A PATH FORWARD: REPORT OF THE YORK REGIONAL POLICE SERVICES BOARD ANTI-BLACK RACISM AND BUILDING COMMUNITY TRUST COMMITTEE

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Anti-Black Racism and Building Community Trust Committee

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Executive Summary

With great power comes great responsibility. With great power and responsibility comes a need for effective governance and oversight.

Police Services Boards (PSBs) – mandated by law to exist in every Ontario municipality with a police service – play a central role in police governance and oversight. PSBs are both forward and backward looking, concerned with the future of the service – the task of governance – and the consequences of its actions – the duty of oversight.

By law, PSBs are required to ensure that the police service they oversee is delivering "adequate and effective" services to the community. To be adequate and effective, policing must be fair, it must be inclusive, it must be equitable, and it must be anti-racist.

In recent years, PSBs throughout Ontario have been taking steps to ensure that the police services they govern are delivering their services in a fair and equitable manner. These steps can be usefully grouped into eight priority areas in which PSBs play a central role:

- **Strategy**. PSBs are invested in the future success of the police service. PSBs govern police services by setting strategic objectives and advising the police service on the kinds of policies and procedures required to meet them. Police services today are in dire need of comprehensive strategies that tackle racism head-on and advance racial equity. PSBs can initiate and play a central role in the creation and enactment of such strategies, which must be well-resourced, properly evaluated, and comprehensive in scope, covering everything from public consultations to budgetary oversight and transparency.

- **Accountability**. The likely success of any anti-racism and race equity strategy hinges in large part on accountability. In the absence of meaningful structures of accountability, efforts to implement a comprehensive anti-racism and race equity strategy are not likely to succeed. As one of the core public bodies overseeing police services in Ontario, PSB efforts to enhance police service accountability to the public are of fundamental importance.

- **Transparency**. Accountability requires transparency. It is difficult, if not impossible, to achieve a high level of public trust in the police in the absence of transparency. Communities with sufficient access to information about what their police service is doing and why are more likely to be engaged in the police service's work. They are also more likely to accept the day-to-day decisions made by their police service as fair and legitimate. Alongside other

civilian oversight and accountability agencies in Ontario, PBSs play a central role in ensuring that police commitments to transparency are implemented and upheld.

- **Data**. Access to racially disaggregated data is vital to the task of monitoring, evaluating, and improving fairness and equity in policing. Recent policy innovations in PSB governance in Ontario recognize the important function of high-quality publicly available race-based data for not only research and policy development, but also oversight and accountability.

- **Consultation**. Public consultation is a core pillar of good governance and a driving force in organizational change. When meaningfully and effectively conducted, public consultation can create a sense of co-ownership between the police and the community and enhance the former's legitimacy. Public consultation provides the government with access to new ideas and perspectives that inform everything from accountability to race-based data collection and analysis. PSBs can help police services better capitalize on the benefits of public consultation by advising on policy design and monitoring police consultative efforts. PSBs can also engage in consultations with members of the local community and other diverse stakeholders directly.

- **Training**. Anti-Black racism and other forms of anti-racism training, particularly those targeting problems of implicit bias, are being widely implemented by Ontario police services. It is important to recognize the limitations of specific training programs and workplace training in general, which must be implemented alongside rather than in lieu of other forms of organizational change (e.g., changes to culture, changes to hiring, changes to incentivization structures, etc.). It is equally important that anti-racism training in police services be implemented on an ongoing rather than one-off basis. In its capacity as the governing board, a PSB can play a central role in the monitoring and evaluation of police anti-racism training programs, ensuring, among other things, that such programs remain a component part rather than the whole of a police service's broader anti-racism and race equity strategy.

- **Measurement and Evaluation**. Performance evaluation research is critical to a PSB's mission. Without systematic measurement and evaluation, it becomes exceedingly difficult to know whether programs and policy interventions are working as intended. PSBs are positioned to not only expand performance evaluation efforts in the police services they govern, which are historically lacking in the Canadian context, but are also positioned to lead efforts to innovate. Concerns with mainstream approaches to measuring and evaluating the efficacy of police service delivery are longstanding and well substantiated. PSBs are positioned to work with police services and other external stakeholders to design, pilot, and implement novel means of measuring and evaluating police performance in ways consistent with the goals of anti-racism and race equity.

- **Budget**. Global calls to "defund and detask" the police became a prominent part of mainstream political discussions and policy debates following the murder of George Floyd by Minneapolis police officers in 2020. Such calls, however, long predate this important historical moment and should be read in this broader context. Police leaders and members of the public in Canada have long expressed concern about the ballooning costs of police service delivery and the negative repercussions, both for public safety and officer wellbeing, of overly absorbent police duties and responsibilities. PSBs are positioned to advance ongoing debates about the proper role and function of the police by ensuring greater levels of budgetary transparency.

Introduction

Policing is by its very nature a public enterprise and one subject to high levels of scrutiny. Growing concerns about inequitable policing have prompted dialogue, discussion and debate about both its causes and consequences for several decades now. However, the murder of George Floyd in the summer of 2020 propelled concerns about racism in policing the forefront of national and international conversations in a way not seen for a generation. In Canada, this led to an acknowledgement of the existence of systemic racism in policing by the Prime Minister and police leaders alike and prompted further calls for change. In response to these calls, York Regional Police Services Board (YRPSB) leadership held consultations with members of York Region's Black communities to hear their concerns and suggestions for reform. This report was produced by a committee of the Board struck to respond to a series of recommendations made by the community to address anti-Black racism in policing in York Region. The report begins by providing background and overview, placing present day concerns about anti-Black racism in policing in both historical and contemporary contexts. The report then moves on to cover a series of areas addressed in the recommendations made by community members, namely: anti-racism and the governance role of the Board, accountability, transparency, race-based data, consultation, training, evaluation and measurement, and the budget. Ultimately, the report calls for the development of comprehensive anti-racism strategies for both the YRPSB and the York Regional Police. A series of related recommendations for further action are provided with each section of the report and at the end.

Background and Current Context

Canada is one of the world's leading immigrant receiving nations and is often praised for its official policies supporting multiculturalism, inclusion, and human rights. It can be argued that Canada's reputation is well deserved, most notably when our immigration and race relations policies are compared with our American neighbours, or the situation in some European countries. However, upon closer examination, a review of the historical record reveals long-standing racial discrimination and intolerance of the "other" in this country. These aspects of our history have become most widely acknowledged in the context of Canada's treatment of Indigenous peoples, as documented extensively by the Truth and Reconciliation Commission of Canada.[1] Less known are the multiple forms of racial discrimination faced by Black, Asian, South Asian, and other racialized Canadians.[2] In addition to state-sanctioned discrimination incorporated into the Indian Act and perpetuated by the reservation and residential school systems, anti-Black racism was entrenched in this country by the practice of slavery that existed for more than two hundred years, and the legal and de facto forms of segregation[3] which were present up until the 1980s.[4] This history has been documented

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[1] Truth and Reconciliation Commission of Canada, "Honouring the Truth: Reconciling for the Future: Summary of the Final Report of the Truth and Reconciliation Commission of Canada," 2015, http://www.trc.ca/assets/pdf/res-Honouring_the_Truth_Reconciling_for_the_Future_July_23_2015.pdf.

[2] Frances Henry, Tim Rees, and Carol Tator, *The Colour of Democracy: Racism in Canadian Society* (Nelson Education, 2010).

[3] Legalized segregation existed across the housing, employment and educational sectors in Canada. The law that allowed for segregated schools in Ontario remained on the books until the 1960s and the last segregated school in Canada closed in Nova Scotia in the 1980s. Canada's last residential school closed in the 1990s.

[4] Akwasi Owusu-Bempah et al., "Race and Incarceration: The Representation and Characteristics of Black People in Provincial Correctional Facilities in Ontario, Canada," *Race and Justice*, 2021, 21533687211006460.

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by numerous scholars,[5] yet it has long been absent from history texts and Canada's dominant cultural narrative. Also missing from this dominant discourse is the role that policing has played in maintaining systems of racial privilege and oppression.[6]

It is only recently that Canadian social institutions have begun to systematically collect the type of data needed to examine the extent to which factors such as race, ethnicity, and immigration status influence positive and negative outcomes within these institutions. A key focus of attention in this respect has been the criminal justice system, where allegations of racial bias and discrimination have long existed.[7] Indeed, over the past two decades, public dialogue, political attention, and academic research have increasingly focused on issues of bias and discrimination in Canadian criminal justice institutions, and within policing in particular. Research from across Canada consistently demonstrates that Black and Indigenous populations experience negative outcomes across a variety of policing outcomes. [8] Where data are available, they suggest that these groups are more likely to be subject to police stop and search practices, more likely to experience arrest, and are more likely to be subject to police use of force.[9] Annually reported data show that Black people are over-represented in use of force cases in York region, in comparison to their representation in the general population.[10] Evidence suggests that recent efforts to address racial bias in policing have not always been successful. Despite the introduction of Ontario Regulation 58/16 in 2017, for example, which introduced new measures intended to reduce racial bias and discrimination in regulated interactions (aka, "street checks"), survey data collected more than two years after the regulation was imposed suggests that police in the Greater Toronto Area (including York Region continue to stop and question people at a high rate.[11] The same data further suggest that Black people in the Toronto-area continue to be stopped and questioned at a much higher rate than other racial groups. Data also consistently demonstrate that Black and Indigenous people perceive the police to be racially biased, and a growing proportion of members of other racial groups share in these perceptions.[12] These racial disparities in policing outcomes and public perceptions

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[5] Henry, Rees, and Tator, *The Colour of Democracy*; Barrington Walker, *Race on Trial: Black Defendants in Ontario's Criminal Courts, 1858-1958* (University of Toronto Press, 2010); Akwasi Owusu-Bempah and Scot Wortley, "Race, Crime, and Criminal Justice in Canada," *The Oxford Handbook of Ethnicity, Crime, and Immigration*, 2014, 281–320.

[6] Akwasi Owusu-Bempah and Shaun L. Gabbidon, *Race, Ethnicity, Crime, and Justice: An International Dilemma* (Routledge, 2020); Jeffrey Monaghan, "Settler Governmentality and Racializing Surveillance in Canada's North-West," *Canadian Journal of Sociology* 38, no. 4 (2013): 487–508; Clayton James Mosher, *Discrimination and Denial: Systemic Racism in Ontario's Legal and Criminal Justice Systems, 1892-1961* (University of Toronto Press, 1998); Walker, *Race on Trial*.

[7] Owusu-Bempah and Wortley, "Race, Crime, and Criminal Justice in Canada"; Mosher, *Discrimination and Denial*.

[8] These groups are over-represented both in comparison to members of other racial groups and their representation in the general population. The reasons for these disparities are numerous, resulting from factors that fall within and well beyond the remit of policing.

[9] Owusu-Bempah and Gabbidon, *Race, Ethnicity, Crime, and Justice*; Scot Wortley and Akwasi Owusu-Bempah, "Race, Police Stops, and Perceptions of Anti-Black Police Discrimination in Toronto, Canada over a Quarter Century," *Policing: An International Journal*, no. ahead-of-print (2022); Canadian Association of Black Lawyers, "Race and Criminal Justice: An Examination of Public Perceptions of and Experiences with the Ontario Criminal Justice System" (Toronto: Canadian Association of Black Lawyers, 2021), https://cabl.ca/race-and-criminal-injustice-new-report-from-cabl-ryersons-faculty-of-law-and-the-university-of-toronto-confirms-significant-racial-differences-in-perceptions-and-experiences-with-the-ontari/.

[10] York Regional Police Service Board. "2021 Use of Force Annual Report." (York Regional Police Service Board, 2022), http://www.yrpsb.ca/usercontent/use-of-force//2021_Use_of_Force_Annual_Report.pdf

[11] Wortley and Owusu-Bempah, "Race, Police Stops, and Perceptions of Anti-Black Police Discrimination in Toronto, Canada over a Quarter Century."

[12] Adam Cotter, "Perceptions of and Experiences with Police and the Justice System among the Black and Indigenous Populations in Canada" (Statistics Canada, 2022), https://www150.statcan.gc.ca/n1/pub/85-002-

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of police bias are of great importance and deserve significant public and political attention. This report has been developed as part of a strategy to address ongoing concerns about racially disparate policing outcomes and in response to public perceptions of police bias in York Region.

GEORGE FLOYD AND PUBLIC ATTENTION TO RACE AND POLICING

In July of 2020, following the murder of George Floyd by police in Minneapolis, the YRPSB Chair, Vice Chair and Executive Director held a virtual meeting with leaders and representatives of the York Region's Black communities to listen to their concerns and to receive recommendations on addressing anti-Black racism and building trust between York Regional Police and the region's Black and racialized communities. The YRPSB also received deputations from four Black York Regional Police members who detailed personal experiences of Anti-Black racism within the Service and called for immediate reform.

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Community representatives came forward with proposals for change through a series of recommendations and actions. There were 51 recommendations in total, and it was determined that 43 of the 51 recommendations fell within the responsibilities of the Service, while 8 related to the work of the Board (see **Appendix A** for a full list of the recommendations and **Appendix B** for a list of the 8 recommendations to the Board). In the spring of 2021, the York Regional Police Board Anti-Black Racism and Building Community Trust Committee (henceforth the Committee) was formed, with a mandate of advising the Board on an action plan to address the recommendations. The committee is comprised of two York Region community members, two members of the YRPSB, one former and one serving YRP officers, and the Executive Director of the Board. Three members on the Committee were among the Black community representatives who made the 51 recommendations to the Board in September 2020. The Committee's work was supported by the YRPSB's administrative assistant.

A subject matter expert was subsequently retained to help guide the Committee in its work and to contribute to the development of the strategic plan to address the community recommendations pertaining to the Board. The Committee met on a regular basis to further consider the recommendations, to assess the current situation with respect to anti-Black racism, policing and police governance in York Region, and to devise a plan to address the recommendations. The Committee drew upon their respective perspectives and experiences, submissions to the Board, information requested from YRP, the Subject Matter Expert and best practices drawn from academic and grey literature in the development of this report and the plan for moving forward.

Below we address the broad areas within which the community recommendations fall, provide information about the current status of the work being done in these areas, and identify specific actions for moving forward. Our analysis and strategies for further action pertain both to the Board itself, and specifically to its governance and oversight functions for the Service.

