

**DRAFT Traffic Stop Race Data Collection Project III**

**Progressing Towards Bias-Free Policing:**

**Ten Years of Race Data on Traffic Stops in Ottawa**

**And**

**An 18-Month Action Plan**

Submitted to

**Ottawa Police Service Board**

and

**Ottawa Police Service**

The Ontario Tech/York Research Team:

Dr. Lorne Foster

Director, Institute for Social Research  
York University

Dr. Les Jacobs

Vice-President, Research and Innovation  
Ontario Tech University

June 2024

## Brief Biographies of Authors

Dr. Lorne Foster is a Full Professor and the Director, Institute for Social Research (ISR) at York University, which is a leading university-based survey research centre in Canada. He holds the York Research Chair in Human Rights and Black Canadian Studies (Tier 1). He also created the Diversity & Human Rights Certificate (DHRC), established in association with the Human Resources Professional Association (HRPA). This initiative is the first academic-industry partnership sponsored by a regulatory organization. His work on public policy formation and scholarship on the human rights approach to inclusive organizational change ranks among the best in its field and has consistently helped to open doors to new scholarly explorations through a synergistic laboratory of academic-and-industry collaborations.

Dr. Les Jacobs is a Full Professor and the Vice-President, Research and Innovation, at Ontario Tech University. Previously, he held at York University the York Research Chair in Human Rights and Access to Justice (Tier 1) leading the new Access to Justice Data Science Lab, while serving as Director of the Institute for Social Research. He completed his PhD at Oxford University. He joined Ontario Tech University and York University after having held full-time teaching positions at the University of British Columbia and Magdalen College, Oxford University. He was appointed a Fellow of the Royal Society of Canada (FRSC) in 2017 for his internationally recognized data science contributions to equality of opportunity, human rights, and access to justice research.

For over a decade, Drs. Foster and Jacobs have worked in partnership with police services and public sector agencies across the province in areas of data collection and human rights, focusing in particular on human rights projects engaging racialized communities. They work together with the Ottawa Police Service (OPS) on the two largest Race Data Traffic Stop Projects in Canadian policing history. They collaborated with the Windsor Police Service (WPS) to conduct a program evaluation, using a human rights lens, examining all of their operational policies and regulations. They worked with the Toronto Police Service on their Race and Identity Based Data Collection Strategy, as well as their Use of Force and Strip Search analysis. They were expert consultants for the Government of Nova Scotia and the Office of Equity and Anti-Racism Initiatives on the development of the Anti-Racism Data Collection Strategy under the authority of the *Dismantling Racism and Hate Act, 2022*, in support of the establishment of data standards for the collection and use of information to identify, monitor and address systemic hate, inequity and racism. They also served as expert consultants for the Ontario Government and the Anti-Racism Directorate (ARD) on the formation of the *Anti-Racism Act, 2017*, and the development of the first Anti-Racism Data Standards (Standards) for collection, use and management of race data. They served as expert consultants for the Honourable Justice Michael Tulloch on both the Independent Oversight Review and the assessment of the police civilian oversight bodies – the Special Investigations Unit (SIU), the Office of Independent Police Review Director (OIPRD) and the Ontario Civilian Police Commission (OCPC); and the Independent Street Check [Carding] Review. They collaborated with the Ontario Government and the Cabinet Office (CO) on a whole-of-government review of the Workplace

Discrimination and Harassment Policy (WDHP) and Respectful Workplace Practice (RWP). They continue collaborations with various police services – including Waterloo Regional Police Service (WRSP), Ottawa Police Service (OPS), Peel Regional Police (PRP) and York Regional Police (YRP) – to help develop race data collection strategies for all their interactions with the public. Their major academic publications include *Racial Profiling and Human Rights in Canada: The New Legal Landscape* (Irwin Law Books, 2018).

# Executive Summary

## PART I: Introduction

Relations between Canadian police and the members of racialized minority groups have been the object of several official inquiries over the past three decades. Modern police authorities who have an authentic commitment to eliminating bias and promoting social equity recognize that measurement matters. The need for quality data about the experiences of Indigenous and racialized communities with police, and within Canada's criminal justice system more broadly, has been identified consistently across numerous reports, commissions, and inquiries and officially acknowledged by the Canadian Association of Chiefs of Police. Apart from Ottawa Police Service (OPS), Canadian police services have no serious history of collecting racial data about who they serve or stop or why. Without this data, it is difficult, if not impossible, to evaluate seriously the extent, if at all, to which racial profiling is a systemic problem among Canadian police services. Without comprehensive data, the quality of decision-making, the allocation of resources, and the ability to understand the social and economic realities of the country is severely impaired. This ongoing lack of race data disaggregation disguises disparities and perpetuates existing inequities in the social structure, while preventing effective public policy discussions regarding fair competition and inclusive citizenship.

The OPS was the first large police force in Canada to incorporate race-based data collection into service delivery. In 2012, OPS launched the pioneering Traffic Stop Race Data Collection Project (TSRDCP I). Guided by the constitutional and legal principles of the *Canadian Charter of Rights and Freedoms*, the Ontario *Human Rights Code*, and based on the principle that only what is measured can be effectively understood and improved, the Ottawa Police Service (OPS) and the Ottawa Police Service Board (OPSB) recognized the critical importance of collecting, analyzing and publicly reporting on data related to the race of those with whom police interact to accomplish their goal of eliminating racial bias, promoting equity, fairness, and non-discriminatory police service delivery. Today, the TSRDCP is still the largest race data study in Canadian policing history and has become a tri-annual research initiative that supports the delivery of professional and equitable policing services.

The pioneering efforts to support the delivery of professional and equitable policing services through the Ottawa's, TSRDCP initiative, was followed up by the Province of Ontario passing the *Anti-Racism Act (ARA)* which came into force in 2017. Ontario's *Data Standards for the Identification and Monitoring of Systemic Racism* were passed by Order in Council in April 2018 and provides Police Services with specific direction regarding the collection of race-based data. The purpose for collecting the disaggregated race data under this Act is to eliminate systemic racism and advance racial equity.

Recently, the OPS initiated the Project Charter for the development of a multi-phased, forward-looking Race & Identity-Based Data (RIBD) Strategy and 3-year Action Plan. The RIBD Strategy is designated as an important tool to help identify, monitor, and address concerns about systemic racism in service delivery.

Through examination of existing commitments and requirements, as well as extensive community consultation, the RIBD Project is designed to accomplish three key objectives to support progressive organizational change and advance the OPS service delivery model:

- Clarify Data Standards for the current approach to the collection, analysis, and reporting of RIBD (Phase 1)
- Fulfill current reporting obligations for Use of Force and Traffic Stop Race Data Collection; and
- Develop a comprehensive RIBD Strategy and 3-year Action Plan that will produce more robust RIBD Standards (Phase 2)

The OPS also implemented its first Equity, Diversity, and Inclusion (EDI) Action Plan in 2020, to build capacity to advance inclusion within the Service as well as in service delivery to the Ottawa community. The action plan was succeeded in 2023 by the Ottawa Police Service's new DRIVE2 Strategy developed in collaboration with the Community Equity Council (CEC) and is reflective of numerous inputs from both community and OPS members, as well as multiple stakeholder engagements and third-party reviews and audits that identified needed changes to improve culture and service delivery.

Over the last decade, the OPS has focused on moving from reports and recommendations to greater action – making more meaningful and measurable progress on EDI by focusing on culture change, removing barriers, and improving systems. Guided by the constitutional and legal principles of the *Canadian Charter of Rights and Freedoms*, the *Ontario Human Rights Code*, *Ontario's Anti-Racism Act*, and based on the principle that only what is measured can be effectively understood and improved, the Ottawa Police Service (OPS) and Ottawa Police Service Board (OPSB) recognizes the importance of collecting, analyzing and publicly reporting on data related to the race of those with whom police interact.

Under the auspice of the RIBD and two EDI roadmaps the Service has significantly increased its capacity to drive the principles of equity, diversity, and inclusion in every aspect of the organization. Collecting, analyzing, and reporting on this data is critical to constructive organizational change in policing, and accomplishing the goal of eliminating racial bias, promoting equity, fairness, and non-discriminatory police service delivery. To assess the effectiveness of legal, policy and procedural initiatives aimed at reducing bias in policing, it is vital to track and publicly report on race-based data that is collected by police officers in the course of their duties.

This current iteration of the Ottawa traffic stop study, *TSRDGP III*, is both a longitudinal report on the progress of OPS organizational transformation initiatives over the last decade, and a call to further 'proactive' action for the OPS to continue the momentum of creating a police service that police and community members deserve.

## **PART II: TSRDCP III Reporting: Ten Years of Race Data**

The three sections (Section A, Section B, Section C) of the *TSRDCP III* report analyze the data fields in the records of the traffic stops for the ten-year period from June 27, 2013 to June 30, 2023 to address four sets of key issues:

**INCIDENCES OF TRAFFIC STOPS** - Are there disproportionately high incidences of traffic stops for drivers of different race groups, when compared with their respective driver populations in Ottawa, in the ten period from 2013 to 2023? (Are there significant patterns?)

**REASONS FOR TRAFFIC STOPS** - Do racialized minority drivers experience disproportionately high incidences of specific reasons for traffic stops by the Ottawa Police Service when compared with their White counterparts over the ten-year period from 2013-2023? How do these findings compare to the findings reported for *TSRDCP I* and *TSRDCP II*?

**OUTCOMES OF TRAFFIC STOPS** - Do racialized minority drivers experience disproportionately high incidences of specific outcomes for traffic stops by the Ottawa Police Service when compared with their White counterparts over the ten-year period from 2013-2023? How do these findings compare to the findings reported for *TSRDCP I* and *TSRDCP II*?

**PERSISTENCE OF RACIAL DISPROPORTIONALITIES** – Are there persistent patterns of racial disproportionalities in the Ottawa Police Service traffic stop data over the ten-year period from 2013-2023? What evidence is there in the data that very little has changed for racialized minority drivers in the City of Ottawa?

The analysis presented in this report segments the records of 284,721 traffic stops into two six-month time periods (July – December 2018; January – June 2023) and nine twelve-month periods (2013-2014; 2014-2015; 2015-2016; 2016-2017; 2017-2018; 2019; 2020; 2021; 2022) for a total of eleven separate data sets.

The *TSRDCP* is a correlational study on the relationship between race, sex, age, and traffic stops in Ottawa. It does not deal directly with the issue of causality. In other words, it does not explain the causal relationships that underlie the racial disproportionalities reported. The identification of racial disproportionalities in this report are intended to prompt further investigation about the causes and measures that can reduce racial disproportionalities in traffic stops.

### **General Research Findings on Traffic Stops, 2015-2018**

The analysis presented in this *TSRDCP III* report is segmented into eleven time periods. The overall total number of records of traffic stops used in the analysis provided in *TSRDCP III* is 284,721.

For the new five-year period from June 27, 2018 until June 30, 2023, the Ottawa Police Service had non-erroneous data in 199,121 traffic stop records. As this research required the presence of data on Ottawa residents, with their complete information on race, sex and age, reasons for the traffic stops and the

outcomes of the traffic stops, the number of records of traffic stops that are useable for this research is 106,383. (See the more detailed explanation in Part 4, Note 3.)

For the *TSRDGP II* three-year reporting period from June 27, 2015 to June 26, 2018, the Ottawa Police Service had non-erroneous data in 149,222 traffic stop records. The number of records of traffic stops useable for this research is 96,436.

For the *TSRDGP I* two-year reporting period from June 27, 2013 to June 26, 2015, the Ottawa Police Service had non-erroneous data in 120,617 traffic stop records. The number of traffic stops that were useable for this research is 81,902.

The general trend evident from the traffic stops data is the steadily declining frequency of traffic stops by the Ottawa Police Service over the past ten years. There are significantly fewer recorded traffic stops of Ottawa residents now compared to 2013 when the research project first began.

### **Section A: Incidences of Traffic Stops**

This section of the *TSRDGP III* reporting addresses three key questions: Are there disproportionately high incidences of traffic stops for drivers of different race groups, when compared with their respective driver populations in Ottawa, in the new five -year period from 2018-2023? How do these findings compare to the findings for 2013-2015 reported in *TSRDGP I* and for 2015-2018 reported in *TSRDGP II*? Are there significant patterns?

An important broad objective of all *TSRDGP* reporting is the determination of whether there are any disproportionately high incidences of race groups, broken down by sex and age, in traffic stops of Ottawa residents. For working purposes, data on Ottawa residents was divided into seven race groups (Indigenous peoples, White, Black, East Asian/Southeastern Asian, South Asian, Middle Eastern, and Other Racialized Minorities). They were then divided into male and female, which were then subdivided into three age groups: 16-24, 25-54, and 55 and over. In total, there are 42 race subgroups.

As the catalyst of this research study was a concern about racial profiling in traffic stops in Ottawa, special attention is therefore focused on the disproportionately high incidences of traffic stops among race groups, broken down by sex and age.

The *TSRDGP III* benchmark for measuring disproportionately high incidences of traffic stops in the period from June 27, 2018, to June 30, 2023 is the resident population in Ottawa aged sixteen years or older, segmented in terms of race, age, and sex, based on the 2021 Census. When race groups are described as having “disproportionately high incidences in traffic stops” (20% and over), this means they are over-represented in traffic stops when their shares of traffic stops are greater than their shares in the population. A zero percentage (0%) in the proportionality of incidences in traffic stops for a race group means the group’s proportion in traffic stops corresponds to its proportion in the population.

### **2023 Traffic Stops Findings**

The findings enable a breakdown for the perceived race of the driver by the officer among the 7,612 traffic stops in 2023: 48.8% White (3,717), 20.8% Middle Eastern (1,586), 18.3% Black (1,396), 4.6% E. Asian/SE Asian (351), 5.14% S. Asian (391), 2% Other racialized minorities (154), and 0.2% Indigenous Peoples (17). Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2023. All other racialized groups including Whites have proportionally low incidents of traffic stops.

### **2022 Traffic Stops Findings**

The findings enable a breakdown for the perceived race of the driver by the officer among the 13010 traffic stops in 2022: 52.5% White (6,828), 19.6% Middle Eastern (2,550), 15.8% Black (2061), 5.1% E. Asian/SE Asian (659), 4.6% S. Asian (603), 2.1% Other racialized minorities (276), and 0.3% Indigenous Peoples (33). Middle Eastern and Black groups again, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2022.

### **2021 Traffic Stops Findings**

The findings enable a breakdown for the perceived race of the driver by the officer among the 22,310 traffic stops in 2021: 54.4% White (12,126), 18.1% Middle Eastern (4,055), 16.5% Black (3,680), 4.7% E. Asian/SE Asian (1,053), 4.3% S. Asian (957), 1.7% Other racialized minorities (389), and 0.2% Indigenous Peoples (50). Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2021.

### **2020 Traffic Stops Findings**

The findings enable a breakdown for the perceived race of the driver by the officer among the 23,962 traffic stops in 2020: 56.2% White (13,484), 17.7% Middle Eastern (4,229), 15.1% Black (3,622), 4.7% E. Asian/SE Asian (1,121), 4.1% S. Asian (985), 1.9% Other racialized minorities (459), and 0.3% Indigenous Peoples (62). Middle Eastern and Black groups, are the two race groups with disproportionately high incidences of traffic stops in 2020.

### **2019 Traffic Stops Findings**

The findings enable a breakdown for the perceived race of the driver by the officer among the 27,734 traffic stops in 2019: 59.3% White (16,462), 16.4% Middle Eastern (4,550), 13.4% Black (3,723), 5% E. Asian/SE Asian (1,374), 3.8% S. Asian (1,043), 1.8% Other racialized minorities (506), and 0.3% Indigenous Peoples (76). Middle Eastern and Black groups again are the two race groups with disproportionately high incidences of traffic stops in 2019.

### **2018 (Second Half) Traffic Stops Findings**



The findings enable a breakdown for the perceived race of the driver by the officer among the 11,755 traffic stops in 2018: 63% White (7,410), 15.3% Middle Eastern (1,799), 11.4% Black (1,339), 5.25% E. Asian/SE Asian (618), 3.1% S. Asian (366), 1.7% Other racialized minorities (194), and 0.25% Indigenous Peoples (29). Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2018.

### **2017-2018 Traffic Stops Findings**

Among the 26,641 traffic stops of Ottawa residents in 2017 and the first six months of 2018, the findings enable a breakdown for the perceived race of the driver by the officer among the 26,641 traffic stops in 2017-2018: 65.25% White (17,382), 14.64% Middle Eastern (3,901), 10.24% Black (2,727), 4.76% E. Asian/SE Asian (1,269), 3.09% S. Asian (823), 1.8% Other racialized minorities (479), and 0.13% Indigenous Peoples (60). Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2017-2018.

### **2016-2017 Traffic Stops Findings**

The findings enable a breakdown for the perceived race of the driver by the officer among the 29,832 traffic stops in 2016-2017: 66.7% White (19,894), 13.5% Middle Eastern (4,014), 10% Black (2,996), 4.9% E. Asian/SE Asian (1,466), 2.8% S. Asian (842), 1.9% Other racialized minorities (560), and 0.2% Indigenous Peoples (60). Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups of residents with disproportionately high incidences of traffic stops in 2016-2017.

### **2015-2016 Traffic Stops Findings**

The findings enable a breakdown for the perceived race of the driver by the officer among the 39,963 traffic stops in 2015-2016: 67.3% White (26,880), 13.2% Middle Eastern (5,280), 9.8% Black (3,914), 4.8% E. Asian/SE Asian (1,225), 2.9% S. Asian (842), 1.8% Other racialized minorities (738), and 0.2% Indigenous Peoples (82). Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2015-2016.

### **2013-2015 Traffic Stops Findings**

The findings enable a breakdown for the perceived race of the driver by the officer among the 81,902 traffic stops in 2013-2015: 69.3% White (56,776), 12.3% Middle Eastern (10,066), 8.8% Black (7,238), 4.7% E. Asian/SE Asian (3,875), 2.7% S. Asian (2,195), 1.9% Other racialized minorities (1,545), and 0.3% Indigenous Peoples (207). Middle Eastern and Black groups again are the two race groups with disproportionately high incidences of traffic stops in 2013-2015.

### **Traffic Stops Incident Data Across Ten Years of the TSRDCP**

The most basic question with ten years of data about traffic stops by the Ottawa Police Service concerns the trend. Have racial disproportionalities decreased for those groups – Black and Middle Eastern drivers – who were found to have been disproportionately stopped in the TSRDCP I Report? Black drivers experienced a significant decline in traffic stops by the Ottawa Police Service, benchmarked against their representation in the resident population in 2018, followed by a steady increase to the extent that by 2023 the disproportionalities exceeded the findings for 2013-2015. Middle Eastern drivers have had a similar experience, but it is noteworthy that they are still being stopped at lower levels than in the period from 2013-2018. Ironically, in the ten-year period from 2013-2023, White drivers have steadily experienced a decline in traffic stops by the Ottawa Police Service, benchmarked against their representation in the resident population. The overall picture does not show progress in the reduction of racial disproportionalities for male drivers over the ten-year period of the TSRDCP. The data does clearly show that significant racial disproportionalities in traffic stops for Black and Middle Eastern women have almost completely disappeared over the past ten years. It is worth reflecting on how the OPS has brought about this change and what can be learned from it and applied for the other sub-groups where there has been less positive change.

### **Section B: Reasons for Traffic Stops**

An important broad objective of the *TSRDCP III* report is the determination of the extent to which the reasons why police officers traffic stops varied by race groups, and whether there is any marked differences between the White group and each of the racialized minority groups. The Reasons for Stop data shows that Provincial Offences is the primary reason for traffic stops by the OPS, but that in a VERY small number of instances Criminal Offences and Suspicious Activity are the reason for a traffic stop. When looking for patterns in this data, the focus is on traffic stops of White, Black and Middle Eastern drivers because there are large enough subsets of data to make reasonable inferences. There are two notable patterns in the data sets that should be highlighted. The first is that there is a much higher frequency where Criminal Offences is provided as the reason for stopping Black and Middle Eastern drivers compared to White drivers for the period from 2015-2023. In other words, when OPS officers stop a driver for Criminal Offences, it is much more likely to be a Black or Middle Eastern driver than a White driver.

A similar pattern for Suspicious Activities as the reason for the traffic stop also exists for the period from 2015-2023. In other words, when OPS officers stop a driver for Suspicious Activities, it is much more likely to be a Black or Middle Eastern driver than a White driver.

The consistent pattern over many years of much greater frequency of traffic stops of Black and Middle Eastern drivers than White drivers for reasons of Suspicious Activity and Criminal Offences raises basic questions about how officers profile drivers for traffic stops. These patterns will be linked to traffic stop outcomes later in the report.

## Section C: Outcomes of Traffic Stops

This section of the *TSRDCP III* reporting addresses the key questions: Do racialized minority drivers experience disproportionately high incidences of specific outcomes for traffic stops when compared with their White counterparts in Ottawa during the ten-year period from 2013-2023? How do these findings compare to the findings reported for *TSRDCP I and TSRDCP II*? Are there patterns in the outcomes data?

There has been considerable variance each year in Charges as an outcome of traffic stops by the Ottawa Police Service. The overall surprising and consistent pattern in the TSRDCP data over the ten-year period from 2013-2023 is that White drivers are the most likely to be charged and Black drivers are the least likely to be charged. One possible explanation is that this is clear evidence that Black and Middle Eastern drivers are treated fairly during traffic stops. Since individual officers have considerable discretion when choosing between Charging and Warning a driver during a traffic stop, officers might be said to treat White drivers more harshly. In effect, from the perspective of measuring racial bias, Black drivers may appear to have better outcomes than White drivers. Another explanation, supported by the patterns in the reasons for stop data noted above, is that Black and Middle Eastern drivers are more likely to be stopped for reasons of Suspicious Activity and Criminal Offences that reflect racial bias. And when they are stopped because of racial bias and are found to have done nothing wrong, they are released with No Action. White drivers are not stopped because of racial bias, and so when they are stopped, they are more likely to be charged.

### **PART III: An Immediate Action Plan in Response to TSRDCP III**

Rather than provide another set of recommendations to consider, we collaborated with the Ottawa Police Service and members of the Community Equity Council to create an 18-month Task Force and Action Plan to ensure immediate action in response to TSRDCP III.

The Task Force and Action Plan will be focused on working with police operations and the district model teams to reduce the disproportionalities in traffic stops by reviewing traffic stop deployment, policy and procedures and considering new research, the outstanding past recommendations, the foundational work completed under the first EDI Action Plan, and the current action items underway in the OPS DRIVE2 Strategy 2023 - 2025.

The new district policing model is an opportunity to address the disproportionalities, while focusing on enhancing community safety and building trust.

1. The OPS will assign resources to work with the Community Equity Council (CEC) to launch a dedicated 18-month TSRDCP Task Force that is:

- a. Situated within the CEC committee model with police and community co-chairs, complete with a shared mandate and work plan;

- b. Comprised of police and community members with lived experience and expertise in several areas, including but not limited to traffic stop deployment and procedures, anti-racism, RIBD strategy, data planning and analytics, and community engagement;
- c. Integrated into operations and the new district policing model with active participation from these two areas responsible for traffic stop strategy, decision-making, and operations;
- d. Focused on ensuring meaningful police and community engagement and regular communications; and,
- e. Required to provide regular updates through the DRIVE2 update reports to the Board with a final Task Force Report in Q1 2026.

