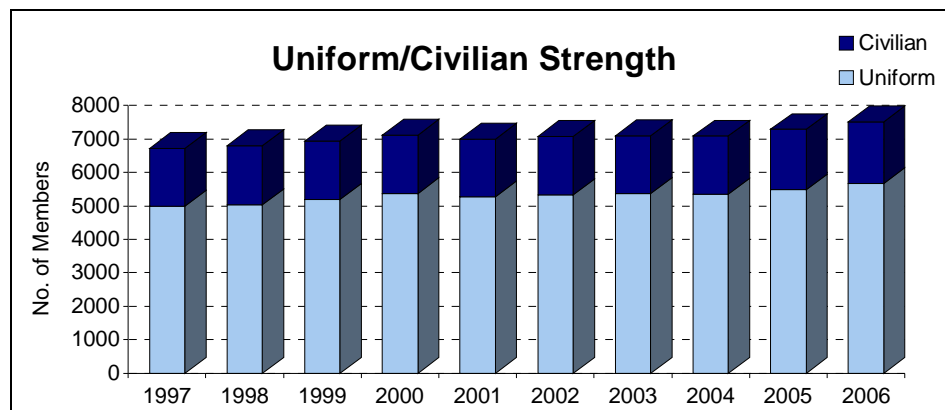


Figure 6.1

Source: TPS Human Resources

⁹⁴ Total strength includes both uniform and civilian employees; uniform strength includes all police officers and 289 cadets-in-training. Civilian strength includes all permanent, full-time civilian members with the exception of cadets-in-training and parking enforcement personnel.



Between 2005 and 2006, uniform strength increased 3.4% (from 5,477 in 2005 to 5,665 in 2006), while civilian strength increased 2.5% (from 1,807 to 1,853). Uniform and civilian strengths increased 13.4% and 7.7%, respectively, from 1997. As of December 31st, 2006, the authorised Uniform Establishment of the Toronto Police Service was 5,510 uniform police officers.⁹⁵

The civilian:officer ratio for the Toronto Police Service was about 1:3.0 in 2006 – unchanged from 2005 and slightly increased from 1:2.9 in 1997. Nationally, the civilian:officer ratio was 1:2.6 in 2006, also unchanged from 2005; the stable ratio reflects similar increases at the national level in both the number of civilians (2.2%) and police officers (2.4%) from 2005.⁹⁶

Officer to Population Ratio:

The number of police officers per 100,000 population may be used as a very general indicator of potential workload and performance efficiency.⁹⁷ Over the past decade, while the number of police officers (i.e. uniform strength at year-end, including cadets-in-training) per 100,000 population in Toronto both increased and decreased year over year, there was an overall increase of 3.5% from 200.8 officers in 1997 to 207.9 officers in 2006 (Figure 6.2), reflecting a 9.6% increase in population and a 13.4 % increase in officers (including cadets-in-training).⁹⁸

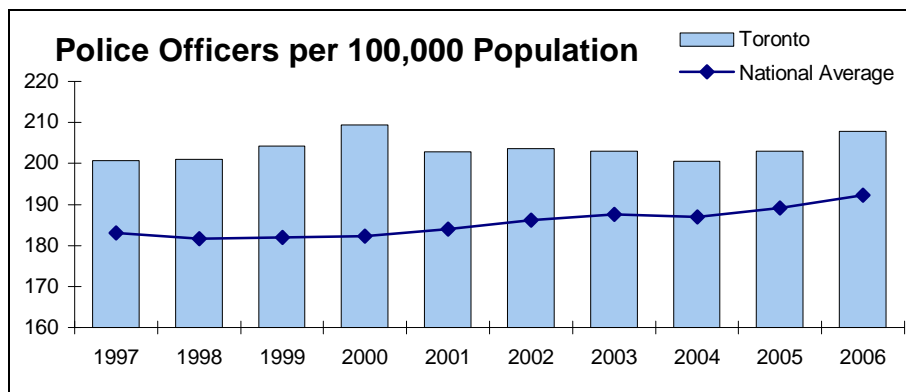


Figure 6.2 Source: TPS Human Resources; Statistics Canada

Statistics Canada reports that in Canada there were, on average, 192.2 officers per 100,000 population in 2006; this level reflects a 1.6% increase from the 189.1 officers per

⁹⁵ Uniform Establishment refers to the number of uniform personnel believed necessary to most effectively fulfil operational requirements, is approved by City Council, and fully funded in the operating budget. The TPS hiring strategy targets an average annual uniform strength equal to the Uniform Establishment, but, at any time, actual staffing may be above or below this level, depending on the timing of separations and hires.

⁹⁶ Reitano, J. **Police Resources in Canada 2006**. Canadian Centre for Justice Statistics, Statistics Canada, November 2006.

⁹⁷ The officer to population ratio considers only Toronto residents and the uniform strength of the Service. As it does not include transient populations (e.g. tourists, business commuters, visitors, etc.) or levels of crime, its usefulness is limited to trending and general comparison to other police services.

⁹⁸ The number of uniform officers used in this calculation includes both 5,376 sworn police officers and 289 cadets-in-training. Therefore, the 207.9 police officers per 100,000 population, as reported above, is somewhat overstated. Based on actual number of sworn officers on December 31st, 2006, the number of officers per 100,000 population drops to 197.3; Statistics Canada reports officers per 100,000 population based on the actual number of sworn officers.



100,000 population reported in 1997.⁹⁹ In Toronto, in each of the past ten years, the number of police officers per 100,000 population has been higher than the national average.

Toronto is well below other large urban centres such as Montreal (232 officers per 100,000 population) and Vancouver (223 officers), but has considerably more officers per 100,000 population than surrounding GTA regional police services, including Durham (135 officers), York (127 officers), and Peel (145 officers).¹⁰⁰

Age and Length of Service of Uniform Members:¹⁰¹

Clear trends of an ageing Toronto Police Service 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 30 and 49 years, and an increase in the proportion of officers more than 50 years of age (Figure 6.3).

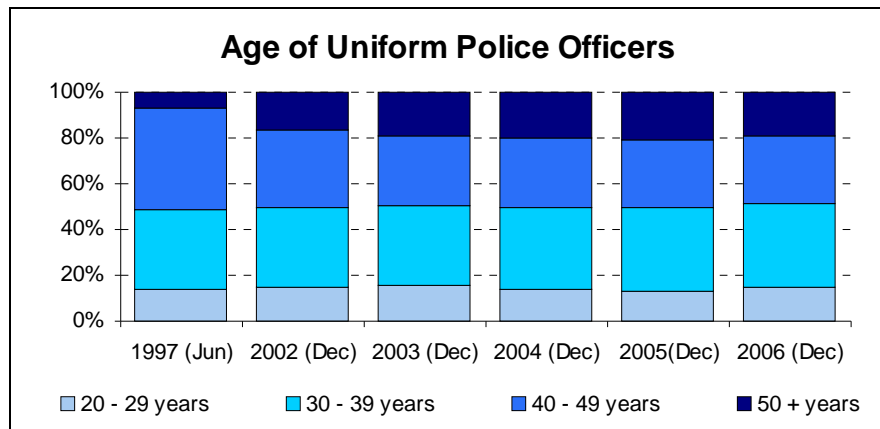


Figure 6.3

Source: TPS Human Resources

Over the past decade, officers between the age of 30 and 49 years consistently accounted for a large part of uniform strength. However, this proportion decreased from 79.0% in 1997 to 65.8% in 2006, largely due to a decrease in officers between 40 and 49 years of age. On the other hand, the proportion of officers over the age of 50 years has almost tripled, from 7.0% in 1997 to 19.5% in 2006. The median age of uniform officers in December 2006 was 39.6 years, down from 40.0 years in 2005.¹⁰²

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 three years was about 28.0 years

⁹⁹ Reitano, 2006.

¹⁰⁰ Ibid.

¹⁰¹ Cadets-in-training are not included in this analysis.