Anti-Racism and the Governance Role of the Board

Municipal police services across Ontario are governed by local, independent Police Services Boards (PSB). Under the Police Services Act (PSA), PSBs are required to exist in every municipality

x/2022001/article/00003-eng.htm; Wortley and Owusu-Bempah, "Race, Police Stops, and Perceptions of Anti-Black Police Discrimination in Toronto, Canada over a Quarter Century."

in Ontario where there is a police service. PSBs govern police agencies by setting key priority areas and strategic objectives and advising them on matters of policy. PSBs play a direct role in police management, oversight, and accountability. They are legally bound to ensure that there is adequate and effective policing.

Some of the many tasks of PSBs include appointing members to the service, recruiting, appointing, and conducting performance evaluations on the chief of police, determining the chief's remuneration, preparing and monitoring diversity planning, and partaking in collective bargaining and workplace agreement procedures. PSBs exist at the interface between the police and the community. A core goal of PSBs is to contribute to public safety by working directly with local and regional community members and organizations to bring their needs and interests to the attention of the police service and ensure they are met. A core function of the PSB is to ensure that the police service remains a healthy, well-functioning organization suited to the needs of the community. PSBs govern the police on behalf of the public and should be representative of the public they serve.

PSBs are both oversight bodies and governance bodies.[13] As oversight bodies, they are concerned with monitoring the past actions of the police and holding the police to account. Their powers of oversight are more limited than other kinds of police oversight entities that have investigative and/or adjudicative powers (e.g., the Special Investigations Unit), but their contributions to oversight are nonetheless an important part of why they exist. As governance bodies, PSBs are also concerned with the future of the police service which they seek to guide and invest in through development of strategic plans and policies, through public consultation, approval of the police budget, and through the work of monitoring and evaluating the performance of the Chief.

Given its core mandate, PSBs should be particularly interested in the advancement of anti-Black racism in police service delivery and in fostering an inclusive and equitable working environment for sworn and civilian staff. Many PSBs in Ontario and beyond have begun to establish policies aimed at the advancement of equity, diversity and inclusion. Broad policies and strategic plans framed around "equity, diversity and inclusion" must operate alongside, rather than in lieu of, more focused and targeted "anti-racism" policies.

EXISTING POLICY FRAMEWORKS

The Regional Municipality of York Police Services Board's Equity and Inclusion Policy No. 04/11, for example, was approved in 2011 and last amended in 2017.[14] The objective of the policy is to advance commitments to equity and inclusion in the YRP and to ensure that the service is respecting and observing the goals, values, and responsibilities legislated by the Canadian Charter of Rights and Freedoms, the Ontario Human Rights Code, and the Accessibility for Ontarians with Disabilities Act. A core element of this policy is the requirement, imposed on the chief of police, to establish a strategic and procedural framework that promotes "equity, inclusion and diversity across the organization and at all levels of leadership" and prevents "discrimination and harassment in the delivery of its services to the public and in the workplace". The strategy and procedures developed by the Chief are expected to be comprehensive, covering everything from service delivery to conditions of employment, to communications, to professional development and training. The Chief is required to submit a report each year to the Regional Municipality of York Police Services Board

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[13] Andrew Graham, "Police Board Governance, A Primer to Brush Up on Your Basics," https://canadian-association-of-police-governance.myshopify.com/products/non-member-pricing-2022-january-police-board-governance-a-primer-to-brush-up-on-your-basics.

[14] Regional Municipality of York Police Services Board, "Equity and Inclusion Policy," 2011, http://www.yrpsb.ca/policies-governance-policies-diversity-policy.

detailing the steps that have been taken to meet the various objectives and requirements in the YPSB's equity and inclusion policy. This annual report is to include performance indicators for evaluating the efficacy of the Chief's strategy. The YPSB's policy also requires the Chief submit complaints-related statistics to the board each year, specifically on complaints (total number, grounds, and resolutions) related to discrimination and harassment. Two additional related policies are the YPSB's Respect in the Workplace Policy No. 01/15, approved in 2002 and last amended in 2016,[15] and Equal Opportunity, Discrimination and Workplace Harassment Prevention Policy No. AI-0003, effective since 2000 and last updated in 2014.[16] It is important to underscore this point: equity and inclusion policies are not the same thing as anti-racism strategies or policies. For instance, equity policies cover various identities that warrant attention, including gender, sexual orientation, ability, religion and others. In so doing, they can downplay or obscure the importance of race as a consideration in policing outcomes. Given the abundance of evidence highlighting the role that race plays in producing disparate policing outcomes, a central focus on race (and on anti-Black racism in particular) is warranted.

Some municipal PSBs in Ontario have established policies more explicitly designed to combat racism and advance racial equity. The Toronto Police Services Board (TPSB), for example, has a "Race and Ethnocultural Equity Policy", first approved in 2006 and amended in 2010.[17] Core elements of the policy include the following:

> It is the policy of the Toronto Police Services Board that:
>
> 1. Discriminatory treatment of members of the public or of the Service based on race, sex, place of origin, sexual orientation, age, disability and socio-economic status will not be tolerated;
> 2. Practices that may be racist, as well as behaviours that underlie and reinforce such practices, will not be tolerated; and
> 3. The Chief of Police will develop procedures to implement this policy. These procedures will cover, but will not be limited to, the following areas:
>   • Service Delivery
>   • Professional Development
>   • Recruitment, Selection and Promotion
>   • Professional Conduct
>   • Supervision and Accountability

It is important to highlight that the TPSB policy explicitly names racism and requires the Chief to report annually on the impact and effectiveness of this policy. Robust race-based data are necessary in order to adequately assess impact and effectiveness. To that end, the TPSB has since adopted a "Race-Based Data Collection, Analysis and Public Reporting" policy that was approved in 2019.[18] The policy, as explained in the preamble, is based on "the principle that only what is measured can be effectively understood and improved", thus warranting the systemic collection, analysis, and public reporting of race-based data. The policy is further rationalized as a step toward

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[15] Regional Municipality of York Police Services Board, "Respect In The Workplace Policy," 2002, http://www.yrpsb.ca/policies-governance-policies-respect-in-the-workplace-policy.

[16] Regional Municipality of York Police Services Board, "Equal Opportunity, Discrimination And Workplace Harassment Prevention," 2000, http://www.yrpsb.ca/policies-adequacy-standards-equal-opportunity-discrimination-and-workplace-harassment-prevention.

[17] Toronto Police Services Board, "Race and Ethnocultural Equity Policy," 2010, https://www.tpsb.ca/policies-by-laws/board-policies/176-race-and-ethnocultural-equity-policy.

[18] Toronto Police Services Board, "Race-Based Data Collection, Analysis and Public Reporting," 2019, https://www.tpsb.ca/policies-by-laws/board-policies/177-race-based-data-collection-analysis-and-public-reporting.

enhancing the Toronto Police Service's commitments to transparency and accountability, viewed as "necessary ingredients for community trust and engagement… as well as positive morale in the delivery of police services".[19] Initially limited in scope, the TPSB Race-Based data policy must expand across policing outcomes in order for it to best help the Board and Service achieve the goals laid out in the overarching race equity policy. Its impact must also be properly evaluated.

Other PSBs have taken a measured and collaborative approach to advancing racial equality. In 2020, the Ontario Human Rights Commission, Peel Regional Police, and the Peel Regional Police Services Board signed a Memorandum of Understanding "committing to develop and implement legally binding remedies to identify and eliminate systemic racism in policing, promote transparency and accountability, and enhance Black, other racialized and Indigenous communities' trust in policing throughout Peel Region".[20] Under the terms of the MOU, the PRP and PRPSB agree to collaborate with the OHRC and the broader Peel community to establish and implement these remedies.[21] The remedies are expected to build upon the seven core principles developed in the OHRC's Policy on Eliminating Racial Profiling in Law Enforcement.[22] In April 2020, the PRP's Chief Nishan Duraiappah notified the Board that a new data governance team had been established to examine the matter of race-based data more fully, with the plan of forming a multi-year plan on how best to collect and make use of the data.[23] The PRP has also been working with a SME to incorporate anti-racism as a core element of the Service's training programmes. Extensive community consultation has taken place throughout. Having been signed by the Chief and the Board Chair, responsibility for advancing anti-racism in the context of the MOU ultimately falls to the highest level of the police administration and its governance body.

ASSESSMENT AND RECOMMENDATIONS

The Committee agrees that the York Regional Police Services Board and the York Regional Police both require comprehensive strategies to address anti-Black racism and advance racial equality. The YRPSB strategy must address matters pertaining to the Board itself (Board dynamics, consultations, and policies), as well as those pertaining to its oversight and governance function for the Service (such as recruitment of the Chief and Deputy Chief, policy development and, consultation processes). The YRPSB should develop policies to guide the Service in the areas of staffing/human resources, and public service delivery, and should set expectations of the Chief that will serve to achieve these goals. A comprehensive anti-Black racism and race equity strategy for the YRP must address internal and external concerns. It must be integrated throughout the Service, be well-resourced, and properly evaluated for effectiveness. It must also be championed by the Chief. The Board should provide guidance and oversight with respect to the success of this strategy, receiving regular updates and report-backs on development, implementation, and impact.

In line with the model advanced by the Ontario Human Rights Commission, a comprehensive strategy would include the following:

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[19] Toronto Police Services Board.

[20] OHRC, "Memorandum of Understanding between the Ontario Human Rights Commission and Peel Regional Police and Regional Municipality of Peel Police Services Board," 2020, https://www.ohrc.on.ca/en/memorandum-understanding-between-ontario-human-rights-commission-and-peel-regional-police-and#overlay-context=en.

[21] OHRC, "Policy on Eliminating Racial Profiling in Law Enforcement," 2019, https://www.ohrc.on.ca/en/policy-eliminating-racial-profiling-law-enforcement.

[22] The Remedies proposed by the OHRC build from the OHRC's Policy on eliminating racial profiling in law enforcement (Policy).[3] The Remedies are founded upon seven integral principles identified in the Policy: Acknowledgement; Policy guidance; Data collection; Monitoring and accountability; Organizational change and; Multi-year action plan.

[23] Jason Miller, "Peel Police Chief Commits to Collecting Race-Based Data," *The Toronto Star*, August 25, 2020, sec. GTA, https://www.thestar.com/news/gta/2020/08/25/peel-police-chief-commits-to-collecting-race-based-data.html.

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1. Acknowledgement: Substantively acknowledge the reality of [racial discrimination], including the impact it has on individual and community well-being and trust in law enforcement, and recognize the specific impact on [Black, Indigenous, and other racialized people and communities].
2. Engagement: Actively and regularly engage with diverse Black, Indigenous, and other racialized people and communities] to obtain frank and open feedback on the lived experience of [racial discrimination] and effective approaches to combatting it.
3. Policy guidance: Adopt and implement all appropriate standards, guidelines, policies and strict directives to address and end [racial discrimination] in law enforcement.
4. Data collection: Collect and analyze race data to identify and reduce disparity, and to manage performance.
5. Monitoring and accountability: Regularly monitor [for racial discrimination], and set robust internal accountability mechanisms at the governance, management and operational levels.
6. Organizational change: Implement multi-faceted organizational change (for example, in relation to training, culture, hiring, incentive structures, etc.), consistent with the OHRC's guide, Human rights and policing: Creating and sustaining organizational change.
Multi-year action plan: Form anti-racist action plans featuring initiatives geared toward achieving short-term and long-term targets for advancing all of these principles.

1) **The Committee recommends that YRPSB adopt a comprehensive anti-racism and race equity strategy that covers matters pertaining both to the Board itself (i.e., in the operation and business of the Board) and its oversight and governance function for the Service (i.e., in policy development).**

2) **The Committee further recommends that the proposed YRPSB anti-racism and race equity strategy be: (a) developed in consultation with the public; (b) include clear timelines for development and adoption; (c) include relevant metrics and key performance indicators; and (d) be subject to external evaluation.**

3) **The Committee recommends that the Board provide biannual reports to the public on the development, implementation and impact of its anti-racism and race-equity strategy.**

4) **The Committee recommends that the Board direct the Chief to develop and implement a comprehensive anti-racism and race equity strategy for YRP. At a minimum, this strategy will cover the following areas: Service Delivery, Professional Development, Recruitment, Selection and Promotion, Professional Conduct, Supervision and Accountability, and Public Communication and Consultation.**

5) **The Committee further recommends that the proposed YRP anti-racism and race equity strategy be: (a) developed in consultation with the public; (b) include clear timelines for development and adoption; (c) include relevant metrics and key performance indicators; and (d) be subject to external evaluation.**

6) **The Committee recommends that the Board require the Chief to report biannually on the development, implementation and impact of its anti-racism and race-equity strategy.**

7) **The Committee recommends that demonstrated progress in advancing anti-racism and Equity, Diversity and Inclusion be included in the annual reviews of the Chief and Deputy Chiefs.**

Accountability

> [Accountability is] a system of internal and external checks and balances aimed at ensuring that police carry out their duties properly and are held responsible if they fail to do so. Such a system is meant to uphold police integrity and deter misconduct and to restore or enhance public confidence in policing.[24]

Accountability is a broad and multi-layered concept that can take many forms.[25] It should be thought of as targeting not only the actions of individual officers and police leaders, but also the actions of the organization at the level of policy and culture. Strengthening accountability is central to eliminating anti-Black racism and ensuring policing is carried out in a fair, just, and equitable manner. The recommendations to the Board made clear that the community expects a commitment to accountability from both the Board and the Service. The Board must ensure it is accountable to the public. It must also ensure that the policies it develops and priorities it sets for the Service foster accountability at the individual and organizational levels.

In considering accountability, it is important to note that the police are expected not only to enforce the law – but also to do so within the confines of the law as well. That is, in accordance with the laws governing criminal procedure (e.g., due process, search and seizure) and civil rights (e.g., Canadian Charter of Rights and Freedoms, the Ontario Human Rights Code). In Ontario, there are three major oversight bodies responsible for investigating and adjudicating issues regarding the police: The Special Investigations Unit (SIU), the Office of the Independent Police Review Director (OIPRD), and the Ontario Civilian Police Commission (OCPC). The work of these agencies is complimented by the responsibility that police services (through their professional standards units, for example) and PSBs have for advancing accountability as well. A central function of PSBs is ensuring that the police remain accountable for their actions and to their commitments to both their board and the public.

Section 31(1)(c) of the Police Services Act requires PSBs to establish policies for the effective management of the police, and section 31(1)(e) requires a Board to direct the Chief and monitor his or her performance.[26] This monitoring is conducted to determine the degree to which Board policies, Ministry Standards and Police Services Act requirements are being fulfilled. It is the Board that is ultimately responsible for the actions of the police service, including any discriminatory actions or behaviour of police officers. This responsibility also extends to any institutional policies or practices found to have inequitable outcomes under protected grounds. As such, the Board has a particular interest in fostering an environment free of discrimination, and in ensuring the Service and its members are held to account when they transgress law, policy and procedure.