2. The TSRDCP Task Force will focus on providing leadership advice, guidance, and support to the Police Service in addressing the high disproportionalities in the traffic stop findings by:

- a. Immediately using an EDI lens and anti-racism approaches to review traffic stop deployment strategy with the project team responsible for implementing the new district policing model.
- b. Reviewing traffic stop policy, procedures, and training with relevant OPS sections and units within the first six months.
- c. Overseeing additional analysis of traffic stop data with geospatial mapping techniques and other research approaches.
- d. Advising on measures to improve RIBD compliance for traffic stops by reviewing quality assurance dashboards, monitoring techniques, training, and data collection software and tools officers use to collect data while conducting traffic stops.
- e. Providing guidance and oversight to support the Police Service in implementing past outstanding recommendations:
  - Create neighbourhood pilot projects that use technology and artificial intelligence tools, such as body-worn cameras and in-car cameras
  - Experiment with new evidence-based research and best practice methods to develop new prescriptive procedures aimed at reducing discretion and the potential for bias in traffic stops
  - Implement customer service-focused approaches for traffic stops that rely on a procedural justice framework focused on treating citizens with dignity, transparency in police actions, ensuring space for citizens' voices during police encounters, and impartiality in decision-making

f. Contributing advice and feedback to existing and related anti-racism initiatives in the OPS DRIVE2 Strategy, including developing an organizational RIBD Strategy, Use of Force reports and new Use of Force Community Review Panel findings/reports, and the racial profiling policy review.

## TABLE OF CONTENTS

Brief Biographies of Authors.....	2
Executive Summary.....	4
Table of Contents.....	14
<b>Part 1: The Ottawa Police Service Traffic Stop Race Data Collection Project, 2013-2023</b>	
Introduction.....	15
TSRDCP Recommendations and Implementation over Ten Years ....	
TSRDCP I Recommendations and Implementation	
TSRDCP I Recommendations and Implementation	
<b>Part 2: TSRDCP III Reporting for 2013 – 2023</b>	
Key Issues for the TSRDCP III Report	
Data Collection	
Data System	
Data Collection Capabilities	
Data Quality Supervision	
General Research Findings on Traffic Stops, 2018-2023	
Section A: Incidences of Traffic Stops	
2023 Traffic Stops Findings	
2022 Traffic Stops Findings	
2021 Traffic Stops Findings	
2020 Traffic Stops Findings	
2019 Traffic Stops Findings	
2018 (Second Half) Traffic Stops Findings	
2017-2018 Traffic Stops Findings	
2016-2017 Traffic Stops Findings	
2015-2016 Traffic Stops Findings	
2013-2015 Traffic Stops Findings	
Traffic Stops Across the Ten Years of the TSRDCP	
Section B: Reasons for Traffic Stops	
2023 Reason for Stop Findings	
2022 Reason for Stop Findings	
2021 Reason for Stop Findings	

**2020 Reason for Stop Findings**  
**2019 Reason for Stop Findings**  
**2018 (Second Half) Reason for Stop Findings**  
**2017-2018 Reason for Stop Findings**  
**2016-2017 Reason for Stop Findings**  
**2015-2016 Reason for Stop Findings**  
**2013-2015 Reason for Stop Findings**  
**Patterns in Ten-Years of Reasons for Stop Data**

### **Section C: Outcomes of Traffic Stops**

**2023 Outcomes Findings**  
**2022 Outcomes Findings**  
**2021 Outcomes Findings**  
**2020 Outcomes Findings**  
**2019 Outcomes Findings**  
**2018 (Second Half) Outcomes Findings**  
**2017-2018 Outcomes Findings**  
**2016-2017 Outcomes Findings**  
**2015-2016 Outcomes Findings**  
**2013-2015 Outcomes Findings**  
**Intersecting Patterns in Ten-Years of Data for Outcomes and Reasons**

### **Overview of the Findings from Part**

**Part 3: An Immediate Action Plan in Response to TSRDCP III.**

**Part 4: Technical Notes**

Note 1: Race Categories

Note 2: Methodology

Note 3: Ottawa Police Service's Traffic Stops Data Sets

**ENDNOTES**

## PART 1

### The Ottawa Police Service Traffic Stop Race Data Collection Project, 2013-2023

#### Introduction

Relations between Canadian police and the members of racialized minority groups have been the object of several official inquiries over the past three decades.<sup>1</sup> In almost every region of the country, the relations between police and minority groups have undergone close examination, and much of this attention has been prompted by police action that resulted in the death or serious injury of members of minority groups. With the increasing focus of attention and debate about law enforcement's relationship with people of colour and police "use of force doctrine" accompanied by hundreds of demonstrations in various jurisdictions, efforts to understand police-community relations more fully have placed a premium on systematic collection of statistics and information regarding law enforcement activity.

Modern police authorities who have an authentic commitment to eliminating bias and promoting social equity recognize that measurement matters. The need for quality data about the experiences of Indigenous and racialized communities with police, and within Canada's criminal justice system more broadly, has been identified consistently across numerous reports, commissions, and inquiries and officially acknowledged by the Canadian Association of Chiefs of Police.<sup>2</sup> However, while senior police authorities have recognized the importance of disaggregating racial data – which many organizations and some police services have advocated for over the years – progress has been slow and disparate.

Apart from Ottawa Police Service (OPS), Canadian police services have no serious history of collecting racial data about who they serve or stop or why. Without this data, it is difficult, if not impossible, to evaluate seriously the extent, if at all, to which racial profiling is a systemic problem among Canadian police services. Without comprehensive data, the quality of decision-making, the allocation of resources, and the ability to understand the social and economic realities of the country is severely impaired. This ongoing lack of race data disaggregation disguises disparities and perpetuates existing inequities in the

---

<sup>1</sup> Wortley, S., Laniyonu, A., Laming, E. (2020). *Use of force by the Toronto Police Service Final report*. Ontario Human Rights Commission.

<https://www.ohrc.on.ca/sites/default/files/Use%20of%20force%20by%20the%20Toronto%20Police%20Service%20Final%20report.pdf>; Wortley, S. (2007). "Police Use of Force in Ontario: An Examination of Data from the Special Investigations Unit Preliminary Report" (2007), a research project conducted on behalf of the African Canadian Legal Clinic for submission to the Ipperwash Inquiry.

<sup>2</sup> Canadian Association of Chiefs of Police Association (CACP). 2020. Presentation to the Standing Committee on Public Safety and National Security Systemic Racism in Policing in Canada, pp 7. [https://www.cacp.ca/index.html?asst\\_id=2219](https://www.cacp.ca/index.html?asst_id=2219).



social structure, while preventing effective public policy discussions regarding fair competition and inclusive citizenship.

The OPS was the first large police force in Canada to incorporate race-based data collection into service delivery. In 2012, OPS launched the pioneering Traffic Stop Race Data Collection Project (TSRDCP I). Guided by the constitutional and legal principles of the *Canadian Charter of Rights and Freedoms*, the *Ontario Human Rights Code*, and based on the principle that only what is measured can be effectively understood and improved, the Ottawa Police Service (OPS) and the Ottawa Police Service Board (OPSB) recognized the critical importance of collecting, analyzing and publicly reporting on data related to the race of those with whom police interact to accomplish their goal of eliminating racial bias, promoting equity, fairness, and non-discriminatory police service delivery. Today, the TSRDCP is still the largest race data study in Canadian policing history and has become a tri-annual research initiative that supports the delivery of professional and equitable policing services.

The pioneering efforts to support the delivery of professional and equitable policing services through the Ottawa', TSRDCP initiative, was followed up by the Province of Ontario passing the *Anti-Racism Act (ARA)* which came into force in 2017.<sup>3</sup> The ARA called for the entire province to address systemic racism and promote racial equity through a variety of means, including naming and addressing racism in all forms. A regulation under the ARA was passed in 2018 to require Public Service Organizations (PSOs) especially in the Education, Child Welfare and Justice sectors to collect race-based data to measure, monitor, address and eliminate systemic racism. Ontario's *Data Standards for the Identification and Monitoring of Systemic Racism* were passed by Order in Council in April 2018 and provides Police Services with specific direction regarding the collection of race-based data. The purpose for collecting the disaggregated race data under this Act is to eliminate systemic racism and advance racial equity.<sup>4</sup>

Recently, the OPS initiated the multi-phased, forward-looking Race & Identity-Based Data (RIBD) Strategy and 3-year Action Plan. The RIBD Strategy is designated as an important tool to help identify, monitor, and address concerns about systemic racism in service delivery.

Through examination of existing commitments and requirements, as well as extensive community consultation, the RIBD Strategy is designed to accomplish three key objectives to support progressive organizational change and advance the OPS service delivery model:

- Clarify Data Standards for the current approach to the collection, analysis, and reporting of RIBD (Phase 1)
- Fulfill current reporting obligations for Use of Force and Traffic Stop Race Data Collection; and

<sup>3</sup> [https://www.ontario.ca/laws/statute/17a15?\\_ga=2.195057768.559027487.1626630579-1229155316.1572535711](https://www.ontario.ca/laws/statute/17a15?_ga=2.195057768.559027487.1626630579-1229155316.1572535711).

<sup>4</sup> Anti-Racism Act, 2017, S.O. 2017, c. 15 at 7(1).

- Develop a comprehensive RIBD Strategy and 3-year Action Plan that will produce more robust RIBD Standards (Phase 2)

The OPS also implemented its first Equity, Diversity, and Inclusion (EDI) Action Plan in 2020, to build capacity to advance inclusion within the Service as well as in service delivery to the Ottawa community.<sup>5</sup> The 2020-2022 EDI Action Plan takes a progressive approach, with year one concentrated on building the foundational elements to support change, year two focused on the implementation of programs and systems changes, and year three assessing operations and measuring impacts. It was a groundbreaking plan that included 10 action items to improve areas within the Service and for the community, including a commitment to the continue anti-racial profiling efforts on addressing over and under policing concerns using a multistakeholder approach to policy, procedures, and accountability measures. The strategic action plan was succeeded in 2023 by the Ottawa Police Service's new DRIVE2 Strategy<sup>6</sup> developed in collaboration with the Community Equity Council (CEC) and is reflective of numerous inputs from both community and OPS members, as well as multiple stakeholder engagements and third-party reviews and audits that identified needed changes to improve culture and service delivery. The Strategy is a comprehensive human rights organizational change initiative developed in collaboration with community partners and stakeholders, like the Community Equity Council (CEC), to implement the key priorities of the EDI Action Plan.<sup>7</sup> Some of the highlights of that work included:

- Custom EDI Lens Toolkit: In partnership with the Centre for Learning in Intercultural Effectiveness, the OPS developed a customized toolkit to improve service delivery and internal processes – including updates to our transfer and promotions processes.
- EDI Leadership Tools & Coaching: OPS held EDI leadership and coaching sessions on trauma-informed learning, anti-Black racism, and Intercultural Development Inventory (IDI) assessments for all senior staff.
- Mental Health Strategy: The OPS supported the development of a community-led mental health strategy that includes a partnership with the City's Community Safety and Well-Being (CSWB) plan and the creation of a Guiding Council of stakeholders.
- Anti-Racism Collaborative Work: OPS continued to work with community partners to address systemic racism with policy reviews, the expansion of race-based data collection for Use of Force reporting, and new training.

---

<sup>5</sup> <https://www.ottawapolice.ca/en/who-we-are/resources/Documents/EDI-Action-Plan-Progress-Report.pdf>.

<sup>6</sup> Ottawa Police Service. (2023). DRIVE2 Strategy 2023-2025: A roadmap to continue our journey of transformative change Diversity, Respect, Inclusion, Values, Equity and Engagement. [Ottawapolice.ca/DRIVE2](https://www.ottawapolice.ca/DRIVE2).

<https://www.ottawapolice.ca/en/who-we-are/equity-diversity-and-inclusion.aspx#DRIVE2-Strategy-2023-2025>.

<sup>7</sup> Ibid.

- EDI & Human Rights Training: New training was added to the OPS learning program, including intercultural competence, understanding systemic racism, Indigenous cultural awareness, and trauma-informed awareness training.

Each focus area supports the achievement of the Strategy's overall goals and includes specific action items that are assigned to leads within the organization to drive proactive change. External stakeholder supports, methods of measurement, and expected outcomes are also included. Action items are developed during the annual budget process and identified based on police and community member inputs, assessments, and environmental scans.<sup>8</sup> This is all part of a continuous effort that the OPS has made, and continues to make, to build a comprehensive approach to police systems management that expands equity and fair policing efforts in a sustainable way.

Over the last decade, the OPS has focused on moving from reports and recommendations to greater action – making more meaningful and measurable progress on EDI by focusing on culture change, removing barriers, and improving systems. Guided by the constitutional and legal principles of the *Canadian Charter of Rights and Freedoms*,<sup>9</sup> the *Ontario Human Rights Code*,<sup>10</sup> *Ontario's Anti-Racism Act*,<sup>11</sup> and based on the principle that only what is measured can be effectively understood and improved,<sup>12</sup> the Ottawa Police Service (OPS) and Ottawa Police Service Board (OPSB) recognizes the importance of collecting, analyzing and publicly reporting on data related to the race of those with whom police interact.

Under the auspice of the RIBD and two EDI roadmaps the Service has significantly increased its capacity to drive the principles of equity, diversity, and inclusion in every aspect of the organization. Collecting, analyzing, and reporting on this data is critical to constructive organizational change in policing, and accomplishing the goal of eliminating racial bias, promoting equity, fairness, and non-discriminatory police service delivery. To assess the effectiveness of legal, policy and procedural initiatives aimed at reducing bias in policing, it is vital to track and publicly report on race-based data that is collected by police officers in the course of their duties.

This current iteration of the Ottawa traffic stop study, *TSRDGP III*, is both a longitudinal report on the progress of OPS organizational transformation initiatives over the last decade, and a call to further 'proactive' action for the OPS to continue the momentum of creating a police service that police and community members deserve.

---

<sup>8</sup> Ibid. at 4.

<sup>9</sup> Government of Canada. (1982). Canadian Charter of Rights and Freedoms. <https://www.justice.gc.ca/eng/csj-sjc/rfc-dlc/ccrf-ccdl/>.

<sup>10</sup> Government of Ontario. (1962). The Ontario Human Rights Code. <https://www.ohrc.on.ca/en/ontario-human-rights-code>.

<sup>11</sup> Government of Ontario. (2017). Anti-Racism Act, 2017, S.O. 2017, c. 15. <https://www.ontario.ca/laws/statute/17a15>.

<sup>12</sup> Drucker, J. (2018). You are what you measure. Forbes. December 4. <https://www.forbes.com/sites/theyec/2018/12/04/you-are-what-you-measure/?sh=2a993cad2075>.

## TSRDCP Recommendations and Implementation over Ten Years

The goal of the Ontario Tech/York University Research Team (The Research Team) has been to provide policy recommendations that act as a call to action by stating precise, relevant, credible, and feasible next steps. It is important to the Research Team to ensure that recommendations are reasonable and actionable. Therefore, tailoring the TSRDCP study recommendations and operational strategies to advance bias-neutral policing in the OPS and to achieve and maintain the highest possible standards of professional excellence has been an emergent process.

In our view, the evidentiary importance of disaggregated race-based data collection for the identification and elimination of systemic racism cannot be overstated. In a complex and multicultural society like Canada, disaggregated race-based data collection can provide measurable evidence to address inequities, racism, and discriminatory practices. Quantitative indicators can highlight stark inequities in systems and organizations, providing evidence to decision-makers to show clear patterns and trends. Without comprehensive data, the quality of decision-making, the allocation of resources, and the ability to understand the social and economic realities of the country is severely impaired. While Canadian researchers and policymakers have recognized the importance of disaggregating racial data – which many organizations including some police services have advocated for over the years – progress has been slow and disparate. The ongoing lack of race data disaggregation disguises disparities and perpetuates existing inequities in the social structure, while preventing effective public policy discussions regarding fair competition and inclusive citizenship.

Thus, the made-in-Ottawa recommendations over three TSRDCP reports since 2012 have been designed to increase in complexity and specificity and have a cumulative effect on the modern professional policing paradigm of the OPS.

### TSRDCP I Recommendations and Implementation

Following the 2016 *TSRDCP 1 Report*, the Ottawa Police Service acted upon all six of the recommendations.

***(1) Determine the sources of the disproportionately high incidences identified in this study through additional research on psychological, organizational, and social issues within the Ottawa Police Service – systemic biases in police practices; police leadership and corporate culture; organizational policing strategies and tactics; human resources policies and practices; institutional mindsets about the association between race and crime; the diversity of the Ottawa Police Service workforce; and race relations dynamics with the diverse communities that constitute the City of Ottawa.***

## Action Items Response:

Led by senior management, the effort to determine the sources of high racial disproportionalities in traffic stops and other police practices has focused on continued research, both commissioned and internal, that addresses implicit bias and systemic discrimination in policing, while championing the values of equity, diversity and inclusion.

Systemic biases in police practices that are inherent in the normal functioning of the institution are often subtle and covert and go unnoticed. Nevertheless, they are discernable through numerical data patterns that can inform corrective action.<sup>13</sup> Race based data collection is now used to monitor and inform OPS policies, practices and decision-making processes, as well as organizational culture (attitudes, norms and shared perspectives). Human rights-based data collection and questions are incorporated in existing OPS research, surveys, census projects, program evaluations (e.g., Neighbourhood Resource Teams), and its strategic planning frames (e.g., the Multi-Year Action Plan for Bias-Neutral Policing).

In addition, several fact-based and evidence-driven initiatives to reduce race and other human rights code-prohibited disproportionalities are outlined in recent reports to the Ottawa Police Service Board, including:

- The Fair and Impartial Policing (FIP) Training Program delivered to all sworn officers. This involves officer and staff implicit bias training as well as a review and evaluation of FIP training outcomes.
- The Human Rights & Racial Profiling Policy Annual Report to the Board outlines progress and several initiatives related to bias-neutral policing.
- The Street Checks/Regulated Interactions Provincial Regulations for regulated interactions, also known as street checks, was implemented throughout 2016 and launched in March 2017. This requires officer training on the new rules, which also includes topics such as individual rights, unlawful detention, discrimination, and bias awareness.
- The Gender Audit completed the fourth and final phase of the project, a year after phase one and two of the OPS Gender Audit was carried out and released in 2016.
- The OPS Business Plan 2016-2018 outlined three significant and measurable goals: (1) Engaging, mobilizing and supporting communities, (2) Building sustainable strategic/collaborative partnerships, and (3) Prioritizing and addressing risk activities in communities and neighbourhoods in a collaborative manner.

---

<sup>13</sup> Ontario Human Rights Commission. 2009. Policy and guidelines on racism and racial discrimination. [http://www.ohrc.on.ca/sites/default/files/attachments/Policy\\_and\\_guidelines\\_on\\_racism\\_and\\_racial\\_discrimination.pdf](http://www.ohrc.on.ca/sites/default/files/attachments/Policy_and_guidelines_on_racism_and_racial_discrimination.pdf). At

- The Equity, Diversity, and Inclusion Office at the OPS was launched in 2019.

Opportunities for further human rights-based research initiatives exist, including the replication of prior study findings of the *TSRDCP I*, and triangulation of different research methods, to determine the sources of high racial disproportionalities and aid in the formulation of effective solutions.

**(2) *Develop and implement solutions to address the anomalies of disproportionately high incidences through a review of research findings gathered through the implementation of Recommendation # 1 in consultation with stakeholder groups, race and ethnic communities, and the public.***

Action Items Response:

For over a decade, the Ottawa Police Service ‘Partnership in Action’ (PIA) served as the fundamental framework and cornerstone of public consultation and supports the service’s community policing approach.<sup>14</sup> The *TSRDCP I* report presented new dimensions to the PIA by moving this model of community engagement and partnership from the traditional enforcement side of policing to the service delivery side, bringing the public into the formerly internal OPS conversation on officer performance and professional standards.

The *TSRDCP I* report helped open up an ‘organizational change and service delivery’ dialogue in Ottawa that has served the city well. This new police-citizen proximity and dialogue has brought a discernible focus (if not a clearly determinative impact) on ‘problem policing’, and therefore, racial anomalies in police-minority relations.<sup>15</sup> Since the public now has a voice in conversations on standards of professionalism, it has had the effect of enhancing public trust and raising the general confidence in police legitimacy, even in the face of police-citizen traumata, such as the 2016 arrest and subsequent death of Mr. Abdirahman Abdi.

The death of Mr. Abdi was a catalyst for community outrage and re-ignited long-standing questions about how police deal with people with mental illness and whether the treatment of Mr. Abdi by police was racially motivated. After the *TSRDCP I* report, which opened up the service delivery dialogue in Ottawa, the OPS Outreach Liaison Team was mandated to increase community engagement with racialized and broader diverse communities (including, Consult Stakeholders – OPA, PSB, NCCM, Coalition for Mr. Abdi, OLIP Network, Black Agenda Noir, etc.). The Outreach Liaison Team was tasked with a number of roles and responsibilities focused on creating meaningful dialogue regarding police

---

<sup>14</sup> See – Ottawa Police Services. Community Development Mandate. <http://www.ottawapolice.ca/en/about-us/Community-Development.asp?mid=18607>.

<sup>15</sup> Hughes, Frank & Andre, Lisa B. Problem Officer Variables and Early-Warning Systems. *Police Chief Magazine*. <https://www.policchiefmagazine.org/problem-officer-variables-and-early-warning-systems/>. Retrieved September 8, 2019.

interaction with community, including providing responsive outreach that identifies concerns and provides effective partnership opportunities.

Part of the outreach efforts at the OPS to engage a diverse and multicultural Ottawa population involve extensive consultations and relationship-building efforts conducted by both the Community Development Section (CDS) and the Diversity and Race Relations (DRR) Section. The CDS and DRR sections exist to ensure that the police respond effectively, appropriately, and sensitively to all members of the community, particularly those who have traditionally been marginalized by society.

The *TSRDCP I* project used the OPS (PIA) framework for community engagement as a resource, but also established itself as a resource for the OPS framework going forward.

The project instilled community engagement into every aspect of the study from research design to the final analysis, creating a template and platform for Ottawa’s important ongoing dialogue and action planning for racial profiling and bias-neutral police services. The OPS race data project is the centerpiece for collaborative knowledge sharing and police-community problem solving, which is fundamental to better decision-making, driving progressive change, debunking myths and effectively addressing social issues.<sup>16</sup>

***(3) Increase positive police-community contact by holding monthly, or regular, relationship building meetings; train officers and community members together; promote joint police and community committee work particularly in advisory areas; and hold “critical incident” discussions and trainings and annual conferences on police-community relations.***

Action Items Response:

The Ottawa Police Service has undertaken a significant amount of *post-TSRDCP I* work to address systemic discrimination and profiling, much of it in collaboration with community stakeholders including the Community-Police Action Committee known as COMPAC.

Under the auspice of Partnership in Action (PIA), Ottawa citizens are encourage to establish a working relationship with Community Police Centre and their neighbourhood officers through several active police-community committees – including, the GLBT Liaison Committee, the Community Equity Council, and the Youth Advisory Committee (YAC).