¹⁰² The median is the middle value of a group of values arranged in ascending or descending order.



and more than three in ten recruits (30.2%) were over the age of 30 years.¹⁰³ Prior to the resumption of hiring in 1995, the average age of a recruit was about 22 years and less than 3% of recruits were over the age of 30 years.

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.

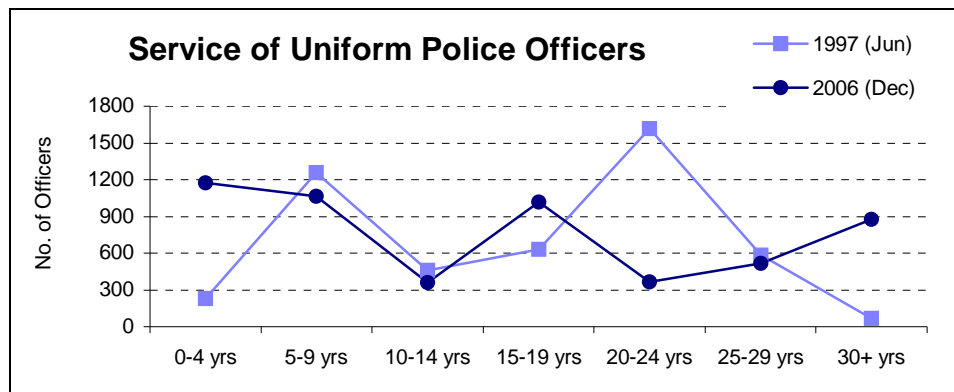


Figure 6.4

Source: TPS Human Resources

In 2006, just fewer than one in three (32.8%) police officers had more than twenty years of service compared to almost half (45.5%) ten years ago. On the other hand, 41.6% of officers had less than ten years service in 2006 compared to only 29.8% in 1997. Over the past decade, the most frequent service level shifted from 20 to 24 years (32.4% in 1997) to 0 to 4 years (21.8% in 2006) and the average length of service decreased from 16.8 years to 15.4 years.

It is interesting to compare the relative shapes of the length of service distribution over the past ten years. It is possible to pinpoint periods of unusually high levels of recruitment/hiring and trace their impacts over time. For example, the unusually high level of recruiting in the 1970s was very evident in the 20-24 years service level in 1997, and is still evident to some extent in the current 30 plus years service level. Over time, this peak has flattened as members separate, particularly as these officers move toward retirement. On the other hand, the hiring moratorium in mid 1990s is evident in the 0-4 years service level in 1997 and the 10-14 years service level in 2006.

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

¹⁰³ 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.



Figure 6.5 presents a profile of uniform officers both by age and length of service. It illustrates a somewhat tri-modal distribution including older, more experienced officers and younger, inexperienced officers. It is interesting to note that there is a generally broad range of ages at each service level.

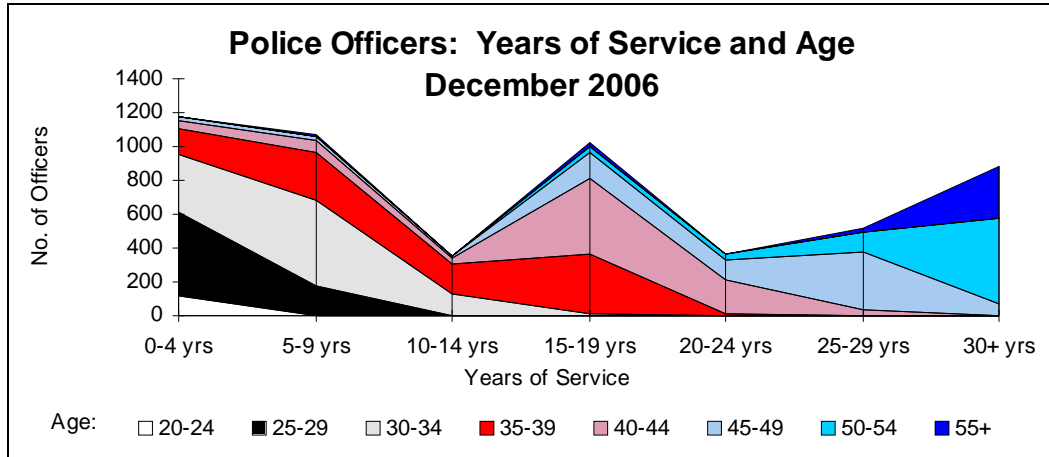


Figure 6.5

Source: TPS Human Resources

As reported in previous Scans, Primary Response officers continue to be, on average, younger and less experienced than the average constable.¹⁰⁴ Three in ten (30.2%) police constables were assigned to Primary Response in the divisions. The average age of Primary Response constables was 34.4 years compared to 38.2 years for all constables. In 2006, 35.8% of the Primary Response constables were under 30 years of age compared to only 19.3% for all constables (Figure 6.6).

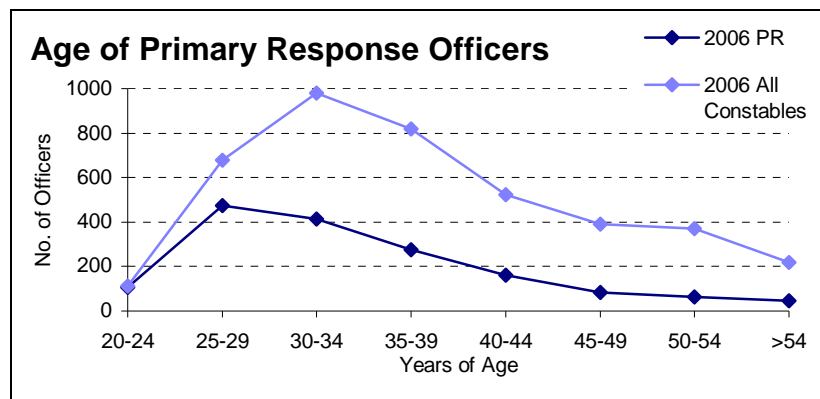


Figure 6.6

Source: TPS Human Resources

¹⁰⁴ 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.



When the divisions were examined separately, the age distribution of Primary Response constables in most divisions closely that of resembled the overall Primary Response constable distribution, with average ages around the overall average for Primary Response officers (34.4 years). However, there was some variation between divisions: the average age of Primary Response constables in 52 Division was 43.0 years, but only 31.5 years in 12 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).

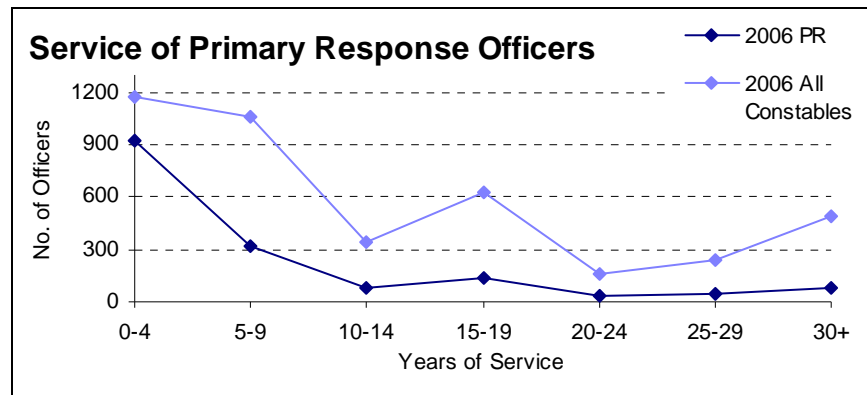


Figure 6.7

Source: TPS Human Resources

The average years of service for Primary Response constables in 2006 was 7.5 years compared to 12.4 years for all constables; more than half of the Primary Response constables (56.7%) had less than five years experience.