Accountability will ultimately be central to the success or failure of any comprehensive anti-racism and race equity strategy. In addition to the recommendations made above and in subsequent sections of this report, the Board should consider the following courses of action.

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[24] United Nations Office on Drugs and Crime, *Handbook on Police Accountability, Oversight and Integrity* (UN, 2011).

[25] Errol Mendes, Joaquin Zuckerberg, and Susan Lecorre, *Democratic Policing and Accountability: Global Perspectives* (Ashgate Pub Limited, 1999).

[26] Accountability measures currently employed by the Board include open public meetings, a policy-based governance system, open publication of policies, and outlining processes such as procurement, delegated authorities and procedural processes in policies.

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ASSESSMENT AND RECOMMENDATIONS

8) **The Committee recommends that the Board conduct audit to ensure its policies foster accountability at the Service level (in service delivery and with respect to staffing/human resources) and to ensure that the Chief fosters accountability.**

9) **The Committee recommends that the Board conduct racial equity impact assessments of new policies and procedures to reduce the likelihood of differential impact.[27]**

10) **The Committee recommends that the Board ensure robust monitoring and early warning systems are in place at the Service level to identify individual officers, platoons/teams and policies/practices whose actions/outcomes are problematic and thus warrant intervention.[28]**

11) **The Committee recommends that the Board ensures that complaints from the public and internal investigations are properly assessed to identify and address racial discrimination.[29] As outlined below, these should be made publicly available where permissible by law.**

In accordance with Monitoring Requirements, the Board receives reports from the Chief in the areas set out in **Appendix C.**

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[27]**"What are Racial Equity impact assessments?** A Racial Equity Impact Assessment (REIA) is a systematic examination of how different racial and ethnic groups will likely be affected by a proposed action or decision. REIAs are used to minimize unanticipated adverse consequences in a variety of contexts, including the analysis of proposed policies, institutional practices, programs, plans and budgetary decisions. The REIA can be a vital tool for preventing institutional racism and for identifying new options to remedy long-standing inequities."
 https://www.raceforward.org/practice/tools/racial-equity-impact-assessment-toolkit

[28] "Early warning (EW) systems are data-driven programs whose purpose is to identify officers whose behavior is problematic and to subject those officers to some kind of intervention, often in the form of counseling or training. Because of their potential for providing timely data on officer performance and giving police managers a framework for correcting unacceptable performance, early warning systems are consistent with the new demands for performance evaluation raised by community policing and the effective strategic management of police departments" (Alpert and Walker, 2000) - Police Accountability and Early Warning Systems: Developing Policies and Programs.

[29] The OIPRD collects race-based data on complaints as required by the Anti-Racism Act (ARA). The OIPRD is prohibited from sharing this data with police services under the ARA, but there is nothing in the CPSA prohibiting police services and boards from collecting this data themselves. There are three possible windows that police services and/or their boards could collect race-based data on complaints submitted to the OIPRD. The first would be to collect this data on complaints that are forwarded to the OIPRD by the police service or board. Under section 155(1) of the CPSA, a person may submit a complaint directly to the Chief of Police or a police service board or member of a police service board, among other listed entities. When this happens, the entity that receives the complaint forwards it to Complaints Director at the OIPRD, notifies the complainant that it has been forwarded, and provides the person with information about the OIPRD and its role. There is nothing in the CPSA prohibiting the collection of race-based data by the police service or board at this stage. The second option would be for the police service to collect race-based data on a complaint that the OIPRD has referred to the police service to investigate. The third option is to collect race-based data once substantiated allegations stemming from investigations conducted by OIPRD are forward to the Chief of Police for determination of the level of seriousness and the required outcome. These are the three major opportunities the police service and/or board has to collect race-based data about a complaint, which could then be used to generate summary statistics made publicly available. The only complaints where race-based data would not be captured in these ways are the complaints that are (a) received directly by OIPRD, (b) investigated by OIPRD rather than the police service (or investigated by an outside police service, which is another option at OIPRD's discretion), and (c) found to be unsubstantiated by OIPRD (or an outside police service) resulting in case closed.

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12) **Committee recommends that the Board ensure it has the capacity to conduct a fulsome assessment of whether the reports (i.e., the information contained within them) are meeting the requirements of legislation and policy. The Committee also recommends that a compliance audit be undertaken every five years.**

13) **In line with the need to develop a comprehensive anti-racism and race equity strategy, the Committee recommends that the Board require a race-equity lens or analysis be included in the reports from the Chief where appropriate (especially in the areas of human resources and service delivery, i.e., promotional reports, succession planning, use of force).**

Transparency

Transparency can be defined as the "openness on the part of institutions such as the police to explain how their organisation works, a willingness to undergo independent examination, to explain their structures and decision-making processes, to allow public knowledge of complaints and their investigation".[30]

Transparency is central to accountability and an essential element in fostering public trust in the police. When the public feels it has sufficient access to information about what the police are doing in their community and why they are doing it, they become more invested and engaged in the work of the police. Police boards, along with other institutions like civilian oversight agencies and the media, are a key mechanism for monitoring and upholding police commitments to transparency.

Police transparency takes many forms that can be categorized as either reactive or proactive. There is a growing expectation among the public that the police in their community are not simply going to be transparent when it is convenient or seen as strategically necessary. Rather, people expect their police service to continually conduct itself with openness and honesty, which means treating transparency less as a managerial tool and more as a core organizational value engrained into every aspect of the police mission. To restate to one of the most cited sayings about modern, democratic policing: the police are the public and the public are the police.[31]

In the context of concerns about racial discrimination and in efforts to advance racial equality, it is imperative that police services and their boards maintain their commitments to transparency, even amid moments of heightened criticism or controversy. Transparency is arguably of even greater importance to sustaining public trust when tensions are heightened then when things are going well. When serious mistakes are made or high-profile incidents occur, it essential that police operate with a high degree of transparency.

ASSESSMENT AND RECOMMENDATIONS

The YRPSB aims to foster transparency by making its policies, reports and meetings public. The Monitor Reports process is completely public. Deliberations on important governance and oversight issues like budget, strategic planning and key policy decisions also occur in public meetings.

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30 Rob C. Mawby, "Visibility, Transparency and Police-media Relations," Policing and Society 9, no. 3 (July 1, 1999): 263–86, https://doi.org/10.1080/10439463.1999.9964816.

[31] Susan A. Lentz and Robert H. Chaires, "The Invention of Peel's Principles: A Study of Policing 'Textbook' History," *Journal of Criminal Justice* 35, no. 1 (January 1, 2007): 69–79, https://doi.org/10.1016/j.jcrimjus.2006.11.016.

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In addition to the use of traditional modes of communication and consultation, such as social media, consultative committees, YRP's Community Safety Data Portal reflects an increasingly common example of police efforts to foster transparency. The portal provides residents with access to crime information, statistics, and trends. The portal also includes simple dashboards indicating where crime as taken place across geographical areas in York Region and allows users to filter by specific crime type.[32]

Providing the public with accessible, meaningfully disaggregated, and well formatted data is one concrete step that police agencies can take to increase their transparency and improve public trust and accountability. Without quality data, the ability of external parties to effectively monitor and evaluate police practices is severely hindered.

Transparency should also extend to public complaints and internal investigations. Aggregated information on the nature and outcome of public complaints is currently made available to the public. Information about the race of complainants and complaints about racial discrimination should also be collected and made public (i.e., presenting aggregate information on racial background of complainants, documenting the proportion of complaints made on racial grounds). Where not prohibited by law, information about the nature and outcome of internal investigations should also be made public, and should also detail where investigations centre or touch upon issues of race or racial discrimination.

Although much of the discussion about police transparency today is focused on body-worn cameras, it is important to keep in mind that transparency is a much larger concept that takes many forms in the context of policing. Body-worn cameras are only one among many possible innovations for improving police transparency. Other forms of transparency in the contexts of public consultations, oversight, and data sharing are equally, if not more, important to enhancing and sustaining police transparency. Where body cameras are used, members of the public and their legal teams should have access to police body camera footage that involves an incident they are directly involved in.

14) **The Committee recommends that the Board conduct a transparency audit at the Board level, with the assistance of an external expert if necessary. This will ensure the Board is operating with the greatest level of transparency possible and in accordance with current best practices.**

15) **The Committee recommends that the Board direct the Chief to conduct a transparency audit. This will ensure the Service is operating with the greatest level of transparency possible and in accordance with current best practices.**

16) **The Committee recommends the Board develop a policy requiring the public release of comprehensive data on police activity and outcomes, including calls for service, numbers of traffic and pedestrian stops, youth diversion decisions, arrests, strip searches, and use of force. This information could be made available through the Data Safety Portal.**

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[32] York Regional Police is utilizing a new technology to enhance communication with our community. SPIDR Tech is a software platform that sends customized text or email messages to victims of crime and members of the public who report crime, along with surveys used to measure community trust and satisfaction with our service. The Service also uses SPIDR Tech, a software platform that provides an avenue for further communication with the public, such as crime reporting and assessing public satisfaction with the police. SPIDR Tech was created by a California-based company of former law enforcement officers to help police services improve communication, transparency, and service delivery to the public https://www.yrp.ca/en/about/SPIDR-Tech.asp

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As outlined further below, it is important that the public have access to race-based data collected by the Service on policing outcomes or areas where disparities and discrimination might be present (e.g., traffic and pedestrian stops, arrests, strip searches, use of force). As also outlined below, detailed budgetary information could also be made readily accessible to the public, through for example, the Data Safety Portal. The policies and structures in place for creating and sustaining a culture of transparency in policing must be regularly monitored, evaluated, and updated, when necessary, by police services and their boards. Such monitoring should be incorporated into policy to foster greater transparency.

Race-Based Data

Racially disaggregated data[33] is crucial to ensure fair and equitable service provision within policing. As the Honourable Michael Tulloch argued in his 2017 independent police oversight review: "Data collection offers many benefits. It supports evidence-based public policy and decision-making, promotes accountability and transparency, and, if used properly, may build public confidence in policing and police oversight".[34]

Although the merits of demographic data collection (particularly race-based data) by police and police oversight bodies have been historically debated in Canada, there is now much agreement among academic researchers and policy makers that race and other forms demographic data are important means of recognizing, understanding, and addressing problems of bias and inequality in policing.[35]

KEY DEVELOPMENTS

There have been several significant developments with respect to the collection, analysis, and publication of race-based data in Canada in recent years.

- In March 2016 the Government of Ontario approved Regulation 58/16, titled "Collection of Identifying Information in Certain Circumstances – Prohibition and Duties".[36] The regulations apply to police officers seeking identifying information from individuals while investigating

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[33] Racially disaggregated data and other key terminology is defined in the Glossary.

[34] Michael H. Tulloch, "Report of the Independent Police Oversight Review," 2017, https://wayback.archive-it.org/16312/20210402050708/http://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/police_oversight_review/.

[35] Canada, "Statement by the Parliamentary Black Caucus," September 25, 2020, https://www.canada.ca/en/canadian-heritage/corporate/transparency/open-government/standing-committee/chagger-whole-senate-addressing-ending-systemic-racism/statement-parliamentary-black-caucus.html; Akwasi Owusu-Bempah and Wanda Thomas Bernard, "Opinion: Canada Needs Race-Based Data," *National Post*, April 6, 2021, https://nationalpost.com/opinion/opinion-canada-needs-race-based-data; Akwasi Owusu-Bempah and Paul Millar, "Research Note: Revisiting the Collection of 'Justice Statistics by Race' in Canada," *Canadian Journal of Law and Society / La Revue Canadienne Droit et Société* 25, no. 1 (April 2010): 97–104, https://doi.org/10.1017/S0829320100010231; Public Safety Canada, "Statistics Canada to Start Collecting Race-Based Crime Data in Canada's Official Police-Reported Crime Statistics," July 20, 2020, https://www.publicsafety.gc.ca/cnt/trnsprnc/brfng-mtrls/prlmntry-bndrs/20201119/005/index-en.aspx; Inayat Singh, Kimberly Ivany, and Sylvène Gilchrist, "Why Race-Based Data Collection by Police Could Play a Role in Reform Debate," CBC, July 7, 2020, https://www.cbc.ca/news/canada/race-police-data-ontario-1.5636301; Toronto Police Services Board, "Race-Based Data Collection, Analysis and Public Reporting"; Tulloch, "Report of the Independent Police Oversight Review."

[36] Ontario, "Ontario Regulation 58/16: Collection of Identifying Information in Certain Circumstances - Prohibition and Duties," Ontario.ca, 2017, https://www.ontario.ca/laws/view.

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suspicious or general criminal activities in the area or collecting intelligence. The regulations state that a police officer can only seek personal identifying information in these contexts if they have a valid reason. The perceived race of a citizen is excluded by the regulation as a valid reason for asking for identifying information. The regulation further requires police services to produce and publish an annual report that is publicly available. This report must include information on the number of times police officers sought to collect ID and the demographic characteristics of the police attempted to collect ID from, including race. There are exemptions to these rules that police can rely on, such as when following the rules is deemed to negatively affect an investigation. The number of times that exemptions are relied on by police officers must similarly be included in the annual report.

- The Government of Ontario approved the Anti-Racism Act in 2017, requiring the Government of Ontario to maintain an anti-racism strategy aimed at identifying, measuring, and eliminating issues of systemic racism in the province.[37] A core part of this strategy, as mandated by the Anti-Racism Act, is to enhance race-based data collection and publication in police and other justice agencies. Police and other public sector organizations in Ontario are legally required by the Anti-Racism Act to collect and analyze race-based data. Ontario Regulation 267/18 under the Anti-Racism Act mandated all police services in Ontario, as of January 2020, to collect information on the perceived race of individuals involved in police use of force incidents.[38]

- As noted, in April 2018, the Government of Ontario launched its "Data Standards for the Identification and Monitoring of Systemic Racism", providing guidance to public sector agencies collecting and analyzing race-based data for purposes of eliminating systemic racism advancing racial equity.[39] Standard 15 of Ontario's data standards guidance, for example, establishes the race categories that public sector organizations are expected to use when collecting race-based data.