While the role of relationship-building is integral to every aspect of policing, the Community Development Section (CDS) and Diversity and Race Relations Section (DRR), focus the bulk of their efforts on creating inroads with traditionally under-served communities, while reinforcing the importance of our long-term existing partnerships. In 2018, CDS participated in 97 separate community engagement

---

<sup>16</sup> Putambekar, Sadhana. 2006. Analyzing collaborative interactions: divergence, shared understanding and construction of knowledge. *Computers & Education*. Volume 47, Issue 3, Pages 332-351.

activities, ranging from a well-attended Police Week that hosted events across the city, to meeting with more than 150 university and college students to discuss issues like the Diversity Audit and OPS's Strategic Plan. Many other areas conducted important community-policing partnerships, including neighbourhood resource teams.

In response to continued demands from community groups, the OPS is looking to rework its community-based consultative group for the important work it does with Indigenous, Faith-Based and racialized communities in Ottawa. The Community Equity Council (CEC) was created and implemented in 2018-2019, with six sub-committees which will be created to examine specific issues, like anti-racism, LGBTQ2S+, Indigenous relations and Bias-Neutral Policing.

To create meaningful dialogue and to begin to rebuild the community's trust and confidence in the Ottawa Police Service, the Outreach Liaison Team (OLT), as noted above, was charged with the responsibility of creating meaningful dialogue regarding police interaction with community, including providing responsive outreach that identifies concerns and provided effective partnership openings.

The OPS also developed Neighbourhood Resource Teams to implement a neighbourhood-policing program where OPS officers work in collaboration with communities to identify and address community-based problems, crimes, and social disorders.

While relationship building has grown in expanse and sophistication, there are some shortcomings – or mixed agendas – in the OPS approach to this recommendation: (i) Community engagement theory recognizes the importance of the collaborative involvement of all stakeholders, including the marginalized and voiceless, to serve as a catalyst for problem-solving and progressive social change.<sup>17</sup> This requires “a two-way communication leading to productive partnerships that yield mutually beneficial outcomes.”<sup>18</sup> Yet, training opportunities in OPS police-community partnership areas seem to be both limited, and are often shaped, by a police driven order maintenance agenda. This community mobilization agenda is normally concerned with how to link micro-assets to the macro-environment for sustainable community development, within a pre-determined public safety and security framework. We argue that comprehensive police-community engagement is a bi-directional approach to problem solving that elevates the values of democratic citizenship and participation rights and empowers (marginalized) communities.<sup>19</sup> In the context of the recommendation to “train officers and community members together,” this suggests partnerships between police and citizen stakeholders, are most actualized where

---

<sup>17</sup> Anantha Kumar Duraiappah, Pumulo Roddy & Jo-Ellen Parry, *Have Participatory Approaches Improved Capabilities?* (Winnipeg, Manitoba: International Institute for Sustained Development, 2005).

<sup>18</sup> Robert Wallis, *What do we mean by “community engagement”?* Paper presented at the Knowledge Transfer and Engagement Forum, Sydney, (2006) at 2, online:

[www.ncsu.edu/ncsu/extension/news/documents/knowledge\\_transfer\\_june\\_2006.doc](http://www.ncsu.edu/ncsu/extension/news/documents/knowledge_transfer_june_2006.doc).

<sup>19</sup> Foster, L & Jacobs, L. 2018. “Community Engagement in Policing: As a Dialogic Tool for Combating Racial Profiling.” In L. Foster L. Jacobs, B. Siu & S. Azmi (Eds.). *Racial Profiling and Human Rights in Canada: The New Legal Landscape*. Toronto: Irwin Law. (pp. 271-298).



both are integral to processes and outcomes. For police and citizen groups, mutual input into the development or selection as well as co-participation of some training packages is strongly advised.

(ii) In addition, we are not aware of any substantive developments undertaken in “critical incident” community briefings. Providing information about problematic officer involved occurrences or events serves the purpose of demonstrating police transparency and a sense of professional accountability in real time and can have the desired effect of mitigating disillusionment and post-traumatic stress among marginalized communities.<sup>20</sup> Critical incident briefing sessions with the Ottawa public, particularly with affected communities, is strongly advised.

**(4) Continue collecting race data in traffic stops with improved tools and processes; monitor regularly traffic stops issues; place data reports as a regular agenda item on meetings at the level of staff, senior management, and board; and communicate data related to race and traffic stops regularly to the public through quarterly bulletins, press releases, annual reports, and other media.**

Action Items Response:

Following the release of the *TSRDCP I* report, there was a considered decision to continue human rights-based data collection beyond the mandated two-year timeframe, improving the former weak data links between police organization as a field of practice (traffic stops) and its relationship to public interest and community well-being. Accordingly, race microdata is now an important evidentiary component in the advance of professional reforms in organizational practice and OPS police culture. Race data collection has also been implemented in provincial regulations for regulated interactions (street checks).

After the *TSRDCP I* report, the OPS increased the monitoring of race relations as a policy priority and core policing practice and improved the dissemination of information through the Service communications technologies and other media, as well as externally commissioned, and internally prepare and present reports.

This continuation of human rights data collection, analysis and reporting is pivotal to assessing organizational progress, improving professional standards, enhancing customer service, and driving innovation for the public good.

---

<sup>20</sup> Edvardsson, B. & Roos, I. 2001. Towards a framework for analyzing the criticality of critical incidents. *International Journal of Service Industry Management*, Vol. 12 No. 3, 2001, pp. 251-268.

**(5) Build on its extensive and successful experience with community engagement and develop a multi-year action plan to address the issues of racial disparities in traffic stops raised in this report.**

Action Items Response:

The OPS developed the Multi-Year Action Plan for Bias-Neutral Policing (MYAP) as an organizational-wide action plan for bias-neutral policing and an Equity, Diversity & Inclusion (EDI) policy that responds to the recommendations received of the *TSRDCP 1* report, and community and police feedback received in subsequent years.

The MYAP was a forward-looking and noteworthy initiative. The daunting challenge of bias-neutral policing is broken down into smaller goals in the OPS action plan for systematic and long-term gain. At the same time, bias-neutral policing is placed in the broader context of EDI goals that are anchored in collaboration, encouraging police and citizens to work together and in teams. The designed goals have an emotional connection to police and community, in order to tap into their energy and passion. The outcomes in the logic model are time-phased for predefined and relevant periods to ensure progressive organizational change and achievement of EDI objectives.

The MYAP offered a clear and exciting vision grounded in a planning process for actionable steps to support modern democratic policing. The planning and implementation steps were concrete, measurable, and attainable. This underwrites a clearly defined pathway to increased competence in ensuring a fair, respectful, equitable and inclusive working, and service environment.

In a global society, this holistic approach to modern democratic policing and professional practice takes into account the faster, more-agile environment that most large police services find themselves in today. The multi-year action plan set goals with a headstrong and steadfast objective. However, as new information arises and presents itself from ongoing engagement activities, partnership projects, and study reports, it is important to be poised to refine and modify objectives. With the multi-year action plan the OPS is now well positioned to do so.

The MYAP is a capstone initiative exceeded the expectations of the *TSRDCP 1* recommendation. It represented an innovative, forward-looking, multi-pronged approach to racial profiling, bias-neutral policing and EDI that has the potential to be a template for 21<sup>st</sup> century policing.

The MYAP action plan template mapping the work process can be found at –

[https://www.ottawapolice.ca/en/news-and-community/resources/Projects/MYAP\\_DraftFramework\\_PDF.pdf](https://www.ottawapolice.ca/en/news-and-community/resources/Projects/MYAP_DraftFramework_PDF.pdf)

**(6) Make readily available the data collected for this research project on race and traffic stops. The raw data made available should allow for analysis that goes beyond the scope and methodology of this report, but within the legal limits of the Freedom of Information and Protection of Privacy Act and the Municipal Freedom of Information and Protection of Privacy Act.**

#### Action Items Response:

The extensiveness and robustness of the data collected during *TSRDCP I* allows for the pursuit of more diversified questions and issue analysis. The captured raw data conforms to the standards of *the Freedom of Information and Protection of Privacy Act and the Municipal Freedom of Information and Protection of Privacy Act* and is accessible for disaggregation and comparison concerning many questions about policing Ottawa's diverse population.

All of the raw data collected by the Ottawa Police for the *TSRDCP I* is available online at – <https://www.ottawapolice.ca/en/news-and-community/Traffic-Stop-Race-Data-Collection-ProjectTSRDCP.aspx>

### **TSRDCP II Recommendations and Implementation**

It is recommended that the Ottawa Police Service Board and the Ottawa Police Service:

- 1. Create a formal policy directing officers to permanently track and report the races of people involved in traffic stop encounters.**
  - i. Use the Traffic Stop Race Data Collection 'Project' as the base for the new Traffic Stop Race Data Collection 'Policy'.
  - ii. Retain independent experts to tabulate, analyze and report annually or bi-annually on the data.
  - iii. Experiment with new data fields including neighbourhood level analysis, patrol zones, and time-of-day.
  - iv. Refine the current data field for reasons for stops so that there are at least 4 sub-fields for Provincial and Municipal Offenses.
  - v. Refine the data field for outcomes so that there are at least 3 sub-fields for No Action.
  - vi. Establish annual public reporting.
  - vii. Continue to release to the public raw and study data collected by the TSRDCP.
  - viii. Analyze the TSRDCP data sets using newer, more innovative statistical methods including causal inference to better understand the cause-and-effect relationship between the race of the driver and the traffic stop encounter.
  - ix. Integrate experiments and pilots of new protocols and Artificial Intelligence technology for traffic stops into the analysis and reporting of the TSRDCP. (See Recommendations 4, 5,6, &7.)

#### Action Items Response:

The OPS has been actively engaged with the Community Equity Council (CEC) in partnership to plan and develop a new comprehensive Race and Identity-Based Data (RIBD) strategy project.<sup>21</sup> The project is conceived as a multi-phased, 3-year Action Plan to build a data-drive culture to better understand community safety trends, optimize policing services with the community, and help better tell the policing story.

According to the OPS Race and Identity-Based Data Standards Phase 1:

The collection, analysis and reporting of race data is being done in compliance with Ontario’s *Anti-Racism Act*, which requires law enforcement agencies to “identify and monitor racial disparities in order to eliminate systemic racism and advance racial equity.” All processes will comply with human rights legislation such as Ontario’s *Human Rights Code*, the Canadian *Human Rights Act* and the *Charter of Rights and Freedoms*. The OPS Race Data Strategy is also being developed in alignment with the Ontario Association of Chiefs of Police Race and Identity Based Data Strategy.<sup>22</sup>

The overarching policy vision driving the development of a Race Data Strategy is to direct officers to permanently track and report on the races of people involved the wide array police-citizen encounters – including all event times, such as traffic stops, use of force, arrests, detentions, and call for service.

This new service data-driven culture is a daunting task that requires dramatic changes in policing practices that most Services in Canada are currently ill-equipped to undertake. However, the long-standing traffic stop studies beginning in 2013, provide the necessary groundwork – including the technological software infrastructure and organizational experience – to significantly improve the probability of success.

In addition, the *TSRDGP I & II* provide a foundation/ repertoire of ‘best practices’ that informs the new RIBD strategy.

For example, RIBD will be built on intersectional and multivariable analysis and include annual reporting and release raw data to public. These best practices are important to lessons learned from the *TSRDGP I & II* ensuring the wider data collection strategy will contribute to the development and integrity of a data culture across the organization that will lead to better outcomes for the public and OPS members.

The necessary groundwork of *TSRDGP* has left the OPS well-positioned to continue to lead the way among police services in the advance of bias-neutral policing that will improve the delivery of police services, and promote positive organizational change

---

<sup>21</sup> Grace, A. (2023). OPS Project Charter: Race & Identity Based Data, September 13.

<sup>22</sup> OPS (2023). Race and Identity-Based Data Standards Phase 1, September 13.

It is the assessment of The Research Team that the OPS has accomplished and expanded Recommendation # 1 i – ix. Through its multi-phased process, the RIBC strategy will permanently track and report the races of people in traffic stops and across police-citizen event categories. This will in turn support the long-term establishment of the OPS as an equitable, trusted police service by demonstrating sound organizational introspection, transparency, accountability, and a commitment to addressing systemic inequalities.

**2. Set annual targets for the reduction of the high racial disproportionalities of Middle Eastern and Black traffic stops.**

- i. Set 10% annual reduction targets for Middle Eastern and Black drivers as a group so that by 2025 there will be no longer high disproportionalities for these two race groups.
- ii. Set 20% annual reduction targets for young male Middle Eastern and Black drivers as a group so that by 2030 there will be no longer high disproportionalities for these two race sub-groups.
- iii. Require regular audits by first line supervisors of officer interactions with public.
- iv. Conduct operational reviews of race data collection monthly statistical totals.
- v. Monitor pattern changes and statistical anomalies in race data collection at the officer and district level.

Action Items Response:

It is the assessment of The Research Team that the OPS did not follow or adhere to Recommendation # 2 or sub-recommendations # 2 (i – v). In speaking to OPS members directly and in documentation search, The Research Team could find no indication that annual reduction targets for Middle Eastern and Black drivers was consider as an operational or aspirational goal.

Following *TSRDPC II*, the OPS may have considered that a wider organization change approach associated with its EDI planning model was a more appropriate, or at least alternative, means of achieving a desired reduction of the high racial disproportionalities of Middle Eastern and Black traffic stops. Internal documentation implies and/or insinuates the possible to reduce high racial disproportionalities of traffic stops and other police-citizen interactions through holistic approach that prioritizes long-term operational stability, customizing community policing, and continuing to advance equity and human rights.<sup>23</sup>

---

<sup>23</sup> Ottawa Police Services 2024 DRAFT Operating and Capital Budget November 8, 2023.

<https://www.ottawapolice.ca/en/who-we-are/resources/Documents/2024-Budget/PSB-2024-Budget-EN---FINAL.pdf>; Ottawa

The Research Team reiterates the need to carry out in full the detailed Recommendation set out #2 – i, ii, iii, iv, and v. It is our position that annual targets for reducing high racial disproportionalities is consistent with a ‘proactive mindset’. It provides a sense of direction and focus and helps sustain momentum with respect to OPS human rights and EDI goals.

Further, as the OPS proceeds with ‘targeted’ racial disproportionality reduction any arising issues should be worked out in concert with the Community Equity Council (CEC).

### **3. Develop police service procedures on racial profiling that includes a clear definition of bias neutral policing that is inclusive of explicit and implicit bias.**

- i. Put policies and procedures in place to limit the impact of bias.
- ii. Policies must extend to officer conduct and must distinguish explicit from implicit bias.
- iii. In cases of conduct involving possible implicit bias – patterns that might be occurring outside of the officers’ conscious control – it may not be appropriate to formally discipline the officer. Instead, the best human rights practice is facilitating positive contact across groups, conversation, and training that aims to raise awareness of implicit bias.
- iv. Police officers should be required to take human rights training at least every three years, including effective training initiatives on racism, race relations, racial profiling, and unconscious/implicit bias.
- v. Leverage the OPS code ethics and value in order to inspire principled performance among officer employees and police management.

#### Action Items Response:

The OPS DRIVE2 Strategy,<sup>24</sup> is the equity, diversity, and inclusion (EDI) roadmap to support continued transformative change in the OPS which includes the implementation of professional development and training in the specific areas of Indigenous Cultural Awareness and Anti-Black Racism.

The primary accomplishment of setting an EDI policy framework in place is not to be underestimated. It provides the necessary focus for both negotiating current concerns of the racial minority public and provides for the agility of the Service to respond to new and evolving concerns.

---

Police Services 2022 Annual Report. <https://www.ottawapolice.ca/en/news-and-updates/resources/Documents/Annual-Reports/OPS-2022-Annual-Report-ENG-AODA.pdf>.

<sup>24</sup>Ottawa Police Service. (2023). DRIVE2 Strategy 2023-2025: DRIVE2A roadmap to continue our journey of transformative change Diversity, Respect, Inclusion, Values, Equity and Engagement. [Ottawapolice.ca/DRIVE2. https://www.ottawapolice.ca/en/who-we-are/equity-diversity-and-inclusion.aspx#DRIVE2-Strategy-2023-2025.](https://www.ottawapolice.ca/en/who-we-are/equity-diversity-and-inclusion.aspx#DRIVE2-Strategy-2023-2025)

Recently, however, the concept of unconscious bias or “implicit bias” has come into the forefront in providing greater purchase on the rapidly changing dynamics of diversity in the 21st Century that are altering the nature of racial prejudice. Research has confirmed that twenty-first century intergroup prejudice in developed societies like Canada is less likely to manifest as explicit prejudice and more likely to manifest as implicit (or unconscious) bias.<sup>25</sup> Unlike explicit bias (which reflects the attitudes or beliefs that one endorses at a conscious level), implicit bias is recognized as bias in judgment and/or behavior that results from subtle cognitive processes (e.g., implicit associations, implicit attitudes, and implicit stereotypes) that often operate at a level below conscious awareness and without intentional control.<sup>26</sup> Implicit bias does not mean that people are hiding their racial prejudices. They literally do not know they have them.<sup>27</sup> Therefore, modern prejudice is typically more automatic, ambivalent, and ambiguous than were old-fashioned overt prejudices<sup>28</sup>

Police officers and policing institutions are not immune to these dominant and entrenched societal perceptions.<sup>29</sup> While importantly, courts and tribunals have recognized that racial stereotyping will usually be the result of subtle unconscious beliefs, biases, and prejudices.<sup>30</sup>

In this opaque social context, Recommendation # 3 i – x is proffered to effectively address the aversive consequences of modern racial bias across policing at the levels of policy, procedure, human rights practices, and training. The starting point for modernization, supported by experts and best practices, is that successful culture change requires a comprehensive approach that considers all the ways in which culture is embedded in an organization.

Training OPS members is critical to the successful implementation of the RIBD Strategy. Members need to know what they are required to do and be adequately equipped with the right knowledge and skills. As the Strategy progresses and evolves, updated trainings are required to support members along the way.

The Research Team position is there are specific elements that define the approach to training to best support the scope of the RIBC and DRIVE2 Strategies. We advise that members could benefit in

---

<sup>25</sup> Ohio State University, Kirwan Institute for the Study of Race and Ethnicity. 2015. Implicit Bias Review: Understanding Implicit Bias. Retrieved March 31, 2017.

<http://kirwaninstitute.osu.edu/research/understanding-implicit-bias/>.

<sup>26</sup> Dovidio, J. F.; Gaertner, S. L. 2010. "Intergroup Bias". In Susan T., Fiske; Gilbert, Daniel T.; Lindzey, Gardner. *Handbook of Social Psychology*. Volume Two (5th ed.). Hoboken, N.J.: John Wiley.

<sup>27</sup> Mullainathan, S. 2015. "Racial Bias, Even When We Have Good Intentions". *The New York Times*. January, 3.

<sup>28</sup> Fiske, S. T. and North M. S. (2014). *Measures of Stereotyping and Prejudice: Barometers of Bias*.

[http://static1.1.sqspcdn.com/static/f/1605966/24201752/1389641568813/North\\_Measures.pdf?token=Lu71xAD0WIDfilesEMjrPiFLnr6A%3D](http://static1.1.sqspcdn.com/static/f/1605966/24201752/1389641568813/North_Measures.pdf?token=Lu71xAD0WIDfilesEMjrPiFLnr6A%3D).

<sup>29</sup> Giwa, S. (2014). “Community Policing – A Shared Responsibility: A Voice-Centred Relational Method Analysis of a Police/Youth-of-Colour Dialogue,” 12(3) *Journal of Ethnicity in Criminal Justice* at 218.

<sup>30</sup> Banaji M. R. and Greenwald, A. G., 2013. *Blindspot: Hidden Biases of Good People*. New York: Delacorte Press; Mullainathan, S. 2015. "Racial Bias, Even When We Have Good Intentions". *The New York Times*. January, 3.

substantial ways from a fully integrate training regime that is attune the dynamics and trends of modern social interaction including training that aims to raise awareness of implicit bias.

Further, as the OPS proceeds with the integration of implicit bias training into the key priority area of EDI & Human Rights any arising issues, including impact measures, should be worked out in partnership with the Community Equity Council (CEC).

#### **4. Experiment with new and innovative protocols for engaging in traffic stops.**

- i. Retain external experts to design and analyze new protocols such as checklists for completion by the officer prior to undertaking a traffic stop modelled on Randomized Control Trials (RCTs).
- ii. Pilot these protocols and analyze their impact on racial disproportionalities in traffic stops as well as on community safety.
- iii. Analyze data from these experiments using the baselines from the *TSRDGP I and II*.
- iv. Scale up effective protocols.

#### **Action Items Response:**

Randomized controlled trials (RCTs), and systematic reviews (SRs) and meta-analyses of these trials, are considered the gold standard to evaluate effective non-discriminatory policing. Results of these studies are crucial for informing the implementation of the best practices to improve policing outcomes and the effectiveness of the criminal justice system more generally.<sup>31</sup> However, there have been no RCTs in Canadian police services and very few elsewhere, especially when compared with other public services such as health or education.<sup>32</sup>

*TSRDGP I* fundamentally established in Canada a pioneering Real-World Evidence (RWE) approach that entails co-production of evidence between police and academia, ensuring that research addresses policing priorities and is rigorously conducted. *TSRDGP II* and *TSRDGP III* continued with the implementation of this RWE approach so that there is now ten years of evidence to be report on. There are examples of initiatives being implemented into police forces, without any robust evidence of their effectiveness. For example, the Crisis Intervention Team (CIT) model, a police-based response, which aims to improve how officers respond to situations involving individuals with mental health problems, is being implemented in police forces across North America despite their being no high-quality evidence of

---

<sup>31</sup> Campbell M, et al. (2000). Framework for design and evaluation of complex interventions to improve health. *BMJ*; 321(7262):694.

<sup>32</sup> What Works Crime Reduction. Policing and Crime Reduction Research Map. (2017). Available from: <http://whatworks.college.police.uk/Research/Research-Map/Pages/Research-Map.aspx>.



the CIT's effectiveness.<sup>33</sup> The RWE approach of the *TSRDCP I, II, & III* would complement any RCTs, as is the practice in other sectors such as health care.

In conjunction with Recommendation # 4 (i – iv) endorsing experimentation with new and innovative protocols for engaging in traffic stops, the OPS RIBD should consider ramping up more robust research in Phase 2 through:

- (1) 'Geographic Information Systems (GIS)' or GIS/mapping is used to read and analyse map data. The technology blends the power of a map with the power of a database to allow a police service to create, manage and analyse information, particularly information about people in a particular location – including demographic profiles, crime levels or movement patterns. Geospatial Analysis allows for looking at neighbourhood locations of police traffic stops to see how stops vary across the city of Ottawa. For more in depth analysis GIS data can be mapped onto the Neighbourhood Equity Index <https://neighbourhoodequity.ca/immigrant-racialized/>. This is a valuable approach for analyzing police-community interactions in improve or increase information regarding equity/diversity related issues.
- (2) 'Time of Day Analysis' most instructive for understanding temporal patterns in traffic stops. Time analysis looks at the relationship between time of day and stops by race to see if there is disproportionality by racial group at different times of day. In law enforcement, time analysis is primarily used in a 'crime analytics model' to help professionals focus on high-crime areas and specific time frames, link crimes to individuals, and gain insights into crime hotspots. However, it may also be important for a 'service delivery model' focused performance assessment and more nuanced information about vulnerable decision points (e.g. reactions to fatigue, suspect demeanor, subjective behavior).