Retirements and Resignations:

Over the past ten years, a total of 2,320 officers separated from the Toronto Police Service; annual separation levels varied substantially, ranging from 92 in 1997 to 473 in 2001. Based on current uniform strength (including cadets-in-training), this level of separation represents a 41.0% turnover in uniform staff over the past ten years. In 2006, there were 266 separations, a 15.2% increase from the 231 separations in 2005, and almost triple the 92 separations in 1997.

Separations include both retirements and resignations; it should be noted that over the past ten years, almost six in ten separations were retirements (Figure 6.8).¹⁰⁵

¹⁰⁵ The numbers of separations reported in previous Scans have been revised to include cadet-in-training resignations in the uniform separation levels.

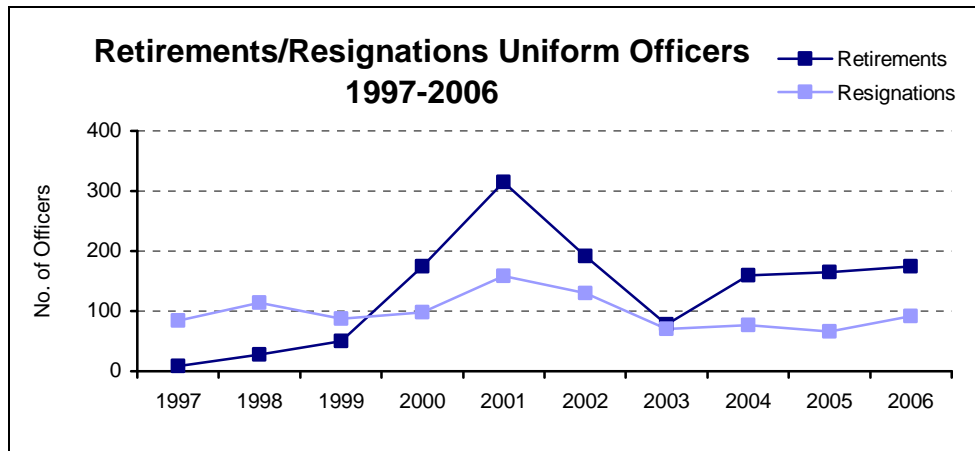


Figure 6.8

Source: TPS Human Resources

Over the past ten years, a total of 1,344 uniform officers retired from the Service. After a record high level of retirements in 1996 (due to early retirement and retirement incentive packages), followed by a record low level in 1997, retirements consistently increased in each year until 2001, when the level started dropping again. In the past three years, the number of retirements showed slight but consistent increase. 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 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.¹⁰⁶

In 2006, 174 officers retired from the Service, a 5.5% increase from the 165 officers who retired in 2005. The average length of service of retiring members in 2006 was 31.6 years and retiring members were, on average, 54 years old. As of December 31st, 2006, a total of 507 officers, 9.0% of the total uniform strength, were eligible to retire and a further 172 officers will be eligible to retire during 2007. Further, of the 95 uniform senior officers, almost half (49.5%) will be eligible to retire by the end of 2007. The Human Resources Directorate estimates that 250 officers will separate – retire or resign – by year-end 2007.¹⁰⁷

As is evident in Figure 6.8, resignations since 1997 have been somewhat more stable than retirement levels. The 92 resignations in 2006 reflect a 39.4% increase from the 66 resignations in 2005, and a 9.5% increase from the 84 resignations in 1997. While the overall increase in annual resignations since 1996 may be partly attributable to a recovering economy that has non-policing employment opportunities more readily available, the increase is largely due to officers joining other Ontario police services. As shown in Figure 6.9, officers separating from the Service to join other police services account for more than half (55.3%) of all resignations over the past decade.

¹⁰⁶ To determine eligibility for retirement without penalty, the member’s age and length of service, added together, must equal or exceed the eligibility factor. Over the past few years, this factor has been set at 75 for uniform members, but returned to 85 in 2005.

¹⁰⁷ Staffing Strategy: 2007 – 2009, Human Resources Management

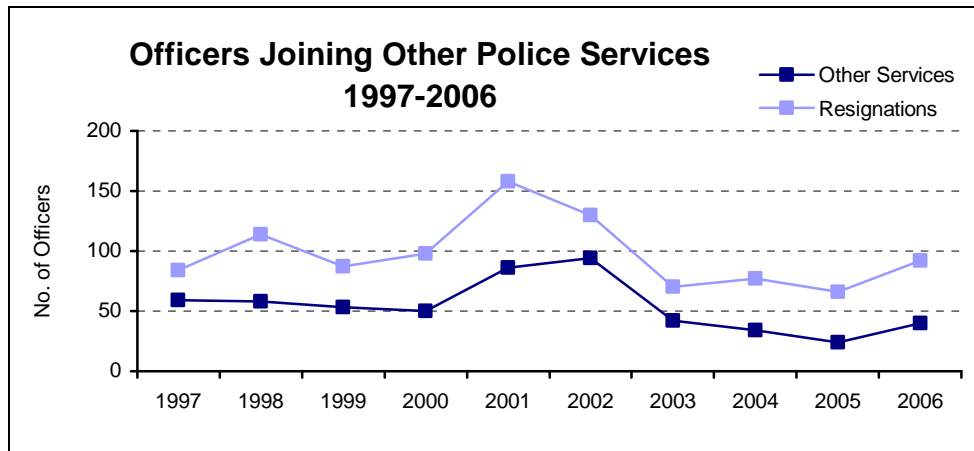


Figure 6.9

Source: TPS Human Resources

Officers who have separated to join other services in 2006 are, on average, 32.3 years old and have 5.1 years experience – very valuable officers to this Service. Although the Toronto Police Service has hired some officers from other services and some former TPS members have returned, this is only a small portion of the number of TPS officers who have resigned to join other services. Over the past five years, 234 Toronto officers separated to join other services; during this same period, there were 70 lateral hires.

Crime to Strength Ratio:

The number of non-traffic *Criminal Code* offences reported per constable is an indicator of the demand on police resources.¹⁰⁸ During 2006, 49.4 non-traffic *Criminal Code* offences were reported per constable, a 2.2% decrease from the 50.5 reported in 2005.¹⁰⁹ This decrease in the crime to strength ratio reflects a 0.9% increase in the number of reported non-traffic *Criminal Code* offences offset by a 3.2% increase in the number of constables. The 2006 ratio reflects a 17.3% decrease from the 59.7 reported in 1997 (Figure 6.10).

¹⁰⁸ The *Criminal Code* offence/constable strength ratio is generally accepted as a valid workload indicator; the Canadian Centre for Justice Statistics has estimated that officers spend approximately 20%-25% of their time investigating *Criminal Code* incidences. It should be noted that due to the changes in Service data systems and extraction procedures, offence data for previous years have been recalculated to allow fair comparison and may differ from data in previous *Scans*.

¹⁰⁹ Includes constables and detective constables, but does not include cadets-in-training.

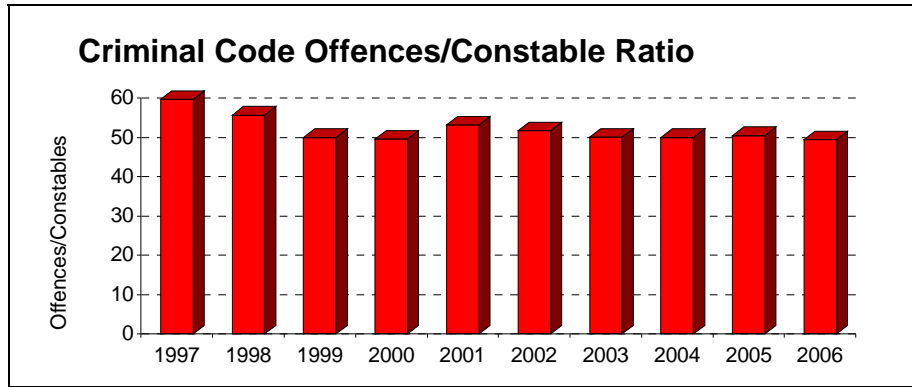


Figure 6.10

Source: TPS Database

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

Resource Deployment:¹¹⁰

In 2006, 79.1% of all uniform members, down slightly from 79.4% in 2005, were assigned to Policing Operations Command divisions and specific Operational Support units (Traffic Services, Marine Unit, Mounted Unit, 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, was 2.3% higher in 2006 than in 1997 (from 3,403 to 3,480 officers) and 3.6% higher than in 2005 (3,358 officers) (Figure 6.11).