- In September 2019, the Toronto Police Services Board's "Race-Based Data Collection, Analysis and Public Reporting" policy was approved.[40] The policy mandates the TPS to establish procedures for collecting and analyzing race-based data for purposes of advancing racial equity and eliminating systemic racism. In working toward the development of these procedures, the policy states that a Community Advisory Working Group will be created comprised of members of Toronto's diverse racialized and Indigenous communities with subject matter expertise in race-based data collection and analysis and/or relevant lived experiences. In October 2020, the Toronto Police Service published the results of its public consultations on the development of a race-based data collection strategy.[41]

- In July 2020, Statistics Canada and the Canadian Association of Chiefs of Police announced plans to require police agencies collect and report information on race and Indigenous status in annual crime statistics.[42]

[37] Ontario, "Anti-Racism Act, 2017, S.O. 2017, c. 15," Ontario.ca, 2017, https://www.ontario.ca/laws/view.

[38] Ontario, "O. Reg. 267/18: GENERAL," Ontario.ca, 2018, https://www.ontario.ca/laws/view.

[39] Ontario, "Ontario Launches Provincial Standards for Race-Based Data Collection," news.ontario.ca, April 23, 2018, https://news.ontario.ca/en/bulletin/49155/ontario-launches-provincial-standards-for-race-based-data-collection.

[40] Toronto Police Services Board, "Race-Based Data Collection, Analysis and Public Reporting."

[41] Toronto Police Service, "In the Communities' Words: The Toronto Police Service's Race-Based Data Collection Strategy" (Toronto, Ontario: Toronto Police Service, October 2020), https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism.

[42] Public Safety Canada, "Statistics Canada to Start Collecting Race-Based Crime Data in Canada's Official Police-Reported Crime Statistics."

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At present, the YRPSB does not have a race-based data policy. Race-based data collection and reporting is required to comply with the regulations surrounding regulated interactions (street checks) and use of force. The Service reports on these annually to the Board. Despite a lack of Board policy, Service members routinely collect racial descriptors during their policing duties. The Service has several procedures under which race-based data are collected:

- AI-012 Use of Force – Provincial Use of force form captures perceived race of subject and the information is provided to the Ministry.
- LE-389 Street checks – Street check template captures perceived race of subject. An Annual Board Report provides the data broken down by factors such as race, age, sex etc.
- LE-012 Search of Persons – Strip search RMS text page captures race that best describes subject of strip search. No use is made of the data at this point.
- LE-007 Hate Propaganda and Hate/Bias Motivated Crime – Annual Board Report provides statistical data about criminal and non-criminal offences committed against persons or property which are motivated by bias or prejudice against factors such as race/ethnicity, among others.

Race-based data is also typically collected and entered into the Service's records management system (RMS) for all parties to a report or documented interaction, which can include accused persons, victims, witnesses, suspects, drivers, owners, among other parties. YRP has also conducted a "Census and Inclusion survey" of its members which anonymously collected race-based data from both sworn and civilian members in the form of a voluntary survey. The aggregated data is currently for internal use only. A report on the results of the survey is expected to be presented to the Board at its September 2022 meeting

As part of a racial equality and anti-racism strategy, the Board must commit to the development of a comprehensive race-based data policy that is consistent with Ontario's Race-Based Data Standards, and in line with applicable privacy law. The policy should be developed in consultation with the public and pertain to the full spectrum of policing interactions with the public. As outlined by the OHRC, this would include race-based data on stop and question interactions, charges, arrests, and releases. As noted above, information about race should also be collected and reported in the context of public complaints and internal investigations. A relevant policy must clearly state requirements to compile, measure, review, analyze and report collected data. This data should be monitored through an Early Warning System, that tracks and flags patterns in behaviour or outcome that warrant corrective action.

In line with ongoing efforts, race-based data should be collected about sworn and civilian staff and similarly used to assess efforts to promote equal employment opportunities (i.e., to measure promotional success, attrition and, other human resource concerns). This data should also be made available to the public.

17) **The Committee recommends that the Board develop a race-based data collection, analysis and reporting policy. This policy should be comprehensive (covering the full spectrum of police interactions with the public, internal staffing and human resource matters). The policy should be developed in consultation with the public.**

18) **The Committee recommends that the Board direct the Chief to develop a comprehensive race-based data, collection and reporting strategy.**

Consultation

Since the widespread adoption of "community policing", consultation has become a central goal of the police mission.[43] Although community policing takes many forms and is difficult to pin down a single definition,[44] it is possible to identify at least three core features shared across different models: direct contact with the public, consultation, and community partnerships.

Not all consultative processes are created equally. It is important to distinguish between genuine forms of consultation, built on meaningful dialogue and inclusive models of engagement, and consultations that are conducted without any serious intent to meaningfully engage or make use of the results. A great deal of consultative efforts in government and private industry – although often well intentioned – unfortunately fall into this latter category. To be meaningful and impactful, consultation needs to be inclusive, transparent, as well as ongoing, built on a two-way model of exchange rather than one-way transfer of information. Public consultations must be "well designed, properly resourced, and based on a genuine desire to involve citizens and stakeholders and their views into account".[45]

There are three kinds of interaction interwoven into public consultative processes: notification, consultation, and participation.[46] These distinctions are important to understanding what consultation is and how it differs from other forms of police-citizen interaction. Notification involves informing the public of something that is happening (e.g., announcing plans to draft or implement a new policy). This is a one-way transfer of information that does not, on its own, count as consultation, but is a first step. Consultation involves collecting opinions, information, and analysis from interested and affected parties. Consultation involves a two-way flow of information between the consulting entity and those being consulted. Finally, there is participation, which involves interested and affected parties playing an active role in the design, implementation, and/or delivery of a government policy, program, or service. Both consultation and participation can create a sense of "co-ownership" shared by the government and its stakeholders.

Public consultation is a central pillar of good governance. Public consultation provides the public, civil society organizations, and other diverse stakeholders with the opportunity to share their knowledge, insights, and lived experiences with those in government. In doing so, public agencies can gain access to new perspectives and ideas that can be incorporated into action and decision making. Consultation can also improve the legitimacy and efficacy of government. Consultation can make people feel more invested and engaged, which translates into better outcomes. Research on engagement in the workplace also shows that engaged employees are more focused, more mindful, more connected to their colleagues and wider community, and are more likely to champion organizational values.[47] Regarding police-citizen interactions specifically, people are more likely to comply with law enforcement agents, accept criminal justice outcomes as legitimate, and invest in

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[43] Barry N. Leighton, "Visions of Community Policing: Rhetoric and Reality in Canada," *Canadian Journal of Criminology* 33, no. 3–4 (1991): 485–522.

[44] Peter K. Manning, "Community Policing," *Am. J. Police* 3 (1983): 205.

[45] TAP Network, "Promoting Inclusive Government Consultations," 2019, https://sdgaccountability.org/wp-content/uploads/2019/05/Promoting-Inclusive-Government-Consultations.pdf.

[46] Delia Rodrigo and Pedro Andrés Amo, "Background Document on Public Consultation" (Organisation for Economic Co-operation and Development, 2006), https://www.oecd.org/mena/governance/36785341.pdf.

[47] William A. Kahn, "Psychological Conditions of Personal Engagement and Disengagement at Work," *Academy of Management Journal* 33, no. 4 (1990): 692–724; Wilmar B. Schaufeli, Toon W. Taris, and Arnold B. Bakker, "Dr. Jekyll or Mr. Hyde: On the Differences between Work Engagement and Workaholism," *Research Companion to Working Time and Work Addiction*, 2006, 193–217.

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a police department's success when they feel they are being respected, listened to, and engaged in meaningful dialogue.[48]

ASSESSMENT AND RECOMMENDATIONS

At present, the YRPSB does not have a comprehensive community engagement or consultative strategy. As such, there are no established mechanisms for dialogue or consultation with the public at the Board level, outside of the deputation process and consultations held during business planning cycles. Community engagement has been largely delegated to the Service. During the business planning cycle, the Board reviews and approves the Service's consultation strategy. See **Appendix D**.

The recommendations from the public identified ongoing consultation with Black, Indigenous, and racialized communities, seniors and new Canadians as a priority area for action. In its initial response to these recommendations, the Service outlined a number of consultation efforts that are currently employed to reach the identified groups.[49] Since this time, we understand that the Service has undertaken to broaden these consultative efforts. Nevertheless, the Committee's assessment of these efforts suggests a lack of structure and absence of a comprehensive and measurable strategy or plan.

For more information on effective public consultations, see **Appendix E**.

19) **The Committee recommends that the Board develop a comprehensive consultative policy, building on a model developed and implemented by the Ottawa Police Service, wherein the Chief is responsible for creating an organizational culture that values public consultation and integrates the two-way exchange of information into routine police work. This policy should require the Service to actively monitor and evaluate its consultative activities and report back to the Board.[50] As part of the development of such a policy, the YRPSB should integrate similar measures to enhance its own public consultative capacity and to do so in a measurable fashion.**

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[48] Kyle Peyton, Michael Sierra-Arévalo, and David G. Rand, "A Field Experiment on Community Policing and Police Legitimacy," *Proceedings of the National Academy of Sciences* 116, no. 40 (2019): 19894–98.

[49] The initial response read as follows: YRP regularly connects with the following groups: Chippewas of Georgina Island; Black Community leaders; Welcome Centre Immigrant Services; Region of York Community Safety and Well-Being Plan; YRP District Community Liaison Committees; YRP Police Community Advisory Committee. Launched a YRP Black Community Consultative Committee comprised of Black Community leaders and hosted the first meeting on February 16, 2021.

[50] The City of Ottawa Police Services Board's Public Consultation Policy No. CR-6, originally approved in 1997 and last amended in 2018, provides the Chief of Police a framework for conducting public consultations, viewed as "fundamental to acquiring public trust", and incorporating the results of public consultations into police decision-making and service delivery City of Ottawa Police Services Board, "Policy Manual," April 2020, https://ottawapoliceboard.ca/opsb-cspo/sites/default/files/docs/policy_manual_may20_en_0.pdf.. The policy provides a guiding framework to Ottawa's Chief of Police on how to solicit the public's views and integrate them into decision-making. The policy requires the Chief of Police to create an organizational climate that values public consultation and promotes a two-way exchange of information between the police and the community. The Chief must further ensure that consultation is routine, practiced as a normal part of day-to-day police work, and is well timed, planned and executed. The policy recognizes that not all aspects of police operations or administration require public consultation, stating that it is up to the police service to regularly monitor and evaluate its activities and broader impacts to identify – sooner rather than later – where consultation is necessary. Finally, the policy imposes reporting requirements on the Ottawa Police Service, noting that it must submit reports to the board summarizing consultative activities and outcomes.

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Training

It is important that all police officers and members of the Board alike be well-versed in the various forms of racial bias and discrimination that can arise or be present in everyday policing. For police officers and their supervisors and managers, this knowledge is essential to understanding their role in delivering fair and equitable policing services. For Board members, this knowledge is essential to the work of monitoring, evaluating, and directing the police service they are governing. Understanding the distinction between implicit and explicit bias or interpersonal and institutional racism, for example, and having broad familiarity with the kinds of policies and training programs that are being devised and implemented to minimize their harmful effects, is central to the board's mission and something all members should possess. Recognizing that the generic equity, diversity and inclusion (EDI and DEI) training programs designed for the public and private sectors are very different from more focused anti-Black and other racism training programs developed for police officers and their leaders is crucial.

Board members should be aware of not only what kinds of anti-racism training programs exist, but also their limitations. Many police services today are implementing anti-racism training programs targeted at "implicit bias" – a term that captures how our unconscious awareness of harmful stereotypes can lead us to automatically and unintentionally act in discriminatory ways.[51] Decades of research in the behavioural sciences, however, calls the effectiveness of such training programs into question. A recent systematic review of nearly 500 major scientific studies evaluating the effectiveness of implicit bias training in organizations found little evidence that such programs actually work to reduce discriminatory outcomes in the long term.[52] Indeed, there is some evidence that implicit bias training could serve to reinforce rather than eradicate harmful stereotypes by encouraging people to simply suppress rather than unlearn them.[53] This is not to say that implicit bias and other forms of anti-racism training are doomed to fail, but rather that we must recognize their limitations and use this knowledge to design more effective training programs that "couple training with the right complementary measures".[54] All training programs are limited and should be viewed as part of a broader anti-racism strategy and not, on their own, a "quick fix" or magic solution.[55] If there is one take away lesson from the hundreds of research studies evaluating anti-racism training programs dating back to the 1930s, it is that managers cannot expect meaningful change to occur in their organization based on training alone; other changes are needed, particularly those that tackle racism at a structural rather than individual level.[56]

[51] Phillip Atiba Goff, "Identity Traps: How to Think about Race & Policing," *Behavioral Science & Policy* 2, no. 2 (2016): 10–22, https://doi.org/10.1353/bsp.2016.0012.

[52] Patrick S. Forscher et al., "A Meta-Analysis of Procedures to Change Implicit Measures," *Journal of Personality and Social Psychology* 117, no. 3 (2019): 522–59, https://doi.org/10.1037/pspa0000160.

[53] Frank Dobbin and Alexandra Kalev, "Why Doesn't Diversity Training Work? The Challenge for Industry and Academia," *Anthropology Now* 10, no. 2 (May 4, 2018): 48–55, https://doi.org/10.1080/19428200.2018.1493182.

[54] Dobbin and Kalev.

[55] Duncan McCue, "'Hidden Form of Prejudice': Diversity Trainers Say Solving Police Racism Has No Quick Fix," CBC, December 16, 2018, https://www.cbc.ca/radio/checkup/hidden-form-of-prejudice-diversity-trainers-say-solving-police-racism-has-no-quick-fix-1.4947995.

[56] In addition to reducing racial discrimination in service delivery, a well-developed understanding of how racism and discrimination operate in policing plays a vital role in the collection, analysis, and use of race-based data. As the stated in the TPS's Race-Based Data Collection Strategy: "It is critical for Service members to understand the purpose and foundational concept of race and identity-based data collection to promote bias-free policing and enhance community trust" (Toronto Police Service 2020). In other words, it is not enough for police officers to simply agree to collect race-based data as part of the job or for board members to agree to consider analyses of the data collected. Police officers and board members should also possess an understanding of why race-based data collection is important and how the analysis of the data collected can be used to make policing fairer, more equitable, and thereby more effective.

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Evidence also strongly suggests that anti-racism training should be tailored to the unique cultural realities of the community the police service is operating in. There is no universal or standardized training program, and this should not be a goal. Training programs should always be context-specific, for the present purposes, for example, considering the historical and contemporary realities of race and racism in York Region as well as the provincial and federal contexts.