Work scaling up these protocols and improving police performance and the accessibility/ functionality of service features should continue in partnership with the Community Equity Council (CEC).

**5. Test the decision points that are most vulnerable to implicit bias during traffic stops and be innovative about how those decision points may be shifted, including using new Artificial Intelligence technology.**

- i. A potential intervention for reducing the effects of implicit bias on disproportionality is to provide guidance in making unbiased discipline decisions in ambiguous or snap-decision situations.

---

<sup>33</sup> Booth A, Scantlebury A, Hughes-Morley A, Mitchell N, Wright K, Scott W, McDaid C. (2017). Mental health training programmes for non-mental health trained professionals coming into contact with people with mental ill health: a systematic review of effectiveness. *BMC Psychiatry*; 17(1):196; Compton MT, et al. (2008)A comprehensive review of extant research on crisis intervention team (CIT) programs. *J Am Acad Psychiatry Law*; 36(1):47.

- ii. General guidance (e.g. telling police officers to be less bias or bias-neutral) is not effective, but specific guidance may aid in such situations. Efficient and effective development of specific guidance requires a set of empirically-derived vulnerable decision points on which to focus training and implementation.
- iii. Identify the situations that are most likely to be affected by implicit bias – a few strategies can be used to address bias in these specific situations.
- iv. Identify specific situations where disproportionality is more likely to occur – eg. time of day also substantially affects disproportionality
- v. Teach neutralizing routines for vulnerable decision points.
- vi. Retain independent experts to guide experiments with new Artificial Intelligence technology such as front hood license plate scanners to provide bias-free reasons for traffic stops.
- vii. In addition to clarifying procedures, research indicates that it may be effective to use the police service data to teach officers to identify when they are in a vulnerable decision point (e.g. fatigue, suspect demeanor, subjective behavior) and use a self-review routine just prior to making a discipline decision. Such if-then routines, frequently called “implementation intentions,” may neutralize the likelihood of disproportionate discipline from implicit bias, especially in situations that are chaotic, ambiguous, or seem to demand snap judgments.
- viii. Analyze data from these tests and experiments using the baselines from the *TSRDCP I and II*.

#### Action Items Response:

Recommendation 5 (i – viii) endorses testing the decision points that are most vulnerable to implicit bias during traffic stops. The Research Team acknowledges the linkage of implicit bias training (Recommendation #3) and implicit bias testing of vulnerable decision points in the field (Recommendation #5). It is our position that the linkage of both is critical to the successful implementation of the RIBD and EDI Strategy.

Racial stereotyping is an implicit mode of knowledge in our society that is experienced as an element of social structure and not simply an irregularity in it.<sup>34</sup> Therefore, unconscious bias against Black people is not an ‘optional feature’ of Canadian life, but rather, it is embedded in the normative order. It is not something that is only perpetrated by ‘bad people’, as if ‘good people’ are not predisposed to implicit devaluation of their fellow human beings. Indeed, since implicit bias distorts consciousness unintentionally, it has become like a second nature in our society and often appears to be neutral. In the

---

<sup>34</sup> Foster, L. 2015. “Black and Mad and Black and Bad: Implicit Bias as a Psychosocial Determinant of Black Canadian Mental Health and Well-being.” In M. Jacobs and L.A. Visano (Eds). *Righting Humanity in My Our Time?*. Toronto: APF Press. (pp. 223-281).

context of professional workplace practice, implicit bias research has now clearly established that racial stereotypes are obstacles to fair-play and equity that are so formidable and self-perpetuating that they cannot be overcome without deliberate and self-reflective intervention.<sup>35</sup>

In conjunction with Recommendation #3 and #5 the OPS should continue to partner with the Community Equity Council and other stakeholder on be more informed and bridging the gap between implicit bias training and members vulnerable decision points where bias may have aversive consequences for racialized people.

**6. Using Artificial Intelligence (AI) technology, develop an Early Intervention System (EIS) that captures all necessary information to alert supervisors to potential racial discrimination by both individuals and platoons/units/divisions.**

- I. This AI system should capture and flag patterns related to racial disproportionalities and disparities, including in:
  - ❖ Citizen complaints
  - ❖ Lack of service situation
  - ❖ All uses of force, broken down by level and type
  - ❖ All stops of civilians
  - ❖ Civil litigation,
  - ❖ Resist-arrest incidents
  - ❖ Charges and arrests.
- II. Consider integration of appropriate EIS software options for supervisory caseload management.
- III. The early warning and intervention technology should provide for the tracking of officer behavior through data analysis that can produce various types of ‘alerts’ that a problem exists.
  - ❖ The software should provide for alert by type of incident, i.e., set different thresholds for different incident types, such as citizen complaints, use-of-force incidents, or lack-of-service situations.
  - ❖ The software should provide for a ‘monitored officer alert’, which targets a specific employee/unit with an alert whenever the individual/unit is involved in an incident.
  - ❖ The software should provide for a ‘top percentile alert’, which allows the OPS to identify instantly persons/units that appear in a designated top percentile for a specific time period.
  - ❖ The software should provide for a ‘detail alert’ by allegation and by use-of-force type.
  - ❖ The software should provide for an ‘overall’ alert that is triggered regardless of incident type.

---

<sup>35</sup> Morewedge, C. K.; Yoon, H.; Scopelliti, I.; Symborski, C. W.; Korris, J. H.; Kassam, K. S. 2015. "Debiasing Decisions: Improved Decision Making With a Single Training Intervention". *Policy Insights from the Behavioral and Brain Sciences*. 2 (1): 129–140.

## Action Items Response:

The Ontario Tech/York University Team has not obtained information regarding the use of Artificial Intelligence (AI) technology for the development of an Early Intervention System (EIS) in a service delivery model framework that can measure OPS members performance.

It was reported that in 2019, around the time of this *TSRD* recommendation, the Ottawa Police Service explored the use of facial recognition technology as a tool to help solve crimes by utilizing photographs of persons of interests in criminal investigations and comparing them with existing databases collected per the Identification of Criminals Act, RSC 185.<sup>36</sup> The technology was evaluated, tested, and applied on several occasions, none of which resulted in criminal charges.

The crime fighting values of crime control and public order maintenance have taken precedence over the public service values that elevate democratic citizenship rights; respect for multicultural diversity; and professional integrity and excellence (i.e., conducting business in a manner that will bear the closest public scrutiny).<sup>37</sup> This is consistent with contemporary research that suggests many police services are driven by a sharper focus on the public safety and security side than on the service delivery and community policing side, and so, exhibits a form of professionalism that can progressively underplay and compromise public transparency, accountability, and legitimacy. Despite the official endorsements of community policing approaches<sup>38</sup> that seek to broaden the partnerships between citizens the OPS is perhaps still limited in its imagination to fully see an approach to AI Technology as a service delivery as well as a crime fighting tool.

## 7. Conduct a Body-Worn Camera Pilot Project.

- i. Police body-worn cameras (BWCs) are being rapidly and widely adopted by law enforcement for their suspected capacity to increase police accountability and transparency.

---

<sup>36</sup> Yogaretnam, S. (2020) Ottawa police piloted controversial facial recognition software last year. *Ottawa Citizen*, February 13. <https://ottawacitizen.com/news/local-news/ottawa-police-piloted-controversial-facial-recognition-software-last-year>.

<sup>37</sup> Treasury Board of Canada Secretariat, *Values and Ethics Code for the Public Service*. (Minister of Public Works and Government Services, 2003).

<sup>38</sup> See Solicitor General of Canada. (1990). *A Vision of the Future of Policing in Canada: Police-Challenge 2000*. Ottawa: Solicitor General Canada; Ontario, Ministry of the Solicitor General and Correctional Services & Canada, Department of the Solicitor General. 1991). *Community Policing: An Introduction to the Philosophy and Principles of Community Policing*. Ottawa: Supply and Services Canada; Ontario, Ministry of the Solicitor General and Correctional Services & Canada, Department of the Solicitor General. (1993). *Neighbourhood Foot Patrol: What It Is and How To Do It*. Ottawa: Supply and Services Canada.

- ii. Work with an independent expert to develop a pilot project to collect social scientific evidence of the positive benefits of the use of body-worn cameras as they relate to police-community interactions.
- iii. The study should employ a “mixed method approach” that collects quantitative and qualitative data, centered on race and race-related information, and be modelled on Randomized Control Trials (RCTs).
- iv. Develop appropriate privacy guidelines for the use of body-worn cameras in consultation with the Information and Privacy Commissioner of Ontario.
- v. Select two districts in the Ottawa Metropolitan Census Area to conduct the pilot project, with relatively dense urban populations.
- vi. Require mandatory-use BWC policies.
- vii. Require officers wearing the cameras to inform citizens that they are wearing a BWC and that the device is recording.
- viii. Hand out survey invitations to a minimum of 5000 motorists following police stops.
- ix. The survey should include questions about the citizen’s experience, as well as their opinions of police in general.
- x. Compare body camera survey results (procedural justice policing) with Traffic Stop Race Data (regarding racial disproportionality) annually.

#### Action Items Response:

Following the murder of George Floyd in the US on May 25<sup>th</sup> 2020, and worldwide protests against police brutality and lack of police accountability,<sup>39</sup> Canadian Prime Minister Justin Trudeau expressed support for the police wearing body cameras to help overcome public distrust in the forces of law and order,<sup>40</sup> while other police leaders like the head of the RCMP, Brenda Lucki, stated she would like to see a broader rollout of the cameras as an “accountability” measure.<sup>41</sup>

The call for the use of body cameras has gain renewed momentum in recent years as a significant step towards *transparency, accountability, and increased civility* (citizen compliance). Body cameras may also

---

<sup>39</sup> Parker, K., Horowitz, J. and Anderson, M. (2020). Amid Protests, Majorities Across Racial and Ethnic Groups Express Support for the Black Lives Matter Movement. Pew Research Centre. <https://www.pewresearch.org/social-trends/2020/06/12/amid-protests-majorities-across-racial-and-ethnic-groups-express-support-for-the-black-lives-matter-movement/>.

<sup>40</sup> Blanchfield, M. (2020). Trudeau to push premiers on equipping police with body cameras. *The Canadian Press*, June 9. <https://globalnews.ca/news/7039116/trudeau-police-body-cams-canada/>.

<sup>41</sup> Lkunggren, D. (2020). RCMP chief to seek ‘broader rollout’ of body cameras in wake of anti-racism protests. *Reuters*. <https://globalnews.ca/news/7042448/rcmp-body-cameras-response/>.

provide benefits to policing in terms of *Training opportunities*. The use of body-worn cameras also offers potential opportunities to advance policing through training. Law enforcement trainers and executives can assess officer activities and behavior captured by body-worn cameras — either through self-initiated investigations or those that result from calls for service — to advance professionalism among officers and new recruits. Finally, video footage can provide law enforcement executives with opportunities to implement new strategies and assess the extent to which officers carry out their duties in a manner that is consistent with the assigned initiatives.<sup>42</sup>

The Ottawa Police Service reviewed the “business case” for body cameras in 2016 and got the go-ahead for a pilot project in 2017 (which is consistent with the *TSRDCP II* Recommendation # 7), but the equipment was never implemented.<sup>43</sup> Equipping officers with body cameras are among the options that have been considered by the Ottawa Police Services Board during recent budget discussions to improve accountability and public trust in the force.

Despite some criticism that the expensive equipment hasn’t been proven to be effective, the overall research on body-worn cameras suggests that the technology may offer potential benefits for law enforcement on both the investigative and service delivery side of policing. Regarding this, The Research Team continues support the OPS efforts toward an evidence-informed position on the value of body-worn cameras obtained through a service-specific pilot project.

It is our assessment that OPS action response on *TSRDCP III* – Recommendation #7 (i – x) has been delayed and or deferred due to financial and budgetary oversight constraints the OPS, and should be a primary focus of the RIBD strategy Phase II.

## PART 2

### TSRDCP III Reporting: Ten Years of Race Data

#### Key Issues for the TSRDCP III Report

---

<sup>42</sup> Chapman, B. (2018). Body-Worn Cameras: What the Evidence Tells Us. *The National Institute of Justice Journal*, November 14. <https://nij.ojp.gov/topics/articles/body-worn-cameras-what-evidence-tells-us>.

<sup>43</sup> Lord, C. (2020). Body cameras for Ottawa police on the table for next budget, board says. Global News, June 9. <https://globalnews.ca/news/7046522/body-cameras-ottawa-police-budget/>.

The three sections (Section A, Section B, Section C) of the *TSRDCP III* report analyze the data fields in the records of the traffic stops for the ten-year period from June 27, 2013 to June 30, 2023 to address four sets of key issues:

**INCIDENCES OF TRAFFIC STOPS** - Are there disproportionately high incidences of traffic stops for drivers of different race groups, when compared with their respective driver populations in Ottawa, in the ten period from 2013 to 2023? Are there significant patterns?

**REASONS FOR TRAFFIC STOPS** - Do racialized minority drivers experience disproportionately high incidences of specific reasons for traffic stops by the Ottawa Police Service when compared with their White counterparts over the ten-year period from 2013-2023? How do these findings compare to the findings reported for *TSRDCP I* and *TSRDCP II*?

**OUTCOMES OF TRAFFIC STOPS** - Do racialized minority drivers experience disproportionately high incidences of specific outcomes for traffic stops by the Ottawa Police Service when compared with their White counterparts over the ten-year period from 2013-2023? How do these findings compare to the findings reported for *TSRDCP I* and *TSRDCP II*?

**PERSISTENCE OF RACIAL DISPROPORTIONALITIES** – Are there persistent patterns of racial disproportionalities in the Ottawa Police Service traffic stop data over the ten-year period from 2013-2023? What evidence is there in the data that very little has changed for racialized minority drivers in the City of Ottawa?

The analysis presented in this report segments the records of 284,721 traffic stops into two six-month time periods (July – December 2018; January – June 2023) and nine twelve-month periods (2013-2014; 2014-2015; 2015-2016; 2016-2017; 2017-2018; 2019; 2020; 2021; 2022) for a total of eleven separate data sets.

The *TSRDCP* is a correlational study on the relationship between race, sex, age, and traffic stops in Ottawa. It does not deal directly with the issue of causality. In other words, it does not explain the causal relationships that underlie the racial disproportionalities reported. The identification of racial disproportionalities in this report are intended to prompt further investigation about the causes and measures that can reduce racial disproportionalities in traffic stops.

## **Data Collection**

There has now been the continuous collection of race data with regard to traffic stops by the Ottawa Police Service for more than ten years, beginning in June 2013, making it the longest and most comprehensive race-data collection project by a police service in Canada. The traffic stops data is collected by police officers. The Traffic Stops Race Data Collection (*TSRDC*) project focuses on five data fields for each traffic stop: the perceived race of the driver, the sex of the driver, the age of the driver,

the reason for the stop, and the outcome of the stop. The analysis is limited to drivers who reside in the City of Ottawa where there are complete entries for all five data fields.

The race data categories utilized in this project were developed through consultation with communities and stakeholder groups. The seven race categories – Indigenous, White, Black, East Asian/South East Asian, South Asian, Middle Eastern, Other Racialized Minorities – correspond to the visible minorities typology of Statistics Canada. (See Part 4, Note 1 below.) These race data categories are also consistent with Ontario’s Anti-Racism Data Standard established by 2017 Anti-Racism Act.<sup>1</sup>

In preparation for the *TSRD* I report, a complete data set was initially created for the period from June 27, 2013 to June 26, 2015 (two years). In preparation for the *TSRD* II report, three additional data sets were created for the period from 2015 -2018. In preparation for the *TSRD* III report, six new data sets were created for the period from June 27, 2018 to June 30, 2023.

**TABLE 1: Eleven Data Sets in the OPS TSRDC Project, 2013-2023**

<b>OPS TSRDCP Data Set</b>	<b>Time Period of Data Collection</b>	<b>Traffic Stops Involving Ottawa Residents</b>
<i>2023 Traffic Stops Data Set</i>	Jan 1 – June 30, 2023	7,612
<i>2022 Traffic Stops Data Set</i>	Jan 1 – December 31, 2022	13,010
<i>2021 Traffic Stops Data Set</i>	Jan 1 – December 31, 2021	22,310
<i>2020 Traffic Stops Data Set</i>	Jan 1 – December 31, 2020	23,962
<i>2019 Traffic Stops Data Set</i>	Jan 1 – December 31, 2019	27,734
<i>2018 Traffic Stops Data Set</i>	June 27 – December 31, 2018	11,755
<i>2017 – 2018 Traffic Stops Data Set</i>	June 27, 2017 - June 26, 2018	26,641
<i>2016 – 2017 Traffic Stops Data Set</i>	June 27, 2016 - June 26, 2017	29,832
<i>2015 – 2016 Traffic Stops Data Set</i>	June 27, 2015 - June 26, 2016	39,963
<i>2013 – 2015 Traffic Stops Data Set</i>	June 27, 2013 - June 26, 2015	81,902



All eleven data sets are available to the public on the Ottawa Police Service website.

## **Data System**

The in-vehicle computer technology used by the Ottawa Police Service was modified to accommodate the data fields required by the project. The data collection process was also redesigned to reduce the likelihood of data entry errors and to increase data quality. However, there is more software upgrades to be done to improve data collection compliance.

## **Data Collection Capabilities**

Police officers are responsible for collecting traffic stop data. The technical modifications for data field collection to include required race categories and other traffic stop data required additional skill development, which the Ottawa Police Service provided through on-line training with a toolkit and coaching. There were also pilot test sessions for detecting errors so that the training model could be improved.

## **Data Quality Supervision**

To ensure high quality data, supervisors were also trained through orientation, videos and regular briefings on the data collection mechanisms and detection of collection errors. The Ottawa Police Service monitors the quality of data collected on a regular schedule.

## **General Research Findings on Traffic Stops, 2015-2018**

The analysis presented in this *TSRDCP III* report is segmented into eleven time periods, corresponding to the eleven data sets identified in Table 1 above. The overall total number of records of traffic stops used in the analysis provided in *TSRDCP III* is 284,721.

For the new five-year period from June 27, 2018 until June 30, 2023, the Ottawa Police Service had non-erroneous data in 199,121 traffic stop records. As this research required the presence of data on Ottawa residents, with their complete information on race, sex and age, reasons for the traffic stops and the outcomes of the traffic stops, the number of records of traffic stops that are useable for this research is 106,383. (See the more detailed explanation in Part 4, Note 3.)

For the *TSRDCP II* three-year reporting period from June 27, 2015 to June 26, 2018, the Ottawa Police Service had non-erroneous data in 149,222 traffic stop records. The number of records of traffic stops useable for this research is 96,436.

For the *TSRDCP I* two-year reporting period from June 27, 2013 to June 26, 2015, the Ottawa Police Service had non-erroneous data in 120,617 traffic stop records. The number of traffic stops that were useable for this research is 81,902.

The general trend evident from the traffic stops data is the steadily declining frequency of traffic stops by the Ottawa Police Service over the past ten years. There are significantly fewer recorded traffic stops of Ottawa residents now compared to 2013 when the research project first began.

## **Section A: Incidences of Traffic Stops**

This section of the *TSRDCP III* reporting addresses three key questions: Are there disproportionately high incidences of traffic stops for drivers of different race groups, when compared with their respective driver populations in Ottawa, in the new five -year period from 2018-2023? How do these findings compare to the findings for 2013-2015 reported in *TSRDCP I* and for 2015-2018 reported in *TSRDCP II*? Are there significant patterns?

An important broad objective of all *TSRDCP* reporting is the determination of whether there are any disproportionately high incidences of race groups, broken down by sex and age, in traffic stops of Ottawa residents. For working purposes, data on Ottawa residents was divided into seven race groups (Indigenous peoples, White, Black, East Asian/Southeastern Asian, South Asian, Middle Eastern, and Other Racialized Minorities). They were then divided into male and female, which were then subdivided into three age groups: 16-24, 25-54, and 55 and over. In total, there are 42 race subgroups.

As the catalyst of this research study was a concern about racial profiling in traffic stops in Ottawa, special attention is therefore focused on the disproportionately high incidences of traffic stops among race groups, broken down by sex and age.

The *TSRDCP III* benchmark for measuring disproportionately high incidences of traffic stops in the period from June 27, 2018, to June 30, 2023 is the resident population in Ottawa aged sixteen years or older, segmented in terms of race, age, and sex, based on the 2021 Census. When race groups are described as having “disproportionately high incidences in traffic stops” (20% and over), this means they are over-represented in traffic stops when their shares of traffic stops are greater than their shares in the population. A zero percentage (0%) in the proportionality of incidences in traffic stops for a race group means the group’s proportion in traffic stops corresponds to its proportion in the population.

There was a total of 833,871 residents of Ottawa sixteen years of age or older, reported in the 2021 census. Table 2 provides the percentage breakdown for race groups.

**TABLE 2: Proportions of Resident Populations aged 16 or older, by Race, in Ottawa, based on the 2021 Census**

Race Groups	Resident Populations
Indigenous peoples	2.65%
White	66.17%
Black	7.10%
E. Asian/ S.E. Asian	8.21%
S. Asian	5.8%
Middle Eastern	7.16%
Other racialized minorities	2.91%
Total	100.00%

The analysis for the five-year period from 2018-2023 is organized around initialing reporting on each of the six individual data sets beginning with 2018, 2019, 2020, 2021, 2022, and 2023. The discussion that follows then compares the findings from each of these three data sets to the findings reported in *TSRDCP I* and *TSRDCP II*. It is important to note that the benchmarks for the analysis of the data for the first five-year period from 2013-2018 was based on 2016 Census data.

## 2023 Traffic Stops Findings

Among the 7,612 traffic stops of Ottawa residents in the first six months of 2023, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that almost two-thirds of traffic stops involved drivers between the ages of 25-54 (61%) compared to 23% who were between 16-24 and 16% who were 55 or older. The findings show that a quarter of drivers stopped were women (25.8%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 7,612 traffic stops in 2023: 48.8% White (3,717), 20.8% Middle Eastern (1,586), 18.3% Black (1,396), 4.6% E. Asian/SE Asian (351), 5.14% S. Asian (391), 2% Other racialized minorities (154), and 0.2% Indigenous Peoples (17).

TABLE 3 below shows the disproportionalities and ratios by racial category. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2023. Middle Eastern Drivers constituted about 21% of the total stops during this period, despite these drivers representing 7% of the total population in Ottawa. This means that Middle Eastern Drivers were stopped 2.9 times more than what you would expect based on their population. Black Drivers constituted about 18% of the total stops during this period, despite these drivers represent 7% of the total population in Ottawa. This means that Black Drivers were stopped 2.6 times more than what you would expect based on their population. All other racialized groups including Whites have proportionally low incidents of traffic stops.