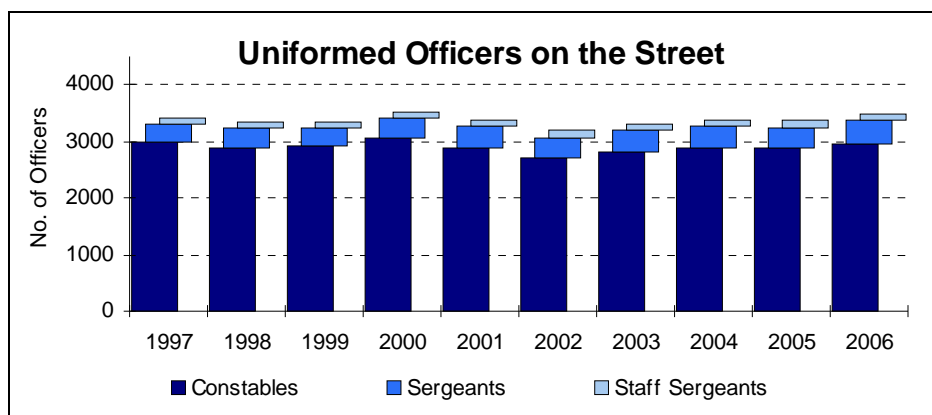


Figure 6.11

Source: TPS Human Resources

The increase in uniform officers on the street between 1997 and 2006 reflects a 24.7% increase in supervisory officers (from 421 in 1997 to 525 in 2006) and a 0.9% decrease in constables (from 2,982 in 1997 to 2,955 in 2006). In 2006, there were 7.3 uniform constables for

¹¹⁰ Uniform officers in this section does not include cadets-in-training.



every uniform sergeant assigned to a visible uniform function, a decrease from the 7.8 officers in 2005 and from the 9.3 officers a decade ago.¹¹¹

B. WORKFORCE DIVERSITY¹¹²

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.¹¹³ Achieving a workforce that reflects the community, and continues to reflect the community, will be a long-term challenge for the Service. It is the stated intention of the Toronto Police Services Board and the Toronto Police Service that the organisation will continue to strive to reflect the community it serves through the use of equal opportunity employment practices.

While the Service does not currently reflect the community it serves (which, according to Statistics Canada, is 42.8% visible minority, 0.5% Aboriginal, and 51.8% female), the representation is closer than it has been in the past – 16.9% of Service members are visible minorities, 0.9% are Aboriginal, and 27.5% are female. Recent gains in the Service's community representation are largely due to the composition of the civilian component of the Service, recent uniform hiring, and the retirement of a large number of white, male officers (Figure 6.12).¹¹⁴

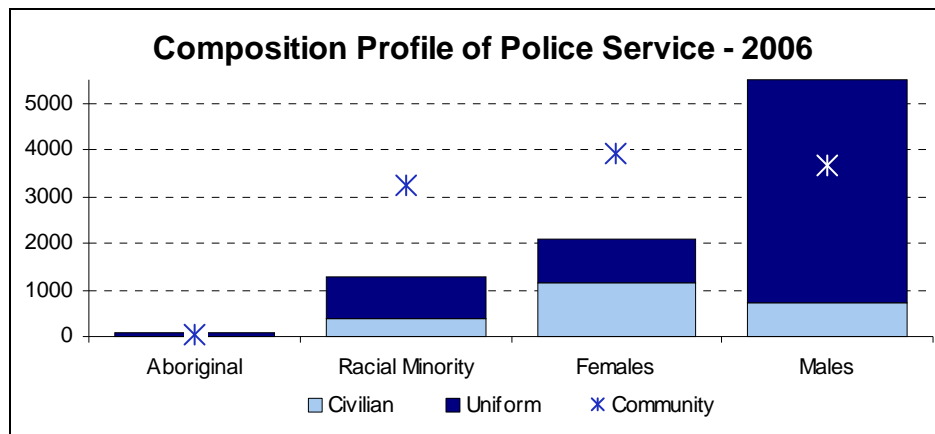


Figure 6.12 Sources: TPS Human Resources, Statistics Canada

¹¹¹ 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.

¹¹² Uniform officers in this section include cadets-in-training.

¹¹³ *The way we'll be*, **Toronto Star**, March 23rd, 2005.

¹¹⁴ The civilian position category – Parking/Bylaw – is not included in the Service composition profile because it is not included in the determination of Total Service Strength. The overall composition profile for this position category exceeds the overall Service profile – 1.0% Aboriginal, 30.2% visible minority, and 24.7% female.



Uniform Composition:

Focusing only on the officer component of the Service, Figure 6.13 shows the diversity composition of officers in Toronto in 2006. Almost 1.6% of officers were visible minority or Aboriginal women, 15.0% were visible minority or Aboriginal men, 14.6% were non-minority women, and 68.8% were non-minority men.

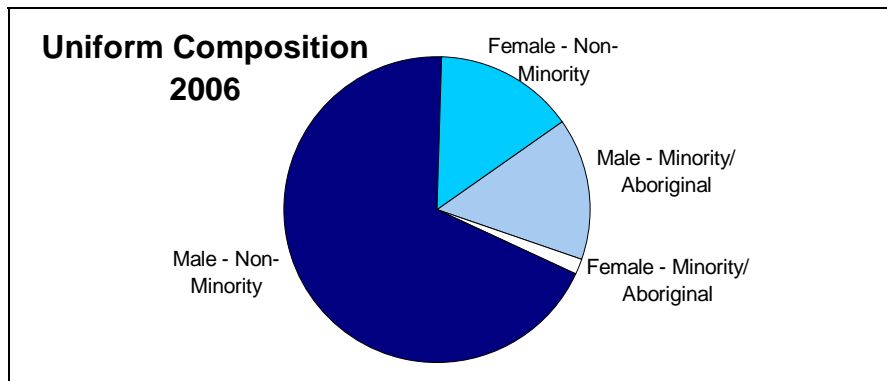


Figure 6.13

Source: TPS Human Resources

While the representation of visible minority and female officers remains well below community representation, the representation of Aboriginal persons on the Toronto Police Service exceeds the community representation. As noted previously, Aboriginal persons account for about 0.5% of the Toronto community; in 2006, they accounted for almost 1.0% of all police officers (55 officers), up from 0.6% (31 officers) in 1997.

Ten years ago, visible minority officers comprised only 7.4% of uniform police officers; with consistent recruitment efforts, minority officers as a proportion of all officers more than doubled to 15.0% in 2006, an increase from 13.8% representation in 2005. While this is far below the 42.8% community representation, it is interesting to note that while the total number of officers increased only 14.3% over the past decade, the number of visible minority officers more than doubled, increasing 139.2% from 372 in 1997 to 890 in 2006.

Throughout the last decade, there was a steady rise in female officers. In 1997, female officers accounted for 11.3% of the total uniform strength; the proportion increased to 14.1% in 2002, and, by 2006, female officers accounted for 16.2% of police officers.

It is important to the Service that uniform strength represents the community at all ranks and, over time, as overall uniform strength moves closer to community representation, so should the representation by uniform rank. In 2006, while the representation by uniform rank was more reflective than it had been in the past, the cadet-in-training and constable ranks were more representative of the community than the supervisory or senior officer ranks (Figure 6.14).