Furthermore, it is increasingly acknowledged that training should be periodic and recurring rather than "one and done" as a mandatory requirement of employment. As noted, this was a key point made by the CRCC in their review of the RCMP's Bias-Free Policing Model.[57] As the CRCC also pointed out about their review, the effectiveness of training programs must be carefully and systematically evaluated on a regular basis. We would add that it is important to evaluate the efficacy of training both in the short and long term. This is especially important with respect to implicit bias training, which can lead to noticeable improvements in the short term (e.g., 2-3 days after training) that dimmish over time.[58]

ASSESSMENT AND RECOMMENDATIONS

The YRPSB has a training and orientation policy (Policy No: 03/01), setting out the training expectations for new and continuing board members. At present, members have access to the online Diversity and Inclusion Certificate program offered by Cornell University. Although considered among the best in class, it is important to acknowledge that this program would fall into the category of generic EDI training rather than a program developed specifically for the policing world. It is also not tailored to the local, provincial or the national contexts.

In line with the overview provided above, the Committee would like to see the YRPSB revise its training policy to make ongoing EDI and anti-racism training mandatory for all members.[59] It is crucial that the training be connected to the Board's (and Services') broader anti-racism strategy and provide information relevant to both the managerial and service provision aspects of policing (i.e., providing an understanding of how anti-Black racism and discrimination can arise institutionally, as well as in the context of the individual behaviour and decision making of officers). Ideally, Board members would be required to demonstrate learning and the training should be evaluated for effectiveness.

At present, YRP members receive training on bias and discrimination at the Ontario Police College. Members also receive in-service training on bias and discrimination. The in-service training is provided through an e-learning platform (i.e., online) and must be completed once by members. The YRP currently has a request for proposals (RFP) out to secure an outside agency to develop and deliver anti-racism training for members and staff. The Board can provide leadership to the Service by encouraging the adoption of an anti-racism training curriculum that aligns with the best practices laid out above.[60]

> 20) **The Committee recommends that the YRPSB revise its training policy to make ongoing EDI and anti-racism training mandatory for all members. The training should include an assessment component (i.e., a test) that learners must pass. The training should be subject to evaluation by an outside expert.**

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[57] CRCC, "Review of the RCMP's Bias-Free Policing Model Report" (Ottawa, Ontario: Civilian Review and Complaints Commission for the RCMP, 2022), https://www.crcc-ccetp.gc.ca/en/review-rcmps-bias-free-policing-model-report.

[58] Dobbin and Kalev, "Why Doesn't Diversity Training Work?"

[59] Existing members would be strongly encouraged to participate.

[60] There should be consistency and alignment on the training provided to Board members and members of the Service's Executive Command Team.

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21) **The Committee recommends that the Board provide guidance to the Chief with respect to the adoption, implementation, and evaluation of an anti-racism training strategy for the Service in line with the nest practices outlined in this report.**

Evaluation and Measurement

Although there is strong support for performance evaluation research on Canadian criminal justice issues, "the actual Canadian evaluation record is not that impressive".[61] This is in large part due to the systemic lack of funding for program evaluation research. Many government and non-government funding bodies feel it is far more valuable to spend money designing and implementing programs than it is to evaluate them. Funding bodies (and recipients of funding) may also be skittish about performance evaluation research for fear of generating negative results and the bad press that could come as a result. Performance evaluation research, however, is critical. Without systematic performance evaluation, it is difficult to know if programs are working as they are supposed to. The lack of evaluation research is also a barrier to program improvement. Program evaluation research makes it possible to devise best practices regarding policy or program intervention, enabling peer-to-peer learning.

Popular performance metrics in policing like the number of arrests in a year or the percentage change in the number of complaints received from the year previous are relatively simple and cost efficient to implement, but they also run the greatest risk of yielding unwanted side-effects.[62] Decisions about what to measure and how to measure it when conducting police performance evaluations can have significant collateral consequences. "Alienation of segments of a community may be the collateral consequences of well-intentioned police practices intended to reach one view of 'success' in policing (such as reducing the crime rate)".[63] As Tiwana et al. similarly argue in their review of over 200 police performance measurement studies, "the manipulation of statistics by police, and even the unwarranted perversion of practice, in order to meet performance targets" is a very serious problem and one that underscores the need for new innovative approaches to measurement and evaluation.[64] As stated in the CACP report discussed below (see Budget): "performance indicators to measure effectiveness must go beyond policing metrics to capture other measurements germane to the broader notion of community safety and wellness".[65] A superior set of police performance indicators would measure things like public trust and procedural justice, although such measures are, by comparison, more complex and costly to design and implement. It's a trade-off, but a necessary one.

Fortunately, a great deal of the leg work required to reimagine police performance evaluation has already been done. Much of the existing police performance evaluation research provide clues as to how police services might begin to rethink and modernize their approaches to performance evaluation. As Charbonneau and Riccuci conclude in their review of "social equity indicators" in

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[61] Scot Wortley and Rosemary Gartner, "'Highlights' of a Criminological Career: Anthony Doob and the State of Evaluation Research in Canada," *Canadian Journal of Criminology and Criminal Justice* 55, no. 4 (2013): 580.

[62] Neena Tiwana, Gary Bass, and Graham Farrell, "Police Performance Measurement: An Annotated Bibliography," *Crime Science* 4, no. 1 (January 30, 2015): 1, https://doi.org/10.1186/s40163-014-0011-4.

[63] International Association of Chiefs of Police, "IACP National Policy Summit on Community-Police Relations: Advancing a Culture of Cohesion and Community Trust" (Alexandria, VA: International Association of Chiefs of Police, 2015), 7–8.

[64] Tiwana, Bass, and Farrell, "Police Performance Measurement."

[65] CACP, "The Dollars and Sense of Policing, Public Safety and Well-Being in Your Community" (Canadian Association of Chiefs of Police, 2015).

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policing, tools for measuring things like procedural justice already exist, they are just not yet being widely applied.[66]

One promising tool that should be factored into any police performance evaluation are surveys of local attitudes designed to measure perceptions of fair treatment, legitimacy, community engagement, and other important dimensions of policing, justice, and community safety and wellbeing.[67] Public perceptions surveys are a powerful tool for monitoring the efficacy of anti-Black racism and other related reform efforts in policing. Public perceptions surveys allow us to move beyond standard tools for measuring police performance, asking questions about public perception of police racial bias for example, and allow for systematic analyses of changes in perceptions over time. As we found after integrating the results of 25-years of public perceptions research in Ontario, perceptions of racial bias in policing (as well as in the court system) have increased over the past two and a half decades, underscoring the continuing need for anti-racism reform.[68]

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[66] Etienne Charbonneau and Norma M. Riccucci, "Beyond the Usual Suspects: An Analysis of the Performance Measurement Literature on Social Equity Indicators in Policing," *Public Performance & Management Review* 31, no. 4 (2008): 604–20.

[67] Andy Myhill et al., "It Depends What You Mean by 'Confident': Operationalizing Measures of Public Confidence and the Role of Performance Indicators," *Policing: A Journal of Policy and Practice* 5, no. 2 (2011): 114–24.

[68] Canadian Association of Black Lawyers, "Race and Criminal Justice: An Examination of Public Perceptions of and Experiences with the Ontario Criminal Justice System."

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ASSESSMENT AND RECOMMENDATIONS

The York Regional Police currently surveys the public and business owners to gauge public perceptions of their performance and to garner information about issues of concern. These surveys could garner more useful information if that captured the racial background of respondents and included survey items related to racial (in)equality in local policing, and the strategies developed to address related problems.

Beyond the use of survey data to measure public perceptions, it is imperative that the elements of a comprehensive anti-racial and race-equity strategy be evaluated to gauge progress, measure success, and to identify unintended consequences or outcomes. The Committee recommends that the Board incorporate an evaluation strategy into its own anti-racism and race equity strategy.

22) **The Committee recommends that the YRPSB periodically conduct public surveys to collect information on public perceptions of the police and on police governance/oversight as they pertain to the Board's mandate.**

23) **The Committee recommends that the Board demonstrate leadership by encouraging the Service to incorporate a comprehensive evaluation into its own anti-racism and race equity strategy. The Board should require a set of related targets and measurements to be included in the Monitoring Requirements. [69]**

Budget

CALLS TO DEFUND AND DETASK IN CONTEXT

Following the murder of George Floyd by Minneapolis police officers in May 2020, calls to divest funds from police agencies spread around the world. Previously marginalized calls to "defund the police" quickly moved to the center of mainstream political discussions and policy debates.[70]

Such calls must be put into historical context. Although the "defund the police" slogan is a more recent invention, the more general idea of divesting funds from policing and re-allocating them into other public safety-related programs has a much longer history. As those calling for significant funding re-allocations rightly point out, policing comprises a large share of the municipal budget. As such, the size and growth of police budgets has not only been of concern for activists, but also for police leaders, politicians, and bureaucrats alike.

In 2015, for example, the CACP's research arm published a white paper titled "The Dollars and Sense of Policing, Public Safety and Well-Being in your Community".[71] The report summarizes and responds to the arguments and recommendations of numerous research reports focused on the ballooning costs of policing in Canada. Among the report's concluding observations and recommendations for police executives, three stand out as especially relevant to current

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[69] Ideally, both anti-racism and race equity strategies would be subject to rigorous process and outcome evaluations, with the latter including appropriate pre and post-test measures of important indicators.

[70] Maya King, "How 'Defund the Police' Went from Moonshot to Mainstream," Politico, 2020, https://www.politico.com/news/2020/06/17/defund-police-mainstream-324816; Dionne Searcey and John Eligon, "Minneapolis Will Dismantle Its Police Force, Council Members Pledge," *The New York Times*, June 8, 2020, sec. U.S., https://www.nytimes.com/2020/06/07/us/minneapolis-police-abolish.html.

[71] CACP, "The Dollars and Sense of Policing, Public Safety and Well-Being in Your Community."

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conversations about police budgets: (1) "Police are only one sector of many that contribute to community safety and wellness. Communities know that police and the criminal justice system alone do not create community safety, security and wellness"; (2) "Police are the default position for lack of capacity in other sectors. Very often it is a lack of capacity in other sectors that results in policing taking on or being assigned responsibilities that go beyond enforcing the law and investigating crime"; and (3) "In order for police to partner with other community agencies, those agencies must be adequately funded and viable".[72] These remarks from the CACP align well with what many experts calling to "defund and detask" the police are calling for.

Statistics Canada's national review of police resources in 2019 provides valuable insight into the kinds of activities that comprise the bulk of day-to-day police operations. Of the 13.5 million "calls to service" that Canadian police responded to in 2018-2019 – a 6% increase in calls compared to the year previous – 50 to 80% are estimated to be non-criminal in nature. Examples of non-criminal calls to service include things like "alarms, disturbances, domestic disputes, traffic incidents, sick or injured persons, overdoses and mental health-related calls".[73] Responding to these calls is expensive. As the same review from Statistics Canada calculates, police operating expenditures in 2018-2019 were roughly $317/person, an increase over the year before and one of the highest per capita costs since 2012-2013.

At their root, calls to defund and detask the police emerge from a recognition that having the police perform tasks and functions that could be more efficiently and effectively performed by other institutions and agencies is not fiscally responsible. Because the police wield immense power, including the ability to use lethal force, the unnecessary involvement of the police in non-law enforcement activities can have undesirable and unfortunate consequences. The fact that the police have become the agency most likely to respond to people in mental health crisis is case in point. Similarly, the over-criminalization of Indigenous, Black, and other racialized and marginalized groups stems, in part, from the increased presence of police in their daily lives.

As police leaders have pointed out, having the police engage in activities that fall outside of the traditional conceptions of policing, and for which they may be ill equipped, can also have negative consequences for wellbeing and professional satisfaction of officers. Mental health challenges are prevalent among Canadian police officers. A disproportionate number of police officers working for provincial and municipal services across Canada report experiences of mental illness (37% among police officers versus 10% in the general Canadian population).[74] Common symptoms of mental illness among police officers include stress, anxiety, depression, and PTSD. Suicidal behaviour is also more prevalent among Canadian police officers than the general Canadian public.[75] Police officers are more likely to die by suicide than they are to die in a police-civilian encounter on the job. Untreated and unmanaged stress stemming from organizational and environmental factors undermines a police service's ability to effectively carry out its mandate. It is also expensive, accounting for a significant share of sick days and paid medical leave. As such, it is vitally important that we examine the day-to-day activities of the police in the context of their financial and social costs/benefits, a task that requires access to sufficient data. This data includes information about what the police do as well as what it costs.

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[72] CACP.

[73] Patricia Conor et al., "Police Resources in Canada, 2019," 2019, http://www150.statcan.gc.ca/n1/pub/85-002-x/2020001/article/00015-eng.htm.

[74] R. Nicholas Carleton et al., "Mental Disorder Symptoms among Public Safety Personnel in Canada," *The Canadian Journal of Psychiatry* 63, no. 1 (2018): 54–64.

[75] R. Nicholas Carleton et al., "Suicidal Ideation, Plans, and Attempts among Public Safety Personnel in Canada.," *Canadian Psychology/Psychologie Canadienne* 59, no. 3 (2018): 220.

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It is important that the public have access to ample information about the budget and precisely how it is being spent (i.e., information about what the police actually do with their time) in order to foster a sense of transparency and to enable public accountability. Moreover, without adequately detailed information on how the budget is being utilized, the Board cannot effectively fulfil its mandate of ensuring the Service has adequate funds to effectively perform its function. Indeed, both the public and the Board deserve to know more precisely how resources are being allocated, what proportion of officer time is spent on reactive vs proactive policing, for example, or about the nature of the calls for service that police respond to. Information about officer time in investigations, front-line work, community services, traffic duties, prevention duties, administrative would also be valuable.

RECOMMENDATIONS

24) **The Committee recommends that the YRPSB request detailed information from the Service on the allocation of police resources and on the frontline delivery model. This would include information on how police officers spend their time (i.e., engaged in proactive verses reactive policing) and on the nature of calls and activities officers are engaged in (i.e., information on the types of calls for service YRP receive and respond to). This information should be made readily available to the public.**

Conclusions

Members of York Region's Black communities, much like Black people in other parts of the world are calling for more fair, just, and anti-racist policing. As this report has documented, Police Service Boards play an integral role in advancing these goals. Indeed, given their oversight and governance functions, Police Service Boards are uniquely positioned to engender equitable policing though the development of policy, setting of strategic priorities, and in their choice of and direction to the Chief. It is evident that members of the Board and the Service alike are working to address racial discrimination in policing in York Region, and there are a variety of ongoing efforts to this end. It is also evident, however, that both the Board and the Service must adopt comprehensive anti-racism strategies that are well defined, well resourced, and well evaluated if this work is going to produce the most meaningful results possible. This report has provided an overview of the key areas to be addressed by the Board and identified key considerations as the Board moves forward in its efforts to address anti-Black racism and other forms of discrimination in policing. The community has clearly voiced its desire for change and now it is the responsibility of the Board to initiate the necessary actions.