**TABLE 3: Proportionalities of Incidences of Traffic Stops during 2023, by Race, in Ottawa\***

Race Groups	Proportionalities of Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population ( $1 + x-y/y$ )
Middle Eastern	189.2%	2.9 times
Black	156.6%	2.6 times
Other racialized minorities	-30.9%	0.7 times
White	-26.6%	0.7 times
S. Asian	-11.9%	0.9 times
E. Asian/ S.E. Asian	-44.1%	0.6 times
Indigenous peoples	-89.2%	0.1 times

*\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops.*

In total, as reported in TABLE 4 below, among the 42 race subgroups for which traffic stop data is available for 2023, there are 9 subgroups with disproportionately high incidences of traffic stops – above 1.2 times their representation in the population of Ottawa:

- Middle Eastern – 3 subgroups: all three age groups of men.
- Black – 4 subgroups: all three age groups of men and women aged 16-24.
- S. Asian – 2 subgroups: men aged 16-24 and 25-54.

**TABLE 4: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2023**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	Male	16-24	672%	7.7 times
Black	Male	16-24	434%	5.3 times
Middle Eastern	Male	25-54	407%	5.1 times
Black	Male	25-54	358%	4.6 times
Middle Eastern	Male	55+	141%	2.4 times
Black	Male	55+	106%	2.1 times
S. Asian	Male	16-24	93%	1.9 times
S. Asian	Male	24-54	66%	1.7 times
Black	Female	16-24	41%	1.4times

## 2022 Traffic Stops Findings

Among the 13,010 traffic stops of Ottawa residents in 2022, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that three-fifth of traffic stops involved drivers between the ages of 25-54 (60%) compared to 23% who were between 16-24 and 17% who were 55 or older. The findings show that a quarter of drivers stopped were women (26.2%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 13010 traffic stops in 2022: 52.5% White (6,828), 19.6% Middle Eastern (2,550), 15.8% Black (2061), 5.1% E. Asian/SE Asian (659), 4.6% S. Asian (603), 2.1% Other racialized minorities (276), and 0.3% Indigenous Peoples (33).

TABLE 5 below shows the disproportionalities and ratios by racial category. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high

incidences of traffic stops in 2022. Middle Eastern Drivers constituted about 20% of the total stops during this period, despite these drivers representing 7% of the total population in Ottawa. This means that Middle Eastern Drivers were stopped 2.7 times more than what you would expect based on their population. Black Drivers constituted about 16% of the total stops during this period, despite these drivers represent 7% of the total population in Ottawa. This means that Black Drivers were stopped 2.2 times more than what you would expect based on their population. All other racialized groups including Whites have proportionally low incidents of traffic stops.

**TABLE 5: Proportionalities of Incidences of Traffic Stops during 2022, by Race, in Ottawa\***

<b>Race Groups</b>	<b>Proportionalities of Incidences of Traffic Stops</b>	<b>Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)</b>
Middle Eastern	173%	2.7 times
Black	122%	2.2 times
Other racialized minorities	-27%	0.7 times
White	-21%	0.8 times
S. Asian	-20%	0.8 times
E. Asian/ S.E. Asian	-38%	0.6 times
Indigenous peoples	-89%	0.1 times

*\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops.*

In total, as reported in TABLE 6 below, among the 42 race subgroups for which traffic stop data is available for 2022, there are 9 subgroups with disproportionately high incidences of traffic stops – above 1.2 times their representation in the population of Ottawa:

- Middle Eastern – 3 subgroups: all three age groups of men.
- Black – 3 subgroups: all three age groups of men and women aged 16-24.
- S. Asian – 2 subgroups: men aged 16-24 and 25-54.
- White – 1 subgroup: men aged 16-24.

**TABLE 6: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2022**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	Male	16-24	624%	7.2 times
Black	Male	16-24	372%	4.7 times
Middle Eastern	Male	25-54	352%	4.5 times
Black	Male	25-54	284%	3.8 times
Middle Eastern	Male	55+	163%	2.6 times
S. Asian	Male	16-24	109%	2.1 times
Black	Male	55+	93%	1.9 times
S. Asian	Male	24-54	38%	1.4 times
White	Male	16-24	23%	1.2 times

## 2021 Traffic Stops Findings

Among the 22,310 traffic stops of Ottawa residents in 2021, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that almost three-fifths of traffic stops involved drivers between the ages of 25-54 (60%) compared to 22% who were between 16-24 and 18% who were 55 or older. The findings show that a quarter of drivers stopped were women (27%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 22,310 traffic stops in 2021: 54.4% White (12,126), 18.1% Middle Eastern (4,055), 16.5% Black (3,680), 4.7% E. Asian/SE Asian (1,053), 4.3% S. Asian (957), 1.7% Other racialized minorities (389), and 0.2% Indigenous Peoples (50).

TABLE 7 below shows the disproportionalities and ratios by racial category. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2021. Middle Eastern Drivers constituted about 18% of the total stops during this period, despite these drivers representing 7% of the total population in Ottawa. This means that Middle Eastern Drivers were stopped 2.5 times more than what you would expect based on their population. Black Drivers constituted about 16% of the total stops during this period, despite these drivers represent 7% of the total population in Ottawa. This means that Black Drivers were stopped 2.3 times more than what you would expect based on their population. All other racialized groups including Whites have proportionally low incidents of traffic stops.

**TABLE 7: Proportionalities of Incidences of Traffic Stops during 2021, by Race, in Ottawa\***

Race Groups	Proportionalities of Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population ( $1 + x-y/y$ )
Middle Eastern	154%	2.5 times
Black	132%	2.3 times
Other racialized minorities	-40%	0.6 times
White	-18%	0.8 times
S. Asian	-26%	0.7 times
E. Asian/ S.E. Asian	-43%	0.6 times
Indigenous peoples	-92%	0.1 times

*\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops.*

In total, as reported in TABLE 8 below, among the 42 race subgroups for which traffic stop data is available for 2021, there are 9 subgroups with disproportionately high incidences of traffic stops – above 1.2 times their representation in the population of Ottawa:

- Middle Eastern – 3 subgroups: all three age groups of men.
- Black – 4 subgroups: all three age groups of men and women age 25-54.
- S. Asian – 2 subgroups: men aged 16-24 and 25-54.



**TABLE 8: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2021**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	Male	16-24	563%	6.6 times
Black	Male	16-24	423%	5.2 times
Middle Eastern	Male	25-54	336%	4.4 times
Black	Male	25-54	285%	3.8 times
Middle Eastern	Male	55+	127%	2.3 times
S. Asian	Male	16-24	80%	1.8 times
Black	Male	55+	91%	1.9 times
S. Asian	Male	24-54	32%	1.3 times
Black	Female	25-54	22%	1.2 times

## 2020 Traffic Stops Findings

Among the 23,962 traffic stops of Ottawa residents in 2020, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that three-fifths of traffic stops involved drivers between the ages of 25-54 (61%) compared to 22% who were between 16-24 and 17% who were 55 or older. The findings show that a quarter of drivers stopped were women (27%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 23,962 traffic stops in 2020: 56.2% White (13,484), 17.7% Middle Eastern (4,229), 15.1% Black (3,622), 4.7% E. Asian/SE Asian (1,121), 4.1% S. Asian (985), 1.9% Other racialized minorities (459), and 0.3% Indigenous Peoples (62).

TABLE 9 below shows the disproportionalities and ratios by racial category. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2020. Middle Eastern Drivers constituted about 18% of the total stops during this period, despite these drivers representing 7% of the total population in Ottawa. This means that Middle Eastern Drivers were stopped 2.5 times more than what you would expect based on their population. Black Drivers constituted about 15% of the total stops during this period, despite these drivers represent 7% of the total population in Ottawa. This means that Black Drivers were stopped 2.1 times more than what you would expect based on their population. All other racialized groups including Whites have proportionally low incidents of traffic stops.

**TABLE 9: Proportionalities of Incidences of Traffic Stops during 2020, by Race, in Ottawa\***

Race Groups	Proportionalities of Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population ( $1 + x-y/y$ )
Middle Eastern	146%	2.5 times
Black	112%	2.1 times
Other racialized minorities	-34%	0.7 times
White	-15%	0.9 times
S. Asian	-29%	0.7 times
E. Asian/ S.E. Asian	-43%	0.6 times
Indigenous peoples	-90%	0.1 times

*\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops.*

In total, as reported in TABLE 10 below, among the 42 race subgroups for which traffic stop data is available for 2020, there are 7 subgroups with disproportionately high incidences of traffic stops – above 1.2 times their representation in the population of Ottawa:

- Middle Eastern – 3 subgroups: all three age groups of men.
- Black – 3 subgroups: all three age groups of men.
- S. Asian – 1 subgroup: men aged 16-24.

**TABLE 10: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2020**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	Male	16-24	585%	6.8 times
Black	Male	16-24	390%	4.9 times
Middle Eastern	Male	25-54	315%	4.1 times
Black	Male	25-54	261%	3.6 times
Middle Eastern	Male	55+	91%	1.9 times
S. Asian	Male	16-24	76%	1.8 times
Black	Male	55+	60%	1.6 times

## 2019 Traffic Stops Findings

Among the 27,734 traffic stops of Ottawa residents in 2019, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that more than three-fifths of traffic stops involved drivers between the ages of 25-54 (62%) compared to 18% who were between 16-24 and 20% who were 55 or older. The findings show that almost a third of drivers stopped were women (30%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 27,734 traffic stops in 2019: 59.3% White (16,462), 16.4% Middle Eastern (4,550), 13.4% Black (3,723), 5% E. Asian/SE Asian (1,374), 3.8% S. Asian (1,043), 1.8% Other racialized minorities (506), and 0.3% Indigenous Peoples (76).

TABLE 11 below shows the disproportionalities and ratios by racial category. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2019. Middle Eastern Drivers constituted about 16% of the total stops during this period, despite these drivers representing 7% of the total population in Ottawa. This means that Middle Eastern Drivers were stopped 2.3 times more than what you would expect based on their

population. Black Drivers constituted about 13% of the total stops during this period, despite these drivers represent 7% of the total population in Ottawa. This means that Black Drivers were stopped 1.9 times more than what you would expect based on their population. All other racialized groups including Whites have proportionally low incidents of traffic stops.

**TABLE 11: Proportionalities of Incidences of Traffic Stops during 2019, by Race, in Ottawa\***

Race Groups	Proportionalities of Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population ( $1 + x-y/y$ )
Middle Eastern	129%	2.3 times
Black	89%	1.9 times
Other racialized minorities	-37%	0.6 times
White	-10%	0.9 times
S. Asian	-35%	0.7 times
E. Asian/ S.E. Asian	-40%	0.6 times
Indigenous peoples	-90%	0.1 times

*\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops.*

In total, as reported in TABLE 12 below, among the 42 race subgroups for which traffic stop data is available for 2019, there are 9 subgroups with disproportionately high incidences of traffic stops – above 1.2 times their representation in the population of Ottawa:

- Middle Eastern – 3 subgroups: all three age groups of men.
- Black – 3 subgroups: all three age groups of men.
- White – 2 subgroups: men aged 25-54 and 55+
- S. Asian – 1 subgroup: men aged 16-24.
- 

**TABLE 12: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2019**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	Male	16-24	430%	5.3 times
Middle Eastern	Male	25-54	292%	3.9 times
Black	Male	16-24	271%	3.7 times
Black	Male	25-54	226%	3.3 times
Middle Eastern	Male	55+	143%	2.4 times
Black	Male	55+	64%	1.6 times
S. Asian	Male	16-24	21%	1.2times
White	Male	25-54	23%	1.2 times
White	Male	55+	24%	1.2 times

## 2018 (Second Half) Traffic Stops Findings

Among the 11,755 traffic stops of Ottawa residents in the second half of 2018, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that almost two-thirds of traffic stops involved drivers between the ages of 25-54 (63%) compared to 19% who were between 16-24 and 18% who were 55 or older. The findings show that one-third of drivers stopped were women (32%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 11,755 traffic stops in 2018: 63% White (7,410), 15.3% Middle Eastern (1,799), 11.4% Black (1,339), 5.25% E. Asian/SE Asian (618), 3.1% S. Asian (366), 1.7% Other racialized minorities (194), and 0.25% Indigenous Peoples (29).

TABLE 13 below shows the disproportionalities and ratios by racial category. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2018. Middle Eastern Drivers constituted about 15% of the total stops during this period, despite these drivers representing 7% of the total population in Ottawa. This means that Middle Eastern Drivers were stopped 2.1 times more than what you would expect based on their

population. Black Drivers constituted about 11% of the total stops during this period, despite these drivers represent 7% of the total population in Ottawa. This means that Black Drivers were stopped 1.6 times more than what you would expect based on their population. All other racialized groups including Whites have proportionally low incidents of traffic stops.

**TABLE 13: Proportionalities of Incidences of Traffic Stops during 2018, by Race, in Ottawa\***

Race Groups	Proportionalities of Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	113%	2.1 times
Black	60%	1.6 times
Other racialized minorities	-43%	0.6 times
White	-5%	0.9 times
S. Asian	-46%	0.5 times
E. Asian/ S.E. Asian	-36%	0.6 times
Indigenous peoples	-90%	0.1 times

*\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops.*

In total, as reported in TABLE 14 below, among the 42 race subgroups for which traffic stop data is available for the second half of 2018, there are 7 subgroups with disproportionately high incidences of traffic stops – above 1.2 times their representation in the population of Ottawa:

- Middle Eastern – 3 subgroups: all three age groups of men.
- Black – 3 subgroups: all three age groups of men.
- White – 1 subgroup: men aged 25-54.

**TABLE 14: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2018**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	Male	16-24	399%	5 times
Middle Eastern	Male	25-54	254%	3.5 times
Black	Male	16-24	230%	3.3 times
Black	Male	25-54	152%	2.5 times
Middle Eastern	Male	55+	120%	2.2 times
White	Male	25-54	35%	1.3 times
Black	Male	55+	21%	1.2 times

## 2017-2018 Traffic Stops Findings

Among the 26,641 traffic stops of Ottawa residents in 2017 and the first six months of 2018, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that less than two-thirds of traffic stops involved drivers between the ages of 25-54 (62.63%) compared to 16.46% who were between 16-24 and 20.91% who were 55 or older. The findings also show that less than one third of drivers stopped were women (31.39%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 26,641 traffic stops in 2017-2018: 65.25% White (17,382), 14.64% Middle Eastern (3,901), 10.24% Black (2,727), 4.76% E. Asian/SE Asian (1,269), 3.09% S. Asian (823), 1.8% Other racialized minorities (479), and 0.13% Indigenous Peoples (60).

Table 15 below summarizes the analysis provided in the TSRDCP II Report that provides the comparison between race of driver distribution among traffic stops in 2017-2018 and the Driver Population Benchmark from the 2016 Census. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2017-2018. Middle Eastern Drivers constituted about 14.6% of the total stops during this period, despite these drivers representing less than 4.6% of the total driving population in Ottawa. This means that Middle Eastern Drivers were stopped 3.2 times more than what you would expect based on their segment of the driving population. Black Drivers constituted about 10.2% of the total stops during this period, despite these drivers representing 4.44% of the total driving population in Ottawa. This means that Black Drivers were

stopped 2.3 times more than what you would expect based on their population. All other racialized groups including Whites have proportionally low incidents of traffic stops.

**TABLE 15: Proportionalities of Incidences of Traffic Stops during 2017-2018, by Race, in Ottawa\***

<b>Race Groups</b>	<b>Proportionalities of Incidences of Traffic Stops</b>	<b>Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)</b>
Middle Eastern	218%	3.2 times
Black	130%	2.3 times
Other racialized minorities	-11%	0.9 times
White	-14%	0.9 times
S. Asian	-16%	0.8 times
E. Asian/ S.E. Asian	-30%	0.7 times
Indigenous peoples	-90%	0.1 times

\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stop

As summarized in Table 16 below, among the 42 race subgroups for which traffic stop data is available for 2017-2018, there are 14 subgroups with disproportionately high incidences of traffic stops in Ottawa:

- Middle Eastern – 6 subgroups: all age groups among men and women.
- Black – 4 subgroups: all age groups among men and Black women age 16 to 24.
- White – 1 subgroup: men aged 16-24.
- E. Asian/S.E. Asian – 1 subgroup: men aged 16-24.
- S. Asian – 1 subgroup: men aged 16-24.
- Other racialized minorities – 1 subgroup: men aged 16-24.



**TABLE 16: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops  
During 2017-2018**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	Male	16-24	774%	8.7 times
Black	Male	16-24	566%	6.66 times
Middle Eastern	Male	25-54	240%	3.4 times
Black	Male	25-54	214%	3.1 times
Middle Eastern	Male	55+	224%	3.2 times
Middle Eastern	Female	16-24	188%	2.9 times
Black	Female	16-24	116%	2.2 times
E. Asian/S.E. Asian	Male	16-24	115%	2.2 times
Black	Male	55+	112%	2.1 times
S. Asian	Male	16-24	115%	2.1 times
Other racialized minorities	Male	16-24	73%	1.7 times
White	Male	16-24	57%	1.6 times
Middle Eastern	Female	25-54	56%	1.6 times
Middle Eastern	Female	55+	44%	1.4 times

### **2016-2017 Traffic Stops Findings**

Among the 29,832 traffic stops of Ottawa residents in 2016-2017, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that almost two-thirds of traffic stops involved drivers between the ages of 25-54 (64.5%)

compared to 17% who were between 16-24 and 18.5% who were 55 or older. The findings also show that less than one third of drivers stopped were women (31.3%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 29,832 traffic stops in 2016-2017: 66.7% White (19,894), 13.5% Middle Eastern (4,014), 10% Black (2,996), 4.9% E. Asian/SE Asian (1,466), 2.8% S. Asian (842), 1.9% Other racialized minorities (560), and 0.2% Indigenous Peoples (60).

As reported in TABLE 17 below, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups of residents with disproportionately high incidences of traffic stops in 2016-2017. Middle Eastern Drivers constituted about 13% of the total stops during this period, despite these drivers representing less than 4.6% of the total driving population in Ottawa. This means that Middle Eastern Drivers were stopped 2.9 times more than what you would expect based on their segment of the driving population. Black Drivers constituted about 10% of the total stops during this period, despite these drivers representing 4.44% of the total driving population in Ottawa. This means that Black Drivers were stopped 2.3 times more than what you would expect based on their population.

**TABLE 17: Proportionalities of Incidences of Traffic Stops during 2016-2017, by Race, in Ottawa\***

<b>Race Groups</b>	<b>Proportionalities of Incidences of Traffic Stops</b>	<b>Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)</b>
Middle Eastern	192%	2.9 times
Black	126%	2.3 times
Other racialized minorities	-7%	0.7 times
White	-13%	0.9 times
S. Asian	-23%	0.8 times
E. Asian/ S.E. Asian	-28%	0.7 times
Indigenous peoples	-91%	0.1 times

\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops.

TABLE 18 reports that for 2016-2017, there are 15 subgroups with disproportionately high incidences of traffic stops in Ottawa among the 42 sub-groups:

- Middle Eastern – 6 subgroups: all age groups among men and women.
- Black – 4 subgroups: all age groups among men and Black women aged 16-24.
- White – 1 subgroup: men aged 16-24.
- E. Asian/S.E. Asian – 1 subgroup: men aged 16-24.
- S. Asian – 1 subgroup: men aged 16-24.
- Other racialized minorities – 2 subgroups: men aged 16-24 and 55+.

**TABLE 18: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2016-2017**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	Male	16-24	729%	8.3 times
Black	Male	16-24	537%	6.4 times
Middle Eastern	Male	25-54	216%	3.2 times
Black	Male	25-54	209%	3.1 times
Middle Eastern	Male	55+	172%	2.7 times
Middle Eastern	Female	16-24	175%	2.7 times
Black	Female	16-24	128%	2.3 times
E. Asian/S.E. Asian	Male	16-24	122%	2.2 times
Black	Male	55+	102%	2 times
White	Male	16-24	68%	1.7 times
S. Asian	Male	16-24	57%	1.7 times
Other racialized minorities	Male	16-24	61%	1.5 times
Middle Eastern	Female	25-54	38%	1.4 times
Other racialized minorities	Male	55+	29%	1.3 times

Middle Eastern	Female	55+	30%	1.3 times
----------------	--------	-----	-----	-----------

## 2015-2016 Traffic Stops Findings

Among the 39,963 traffic stops of Ottawa residents in 2015-2016, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that almost two-thirds of traffic stops involved drivers between the ages of 25 and 54 (65%) compared to 16.5% who were between 16-24 and 18.5% who were 55 or older. The findings show that less than one third of drivers stopped were women (32.2%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 39,963 traffic stops in 2015-2016: 67.3% White (26,880), 13.2% Middle Eastern (5,280), 9.8% Black (3,914), 4.8% E. Asian/SE Asian (1,225), 2.9% S. Asian (842), 1.8% Other racialized minorities (738), and 0.2% Indigenous Peoples (82).

TABLE 19 below shows the disproportionalities and ratios by racial category. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2015-2016. Middle Eastern Drivers constituted about 13% of the total stops during this period, despite these drivers representing 4.6% of the total driving population in Ottawa. This means that Middle Eastern Drivers were stopped 2.9 times more than what you would expect based on their population. Black Drivers constituted about 10% of the total stops during this period, despite these drivers representing 4.5% of the total driving population in Ottawa. This means that Black Drivers were stopped 2.2 times more than what you would expect based on their population.

**TABLE 19: Proportionalities of Incidences of Traffic Stops during 2015-2016, by Race, in Ottawa\***

Race Groups	Proportionalities of Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)
Middle Eastern	187%	2.9 times
Black	121%	2.2 times
Other racialized minorities	9%	0.9 times
White	12%	0.9 times

S. Asian	-21%	0.8 times
E. Asian/ S.E. Asian	-30%	0.7 times
Indigenous peoples	-90%	0.1 times

*\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops*

In total, as reported in TABLE 3 below, among the 42 race subgroups for which traffic stop data is available for 2015-2016, there are 14 subgroups with disproportionately high incidences of traffic stops in Ottawa:

- Middle Eastern – 6 subgroups: all age groups among men and women.
- Black – 4 subgroups: all age groups among men and Black women age 16 to 24.
- White – 1 subgroup: men aged 16-24.
- E. Asian/S.E. Asian – 1 subgroup: men aged 16-24.
- S. Asian – 1 subgroup: men aged 16-24.
- Other racialized minorities – 1 subgroup, men aged 16-24.

Middle Eastern and Black groups constituted eight of the top 10 subgroups with disproportionately highest incidences of traffic stops in 2015-2016.

**TABLE 20: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2015-2016**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Driving Population ( $1 + x-y/y$ )
Middle Eastern	Male	16-24	696%	8 times
Black	Male	16-24	517%	6.2 times
Middle Eastern	Male	25-54	208%	3.1 times
Black	Male	25-54	204%	3 times

Middle Eastern	Male	55+	184%	2.8 times
Middle Eastern	Female	16-24	159%	2.6 times
Black	Female	16-24	96%	2 times
Black	Male	55+	89%	1.9 times
White	Male	16-24	65%	1.7 times
S. Asian	Male	16-24	75%	1.7 times
E. Asian/S.E. Asian	Male	16-24	72%	1.7 times
Other racialized minorities	Male	16-24	51%	1.5 times
Middle Eastern	Female	25-54	39%	1.4 times
Middle Eastern	Female	55+	32%	1.3 times

## 2013-2015 Traffic Stops Findings

Among the 81,902 traffic stops of Ottawa residents in 2013-2015 in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings show that almost two-thirds of traffic stops involved drivers between the ages of 25 and 54 (65.1%) compared to 17.4% who were between 16-24 and 18.5% who were 55 or older. The findings show that less than one third of drivers stopped were women (32%).