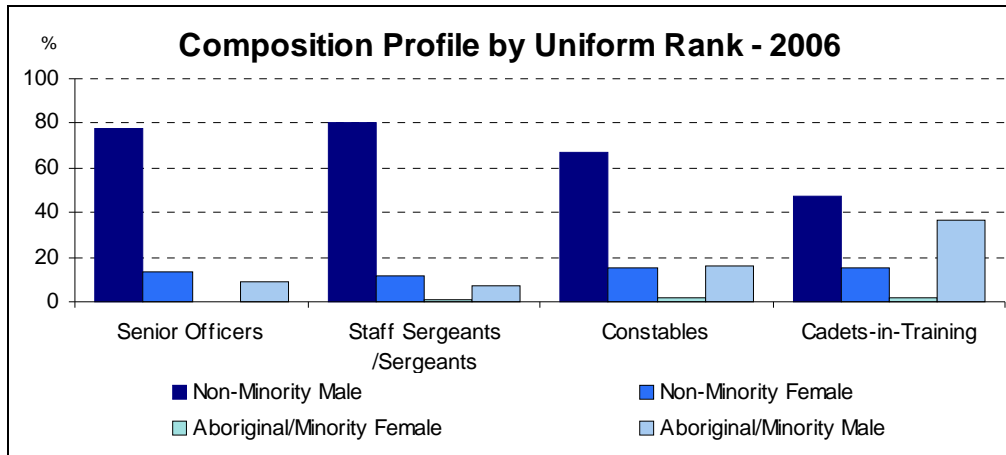


Figure 6.14

Source: Human Resources

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 (47.1%) and constable (66.8%) ranks than at the senior officer (77.3%) and supervisory officer (80.1%) ranks.

Female representation by rank ranged from 13.1% of staff sergeants and sergeants to 17.1% of constables, however, their representation was still well below the level of community representation. Like females, visible minority and Aboriginal officers (male and female) were better represented at the recruit (38.1%) and constable (17.7%) ranks.

While men continue to dominate police services in general, the gender gap has narrowed slightly. The Canadian Centre for Justice Statistics (CCJS) reported that, in 2006, women accounted for 17.9% of police officers in Canada, up from 9.8% in 1995.¹¹⁵

Although the representation of women in the Toronto Police Service (16.2%) was below both the national (17.9%) and provincial (16.9%) averages, women were better represented at senior and supervisory ranks in Toronto. Nationally, in 2006, women accounted for 6.1% of senior officers, 10.8% of supervisory officers, and 21.1% of police constables. In the Toronto Police Service, women represented 13.4% of senior officers, 13.1% of supervisory officers, and 17.2% of police constables.

C. UNIFORM EQUITY HIRING

As was mentioned previously, recruit hiring over the past ten years has noticeably changed the overall community representation of police officers in Toronto. Recruit hiring, which resumed in 1995 after a three-year moratorium, specifically focused on broadening and diversifying the applicant pool. Since 1997, a total of 2,949 recruits were hired and 2,320 police officers separated from the Service. Figure 6.15 illustrates the impact of recruiting efforts and separations on the uniform composition.

¹¹⁵ Reitano, J. **Police Resources in Canada, 2006**. Canadian Centre for Justice Statistics, Statistics Canada, November 2006.

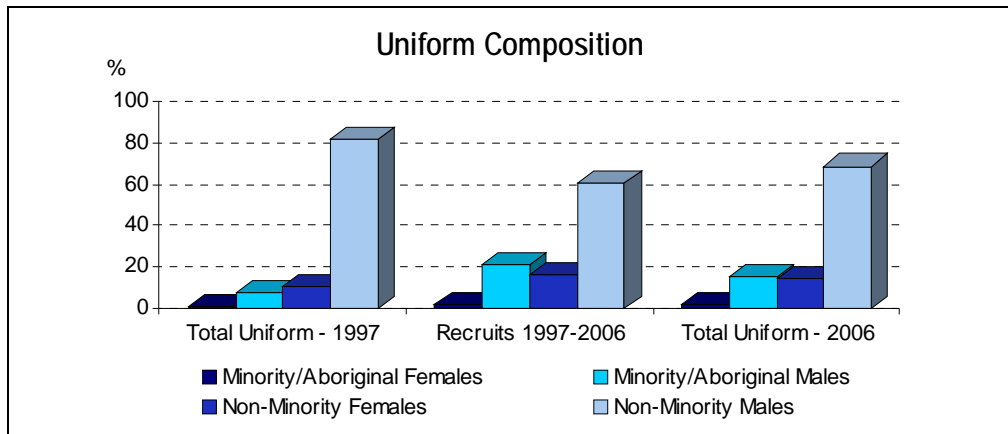


Figure 6.15

Source: TPS Human Resources



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

- According to the results of the Service's 2006 community survey, most people (86%) felt their neighbourhoods were safe. Slightly fewer (82%) felt that Toronto in general was safe.
- Compared to 2005, in 2006 Toronto residents were less concerned about feeling safe in their neighbourhoods, about guns in their neighbourhoods, about gangs in their neighbourhoods, and about graffiti in their neighbourhoods.
- Most high school students in all years surveyed said they felt safe in and around their school at any time of the day, with the proportion increasing in 2006.
- When asked about the level of violence, if any, at their school, the largest proportion of students in all years said that, generally, their school and school grounds weren't violent.
- According to the Service's small survey of victims of domestic violence, these victims were somewhat less likely than the general community to say they felt their neighbourhoods were safe.
- The Service's survey of Toronto residents in December 2006 found that, as in 2005, 88% said they were satisfied with the delivery of police service to their neighbourhood.
- In 2006, people were asked to rank four police functions/activities in order of importance to them and their neighbourhood. Respondents gave the following ranking, in order of importance: responding to emergency calls, investigating crime, visible patrolling in cars, and, lastly, visible patrolling on foot. This is the same order of importance given by respondents in 2005.
- One-third of respondents (33%) in 2006 said that they believed that Toronto police officers targeted members of minority or ethnic groups for enforcement, up from 30% in 2005.
- The Service's 2006 community survey found that, for those who'd had contact with police during the previous year, 86% said they felt the officers treated them with respect during the contact, down from 89% in 2005. Of those who'd had police-initiated contact with police, 77% said they felt the officer(s) treated them fairly, down from 80% in 2005.



- Students were more likely in 2006 than in 2005 to say they would feel comfortable talking to police about crime or other problems. More students also felt that the relationship between police and students in their school was good or excellent.
- The small sample of victims of domestic violence surveyed were asked about their experience with police. Just over 8 in 10 said that, overall, they were satisfied with the way police handled the incident, and almost 9 in 10 said they were satisfied with the level of professionalism the officer(s) showed.

A. PERCEPTIONS OF SAFETY

Fear of crime and perceptions of safety are important indicators of the way people feel about their cities and neighbourhoods, and can also be indicators of how well they feel their police services are performing. Recognising this, it is important that police address perceptions of fear and safety.

General Community:

In the final quarter of each year, the Toronto Police Service contracts for a community telephone survey of 1,200 Toronto residents.¹¹⁶ The survey focuses on the respondent's perception of crime and personal safety, satisfaction with the delivery of policing services to their neighbourhood and in general, and, where the respondent has had contact with the police in the past year, satisfaction with the service provided.

Most Toronto residents (86%) felt their neighbourhoods were very or reasonably safe in 2006, down from 88% in 2005, but up from 74% in 2000 (Figure 7.1). Slightly more respondents felt that Toronto in general was very or reasonably safe in 2006 (82%) than in 2005 (81%).