Complete list of Recommendations from the Board Committee

1) The Committee recommends that YRPSB adopt a comprehensive anti-racism and race equity strategy that covers matters pertaining both to the Board itself (i.e., in the operation and business of the Board) and its oversight and governance function for the Service (i.e., in policy development).

2) The Committee further recommends that the proposed YRPSB anti-racism and race equity strategy be: (a) developed in consultation with the public; (b) include clear timelines for development and adoption; (c) include relevant metrics and key performance indicators; and (d) be subject to external evaluation.

3) The Committee recommends that the Board provide biannual reports to the public on the development, implementation and impact of its ani-racism and race-equity strategy.

4) The Committee recommends that the Board direct the Chief to develop and implement a comprehensive anti-racism and race equity strategy for the YRP. At a minimum, this strategy will cover the following areas: Service Delivery, Professional Development, Recruitment, Selection and Promotion, Professional Conduct, Supervision and Accountability, and Public Communication and Consultation.

5) The Committee further recommends that the proposed YRP anti-racism and race equity strategy be: (a) developed in consultation with the public; (b) include clear timelines for development and adoption; (c) include relevant metrics and key performance indicators; and (d) be subject to external evaluation.

6) The Committee recommends that the Board require the Chief to report biannually on the development, implementation and impact of its ani-racism and race-equity strategy.

7) The Committee recommends that demonstrated progress in advancing anti-racism and Equity, Diversity and Inclusion be included in the annual reviews of the Chief and Deputy Chiefs.

8) The Committee recommends that the Board conduct audit to ensure its policies foster accountability at the Service level (in service delivery and with respect to staffing/human resources) and to ensure that the Chief serves to foster accountability.

9) The Committee recommends that the Board conduct racial equity impact assessments of new policies and procedures to reduce the likelihood of differential impact.

10) The Committee recommends that the Board ensure robust monitoring and early warning systems are in place at the Service level to identify individual officers, platoons/teams and policies/practices whose actions/outcomes are problematic and thus warrant intervention.

11) The Committee recommends that the Board ensures that complaints from the public and internal investigations are properly assessed to identify and address racial discrimination. As outlined below, these should be made publicly available where permissible by law.

12) The Committee recommends that the Board ensure it has the capacity to conduct a fulsome assessment of whether the reports (i.e., the information contained within them) are meeting the requirements of legislation and policy. The Committee also recommends that a compliance audit be undertaken every five years.

13) In line with the need to develop a comprehensive anti-racism and race equity strategy, the Committee recommends that the Board require a race-equity lens or analysis be included in the reports from the Chief where appropriate (especially in the areas of human resources and service delivery, i.e., promotional reports, succession planning, use of force).

14) The Committee recommends that the Board conduct a transparency audit at the Board level, with the assistance of an external expert if necessary. This will ensure the Board is operating with the greatest level of transparency possible and in accordance with current best practices.

15) The Committee recommends that the Board direct the Chief to conduct a transparency audit. This will ensure the service is operating with the greatest level of transparency possible and in accordance with current best practices.

16) The Committee recommends the Board develop a policy requiring the public release of comprehensive data on police activity and outcomes, including calls for service, numbers of traffic and pedestrian stops, youth diversion decisions, arrests, strip searches, and use of force. This information could be made available through the Data Safety Portal.
17) The Committee recommends that the Board develop a race-based data collection, analysis and reporting policy. This policy should be comprehensive (covering the full spectrum of police interactions with the public, internal staffing and human resource matters). The policy should be developed in consultation with the public.
18) The Committee recommends that the Board direct the Chief to develop a comprehensive race-based data, collection and reporting strategy.
19) The Committee recommends that the Board develop a comprehensive consultative policy, building on a model developed and implemented by the Ottawa Police Service, wherein the Chief is responsible for creating an organizational culture that values public consultation and integrates the two-way exchange of information into routine police work. This policy should require the Service to actively monitor and evaluate its consultative activities and report back to the Board. As part of the development of such a policy, the YRPSB should integrate similar measures to enhance its own public consultative capacity and to do so in a measurable fashion.
20) The Committee recommends that the YRPSB revise its training policy to make ongoing EDI and anti-racism training mandatory for all members. The training should include an assessment component (i.e., a test) that learners must pass. The training should be subject to evaluation.
21) The Committee recommends that the Board provide guidance to the Chief with respect to the adoption, implementation and evaluation of an anti-racism training strategy for the Service in line with the nest practices outlined in this report.
22) The Committee recommends that the YRPSB periodically conduct public surveys to collect information on public perceptions of the police and on police governance/oversight as they pertain to the Boards mandate.
23) The Committee recommends that the Board demonstrate leadership by encouraging the Service to incorporate a comprehensive evaluation into its own anti-racism and race equity strategy. The Board should require a set of related targets and measurements to be included in the Monitoring Requirements.
24) The Committee recommends that the YRPSB request detailed information from the Service on the allocation of police resources and on the frontline delivery model. This would include information on how police officers spend their time (i.e., engaged in proactive verses reactive policing) and on the nature of calls and activities officers are engaged in (i.e., information on the types of calls for service YRP receive and respond to). This information should be made readily available to the public.

Glossary

Glossary definitions quoted verbatim from the following two official sources:

- https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism/glossary (indicated as "Ontario")[76]

- https://www.canada.ca/en/canadian-heritage/campaigns/anti-racism-engagement/anti-racism-strategy.html#a8 (indicated as "Canada")[77]

Affected communities. Refers to communities or groups that are directly affected by systemic racism in ways that negatively impact or disadvantage individual members and/or the group as a whole. (Ontario)

Anti-Asian Racism. In Canada, anti-Asian racism refers to historical and ongoing discrimination, negative stereotyping, and injustice experienced by peoples of Asian descent, based on others' assumptions about their ethnicity and nationality. Peoples of Asian descent are subjected to specific overt and subtle racist tropes and stereotypes at individual and systemic levels, which lead to their ongoing social, economic, political and cultural marginalization, disadvantage and unequal treatment. This includes perceptions of being a "Yellow Peril," a "Perpetual Foreigner," a "Model Minority," "exotic," or "mystic." These stereotypes are rooted in Canada's long history of racist and exclusionary laws, and often mask racism faced by peoples of Asian descent, while erasing their historical contributions to building Canada. The term Asian encompasses a wide range of identities that the very term Asian can obscure. While all may experience being "otherized," specific experiences of anti-Asian racism vary. Some are constantly being perceived to be a threat, some face gendered exotification and violence, some are more likely to be subjected to online hate and racist portrayals in the media, while others face Islamophobia and other forms of religious-based discrimination. (Canada)

Anti-Black racism. Anti-Black racism is prejudice, attitudes, beliefs, stereotyping and discrimination that is directed at people of African descent and is rooted in their unique history and experience of enslavement and its legacy. Anti-Black racism is deeply entrenched in Canadian institutions, policies and practices, to the extent that anti-Black racism is either functionally normalized or rendered invisible to the larger White society. Anti-Black racism is manifest in the current social, economic, and political marginalization of African Canadians, which includes unequal opportunities, lower socio-economic status, higher unemployment, significant poverty rates and overrepresentation in the criminal justice system. (Ontario)

Anti-Indigenous racism. Anti-Indigenous racism is the ongoing race-based discrimination, negative stereotyping, and injustice experienced by Indigenous Peoples within Canada. It includes ideas and practices that establish, maintain and perpetuate power imbalances, systemic barriers, and inequitable outcomes that stem from the legacy of colonial policies and practices in Canada. Systemic anti-Indigenous racism is evident in discriminatory federal policies such as the Indian Act and the residential school system. It is also manifest in the overrepresentation of Indigenous peoples in provincial criminal justice and child welfare systems, as well as inequitable outcomes in education, well-being, and health. Individual lived-experiences of anti-Indigenous racism can be seen in the rise in acts of hostility and violence directed at Indigenous people. (Ontario)

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[76] Government of Ontario, "Data Standards for the Identification and Monitoring of Systemic Racism," 2022, https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism/glossary.

[77] Canadian Heritage, "Building a Foundation for Change: Canada's Anti-Racism Strategy 2019–2022," 2019, https://www.canada.ca/en/canadian-heritage/campaigns/anti-racism-engagement/anti-racism-strategy.html.

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Anti-racism approach. Anti-racism is a process, a systematic method of analysis, and a proactive course of action rooted in the recognition of the existence of racism, including systemic racism. Anti-racism actively seeks to identify, remove, prevent, and mitigate racially inequitable outcomes and power imbalances between groups and change the structures that sustain inequities. (Ontario)

Antisemitism. Antisemitism is latent or overt hostility, or hatred directed towards, or discrimination against, individual Jewish people or the Jewish people for reasons connected to their religion, ethnicity, and their cultural, historical, intellectual, and religious heritage. (Ontario)

Colonialism. Colonialism is the historical practice of European expansion into territories already inhabited by Indigenous peoples for the purposes of acquiring new lands and resources. This expansion is rooted in the violent suppression of Indigenous peoples' governance, legal, social and cultural structures. Colonialism attempts to force Indigenous peoples to accept and integrate into institutions that are designed to force them to conform with the structures of the colonial state. "Colonialism remains an ongoing process, shaping both the structure and the quality of the relationship between settlers and Indigenous peoples." (TRC Final Report, 2016 What We Have Learned: Principles of Truth and Reconciliation). (Ontario)

Data. Data consists of facts, figures, and statistics objectively measured according to a standard or scale, such as frequency, volumes or occurrences, but does not include information (as defined by this directive). (Ontario)

Database. A database (also called electronic database) is any collection of data or information that is specially organized for rapid search and retrieval by a computer. Databases are structured to facilitate the storage, retrieval, modification, and deletion of data through various data-processing operations. (Ontario)

Data set (or Dataset). An organized collection of data. The most basic representation of a data set is data elements presented in tabular form. A data set may also present information in a variety of non-tabular formats, such as an extensible mark-up language (XML) file, a geospatial data file, or an image file, etc. (Ontario)

Dignity. Recognition of a person's inherent worth and right to be valued and respected. (Ontario)

Disaggregated data. Disaggregated data is broken down into component parts or smaller units of data for statistical analysis. In the context of race-based data, this means breaking down the composite (aggregate) "racialized" category into its component parts such as Black, South Asian, East/Southeast Asian, Latino, Middle Eastern, White, etc. (Ontario)

Discrimination. Treating someone unfairly by either imposing a burden on them, or denying them a privilege, benefit or opportunity enjoyed by others, because of their race, citizenship, family status, disability, sex or other personal characteristics. (Canada)

Ethnic groups. Refers to a person's ethnic or cultural origins. Ethnic groups have a common identity, heritage, ancestry, or historical past, often with identifiable cultural, linguistic, and/or religious characteristics. (Ontario)

Equity. Fairness, impartiality, even-handedness. A distinct process of recognizing differences within groups of individuals, and using this understanding to achieve substantive equality in all aspects of a person's life. (Canada)

Inclusive. Inclusive processes, policies, services, program and practices are accessible to and useable by as many people as possible, regardless of race, ethnic origin, gender, age, disability, language, etc. An inclusive environment is open, safe, equitable and respectful. Everyone can enjoy a sense of trust, belonging and involvement, and everyone is are encouraged to contribute and participate fully. (Ontario)

Indigenous. Indigenous people identify as being descended from the Original Peoples of what is currently known as Canada. In this context, Indigenous peoples include people who may identify as First Nations (status and non-status), Métis and/or Inuit and any related identities. (Ontario)

Intergenerational trauma. Historic and contemporary trauma that has compounded over time and been passed from one generation to the next. The negative effects can impact individuals, families, communities and entire populations, resulting in a legacy of physical, psychological, and economic disparities that persist across generations. For Indigenous peoples, the historical trauma includes trauma created as a result of the imposition of assimilative policies and laws aimed at attempted cultural genocide, including the annihilation of Indigenous Nations, the imposition of the Indian Act system, and the forcible removal of Indigenous children to Indian Residential Schools. Contemporary trauma includes the disparities in access to basic human rights, including clean water, safe housing and minimum standards of income as well as ongoing lack of access to equity in justice, health and child welfare services. Contemporary trauma also includes forced relocation away from ancestral territories and ongoing disputes about Indigenous governance, jurisdiction and decision-making related to resource and other development occurring within Indigenous territories. Other examples of intergeneration trauma include the ongoing legacies of slavery of people of African descent, as well as the impacts of racial segregation, and the long histories and contemporary forms of racial oppression and violence directed at Black and racialized individuals and communities. (Ontario)

Intersectionality. Intersectionality is the way in which people's lives are shaped by their multiple and overlapping identities and social locations, which, together, can produce a unique and distinct experience for that individual or group, for example, creating additional barriers, opportunities, and/or power imbalances. In the context of race and Indigenous identity, this means recognizing the ways in which people's experiences of racism or privilege, including within any one group, may vary depending on the individual's or group's relationship to additional overlapping or intersecting social identities, like religion, ethnic origin, gender, age, disabilities or citizenship and immigration status. An intersectional analysis enables better understanding of the impacts of any one particular systemic barrier by considering how that barrier may be interacting with other related factors. (Ontario)

Islamophobia. Islamophobia is racism, stereotypes, prejudice, fear, or acts of hostility directed towards individual Muslims or followers of Islam in general. In addition to individual acts of intolerance and racial profiling, Islamophobia can lead to viewing and treating Muslims as a greater security threat on an institutional, systemic, and societal level. (Ontario)

Longitudinal analysis. Longitudinal analysis examines measures that involve repeated observations, including observations of people, over a period of time. (Ontario)

Marginalization. Marginalization is a long-term, structural process of systemic discrimination that creates a class of disadvantaged minorities. Marginalized groups become permanently confined to the fringes of society. Their status is perpetuated through various dimensions of exclusion, particularly in the labour market, from full and meaningful participation in society. (Ontario)

Metadata. Metadata is information that describes the characteristics of data. (Ontario)