The findings enable a breakdown for the perceived race of the driver by the officer among the 81,902 traffic stops in 2013-2015: 69.3% White (56,776), 12.3% Middle Eastern (10,066), 8.8% Black (7,238), 4.7% E. Asian/SE Asian (3,875), 2.7% S. Asian (2,195), 1.9% Other racialized minorities (1,545), and 0.3% Indigenous Peoples (207).

TABLE 21 below shows the disproportionalities and ratios by racial category. In Ottawa, Middle Eastern and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops in 2013-2015. Middle Eastern Drivers constituted about 12% of the total stops during this period, despite these drivers representing 4.6% of the total driving population in Ottawa. This means that Middle Eastern Drivers were stopped 3.3 times more than what you would expect based on their population. Black Drivers constituted about 9% of the total stops during this period, despite these drivers representing 4.5% of the total driving population in Ottawa. This means that Black Drivers were stopped 2.3 times more than what you would expect based on their population.

**TABLE 21: Proportionalities of Incidences of Traffic Stops during 2013-2015, by Race, in Ottawa\***

<b>Race Groups</b>	<b>Proportionalities of Incidences of Traffic Stops</b>	<b>Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)</b>
Middle Eastern	229%	3.3 times
Black	135%	2.3 times
Other racialized minorities	9%	1.1 times
White	-13%	0.9 times
S. Asian	-19%	0.8 times
E. Asian/ S.E. Asian	-26%	0.7 times
Indigenous peoples	-86%	0.1 times

*\*Negative percentages denote low proportionalities. Positive percentages denote high proportionalities. Shaded positive percentages denote disproportionately high incidences of traffic stops.*

In total, as reported in TABLE 22 below, among the 42 race subgroups for which traffic stop data is available, there are 14 subgroups with disproportionately high incidences of traffic stops in Ottawa in 2013-2015:

- Middle Eastern – 6 subgroups: all age groups among men and women.
- Black – 5 subgroups: all age groups among men and Black women aged 16-24 and 25-54.
- White – 1 subgroup: men aged 16-24.
- E. Asian/S.E. Asian – 1 subgroup: men aged 16-24.
- S. Asian – 1 subgroup: men aged 16-24.
- Other racialized minorities – 3 subgroups, all age groups among men.

Middle Eastern and Black groups constituted eight of the top 10 subgroups with disproportionately highest incidences of traffic stops in 2013-2015.

**TABLE 22: Race Subgroups That Have Disproportionately High Incidences of Traffic Stops During 2013-2015**

<b>Race</b>	<b>Sex</b>	<b>Age</b>	<b>Disproportionalities of High Incidences of Traffic Stops</b>	<b>Ratio of Share of Traffic Stops to Share of Driving Population (1 + x-y/y)</b>
Middle Eastern	Male	16-24	1100%	12 times
Black	Male	16-24	732%	8.3 times
Middle Eastern	Male	25-54	236%	3.4 times
Black	Male	25-54	196%	3 times
Middle Eastern	Female	16-24	190%	2.9 times
Middle Eastern	Male	55+	166%	2.7 times
Black	Male	55+	114%	2.1 times
Black	Female	16-24	79%	1.8 times
Other racialized minorities	Male	16-24	78%	1.8 times
White	Male	16-24	73%	1.7 times
S. Asian	Male	16-24	66%	1.7 times
Middle Eastern	Female	25-54	65%	1.6 times
E. Asian/S.E. Asian	Male	16-24	64%	1.6 times
Middle Eastern	Female	55+	34%	1.3 times
Other racialized minorities	Male	55+	33%	1.3 times
Black	Female	25-54	25%	1.2 times
Other racialized minorities	Male	25-54	21%	1.2 times



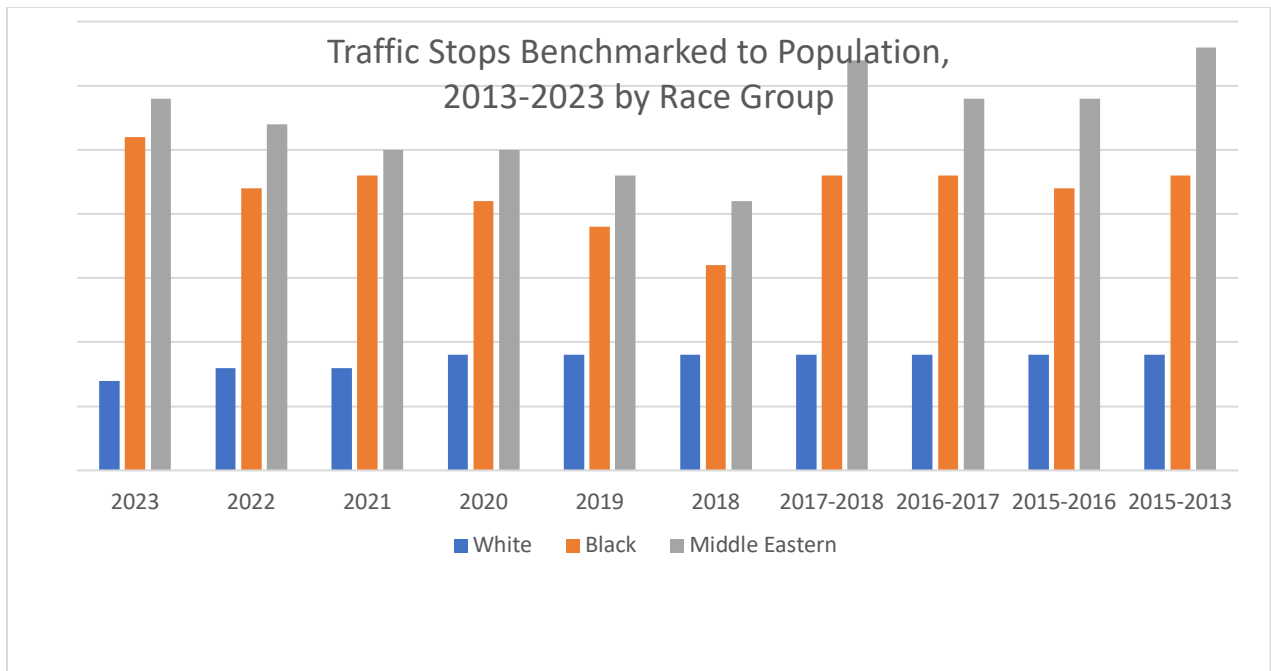
## Traffic Stops Incident Data Across Ten Years of the TSRDCP

The most basic question with ten years of data about traffic stops by the Ottawa Police Service concerns the trend. Have racial disproportionalities decreased for those groups – Black and Middle Eastern drivers – who were found to have been disproportionately stopped in the TSRDCP I Report?

Our focus is first on patterns for the race groups as a whole, followed by analysis of the findings for sub-groups such as Middle Eastern Males, 16-24 and Black Males, 16-24.

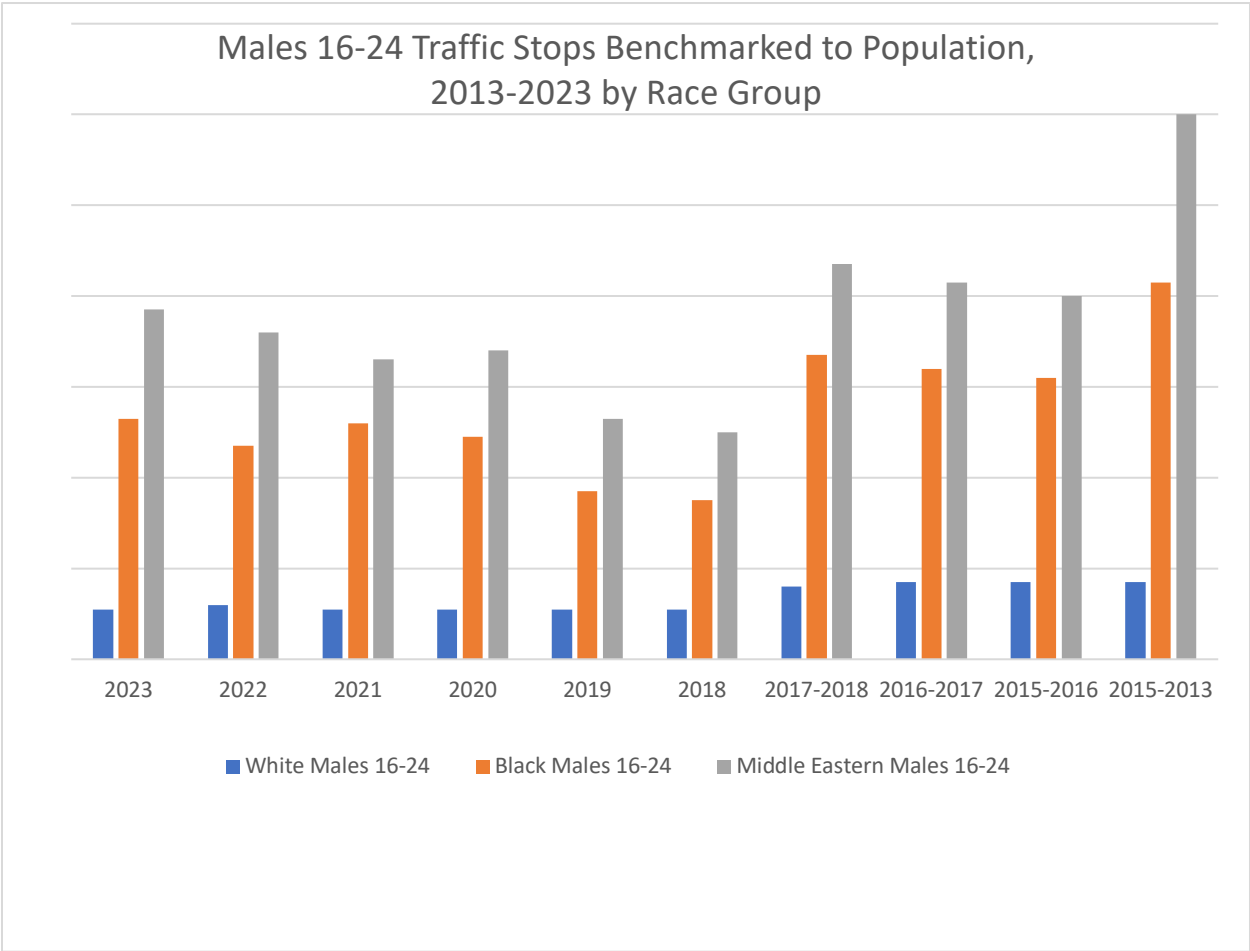
DIAGRAM 1 reveals some notable patterns. Black drivers experienced a significant decline in traffic stops by the Ottawa Police Service, benchmarked against their representation in the resident population in 2018, followed by a steady increase to the extent that by 2023 the disproportionalities exceeded the findings for 2013-2015. Middle Eastern drivers have had a similar experience, but it is noteworthy that they are still being stopped at lower levels than in the period from 2013-2018. Ironically, in the ten-year period from 2013-2023, White drivers have steadily experienced a decline in traffic stops by the Ottawa Police Service, benchmarked against their representation in the resident population. The overall picture does not show progress in the reduction of racial disproportionalities over the ten-year period of the TSRDCP.

**DIAGRAM 1**



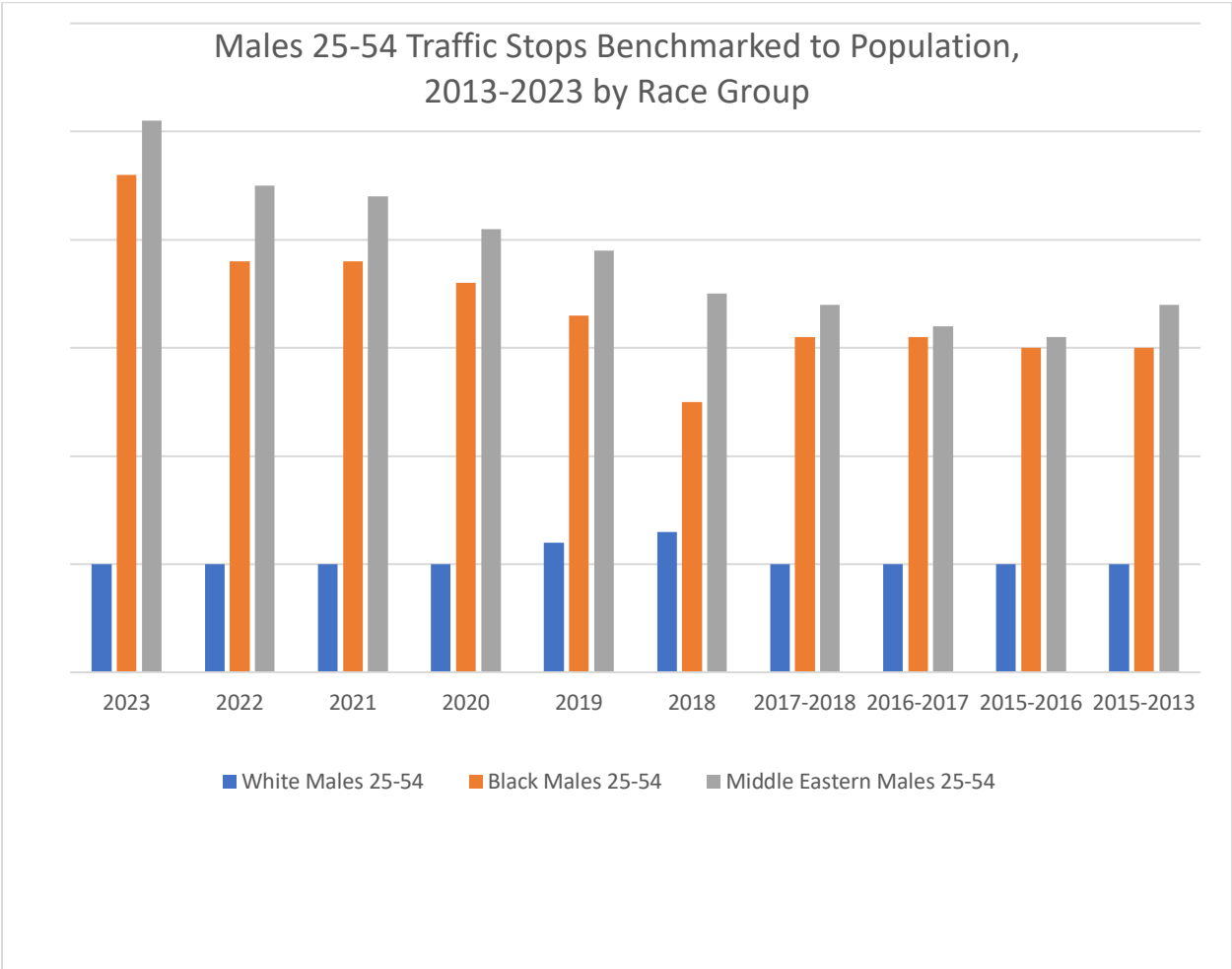
Is the picture any different for the various sub-groups? DIAGRAM 2 below focuses on Male Drivers Aged 16-24 – these sub-groups have experienced the highest levels of disproportionality. The clear pattern is that there have been significant reductions of disproportionalities from 2013. Middle Eastern and Black Males, 16-24, are being stopped significantly less than they were ten years ago. But compared to White male drivers the same age, they are being still being stopped much more than you would expect, based on their representation in the population of the City of Ottawa.

**DIAGRAM 2**



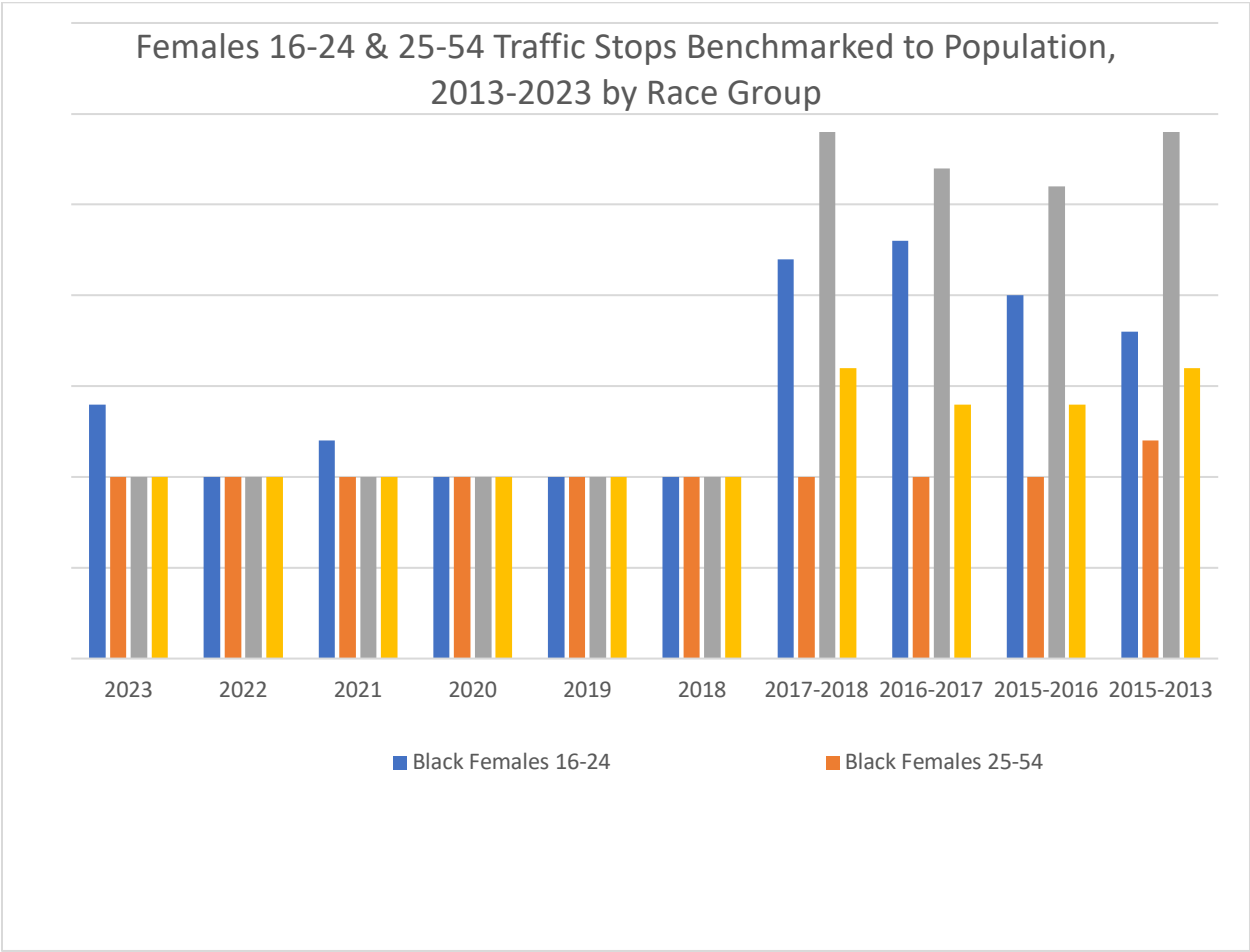
Let’s turn to focus on Black and Middle Eastern Male drivers, aged 25-54. The DIAGRAM 3 below shows a grim pattern where in effect racial disproportionalities have been growing for Black and Middle Eastern males, aged 25-54, over the ten year period from 2013 to 2023.

**DIAGRAM 3**



Suppose that we turn instead to Black and Middle Eastern females, aged 16-24 and 25-54. Does the ten-year data provide a more optimistic picture for these sub-groups?

**DIAGRAM 4**



The DIAGRAM 4 above clearly shows that significant racial disproportionalities in traffic stops for Black and Middle Eastern women have almost completely disappeared over the past ten years. It is worth reflecting on how the OPS has brought about this change and what can be learned from it and applied for the other sub-groups where there has been less positive change.

**Section B: Reasons for Traffic Stops**

This section of the *TSRDCP III* reporting addresses the key questions: Do racialized minority drivers experience disproportionately high incidences of specific reasons for traffic stops when compared with their White counterparts in Ottawa from 2018 to 2023? How do these findings compare to the findings reported for *TSRDCP I and TSRDCP II*?

An important broad objective of the *TSRDGP III* report is the determination of the extent to which the reasons why police officers traffic stops varied by race groups, and whether there is any marked differences between the White group and each of the racialized minority groups.

To meet this objective, Ottawa Police Service identified three major reasons for traffic stops: (a) criminal offenses, (b) provincial and municipal offenses, and (c) suspicious activities. Police officers identified the reason for each traffic stop.

- “Criminal Offenses” – offenses based on the Criminal Code of Canada. Examples: stolen vehicles, and impaired driving.
- “Provincial and Municipal Offenses” – Offenses related to provincial laws and municipal by-laws. Examples: Offenses related to the Highway Traffic Act such as speeding and light/stop sign running’ licence plate sticker validation.
- “Suspicious Activities” – Activities deemed to be dubious by police officers.

Although the findings suggest marked differences between race groups with regard to Criminal Offences and Suspicious Activities, it is important to realize that this is based on in some instances small amount of data and that minor differences are magnified as a result. When the incidences were below 5 in total for the entire time period, they were not drawn out.

### **2023 Reasons for Stop Findings**

The findings for 2023 show that, in Ottawa, the reason used almost exclusively (98.2% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal Offenses was the reason for traffic stops in 0.49% of the time: 0.38% of White drivers (14/3,717), 0.79% of Black drivers (11/1,396), 0.28% of E. Asian/S.E. Asian drivers (1/351), 0.57% of Middle Eastern drivers (9/1,586), and 1.3% of Other racialized drivers (2/154). Suspicious Activities was the reason for traffic stops in 0.95% of the time: 0.59% of White drivers (22/3,717), 1.79% of Black drivers (25/1,396), 1.14% of E. Asian/S.E. Asian drivers (4/351), 0.26% of S. Asian drivers (1/391), 1.13% of Middle Eastern drivers (18/1,586), and 1.3% of Other racialized drivers (2/154).

Compared to White Drivers, in 2023, Black Drivers were 2 times more likely to be stopped for Criminal Offences and 3 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 1.6 times more likely than White Drivers to be stopped for Criminal Offences and 1.9 times more likely to be stopped for Suspicious Activities.

## **2022 Reasons for Stop Findings**

The findings for 2022 show that, in Ottawa, the reason used almost exclusively (98.8% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal Offenses was the reason for traffic stops in 0.51% of the time: 3.03% of Indigenous drivers (1/33), 0.34% of White drivers (23/6,828), 0.82% of Black drivers (17/2,061), 1.06% of E. Asian/S.E. Asian drivers (7/659), 0.33% of S. Asian drivers (2/603), 0.59% of Middle Eastern drivers (15/2,550), and 0.72% of Other racialized drivers (2/276). Suspicious Activities was the reason for traffic stops in 1% of the time: 0.66% of White drivers (45/6,828), 1.75% of Black drivers (36/2061), 0.46% of E. Asian/S.E. Asian drivers (3/659), 1.0% of S. Asian drivers (6/603), 1.41% of Middle Eastern drivers (36/2.550), and 1.45% of Other racialized drivers (4/276).