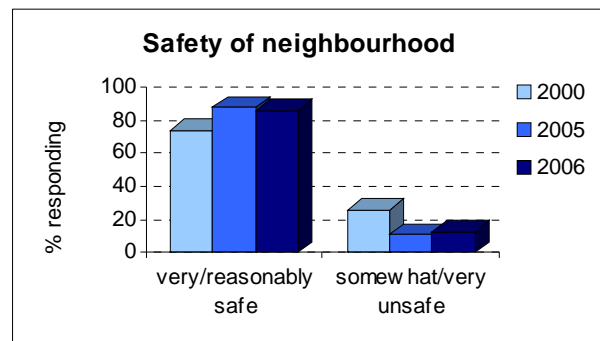


Figure 7.1

Source: TPS survey

Over recent years, when asked about the **most** serious policing problem in their neighbourhood, responses have been relatively consistent, with people typically naming drugs, break & enter, youth, or traffic/parking.¹¹⁷ In 2005, guns were also identified. In 2006, however, robbery replaced traffic as a frequently identified problem. It should also be noted that

¹¹⁶ The community survey conducted for the Service is a randomly selected sample of 1,200 adult residents. 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.

¹¹⁷ In previous years, 'youth' as an issue was captured in the category 'youth/gangs'; in 2004, this category was separated into 'youth' and 'gangs'.



while 21% of respondents in 2000 said that there were no serious policing problems in their neighbourhoods, this decreased to 16% in 2006.

When asked about the **most** serious policing problem in Toronto in general, respondents most frequently named guns, gangs, youth, or drugs. Only 2% said there were no serious policing problems in the City in 2006.

Almost 7 in 10 Toronto residents (68%) said that they were concerned about crime in their neighbourhoods in 2006, up from 66% in 2005 and from 67% in 2000 (Figure 7.2).

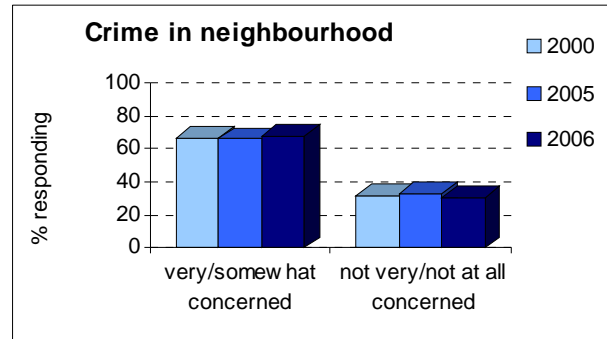


Figure 7.2 Source: TPS survey

Compared to 2005, in 2006 Toronto residents were less concerned about feeling safe in their neighbourhoods, about guns in their neighbourhoods, about gangs in their neighbourhoods, and about graffiti in their neighbourhoods. They were more concerned about disorder issues in their neighbourhoods, including youth hanging around, homeless people and panhandlers, litter, noise/loud parties, vandalism, drugs, and being harassed on the streets.

Survey respondents were also asked how likely they felt it was that they would be victimised during the next year. As shown in Figure 7.3, respondents in 2006 generally felt they were more likely to be victimised in the coming year than respondents in 2005.

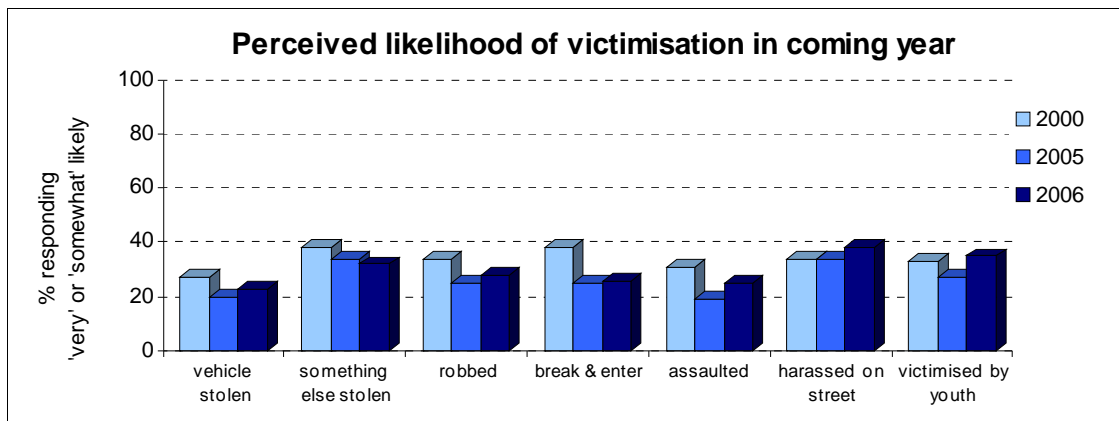


Figure 7.3 Source: TPS survey

As in 2005, almost 9 in 10 residents in 2006 said there was no place in their neighbourhood they would be afraid to go during the day. Roughly 5 in 10 residents in both years, however, said there was a place in their neighbourhood they would be afraid to go at night.

Although they felt somewhat less safe and more concerned about crime in their neighbourhoods, fewer people in 2006 said that worry about crime kept them from doing things they'd like to do (25% in 2006, 27% in 2005).



High School Students:

At the end of each year, the TPS Corporate Planning unit distributes surveys for students to all the high schools of the Toronto District and Toronto District Catholic School Boards. In 2006, surveys were also distributed to students in Grade 8.

The proportion of students who felt that crime had increased over the past year in and around the school dropped to 28% in 2006 from 35% in 2005, but was up from 26% in 2001. Just over 1 in 5 students (21%) felt that crime had decreased.

As shown in Figure 7.4, most students in all years said they felt safe in and around the school at any time of the day, with the proportion increasing in 2006 (86% in 2006, 83% in 2005, 85% in 2001).

When asked about the **most** serious policing problem in and around their school, the most common answers from students were generally the same in all years: assaults/fighting and drugs. In 2006, these were followed by bullying and vandalism. In 2006, 12% said there were no serious policing problems in or around their school, up from 9% in 2005.

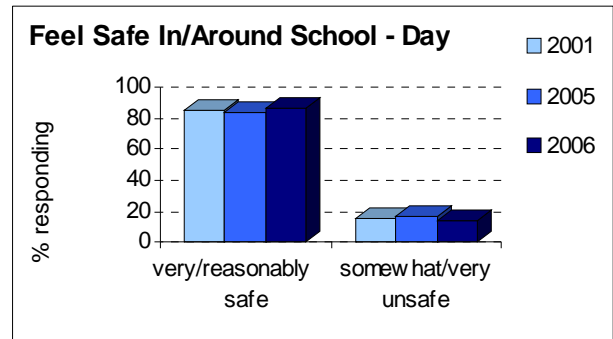


Figure 7.4 Source: TPS survey

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. Drugs (50%), being robbed (48%), fighting (48%), litter (48%), and gangs (47%) had the highest levels of concern in 2006.

If they said they were concerned about gangs, students were asked what they were most concerned about. Of the 309 students in 2006 who said they were concerned about gangs, the most frequent concerns, as in previous years, were personal safety (74%) and confrontations/being harassed (49%).

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. More students said their school wasn't violent in 2006 than in 2005 or 2001 (69% in 2006, 59% in 2005, and 67% in 2001). The proportion of students who thought their school was 'very' or 'somewhat' violent was 31% in 2006, down from 41% in 2005 and 33% in 2001 (Figure 7.5).

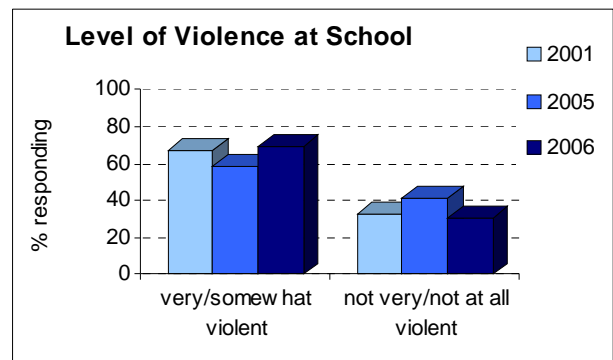


Figure 7.5 Source: TPS survey

Students were also asked about victimisation. As in 2005, in 2006 fewer than 1 in 10 students reported that they had been the victim of a crime at school during the past year (8% in



2006, 9% in 2005). While assault was the most common crime in 2005, threats were the most common in 2006. Thefts were the second most common crime in both years. In 2006, 15% of those who said they'd been victimised said they'd reported the crime(s) to police, down from 20% in 2005. Just over one-third (35%) said they'd reported to principals or teachers, down from 61% in 2005, while 62% said they had reported the crime(s) to parents, up from 55% in 2005. Students were asked, if applicable, why they didn't report their victimisation(s) to the police. The most common answer in 2006 was that there was no point/the police wouldn't do anything.