Notable difference. A notable difference is a magnitude of racial disproportionality or disparity that meets or exceeds a threshold considered potentially indicative of a meaningful difference in outcomes. (Ontario)

Open data. De-identified data that are released free of charge to the public in one or more open and accessible formats. (Ontario)

Race. Race is a term used to classify people into groups based principally on physical traits (phenotypes) such as skin colour. Racial categories are not based on science or biology but on differences that society has created (i.e. "socially constructed"), with significant consequences for people's lives. Racial categories may vary over time and place and can overlap with ethnic, cultural or religious groupings. (Ontario)

Racial bias. Racial bias is a predisposition, prejudice or generalization about a group or persons based principally on race (see definition of race). (Ontario)

Racial disparity. Racial disparity is unequal outcomes in a comparison of one racial group to another racial group. (Ontario)

Racial disproportionality. The over-representation or under-representation of a racial group in a particular program or system, compared with their representation in the general population. (Ontario)

Racial equity. Racial equity is the systemic fair treatment of all people. It results in equitable opportunities and outcomes for everyone. It contrasts with formal equality where people are treated the same without regard for racial differences. Racial equity is a process (such as meaningfully engaging with Indigenous, Black, and racialized clients regarding policies, directives, practices and procedures that affect them) and an outcome (such as equitable treatment of Indigenous, Black, and racialized clients in a program or service). (Ontario)

Racial inequality. A disparity in opportunity and treatment that occurs as a result of someone's race. (Ontario)

Racial profiling. Racial profiling is any action undertaken for reasons of safety, security or public protection, that relies on stereotypes about race, colour, ethnicity, ancestry, religion, or place of origin, or on a combination of those traits, rather than on a reasonable suspicion, to single out an individual for greater scrutiny or different treatment. (Ontario)

Racialization. Racialization is a process of delineating group boundaries (races) and allocation of persons within those boundaries by primary reference to (supposedly) inherent and/or biological (usually phenotypical) characteristics. In this process, societies construct races as 'real,' different, and unequal in ways that matter to economic, political, and social life. (Ontario)

Racialized (person or group). Racialized persons and/or groups can have racial meanings attributed to them in ways that negatively impact their social, political, and economic life. This includes but is not necessarily limited to people classified as "visible minorities" under the Canadian census and may include people impacted by antisemitism and Islamophobia. (Ontario)

Racism. Racism includes ideas or practices that establish, maintain or perpetuate the racial superiority or dominance of one group over another. (Ontario)

Stereotypes. Qualities ascribed to individuals or groups that are based on misconceptions, false generalizations, and/or oversimplifications that potentially result in stigmatization. A race-based stereotype is a quality ascribed to individuals/groups related to race. Stereotypes can perpetuate racism and racial discrimination and give rise to racial inequalities. (Ontario)

Systemic racism. Systemic racism consists of organizational culture, policies, directives, practices or procedures that exclude, displace or marginalize some racialized groups or create unfair barriers for them to access valuable benefits and opportunities. This is often the result of institutional biases in organizational culture, policies, directives, practices, and procedures that may appear neutral but have the effect of privileging some groups and disadvantaging others. (Ontario)

Threshold. A threshold is a value that, if met or exceeded, indicates an inequality. Determining an appropriate threshold helps to interpret the meaning of the numerical results and indicates whether the magnitude of the disproportionality and disparity indices represents a notable difference for further investigation, monitoring, and/or potential action. (Ontario)

Appendix A: Full List of Community Stakeholder Recommendations

A. CONSULTATIONS, ENGAGEMENT AND AWARENESS

1. Increase police consultation with school boards and other stakeholders to eradicate anti-Black racism towards students, parents, teachers and administrators.

2. Conduct ongoing consultation with Black, Indigenous and racialized communities, seniors and new Canadians.

3. Be present in the community and provide support and hear and listen to community concerns and requests for change.

4. Increase Board consultation and engagement with community.

5. Conduct regular community consultation on Board policies and YRP policies and programs.

6. Recognize the common language between community and police.

7. Consider a deeper engagement/research project to follow the 2017 GTA Black Experience project – to really dive deeply into the experiences of Black and Indigenous communities specifically related to law enforcement in York Region
   - we need a more in-depth study
   - we voiced our concerns regarding the limitations of the Black Experience Project's York Region component at the community meeting held on March 27, 2019
   - while good as a general guide, the sample size for York Region was relatively small (175 respondents for a population of 25,870).

8. Be invested and actively engaged in combatting anti-Black and anti-Indigenous racism.

9. Develop a meaningful community engagement framework - focus this engagement specifically on increasing community trust and gaining community input from Black, Indigenous and People of Colour (BIPOC) communities broadly and specifically tied to Black Experience.

10. Engage in the renewal for the Vision of York Regional Police.

11. Review and refresh policies and programs; take them to the next level.

12. Develop steps for renewal in consultation with community.

13. Use the York Region Inclusivity Charter as a basis for discussion with community.

14. Have a clear understanding and awareness of what is happening in the community.

B. SCHOOL RESOURCE OFFICERS

1. Determine the value of having a School Resource Officer in schools. Does their presence in schools prevent crimes? Are there benefits and costs?

2. Introduce language that addresses anti-Black racism in policy and in school-police protocols.

3. Work with schools to establish a time frame within which school administrators must contact family of student when police interact with their child.

4. Provide options for parents in the police-school protocol when they believe their child has received undue treatment or disproportionate consequences. What is the process?

5. Consider the withdrawal of uniformed police officers from York Region schools. The narrative that police officers are "good for young people to see from early" is not part of the Black community's collective consciousness.

   - Research shows that police presence in schools is bad news for Black children. (See Robyn Maynard's *Policing Black Lives: State Violence in Canada from Slavery to the Present* for a thorough discourse analysis on policing in Education as a starting point)
   - In a society where Black Canadians are over represented in the prison system, Black children are already seeing themselves as suspect and the presence of police officers exacerbate this and hinders their development. The call has already been answered in other parts of Canada like British Columbia.

6. Review "Say No to Hate" document to include Black organizations and "Courage in the Face of Hate" should also be produced from the Black community.

7. Markham African Canadian Caribbean Association provided its "YRP School and Police Programs Review of Protocol" document attached as Appendix A1.

C. RACE-BASED STATISTICS

1. Collect race-based statistics for traffic stops and report data to the Board.

2. Focus right now should be on anti-Black and anti-Indigenous racism, and the Board should commit to considering and supporting longitudinal studies on this matter.

3. Create a community body that offers formalized services for victims of hate crimes and a program that formally documents incidents of hate in York Region.

D. RESPONSE TO MENTAL HEALTH CALLS

1. Seek alternate responses to mental health calls for service. Police should relinquish mental health resources to mental health professionals or have a specialized unit with mental health professionals to respond to these calls.

E. POLICE BUDGET AND RESOURCES

1. Police budget should be shared with other sectors that support the work of law enforcement or work jointly with law enforcement either directly or indirectly. The police budget must reflect the needs and demands of the community.

F. POLICE TRAINING AND EDUCATION

1. Include presentations from Indigenous and Black communities as part of the training curriculum and ongoing internal panels with representations from different communities.

2. Include training which enhances better decision-making skills including de-escalation techniques especially with members of vulnerable community and Black community.

3. Ensure YRP members receive training in race relations and explain what micro-aggressions against Black YRP members look like and how they impact the organization.

4. Advocate for a training curriculum at the police college to ensure there is anti-oppression, anti-Black racism and anti-Indigenous racism courses.

5. Ensure education includes courses on anti-oppression, anti-Indigenous and anti-Black racism and hate crimes for all current and new Board members and staff.

6. Review and reassess processes and training – a thorough review of internal processes and training specifically tied to anti-Black and anti-Indigenous racism must be conducted. This is beyond unconscious bias; this is examining systemic and institutional racism and the cultural transformation required to effect change. Consider an external review in partnership with community. Do this work with a true anti-racist lens from a stance of recognizing that racism and privilege exists in our systems rather than a stance of defensiveness.

7. Definitions for "systemic racism" and "white privilege" need to be clearly understood.

G. POLICE RECRUITMENT AND SUCCESSION PLANNING

1. Continue outreach to colleges and universities with special emphasis on the Black community - there are barriers within the police service to attracting Black candidates

like workplace equity and promotional process.

2. Ensure higher ranks should reflect the communities they serve including at the level of Chief of Police.

3. Ensure Black officers within YRP have equal opportunity for promotions and career development opportunities. Succession plans should be transparent and reported to the Board.

4. Develop a succession plan that includes Black representation (include Black female officers) at all ranks to continue to ensure representation at the executive level.

5. Remove barriers to hiring Black officers including past police records or street check information.

6. Ensure YRP pool for executive candidates is more diverse.

7. Ensure more Black and Indigenous police officers are hired and promoted. In the search for new deputies, for example, place a priority on finding candidates that reflect this gap and be intentional.

8. Pay close attention to workplace equity – YRP's workforce needs to reflect the diversity of its residents, including across the breadth (functions and departments) and depth (hierarchy) of the institution. We are all hearing the calls to defund the police as numerous activists are highlighting that policing is not reformable due to its inherent and long-standing history of failing to "serve and protect" Black, Indigenous and other racialized communities.

   According to the 2018 York Regional Police Census & Inclusion Survey, over 73% of the organization is Caucasian and just 18.7% of the organization is Racialized while York Region's population, is 49.16% racialized. In 2020, of the approximately 2000 uniform officers (not including civilian members), only 18% are racialized. With only 18% racialized officers, it is unreasonable to expect those to serve a diverse York Region population of approximately 49%.

H. TRANSPARENCY AND ACCOUNTABILITY

1. Ensure Board provides guidance and leadership to the Executive Command Team in effecting change.

2. Ensure there exists a clear and consistent commitment to accountability at all levels including police board and police executive.

3. Consider body cameras for front-line officers which would enhance accountability when interacting with members of the community.

I. IMPROVEMENTS ON EQUITY AND INCLUSION

1. That the composition of Police Services Board consist of Black, Indigenous and members of LGBTQ community.

2. Advocate for an increase in the size of the Board to nine members to include more community representation.

3. Consider making a public statement and take a stance against anti-Black racism.

4. Hire an external consultant who can address anti-Black racism in the police service and who can provide solutions.

5. Conduct an internal equity audit by an external party.

6. Ensure operational strategies align with principles of inclusivity.

7. Consider a systemic approach to anti-Black racism and a closer look at anti-Black racism in YRP.

8. Ensure closer attention is paid to systemic and institutional racism within the police service.

Appendix B: List of Community Stakeholder Recommendations Directed to the Board

1. Increase Board consultation and engagement with community

2. Focus right now should be on anti-Black and anti-Indigenous racism, and the Board should commit to considering and supporting longitudinal studies on this matter

3. Police budget should be shared with other sectors that support the work of law enforcement or work jointly with law enforcement either directly or indirectly. The police budget must reflect the needs and demands of the community

4. Ensure education includes courses on anti-oppression, anti-Indigenous and anti-Black racism and hate crimes for all current and new Board members and staff

5. Ensure the Board provides guidance and leadership to the Executive Command Team in effecting change

6. Ensure there exists a clear and consistent commitment to accountability at all levels including Police Board and police executive

7. That the composition of Police Services Board consists of Black, Indigenous and members of LGBTQ communities

8. Advocate for an increase in the size of the Board to nine members to include more community representation.

Appendix C: Monitoring Requirements

REPORT TO THE BOARD	REPORTING TIMELINE TO THE BOARD	LEGISLATIVE/BOARD REQUIREMENTS	RESPONSIBILITY
Updates to the Multi-Year Accessibility Plan	As updates are made	Board's Accessibility Policy No. 01/13; Accessibility for Ontarians with Disability Act, 2005	Chief of Police/ Executive Director
Accessible Customer Service	Annually	Board's Accessible Customer Service Policy No. 04/09; Accessibility for Ontarians with Disability Act, 2005	Chief of Police/ Executive Director
Air Support Policing	As required	Board's Air Support Policy No. 02/08; Ministry Standard	Chief of Police
Annual Property and Evidence Audit	Annually in the Quality Assurance Process Report	Board's Policy No. 02/00-22 - Collection, Preservation and Control of Evidence and Property Policy; Ministry Standard/ Audit Policy No.01/08	Chief of Police
Applications to the Board under Section 83 (17) of the PSA.	As required	Board Procedures 01/14 and 02/14 Section 83(17) of the Police Services Act	Chief of Police
Appointment of Auxiliary Members	As required	Pursuant to section 52(1) of the Police Services Act	Chief of Police
Appointment of Experienced Police Officers	As required	Pursuant to section 31(1)(a) of the Police Services Act	Chief of Police
Appointment of New Police Officers	As required	Pursuant to section 31(1) of the Police Services Act	Chief of Police
Appointment of Special Constables	As required	Pursuant to section 53(1) of the Police Services Act	Chief of Police
Appointments Made Under the Interprovincial Policing Act	As required	Interprovincial Policing Act	Chief of Police
Audit of Financial Statements	Annually	Financial Accountability Policy No. 01/05	Chief of Police
Auxiliary Program Status Report	Annually	Board's Auxiliary and Volunteers Policy No. 03/02; Ministry Standard	Chief of Police
Board Commendation (Citizen/Member of YRP)	As required	Board Requirement	Chief of Police

Report of the York Regional Police Services Board Anti-Black Racism
And Building Community Trust Committee

REPORT TO THE BOARD	REPORTING TIMELINE TO THE BOARD	LEGISLATIVE/BOARD REQUIREMENTS	RESPONSIBILITY
Business Plan Status Updates	Annually	Framework for Business Planning Policy 07/01; Ministry Standard	Chief of Police
Internet Child Exploitation	PTSD Prevention Plan or the YRP Annual Report	Internet Child Exploitation Policy No. 03/08; Ministry Standard	Chief of Police
Crime Statistics	Annually and Semi-annually	Crime, Call and Public Disorder Analysis Policy No. 02/00 - 5; Ministry Standard	Chief of Police
Criminal Investigation Management and Procedures	Review and report back periodically	Board's Criminal Investigation Management and Procedures Policy No. LE-006 Ministry Standards	Chief of Police
Collection of Identifying Information in Certain Circumstances (Street Checks)	1st quarter and in YRP Annual Report	Board Policy 01/16 Collection of *Identifying Information in Certain Circumstances – Prohibition and Duties*	Chief of Police
Delegation of Authority (Private and Public)	Quarterly	Board's Delegation of Authority Policy No. 03/11	Chief of Police, Executive Director
Disposition of Hearings under Part V of the PSA	Semi-annually	Board's Complaints By Law 01-11 Part V - Police Services Act	Chief of Police
**Equity and Inclusion Policy	Annually	Board's Equity and Inclusion Policy No. 04/11	Chief of Police
Financial Statements	Quarterly	Board's Financial Accountability Policy No. 01/05	Chief of Police
Forfeited Offence-Related Property/Proceeds of Crime/Civil Remedies for Illicit Activities	Annually	Board's Proceeds of Crime Policy No. 01/04; Ministry Standard	Chief of Police
Framework for Business Planning Policy	Once every business cycle	Board's Framework for Business Planning Policy No. 07/01; Ministry Standard	Chief of Police
Freedom of Information Bylaw	Annually	Board's Bylaw No. 09-15	Chief of Police, Executive Director