Compared to White Drivers, in 2022, Black Drivers were 2.4 times more likely to be stopped for Criminal Offences and 2.8 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 1.7 times more likely than White Drivers to be stopped for Criminal Offences and 2.1 times more likely to be stopped for Suspicious Activities.

## **2021 Reasons for Stop Findings**

The findings for 2021 show that, in Ottawa, the reason used almost exclusively (97.92% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal Offenses was the reason for traffic stops in 0.55% of the time: 0.21% of White drivers (26/12,126), 1.03% of Black drivers (38/3,680), 1.04% of E. Asian/S.E. Asian drivers (11/1,053), 0.52% of S. Asian drivers (5/957), 0.9% of Middle Eastern drivers (40/4,055), and 0.77% of Other racialized drivers (3/389). Suspicious Activities was the reason for traffic stops in 1.19% of the time: 0.66% of White drivers (45/6,828), 1.75% of Black drivers (36/2061), 0.46% of E. Asian/S.E. Asian drivers (3/659), 1.0% of S. Asian drivers (6/603), 1.41% of Middle Eastern drivers (36/2.550), and 1.45% of Other racialized drivers (4/276).

Compared to White Drivers, in 2021, Black Drivers were 5 times more likely to be stopped for Criminal Offences and 2.8 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 4.2 times more likely than White Drivers to be stopped for Criminal Offences and 2.1 times more likely to be stopped for Suspicious Activities.

## **2020 Reasons for Stop Findings**

The findings for 2020 show that, in Ottawa, the reason used almost exclusively (97.6% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal Offenses

was the reason for traffic stops in 0.73% of the time: 1.61% of Indigenous drivers (1/62), 0.42% of White drivers (57/13,484), 1.55% of Black drivers (56/3,622), 0.54% of E. Asian/S.E. Asian drivers (6/1,121), 0.81% of S. Asian drivers (8/985), 0.99% of Middle Eastern drivers (42/4,229), and 0.87% of Other racialized drivers (4/459). Suspicious Activities was the reason for traffic stops in 1.42% of the time: 3.23% of Indigenous drivers (2/62), 0.98% of White drivers (132/13,484), 2.29% of Black drivers (83/3,622), 1.61% of E. Asian/S.E. Asian drivers (18/1,121), 1.12% of S. Asian drivers (11/985), 2.13% of Middle Eastern drivers (90/4,229), and 1.09% of Other racialized drivers (5/459).

Compared to White Drivers, in 2020, Black Drivers were 3.5 times more likely to be stopped for Criminal Offences and 2.3 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 2.3 times more likely than White Drivers to be stopped for Criminal Offences and 2.1 times more likely to be stopped for Suspicious Activities.

### **2019 Reasons for Stop Findings**

The findings for 2019 show that, in Ottawa, the reason used almost exclusively (98.03% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal Offenses was the reason for traffic stops in 0.5% of the time: 1.32% of Indigenous drivers (1/76), 0.31% of White drivers (51/16,642), 1.02% of Black drivers (38/3,723), 0.29% of E. Asian/S.E. Asian drivers (4/1,374), 0.77% of S. Asian drivers (8/1,022), 0.73% of Middle Eastern drivers (33/4,550), and 0.79% of Other racialized drivers (4/506). Suspicious Activities was the reason for traffic stops in 1.36% of the time: 1.32% of Indigenous drivers (1/76), 1.04% of White drivers (171/16,462), 2.42% of Black drivers (90/3,723), 0.73% of E. Asian/S.E. Asian drivers (10/1,374), 1.15% of S. Asian drivers (12/1,043), 1.82% of Middle Eastern drivers (83/4,550), and 1.78% of Other racialized drivers (9/506).

Compared to White Drivers, in 2019, Black Drivers were 3.1 times more likely to be stopped for Criminal Offences and 2.3 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 2.3 times more likely than White Drivers to be stopped for Criminal Offences and 1.8 times more likely to be stopped for Suspicious Activities.

### **2018 Second Half Reasons for Stop Findings**

The findings for the second half of 2018 show that, in Ottawa, the reason used almost exclusively (98.71% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal Offenses was the reason for traffic stops in 0.22% of the time: 0.11% of White drivers (8/7,410), 0.67% of Black drivers (9/1,339), 0.16% of E. Asian/S.E. Asian drivers

(1/618), 0.27% of S. Asian drivers (1/366), 0.33% of Middle Eastern drivers (6/1,799), and 0.52% of Other racialized drivers (1/194). Suspicious Activities was the reason for traffic stops in 0.97% of the time: 0.77% of White drivers (57/7,410), 1.72% of Black drivers (9/1,339), 1.37% of S. Asian drivers (5/366), 1.39% of Middle Eastern drivers (25/1,799), and 2.06% of Other racialized drivers (4/194).

Compared to White Drivers, in the second half of 2018, Black Drivers were 6 times more likely to be stopped for Criminal Offences and 2.3 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 3 times more likely than White Drivers to be stopped for Criminal Offences and 1.9 times more likely to be stopped for Suspicious Activities.

### **2017-2018 Reasons for Stop Findings**

The findings for 2017-2018 show that, in Ottawa, the reason used almost exclusively (98.46% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal Offenses was the reason for traffic stops in 0.48% of the time. Suspicious Activities was the reason for traffic stops in 1.05% of the time.

Compared to White Drivers, in 2017-2018, Black Drivers were 2.8 times more likely to be stopped for Criminal Offences and 3.8 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 2.3 times more likely than White Drivers to be stopped for Criminal Offences and 2.8 times more likely to be stopped for Suspicious Activities.

### **2016-2017 Reasons for Stop Findings**

The findings for 2016-2017 show that, in Ottawa, the reason used almost exclusively (98.1% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal Offenses was the reason for traffic stops in 0.59% of the time. Suspicious Activities was the reason for traffic stops in 1.32% of the time.

Compared to White Drivers, in 2016-2017, Black Drivers were 3.2 times more likely to be stopped for Criminal Offences and 2.4 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 2.4 times more likely than White Drivers to be stopped for Criminal Offences and 2.1 times more likely to be stopped for Suspicious Activities.

### **2015-2016 Reasons for Stop Findings**

The findings for 2015-2016 show that, in Ottawa, the reason used almost exclusively (97.62% of the time) by police officers in traffic stops is Provincial and Municipal Offenses. Criminal



Offences was the reason for traffic stops in 0.47% of the time. Suspicious Activities was the reason for traffic stops in 1.92% of the time.

Compared to White Drivers, in 2015-2016, Black Drivers were 3.2 times more likely to be stopped for Criminal Offences and 2.7 times more likely to be stopped for Suspicious Activities.

### **2013-2015 Reasons for Stop Findings**

The findings for 2013-2015 show that, in Ottawa, the reason used almost exclusively (97.19% of the time) by police officers in traffic stops is Provincial and Municipal Offences. Criminal Offences was the reason for traffic stops in 0.56% of the time. Suspicious Activities was the reason for traffic stops in 2.24% of the time.

Compared to White Drivers, in 2013-2015, Black Drivers were 3.6 times more likely to be stopped for Criminal Offences and 2.5 times more likely to be stopped for Suspicious Activities. Similarly, Middle Eastern Drivers were 3.1 times more likely than White Drivers to be stopped for Criminal Offences and 2.3 times more likely to be stopped for Suspicious Activities.

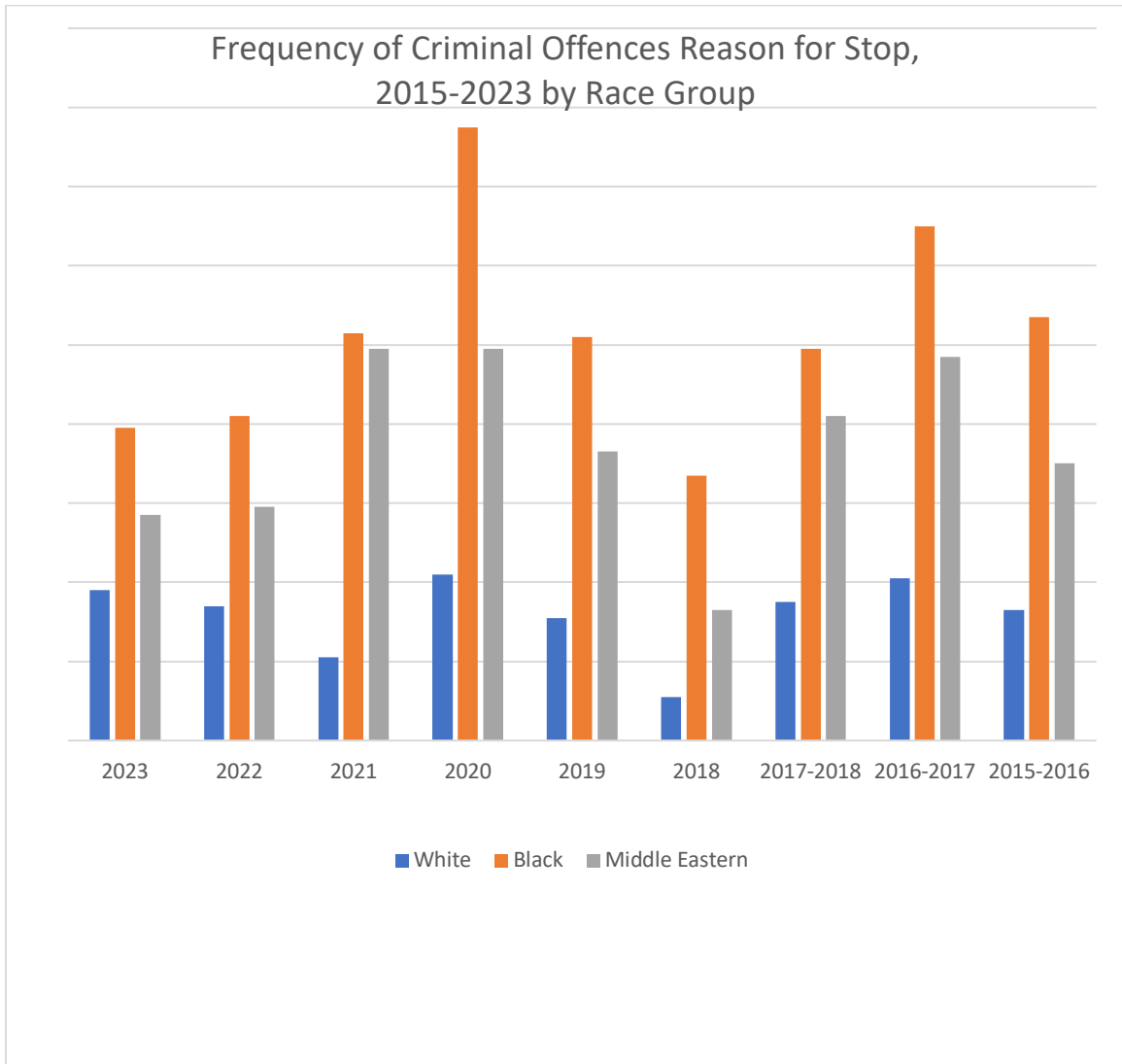
### **Patterns in Ten-Years of Reasons for Stop Data**

The Reasons for Stop data shows that Provincial Offences is the primary reason for traffic stops by the OPS, but that in a VERY small number of instances Criminal Offences and Suspicious Activity are the reason for a traffic stop.

When looking for patterns in this data, the focus is on traffic stops of White, Black and Middle Eastern drivers because there are large enough subsets of data to make reasonable inferences.

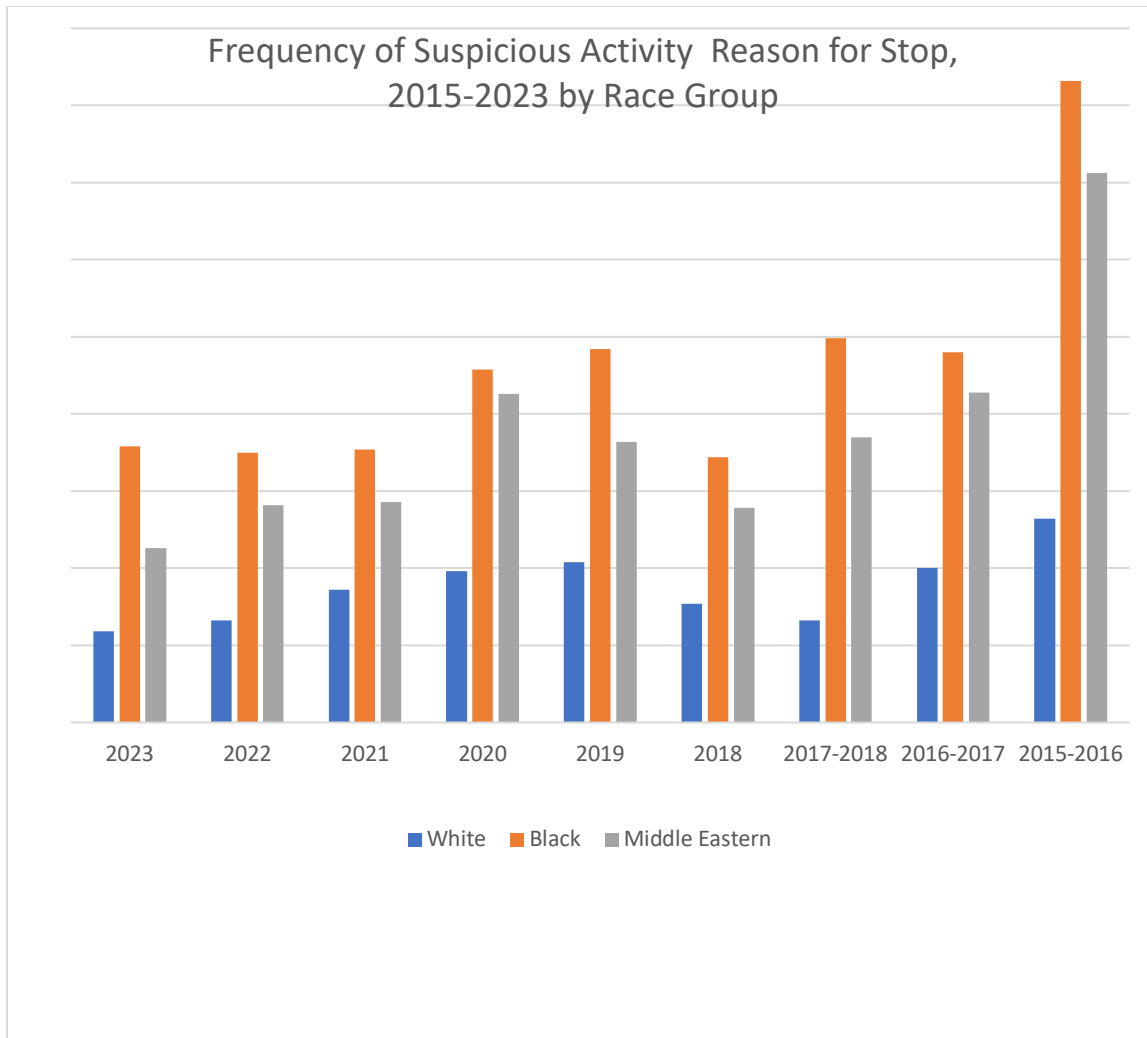
There are two notable patterns in the data sets that should be highlighted. DIAGRAM 5 below makes visible a much higher frequency where Criminal Offences is provided as the reason for stopping Black and Middle Eastern drivers compared to White drivers for the period from 2015-2023. In other words, when OPS officers stop a driver for Criminal Offences, it is much more likely to be a Black or Middle Eastern driver than a White driver. This observation will be linked to traffic stop outcomes later in the report.

**DIAGRAM 5**



A similar pattern for Suspicious Activities as the reason for the traffic stop also exists, made visible in CHART X below for the period from 2015-2023. In other words, when OPS officers stop a driver for Suspicious Activities, it is much more likely to be a Black or Middle Eastern driver than a White driver. This observation will be linked to traffic stop outcomes later in the report.

**DIAGRAM 6**



The consistent pattern over many years of much greater frequency of traffic stops of Black and Middle Eastern drivers than White drivers for reasons of Suspicious Activity and Criminal Offences raises basic questions about how officers profile drivers for traffic stops. These patterns will be linked to traffic stop outcomes later in the report.

**Section C: Outcomes of Traffic Stops**

This section of the *TSRDPC III* reporting addresses the key questions: Do racialized minority drivers experience disproportionately high incidences of specific outcomes for traffic stops when compared with their White counterparts in Ottawa during the ten-year period from 2013-

2023? How do these findings compare to the findings reported for *TSRDCP I and TSRDCP II*? Are there patterns in the outcomes data?

To meet this objective, Ottawa Police Service identified three major outcomes of traffic stops: (a) “final (no action)”, (b) “warned”, and (c) “charged”.

- “Final (no action)” outcomes - Police officers did not give warnings or lay charges to the drivers after the traffic stops. No further action was taken by officers.
- “Warned” outcomes - Police officers gave verbal or written warnings to the drivers after the traffic stops.
- “Charged” outcomes - Police officers laid charges (such as speeding or distracted driving) to the drivers after the traffic stops.

In traffic stops, being charged is considered to be more severe than being warned which, in turn, is considered to be more severe than no action on the part of police officers.

The analysis of proportionalities is based on a comparison of the outcomes of traffic stops as experienced by each of the racialized minority groups with the White group. The outcomes for the White group act as a benchmark to measure the extent of deviations of outcomes for the racialized minority groups.

**2023 Findings**

The less than half of traffic stops in 2023 resulted in charges (44%). The rest resulted in either “warned” (42%) or “no action” (14%). However, there are variations in outcomes among race groups. Table 23 below reveals that White Drivers are most likely to be charged, 1.4 times Black drivers and 1.2 times Middle Eastern drivers. Black drivers are most likely to face no action.

**TABLE 23: Traffic Stop Outcomes by race in 2023**

Race Groups	Charged	Warned	No Action (Final)

<i>Middle Eastern</i>	42%	42%	16%
<i>Black</i>	34%	47%	19%
<i>Other racialized minorities</i>	40%	46%	14%
<i>White</i>	49%	39%	12%
<i>S. Asian</i>	39%	48%	13%
<i>E. Asian/ S.E. Asian</i>	44%	45%	11%
<i>Indigenous peoples</i>	41%	47%	12%

## 2022 Findings

Less than half of traffic stops in 2022 resulted in charges (46%). The rest resulted in either “warned” (40%) or “no action” (14%). However, there are variations in outcomes among race groups. Table 24 below reveals that White Drivers are most likely to be Charged, 1.5 times Black drivers and 1.2 times Middle Eastern drivers. Black drivers are most likely to face No Action.

**TABLE 24: Traffic Stop Outcomes by race in 2022**

<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	44%	41%	15%
<i>Black</i>	36%	45%	19%
<i>Other racialized minorities</i>	45%	43%	12%
<i>White</i>	52%	37%	11%

<i>S. Asian</i>	35%	49%	16%
<i>E. Asian/ S.E. Asian</i>	44%	42%	14%
<i>Indigenous peoples</i>	43%	36%	21%

## 2021 Findings

Less than half of traffic stops in 2021 resulted in charges (47%). The rest resulted in either “warned” (38%) or “no action” (15%). However, there are variations in outcomes among race groups. Table 25 below reveals that White Drivers are most likely to be Charged, 1.5 times Black drivers and 1.2 times Middle Eastern drivers. Black drivers are most likely to face No Action and the least likely to be Charged.

**TABLE 25: Traffic Stop Outcomes by race in 2021**

<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	45%	38%	17%
<i>Black</i>	38%	43%	19%
<i>Other racialized minorities</i>	44%	44%	12%
<i>White</i>	51%	36%	13%
<i>S. Asian</i>	40%	44%	16%
<i>E. Asian/ S.E. Asian</i>	43%	41%	16%
<i>Indigenous peoples</i>	40%	40%	20%

## 2020 Findings

Less than half of traffic stops in 2020 resulted in charges (47%). The rest resulted in either “warned” (35%) or “no action” (18%). However, there are variations in outcomes among race groups. Table 26 below reveals that White Drivers are most likely to be Charged, 1.5 times the rate for Black drivers and 1.2 times the rate for Middle Eastern drivers. Black drivers are most likely to face No Action.

**TABLE 26: Traffic Stop Outcomes by race in 2020**

<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	41%	38%	21%
<i>Black</i>	34%	41%	25%
<i>Other racialized minorities</i>	51%	35%	14%
<i>White</i>	52%	33%	15%
<i>S. Asian</i>	46%	37%	17%
<i>E. Asian/ S.E. Asian</i>	49%	37%	14%
<i>Indigenous peoples</i>	44%	34%	22%

## 2019 Findings

Half of traffic stops in 2019 resulted in charges (50%). The rest resulted in either “warned” (35%) or “no action” (15%). However, there are variations in outcomes among race groups. Table 27 below reveals that White Drivers are most likely to be Charged, 1.5 times Black drivers and 1.2 times Middle Eastern drivers. Black drivers are most likely to face No Action, and the only group more likely to be Warned than Charged.

**TABLE 27: Traffic Stop Outcomes by race in 2019**

<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	45%	39%	16%
<i>Black</i>	38%	42%	14%
<i>Other racialized minorities</i>	51%	34%	15%
<i>White</i>	54%	32%	14%
<i>S. Asian</i>	48%	36%	16%
<i>E. Asian/ S.E. Asian</i>	49%	37%	14%
<i>Indigenous peoples</i>	41%	32%	27%

### **2018 (Second Half) Outcome Findings**

Two-thirds of traffic stops in 2018 resulted in charges (65%). The rest resulted in either “warned” (23%) or “no action” (12.1%). However, there are variations in outcomes among race groups. Table 28 below reveals that White Drivers are the most likely to be charged, 1.2 times the rate of Black drivers. Middle Eastern drivers are the most likely to face No Action, 2 times the rate of White drivers

**TABLE 28: Traffic Stop Outcomes by race in 2018**



<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	62%	13%	25%
<i>Black</i>	54%	29%	17%
<i>Other racialized minorities</i>	62%	29%	9%
<i>White</i>	68%	20%	12%
<i>S. Asian</i>	62%	26%	12%
<i>E. Asian/ S.E. Asian</i>	65%	27%	8%
<i>Indigenous peoples</i>	65%	21%	14%

### **2017-2018 Findings**

Three-fifth of traffic stops in 2017-2018 resulted in charges (59%). The rest resulted in either “warned” (26%) or “no action” (15%). However, there are variations in outcomes among race groups. Table 29 below reveals that White drivers are the most likely to be Charged, 1.2 times the rate for Black drivers. Black drivers were the most likely to face No Action.

**TABLE 29: Traffic Stop Outcomes by race in 2017-2018**

<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	53%	28%	19%

<i>Black</i>	51%	29%	20%
<i>Other racialized minorities</i>	57%	27%	16%
<i>White</i>	62%	24%	14%
<i>S. Asian</i>	54%	31%	15%
<i>E. Asian/ S.E. Asian</i>	60%	26%	14%
<i>Indigenous peoples</i>	62%	20%	18%

### 2016-2017 Findings

The majority of traffic stops in 2016-2017 resulted in charges (57%). The rest resulted in either “warned” (28%) or “no action” (15%). However, there are variations in outcomes among race groups. Table 30 below reveals that White Drivers (60%) are the most likely to be Charged, 1.2 times the rate of Black drivers. Black drivers were the most likely to face No Action.