Over half of the students (58%) did not know if there was a School Crime Stoppers Program at the school in 2006, and over half (53%) did not know if their school participated in the Empowered Students Partnership (ESP) program.

Victims of Domestic Violence:

In February 2007, the Toronto Police Service conducted a small telephone survey of 114 people who had reported domestic violence to get feedback on their satisfaction with the police and the services received, as well as general perceptions of safety.¹¹⁸

While most victims (80%) felt very or reasonably safe in their neighbourhoods in 2006, they felt somewhat less safe than the general community respondents (86%). As with the general community, the largest proportion of victims believed that crime in their neighbourhood remained about the same over the past year.

Victims of violent crimes were more likely than the general community to say there was a place in their neighbourhood where they would be afraid to go during the day (15% of victims, 12% of the general community). For both groups, roughly 5 in 10 said there was a place in their neighbourhood where they would be afraid to go at night. However, victims were no more likely than the general community respondents to say that worry about crime kept them from doing things they'd like to do (25% of victims, 25% of general community).

B. PERCEPTIONS OF POLICE/POLICING

The public's perception of the police and their level of satisfaction with police services are critical indicators of the quality and effectiveness of police in a community – the ability of the Service to perform is, in large part, dependent upon the relations between the police and the public. Public confidence and trust are vital to successful policing, and may ultimately be reflected back in community perceptions of crime and safety.

¹¹⁸ With this small sample, the results are only considered accurate within $\pm 9.1\%$, 95 times out of 100, of what they would have been had the entire population of these victims of crime had been surveyed. **With the possible wide variation in responses for the victim survey, results are presented in this section only to give a very general comparison to the community survey results.**



General Community:

The Toronto Police Service survey of Toronto residents in December 2006 found that, as in 2005, 88% said they were satisfied with the delivery of police service to their neighbourhood; up from 74% in 2000 (Figure 7.6). In both 2005 and 2006, almost all residents (94%) said they were satisfied with the Toronto Police Service overall.

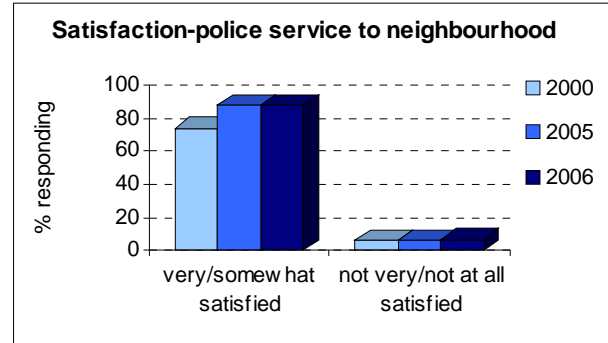


Figure 7.6 Source: TPS survey

In 2006, 78% said they were satisfied with the number of police patrolling their neighbourhood in cars, up from 76% in 2005. Considerably fewer residents were satisfied with the number of officers patrolling their neighbourhood on foot: in 2006, 47% said they were satisfied with the number of foot patrols, down from 50% in 2004.

With regard to specific aspects of policing in their neighbourhoods, perceptions improved over 2005 in two of the six areas: more people felt the police were doing a good job (rather than average or poor) of being visible and providing services to ethnic/racial groups. Fewer people thought the police did a 'good' job of enforcing the law (Figure 7.7).

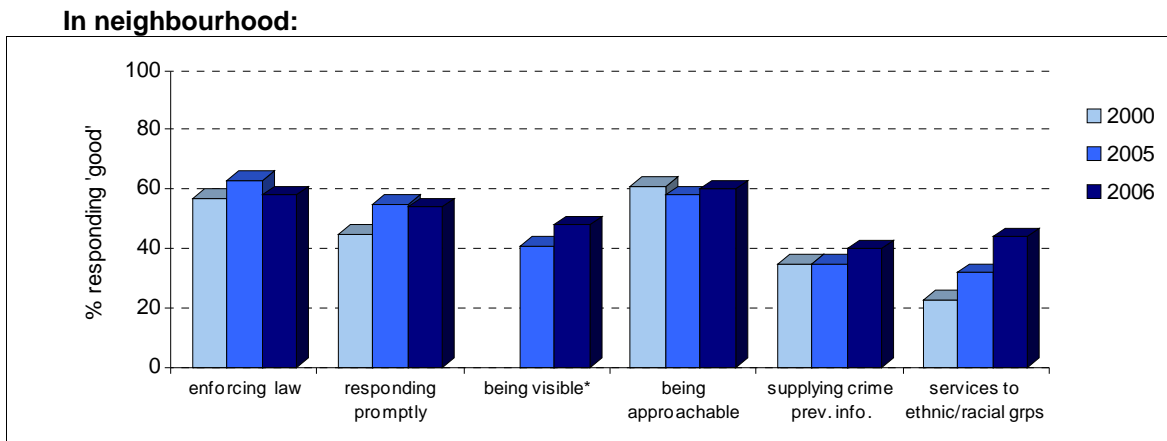


Figure 7.7

Source: TPS survey

Survey respondents were asked how well they felt the Police Service did in a variety of policing areas. More people in 2006 than in 2005 believed that the Police Service did 'very' or 'fairly' well in addressing almost all the responsibilities asked about. Showing the largest increase, 59% of people felt police did 'very' or 'fairly' well in dealing with gangs in 2006, up from 49% in 2005. All results are shown in Table 7.1. Those areas that showed an increase in perceived police effectiveness between 2005 and 2006 are shaded.



Table 7.1
Perceptions of Police Effectiveness

	2005 police do 'very' or 'fairly' well	2006 police do 'very' or 'fairly' well
Policing major events in the City	92%	89%
Dealing with gun crimes	57%	60%
Investigating child abuse/exploitation	65%	73%
Investigating hate crime	62%	62%
Dealing with youth violence	59%	61%
Dealing with victimisation of youth	57%	58%
Dealing with organised crime	55%	63%
Dealing with gangs	49%	59%
Investigating crimes committed against members of minority communities	59%	62%
Supporting victims and witnesses	56%	59%
Enforcing drug laws	63%	63%
Reducing crime and disorder	74%	75%
Consulting with the public	67%	70%
Improving public safety and security	80%	84%
Dealing with traffic collisions	76%	79%
Dealing with traffic congestion	61%	66%
Enforcing traffic laws	78%	81%
Dealing with speeding	75%	75%
Dealing with aggressive/dangerous drivers	62%	67%

Source: Toronto Police survey

While residents in 2006 felt in general that police-community relations were good, there were some important differences (Figure 7.8). As in previous years, respondents were most positive about the relationship between police and the people in their neighbourhood and least positive about the relationship between police and members of minority communities.

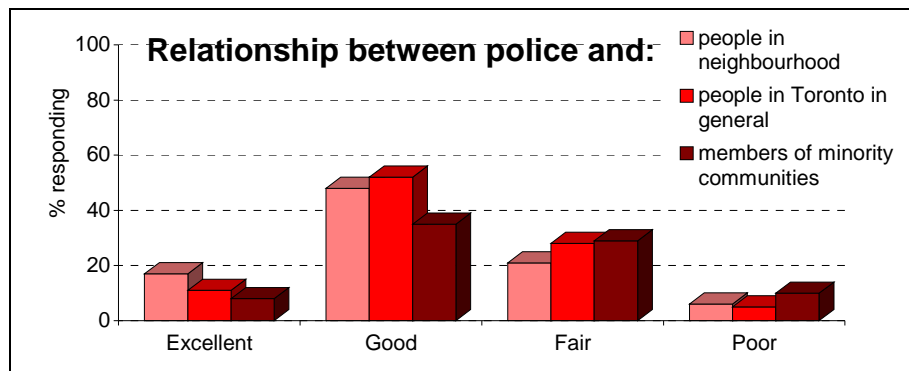


Figure 7.8

Source: TPS survey



One-third of Toronto residents (33%) in 2006 said that they believed that Toronto police officers targeted members of minority or ethnic groups for enforcement, up from 30% in 2005 and 26% in 2000.