REPORT TO THE BOARD	REPORTING TIMELINE TO THE BOARD	LEGISLATIVE/BOARD REQUIREMENTS	RESPONSIBILITY
Hate Crimes	Based on the occurrence of an incident or if any exceptional activity or increase in hate crimes occurs	Board's Hate Propaganda and Hate Crimes Policy No. 02/00-9 & 10; Ministry Standard; Board's Diversity Policy No. 04/11	Chief of Police
Human Resources	Monthly	Pursuant to section 31(1)(a) of the Police Services Act	Chief of Police
Human Rights Tribunal Application/ Human Rights Complaints	As required	Board requirement	Regional Solicitor
Labour Relations Update	Quarterly	Board's Labour Relation Policy No. 01/02	Chief of Police
Legal Indemnification	As Required	Board's Legal Indemnification Policy No. 05/01 and Article 30.6 of the 2013-2015 Uniform Working Agreement and Article 29.6 of the 2013-2015 Civilian Working Agreement; Sections 31 (h) and 50 of the Police Services Act	Chief of Police
Notice of Civil Suit	Annually	Pursuant to YRP Regulation 5.3.1 Section 30 of the Police Services Act	Chief of Police
Older and Vulnerable Adult Abuse	YRP Annual Report	Board's Older and Vulnerable Adult Abuse Policy No. 05/08; Ministry Standard	Chief of Police
Police Services Budget and Board Budget	Annually	Financial Accountability Policy No. 01/05; Section 39 of the Police Services Act	Chief of Police/ Executive Director
Procurement	As required	Board's Purchasing By-law No. 10-17	Chief of Police
Promotions	As required	Pursuant to section 31(1)(a) of the Police Services Act	Chief of Police

REPORT TO THE BOARD	REPORTING TIMELINE TO THE BOARD	LEGISLATIVE/BOARD REQUIREMENTS	RESPONSIBILITY
Protocol for Sharing of Information (YRP Annual Report)	Annually	Board's Framework for Annual Reporting by Chief of Police policy No. 04/01 and Protocol for Sharing of Information; Ministry Standard	Chief of Police
Public Complaints	Semi-Annual	Board's Complaints By Law 01-11	Chief of Police
Public Solicitations and Donations	Annually	Board's Public Donations Policy No.02/01	Chief of Police
Public Relations Fund Report	Semi-Annually	Board's Public Relations Reserve Fund Policy No. 08/08	Executive Director
Quality Service Standards	Annually	Board's Accessible Customer Service Policy No. 04/09	Chief of Police
Radio Communications Tower	1st Quarter	Board's Policy Installation of Radio Communications Towers No. 02/09	Chief of Police
Civil Litigation	Annually	Board requirement	Regional Solicitor
Resignation of Auxiliary Members	Delegated	Pursuant to Section 52(2) of the Police Services Act	Chief of Police
Respect in the Workplace	Annually	Board's Respect in the Workplace Policy No. 02/10	Chief of Police
Schedule of Board Meetings	Annually	Board's Procedural By-law 06-02	Executive Director
Schedule of Internal Audit and Workplan (Quality Assurance)	Annually	Audit Policy No. 01/08	Chief of Police
Secondary Activities	Annually	Pursuant to Sections 31 (1)(g), 31(7), 49(3), 49(4) of the *Police Services Act*	Chief of Police
Section 11 Review (Section 32)	As required	Pursuant to Section 11(4) of Ontario Regulation 267/10 made under the Police Services Act	Chief of Police
Section 13 Review	As required	Pursuant to Section 13 of Ontario Regulation 926/90 made under the Police Services Act	Chief of Police

REPORT TO THE BOARD	REPORTING TIMELINE TO THE BOARD	LEGISLATIVE/BOARD REQUIREMENTS	RESPONSIBILITY
Service/Policy Complaints	As required	Board's Complaints By Law 01-11	Chief of Police
Statistics Canada Crime Index	Annually	Crime, Call and Public Disorder Analysis Policy No. 02/00 - 5; Ministry Standard	Chief of Police
Status of Rewards	Annually	Board's Rewards Policy No.03/00	Chief of Police
Termination of Members	As required	Pursuant to Sections 31, 44(3), 52 and 53 of the Police Services Act	Chief of Police
Traffic Management, Enforcement and Road Safety	YRP Annual Report	Board's Traffic Management, Enforcement and Road Safety Policy No. 06/08; Ministry Standard	Chief of Police
Use of Force	Annually	Board's Use of Force Policy No. 01/14; Ministry Standard	Chief of Police
Use of York Regional Police Crest	As required	Pursuant to Procedure AI-020	Chief of Police
Volunteer of the Year	Annually	Board Policy 03/02	Chief of Police
York Region Transit Annual Report/ Special Constables	Annually	Section 52 of Agreement with YRPSB and York Region	Chief of Police
Youth Crime	Statistical Report, Annual Report	Board's Youth Crime Policy No. 04/08; Ministry Standard	Chief of Police

Appendix D: YRP Consultation Strategy

2023-2025 BUSINESS PLAN DEVELOPMENT STRATEGY

1. Recommendation

1. That the Board approve the 2023-2025 Business Plan development strategy pursuant to the Board's Framework for Business Planning Policy No. 03/10.

2. Summary

In compliance with *Police Services Act*, Regulation 3/99, York Regional Police and the Regional Municipality of York Police Services Board are currently preparing for the next business planning cycle. This report outlines the proposed strategy for the development of the 2023-2025 Business Plan.

The proposed business planning process is consistent with the requirements of Board Policy 03/10 Framework for Business Planning. The 2023-2025 Business Plan will build on our current policing priorities and reflect anticipated changes in our future operating environment. It will be developed through extensive research and consultations that will include York Region residents and businesses, municipal councils, school boards, community-based partner organizations, policing partners and members of York Regional Police. We will continue to build on current achievements to ensure our citizens feel safe and secure through excellence in policing.

3. Background

POLICE SERVICES ACT REQUIREMENTS

In accordance with section 31(b) of the *Police Services Act*, the Police Services Board shall generally determine, after consultation with the Chief of Police, objectives and priorities with respect to police services. Ontario Regulation 3/99, Adequacy and Effectiveness of Police Services, section 30, requires every board to prepare a business plan at least once every three years that addresses the following:

- The objectives, core business and functions of the police service, including how it will provide adequate and effective police services
- Quantitative and qualitative performance objectives and indicators relating to

  - The police service's provision of community-based crime prevention initiatives, community patrol and criminal investigation services
  - Community satisfaction with police services
  - Emergency calls for service

- o Violent crime and clearance rates for violent crime
- o Property crime and clearance rates for property crime
- o Youth crime and clearance rates for youth crime
- o Police assistance to victims of crime and re-victimization rates and
- o Road safety
- Information technology
- Police facilities and
- Resource planning

Furthermore, section 32(2) of the *Police Services Act*, Regulation 3/99 requires a board to consult with its municipal councils, school boards, community organizations and groups, businesses and members of the public during the development of the business plan.

The COVID-19 Pandemic has required us to make adjustments in our approach to consultations. Our traditional methods of conducting in-person internal and external consultations are limited due to pandemic restrictions, which require us to further rely on digital tools and platforms.

Community Safety and Policing Act Provisions

The business plan development strategy will be impacted by new provisions incorporated into the *Community Safety and Policing Act* as it comes into force on proclamation by the Lieutenant Governor. The provisions related to the business plan include changing its name to strategic plan and a change in the life cycle from once every three years to once every four years. Other provisions related to additional required groups to consult with are not yet in effect but have been incorporated into the 2023-2025 Business Plan development strategy. They include enhanced input from youth, members of racialized groups, members of First Nation, Inuit and Métis, and persons who appear to have a mental health condition.

4. Analysis

CONSULTATION STRATEGY

A wide range of processes and tools will be used to develop the 2023-2025 Business Plan. Information will be gathered through extensive research and consultations with our community as well as our people. Significant components of consultations include:

Our Community

- **Local Residents** – A survey will be distributed to 12,000 randomly selected residences across all municipalities in York Region

- **Local Businesses** – A survey will be distributed to approximately 20,000 small businesses through the Strategic Economic Initiatives department of The Regional Municipality of York
- **Policing and Community Based Partners** – A survey will be distributed to policing and community based partners, including mayors, economic development leaders, social service providers, paramedic services, fire services, and hospitals
- **Other Community Groups** – Additional consultations will be conducted, in partnership with Community Services, including the Diversity Equity and Inclusion Bureau, using methods such as focus groups, workshops, and other activities. We will enhance our engagement with the community using social media outreach such as hosting a town hall using Twitter and Instagram Live events. Invitations will be sent to key stakeholders and messaging will be posted on all York Regional Police social media and digital platforms to advertise these events. Special focus will be placed on consultations with the following groups:
  - Youth/Young persons
  - Seniors
  - Indigenous persons (First Nation, Inuit, Métis)
  - Members of racialized groups
  - Persons who appear to have a mental health condition
  - Persons with disabilities
- **Secondary Data Sources** – Further to the consultations, we will consider data from reports and recommendations from the following sources:
  - York Regional Police Black Community Consultative Roundtable
  - York Regional Police 2SLGBTQ+ Community Consultative Roundtable
  - Region of York Community Safety and Well-being Plan
  - The Black Experience Project report
  - The Social Capital report
  - York Regional Police Customer Satisfaction Surveys
  - Other reports and recommendations as they become available

Our People

- **Members** – Consultations will be conducted using a survey, town hall discussions and direct interaction by the Executive Command Team with sworn and civilian members of York Regional Police
- **Senior Officers** – A focus group will be conducted with senior officers of York Regional Police
- **Secondary Data Sources** – Further to the consultations, we will consider data from reports and recommendations from the following sources:
  - Member survey conducted by the Canadian Centre for Diversity and Inclusion
  - Internal working groups
  - Chief's Equity Advisory Committee
  - York Regional Police Internal Support Networks

Environmental Scan

The Planning, Research and Evaluation Unit at York Regional Police will conduct a comprehensive environmental scan to identify changes and trends in our operating environment that may influence our community and the services we provide. Findings will be compiled in a research document and will include: trends in policing, crime patterns, regional growth and demographics, transportation and infrastructure, immigration and migration patterns, economic and socio-economic influences in Canada, Ontario and York Region. The environmental scan will be used along with consultations to inform the development of objectives and actions of the 2023-2025 Business Plan.

5. Financial

The cost estimate for the 2023-2025 Business Plan development process totals $28,775 before taxes and has been budgeted for in the 2021 Operational Budget. The majority of the costs are related to survey administration and associated printing and postage. York Regional Police will continue to utilize in-house resources and leverage technology to find cost efficiencies.

6. Conclusion

Activities for the 2023-2025 Business Plan have already begun and will continue over the next year. By the end of 2022, the draft 2023-2025 Business Plan will be presented to the Police Services Board for final consultation and approval. It is expected that the final copy of the 2023-2025 Business Plan will be approved and disseminated to the public by January 2023, in accordance with the Board's Protocol for the Sharing of Information.

Accessible formats or communication supports are available upon request.

Jim MacSween, B.A.A.
Chief of Police

JMS/ra

Appendix E: Further Notes on Effective Consultation

There are many ways to structure public consultation. Public consultation can happen at different stages of a governmental process, from the exploratory stages of brainstorming ideas for new policies to seeking input on early drafts of a policy proposal to engaging the public in policy monitoring and evaluation efforts.[78] These consultations can take place in person, in the form of face-to-face workshops, focus groups, or public meetings, for example. They can also take place online through, for instance, platforms that allow for public comment or discussion about a policy proposal or program.

Consultative processes should be designed to be as inclusive as possible. This means designing consultative processes in a way that minimizes their complexity and maximizes their accessibility to everyone, regardless of one's background and expertise. All stakeholders, especially those from marginalized and vulnerable groups, must be afforded with equal opportunities with participate in consultations. It is vital to avoid at all costs the capture of a consultative process by those with the greatest amount of power, money, and technical expertise. When conducting consultations regarding policing, opportunities for those with relevant lived experiences should be maximized. Extant power relations based on race, gender, age, class, and other social distinctions must be actively managed during consultative processes so that everyone has a fair chance to speak and to be heard.

To participate in public consultations, the public must be made aware that consultations are taking place. This may seem like an obvious point, but it is one that is all too often overlooked by governments in practice. Information does not spread evenly. People get their information in different ways. The work of notifying the public that consultations will be taking place must therefore be done using a broad range of strategies across multiple mediums.

The outcomes of consultation should be shared publicly with all stakeholders, regardless of whether they participated. This can be achieved, for example, by publishing summaries of the results of a public consultation on a government's website. To take this one step further, governments may also wish to inform the public about how the outcomes of consultation will be used. It is not necessary nor practical to act on everything that was learned during a consultation. Few people expect as much. By providing the public with an explanation as to what, how, when, and why key ideas and insights that emerged during a consultation will or will not be acted upon, it affirms, especially for those that participated, that they were heard and taken seriously.[79]

Finally, when conducting larger public consultations, especially those that will take place over long periods of time, it is important to institutionalize a process for monitoring and evaluating its progress and success. This can be achieved in part through requirements that a police service report on all consultative efforts and outcomes to the board, not only as part of annual reporting requirements but on a routine basis throughout the year.

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[78] TAP Network, "Promoting Inclusive Government Consultations."

[79] This strategy was pursued by the Government of South Africa during the consultations it conducted nationwide in the lead up to the creation of its *National Action Plan to Combat Racism, Racial Discrimination, Xenophobia, and Related Intolerance* South Africa, "National Action Plan (NAP) to Combat Racism, Racial Discrimination, Xenophobia and Related Intolerance," 2019, https://www.gov.za/sites/default/files/gcis_document/201903/national-action-plan.pdf..