**TABLE 30: Traffic Stop Outcomes by race in 2016-2017**

<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	52%	30%	18%
<i>Black</i>	49%	32%	19%
<i>Other racialized minorities</i>	59%	28%	13%
<i>White</i>	60%	26%	14%
<i>S. Asian</i>	53%	32%	15%

<i>E. Asian/ S.E. Asian</i>	59%	29%	12%
<i>Indigenous peoples</i>	47%	35%	18%

## 2015-2016 Findings

The majority of traffic stops in 2015-2016 resulted in charges (51%). The rest resulted in either “warned” (32%) or “no action” (17%). However, there are variations in outcomes among race groups. Table 31 below reveals that White Drivers are most likely to be Charged. Indigenous Drivers are most likely to face No Action, 2 times the rate of White drivers.

**TABLE 31: Traffic Stop Outcomes by race in 2015-2016**

<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	47%	32%	21%
<i>Black</i>	44%	34%	22%
<i>Other racialized minorities</i>	47%	33%	20%
<i>White</i>	52%	32%	16%
<i>S. Asian</i>	49%	33%	18%
<i>E. Asian/ S.E. Asian</i>	47%	38%	15%
<i>Indigenous peoples</i>	41%	28%	31%

## 2013-2015 Findings

Less than half of traffic stops in 2013-2015 resulted in charges (45%). The rest resulted in either “warned” (41%) or “no action” (14%). However, there are variations in outcomes among race

groups. Table 32 below reveals that White drivers are the most likely to be Charged and Black drivers are the most likely to face No Action.

**TABLE 32: Traffic Stop Outcomes by race in 2013-2015**

<b>Race Groups</b>	<b>Charged</b>	<b>Warned</b>	<b>No Action (Final)</b>
<i>Middle Eastern</i>	44%	38%	18%
<i>Black</i>	39%	42%	19%
<i>Other racialized minorities</i>	40%	43%	17%
<i>White</i>	46%	41%	13%
<i>S. Asian</i>	42%	44%	14%
<i>E. Asian/ S.E. Asian</i>	44%	44%	12%
<i>Indigenous peoples</i>	43%	39%	18%

### **Intersecting Patterns in Ten-Years of Data for Outcomes and Reasons**

Above, when identifying patterns in ten-years of data for reasons for traffic stops, the much higher frequency of Suspicious Activity and Criminal Offences for Black and Middle Eastern drivers was made visible in DIAGRAM 5 and DIAGRAM 6. How should those patterns be understood? What do they mean?

Those patterns can be linked to patterns in traffic stop Outcomes for Black and Middle Eastern drivers. There has been considerable variance each year in Charges as an outcome of traffic stops by the Ottawa Police Service. The overall surprising and consistent pattern in the TSRDCP data over the ten-year period from 2013-2023 is that White drivers are the most likely to be

charged and Black drivers are the least likely to be charged. DIAGRAM 7 below focuses on the Charges rate for White, Black and Middle Eastern drivers.

**DIAGRAM 7**

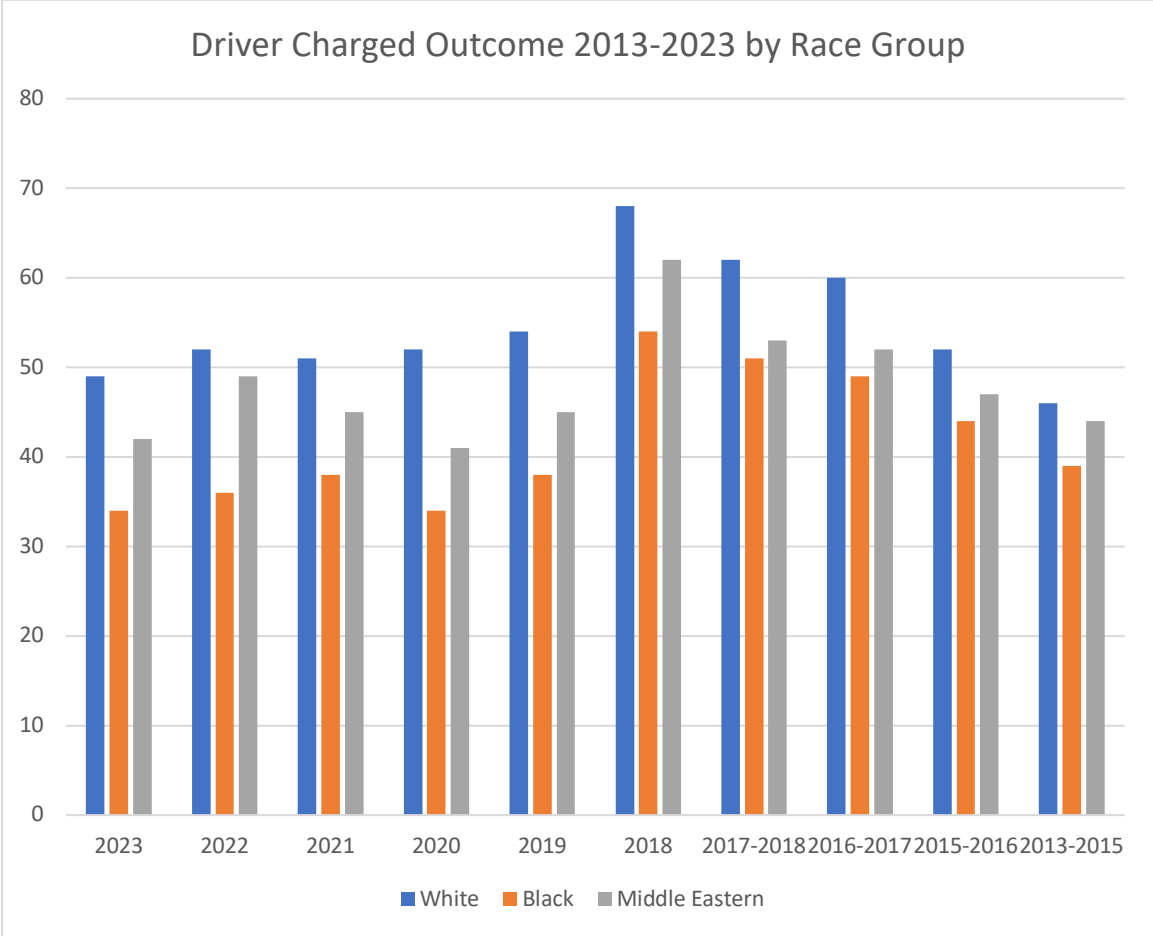
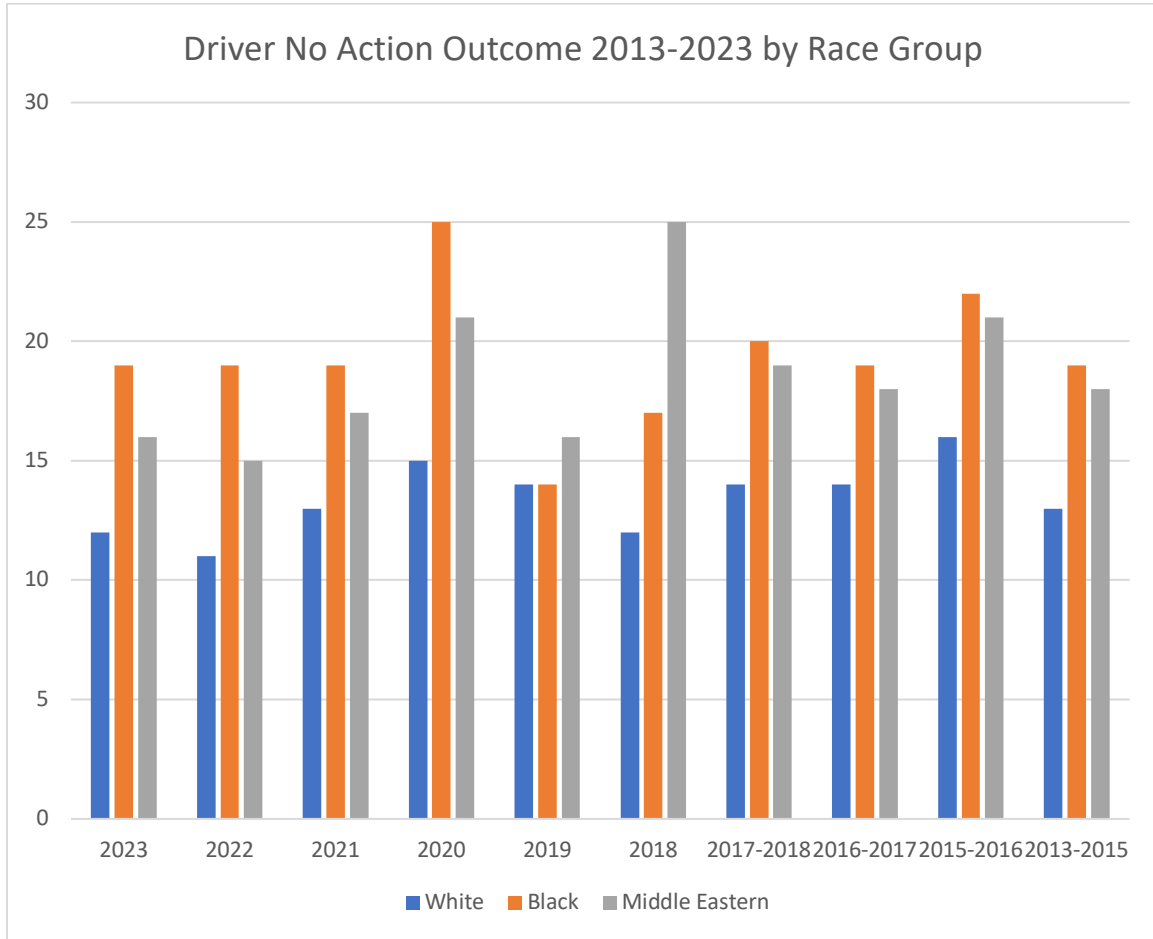


DIAGRAM 8 tells a similar story about No Action outcomes for Black drivers, where consistently over ten years Black drivers are more likely to face No Action outcomes. What does this all mean?

**DIAGRAM 8**



One possible explanation is that this is clear evidence that Black and Middle Eastern drivers are treated fairly during traffic stops. Since individual officers have considerable discretion when choosing between Charging and Warning a driver during a traffic stop, officers might be said to treat White drivers more harshly. In effect, from the perspective of measuring racial bias, Black drivers may appear to have better outcomes than White drivers.

A more plausible explanation, supported by the patterns in the reasons for stop data noted in DIAGRAM 7 and DIAGRAM 8 above, is that Black and Middle Eastern drivers are more likely to be stopped for reasons of Suspicious Activity and Criminal Offences that reflect racial bias. And when they are stopped because of racial bias and are found to have done nothing wrong, they are released with No Action. White drivers are not stopped because of racial bias, and so when they are stopped, they are more likely to be charged.

## **PART III**

### **An Immediate Action Plan in Response to TSRDCP III**

Rather than provide another set of recommendations to consider, we collaborated with the Ottawa Police Service and members of the Community Equity Council to create an 18-month Task Force and Action Plan to ensure immediate action in response to TSRDCP III.

The Task Force and Action Plan will be focused on working with police operations and the district model teams to reduce the disproportionalities in traffic stops by reviewing traffic stop deployment, policy and procedures and considering new research, the outstanding past recommendations, the foundational work completed under the first EDI Action Plan, and the current action items underway in the OPS DRIVE2 Strategy 2023 - 2025.

The new district policing model is an opportunity to address the disproportionalities, while focusing on enhancing community safety and building trust.

1. The OPS will assign resources to work with the Community Equity Council (CEC) to launch a dedicated 18-month TSRDCP Task Force that is:

- a. Situated within the CEC committee model with police and community co-chairs, complete with a shared mandate and work plan;
- b. Comprised of police and community members with lived experience and expertise in several areas, including but not limited to traffic stop deployment and procedures, anti-racism, RIBD strategy, data planning and analytics, and community engagement;
- c. Integrated into operations and the new district policing model with active participation from these two areas responsible for traffic stop strategy, decision-making, and operations;
- d. Focused on ensuring meaningful police and community engagement and regular communications; and,
- e. Required to provide regular updates through the DRIVE2 update reports to the Board with a final Task Force Report in Q1 2026.

2. The TSRDCP Task Force will focus on providing leadership advice, guidance, and support to the Police Service in addressing the high disproportionalities in the traffic stop findings by:

- a. Immediately using an EDI lens and anti-racism approaches to review traffic stop deployment strategy with the project team responsible for implementing the new district policing model.
- b. Reviewing traffic stop policy, procedures, and training with relevant OPS sections and units within the first six months.
- c. Overseeing additional analysis of traffic stop data with geospatial mapping techniques and other research approaches.
- d. Advising on measures to improve RIBD compliance for traffic stops by reviewing quality assurance dashboards, monitoring techniques, training, and data collection software and tools officers use to collect data while conducting traffic stops.
- e. Providing guidance and oversight to support the Police Service in implementing past outstanding recommendations:
  - Create neighbourhood pilot projects that use technology and artificial intelligence tools, such as body-worn cameras and in-car cameras
  - Experiment with new evidence-based research and best practice methods to develop new prescriptive procedures aimed at reducing discretion and the potential for bias in traffic stops
  - Implement customer service-focused approaches for traffic stops that rely on a procedural justice framework focused on treating citizens with dignity, transparency in police actions, ensuring space for citizens' voices during police encounters, and impartiality in decision-making
- f. Contributing advice and feedback to existing and related anti-racism initiatives in the OPS DRIVE2 Strategy, including developing an organizational RIBD Strategy, Use of Force reports and new Use of Force Community Review Panel findings/reports, and the racial profiling policy review.

## **Part IV: Technical Notes**



### Note 1: Race Categories

For the purpose of conducting this research, race data are divided into several race categories: Indigenous peoples, White, Black, East/Southeast Asian, South Asian, Middle Easterners, and other racialized minorities. The following chart is created for the purpose of cross-referencing the seven Ottawa Police Service' race categories and the 12 race categories of the Statistics Canada 2016 Census, along with some examples of these race categories.

Ottawa Police Service - Race Categories  N: 7	Statistics Canada Census Race Categories  N: 12	Examples
Indigenous peoples	Aboriginal persons	First Nation (North American Indian), Metis, Inuk (Inuit)
White	White	People of European origins
Black	Black	People of African and Caribbean origins
East Asian, Southeast Asian	Chinese	Chinese
	Filipino	Filipino
	Korean	Korean
	Japanese	Japanese
	Southeast Asian	Indonesian, Laotian, Malaysian, Singaporeans, Thais, Vietnamese, etc.
South Asian	South Asian	East Indian, Pakistani, Sri Lankan, Bangladeshi
Middle Eastern	Arab/West Asian	Afghan, Armenia, Egyptian, Iranian, Iraqi, Lebanese, Palestinian, Moroccan
Other Racialized Minorities	Latin American Other (Specify)	Mixed races, Pacific Islanders, and people from Latin and South Americans

### Note 2: Methodology

This report consists of two types of analysis: one is representation analysis on incidences of traffic stops, the other one is distribution analysis of the reasons for and outcomes of traffic stops.

## **Representation Analysis on Incidences of Traffic Stops**

The race data collected by the Ottawa Police Service on traffic stops is designed to answer the question: Which race groups, if any, are proportionately over-represented in the traffic stops?

For each year of analysis in TSRDCP III, two sets of race data were required - one is the race data in the traffic stops records from the Ottawa Police Service, the other is the race data in the 2021 Census. The second data set was used for benchmarking purposes.

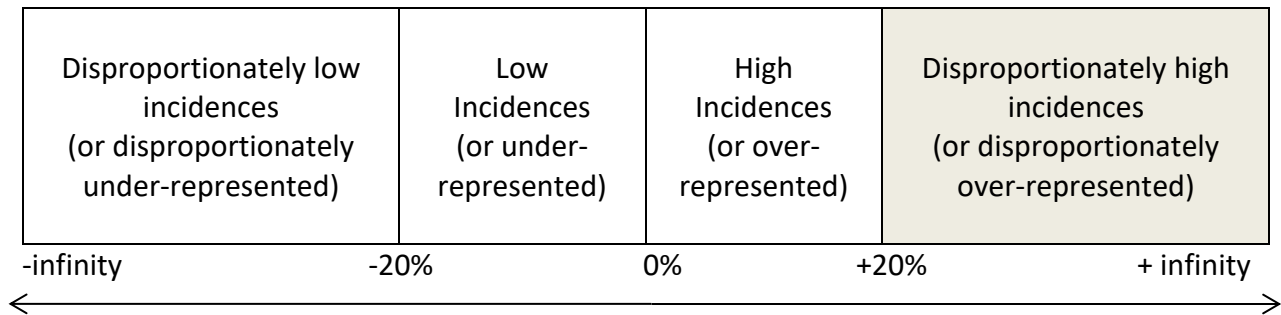
Essentially, the traffic stop data, broken down by race, sex and age (as expressed in percentages of the total population in Ottawa) was then compared with the 2021 census data for Ottawa residents.

The values of the differences in comparison, holding race, sex and age constant, were expressed in positive or negative percentages. Positive percentages denote over-representation (that is, high incidences) of race groups in traffic stops, and negative percentages denote under-representation (that is, low incidences) of race groups in traffic stops).

How much attention one should pay to these percentages in these two data sets was determined by the “20% rule”. This rule should not be construed as a measurement of statistical significance. Rather, it is an indication of the unlikelihood of errors when the 20% difference is reached, either positive or negative. It is used to increase the confidence level of how we interpret the data. Data, either higher than +20% or lower than -20%, is viewed as better in quality. Percentages which are in range between +20% and -20% are considered less robust in data quality.

For our working purposes in interpreting the data, a zero percentage (0%) in the proportionality of incidences in traffic stops for a race group means the group’s proportion in traffic stops corresponds to its proportion in the driver population (who commute to work). Data which is in the range between +19.99% and 0% is termed as “high incidences” and -19.99% and 0% is termed as “low incidences”. Data which is +20% or over are termed as “disproportionately high incidences”, and -20% or less are termed as “disproportionately low incidences”.

The following diagram may help to put proportionalities of incidences in perspectives:



Although the “20% rule” allows our data analysis to be more robust; it has a conservative implication. It puts aside a pool of “high incidences” and “low incidences” between +19.99% and -19.99% as cushion of research errors, and reserves “disproportionalities” to those incidences with percentages of differences +20% or higher and those -20% or lower.

### **Distribution Analysis of Reasons for and Outcomes of Traffic Stops**

The race data collected by the Ottawa Police Service on traffic stops also provide answers to the following two questions:

- Which race groups, if any, have disproportionately high incidences in specific reasons for traffic stops?
- Which race groups, if any, have disproportionately high incidences in specific outcomes of traffic stops?

This distribution analysis of reasons for traffic stops focuses only on race. The data are not broken down by sex and age. The reason why the term “distribution” is used in this analysis is that our analysis focuses on the internal distribution patterns of data, using an internal benchmark (and that is, the White group) for measurement, and not an external benchmark.

#### (a) Reasons for traffic stops

In this analysis, three categories of reasons are used: criminal offences, provincial and municipal offenses (or non-criminal offences) and suspicious activities.

- “Criminal offenses”
- “Provincial and municipal offenses”
- “Suspicious activities”

These three categories cover all the reasons why police officers traffic-stop. To answer the question on the proportions of race groups distributed among these three categories, it follows

a two-tiered calculation: First, holding each race group constant, the percentages of traffic stops in which police officers used each of these categories of reasons is calculated. Second, holding each category of reasons constant, the percentages of each race group in these categories are then compared with those of the White group. As there is a perception that racial profiling exists, the White group is therefore used as the benchmark. The differences in percentages between each of the racial minority groups and the White group under each of the reasons are expressed in percentages.

Once again, using the “20% rule”, this research considers only the differences between the White group and each of the racialized minority groups that are +20% or higher. Incidences with “+20% or higher” percentages are termed as “disproportionately high incidences”. Data on these incidences are more robust and are relatively error-free.

#### (b) Outcomes of traffic stops

In this analysis, three categories of outcomes are used: “final (no action)”, “warned” and “charged”. These three categories cover all the outcomes of traffic stop.

- “Final (no action)” -
- “Warned”
- “Charged” – includes criminal and non-criminal offences.

To find out the proportions of race groups distributed among these three categories, the distribution of each of these three outcomes is tabulated for each race group and these proportions are expressed in percentages. As there is a perception that racial profiling exists, the White group is the benchmark. The percentage of each of racial minority groups under these three outcomes is then compared with that of the White group under each of the same three outcomes. The differences of these two data sets are expressed in percentages.

Once again, using the “20% rule”, this report focuses on the differences between the White group and each of the racialized minority groups which are +20% or higher in percentages. The outcomes of traffic stops with these percentages are considered to be “disproportionately high incidences”.

## **Benefits**

The methodology used in this study has several benefits:

- This methodology provides an overview of how race groups fare in traffic stops for the entire City of Ottawa.
- Data generated from this methodology are simple statistics based on a simple comparison of race groups using traffic stops data and resident population data.
- This methodology shows, in a relatively simple way, the anomalies among race groups traffic-stopped by police officers. These anomalies are measured in percentages of differences, and they are not skewed by the size of the race groups. The “20% rule” enables the readers to determine which anomalies among race groups are less prone to errors. The rule also enables Ottawa Police Service to set priorities in addressing these anomalies as they have been quantified. While this methodology does not determine the causation of traffic stops, the anomalies suggest areas for deeper analysis.

## Limitations

Scholars have been attempting to “prove” or “debunk” racial profiling. Not only is the concept vague or ambiguous at times, it is also a concept without much of a consensus among scholars. Therefore, in demonstrating the existence or the extent of racial profiling, numerous approaches and research tools have been adopted mostly on traffic stops in the U.S., and to a much lesser extent in Canada. These studies brought forward some new insights, and yet, they have been criticized for their inadequate methods, measuring tools, and/or benchmarking.

This status quo of research in racial profiling reflects largely the multiple “moving parts” of the subject matters. Research is also hindered by the lack of comparable data or information (for benchmarking purposes), the availability or limitations of feasible tools, the sensitivity of the subject matters, and the difficulty of having a representative sample of the driving population, timewise and location-wise.

The methodology utilized in this study is not able to escape from some of the above-mentioned realities. Here are highlights of a few limitations:

- It provides a correlational (not causal) relationship on race and incidents of traffic stops. It does not examine the motives of police officers behind the traffic stops and offers no definitive explanations on why certain race groups are over-represented in traffic stops or why they are more prone to be stopped based on specific reasons or have certain outcomes based on the traffic stops.

- It compares Ottawa Police Service' traffic stops data based on the perception method (that is, police officers identified the races of the drivers) with the Statistics Canada's population data based on the "self-identification" method (that is, drivers identified their own races). Studies in racial identification suggested that these methods often yielded different results, and a perception method is preferred only under limited circumstances.
- Census data is a time slice of Ottawa's population on a particular day in 2021.

**ENDNOTES**

---

<sup>1</sup> <https://www.ontario.ca/document/data-standards-identification-and-monitoring-systemic-racism>.