In general, however, most people see the police in a positive light. Almost all respondents in 2006 (91%) said they agreed with the statement: I believe that Toronto police officers carry out their jobs to the best of their abilities. Similarly, 85% said they believe that Toronto police are trustworthy.

General Community Respondents who had Contact with Police during Past Year:

While the good opinion and confidence of the general community is vital to the Service, the perceptions of those who had contact with an officer are an even more important indication of police ability to provide a high quality service.

Of those respondents in 2006 who'd had contact with police, 79% said they were satisfied with the police during that contact, down from 82% in 2005 (Figure 7.9).¹¹⁹

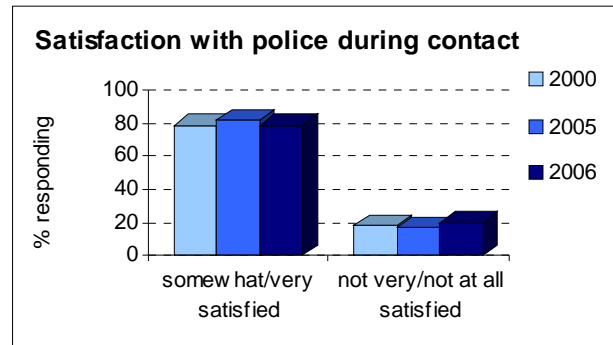


Figure 7.9

Source: TPS survey

Only 18% in 2006 said the contact changed their opinion of the police, down from 20% in 2005 and 27% in 2000. However, of those whose opinion changed, 60% in 2006 said they had a more positive opinion as a result of the contact, up from 58% in 2004 and 52% in 2000.

While most people in 2006 (86%) said they felt the officers treated them with respect during the contact, this was down from 89% in 2005 and 87% in 2000 (Figure 7.10).

About 3 in 4 respondents (74%) in 2006 rated the officer's helpfulness during the contact as 'good' or 'excellent', up from 72% in 2000, but down slightly from 75% in 2000.

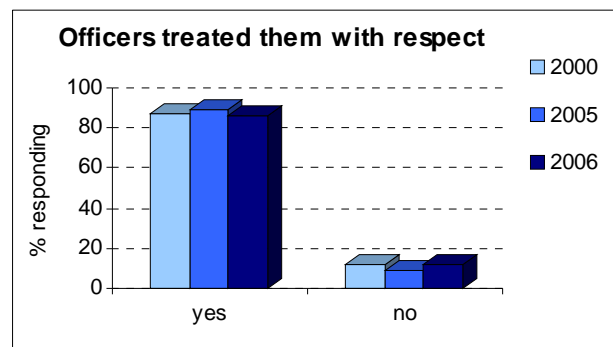


Figure 7.10

Source: TPS survey

And, of those who'd had contact with police in 2006, 81% rated the officer's professionalism during that contact as 'good' or 'excellent', down from 82% in 2005 and 83% in 2000.

¹¹⁹ 34% of respondents (408 people) in 2006 said they'd had contact with the police in the past year, compared to 33% (398 people) in 2005 and 25% of respondents (301 people) in 2000.



Perceptions of those involved in police-initiated contact can be an important indication of the quality of officer-public interaction. More than one-third (35%) of all people who said they'd had contact with police in 2006 had police-initiated contact. Of these, 77% said they felt the officer(s) treated them fairly, down from 80% in 2005 but up slightly from 76% in 2000 (Figure 7.11).

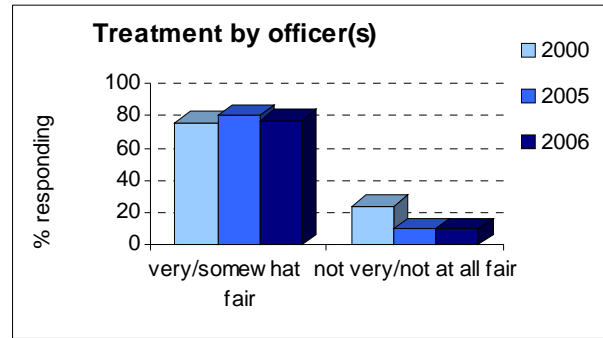


Figure 7.11 Source: TPS survey

High School Students:

Students reported seeing police officers less frequently at their schools in 2006. Less than 1 in 5 students (18%) said they saw police more than once a month, down from 25% in 2005; 20% said they saw police 6 to 12 times a year (down from 22% in 2005), and 45% said they saw police 1 to 4 times a year (up from 35% in 2004). The remainder said they never saw police at their school or they didn't know.

In 2006, when asked why the police were usually at their school, most students did not know (23%), followed by 'just visiting/patrolling' (22%), and 'for presentations' (20%).

Although they generally saw the police around their schools less often, more students were satisfied with this level of police presence. There was, however, also an increase in the proportion of students who wanted to see the police around more often. The proportion of students who wanted to continue to see police around their school about as often as they were there now increased to 46% from 38% in 2005 and 43% in 2001. The proportion who wanted to see the police around the school less often or not at all decreased to 27% from 39% in 2005 and 34% in 2001. And, 27% wanted to see the police around the school more often, up from 22% in 2005 and 24% in 2001.

Students were more likely in 2006 than in 2005 to say they would feel very or somewhat comfortable talking to police about crime or other problems (64% in 2006, 56% in 2005, 67% in 2001). As in previous years, the most common reasons for not feeling comfortable talking to police were 'talking to police makes me nervous', 'not my place to talk about what other people do', and 'don't want to tell on people'.

More students in 2006 felt that the relationship between police and students in their school was good or excellent (38% in 2006, 30% in 2005, 36% in 2001). While lower than in previous years, the largest proportion of students still felt the relationship between police and students was fair or poor (62% in 2006, 70% in 2005, 64% in 2001).

Overall, most students in all years were satisfied with the delivery of police services to their school (80% in 2006, 76% in 2005, 82% in 2001) (Figure 7.12).

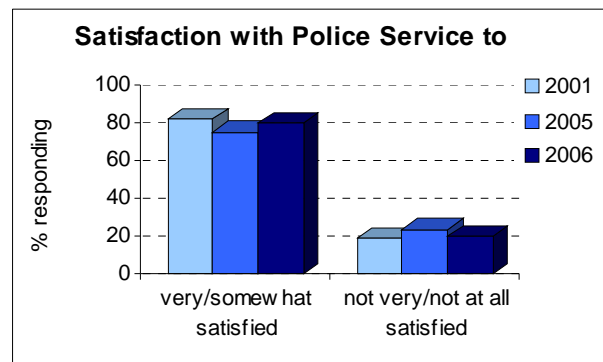


Figure 7.12 Source: TPS survey



Victims of Domestic Violence:

Similar to the finding in the general community survey, the Service's telephone survey of victims of domestic violence found that 89% were satisfied with the delivery of police service to their neighbourhood.

The victims surveyed were also asked about the police service they had received in response to the crimes they had experienced. Most victims (87%) said they got the service they expected from police, and 82% said that, overall they were satisfied with the way police handled the incident. Eight in 10 (80%) of the victims surveyed said they had received follow-up support or referrals. Of those who did not, just over one in four (28%) would have liked to receive such follow-up.

When asked about the officer(s) they dealt with, 86% of these respondents said they were satisfied with the helpfulness of the officer(s), and most (89%) said they were satisfied with the level of professionalism the officer(s) showed.