

REPORT TO / RAPPORT AU:

**OTTAWA POLICE SERVICE BOARD
COMMISSION DE SERVICE DE POLICE D'OTTAWA**

23 JUNE 2025 / 23 JUIN 2025

SUBMITTED BY / SOUMIS PAR:

**CHIEF OF POLICE, OTTAWA POLICE SERVICE / CHEF DE POLICE, SERVICE DE
POLICE D'OTTAWA**

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SUBJECT: ANNUAL USE OF FORCE REPORT - 2024

OBJET: RAPPORT ANNUEL DE L'EMPLOI DE LA FORCE - 2024

REPORT RECOMMENDATIONS

That the Ottawa Police Service Board receive this report for information.

RECOMMANDATIONS DU RAPPORT

**Que la Commission de service de police d'Ottawa prenne connaissance du
présent rapport à titre d'information.**

BACKGROUND & EXECUTIVE SUMMARY

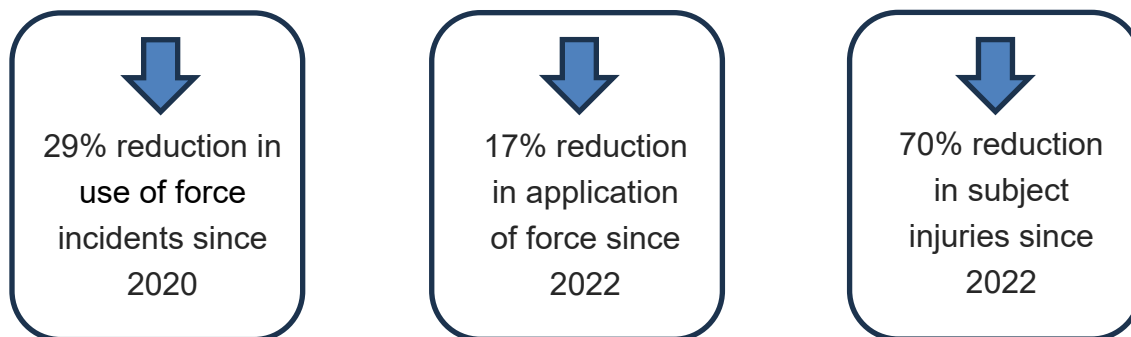
The Ottawa Police Service (OPS) is committed to transparency and accountability, particularly regarding crisis intervention, use of force, and efforts to address concerns about systemic discrimination, including racism. This commitment includes annual reporting on incidents in which OPS officers use or display force against a member of the public.

The term 'use of force' refers to incidents in which officers draw, display or discharge a weapon as well as those in which they use physical control methods that result in an injury to the subject. Police officers have the authority through the Criminal Code and other legislation to use force in the lawful execution of their duties. They also have a responsibility to use only the level of force reasonably necessary to effectively and safely bring an incident under control.

Since 2020, the OPS has been collecting and reporting race and identity-based data (RIBD) relating to use of force incidents. The collection, analysis, and reporting of RIBD 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." It relies on officer perception since, as specified in the Ontario Data Standards Act, the information "is collected for the purpose of identifying and monitoring potential racial bias or profiling". Data collection complies with human rights legislation such as Ontario's Human Rights Code, the Canadian Human Rights Act, and the Charter of Rights and Freedoms.

As in previous years, the majority of calls for service (99.9%) are resolved with officer presence and de-escalation. Use of force is extremely rare. However, events in which police officers use force can have large impacts on individuals and communities, especially communities that have experienced systemic discrimination and bias.

When force is displayed or applied, officers are obligated to file a report about the incident. This document is a summary and analysis of all use of force reports submitted by OPS officers in 2024. Some key insights are highlighted below.



In 2024, OPS officers were dispatched to approximately 223,000 calls and effected over 9,200 arrests. They displayed or used force against one or more individuals in 251 incidents in 2024. Use of force has generally trended down in recent years, from 1.58 times per thousand dispatched calls in 2020 to 1.12 times in 2024, which is a 29 percent reduction. Notably, two thirds of all use of force incidents involved displaying rather than applying force. This is a reduction of 25 percent from 2023 and of 17 percent from 2022. There has also been a 70 percent reduction in subject injuries over the last three years, and a 71 percent reduction in officer injuries.

In 2024, the most frequent incident types when force was used included weapons calls (16%), execution of warrants (14%), and violent crimes (12%). In reporting on the incidents to which they respond, officers indicate the reasons for which they use force, as well as the factors impacting their decision. The most common reasons were to

protect oneself (88%), effect an arrest (75%), and protect other officers (74%). The most frequently selected factors were the nature of the call (71%), the subject's access to weapons (54%), and the risk of serious bodily harm or death (22%). Of the 316 individuals involved in use of force incidents in 2024, 55 percent had, or were perceived to have, weapons, an increase of 7 percent over the previous year.

New this year to the annual Use of Force Report is an analysis of de-escalation techniques. Of the 251 incidents in which officers used or displayed force, 80 percent involved de-escalation techniques; 47 percent were successfully de-escalated. Considered another way, officers applied de-escalation techniques with 83 percent of the 316 individuals involved in use of force incidents. Communication and teamwork were the most frequently employed techniques.

80%
of incidents
involved
de-escalation
techniques

Since 2020, the OPS has been reporting on the perceived race of subjects involved in use of force incidents. In 2024, racialized individuals made up 57 percent of all subjects involved in use of force incidents, which is an 11 percent increase from the previous year. Most use of force incidents involve the display of force (such as drawing a handgun or a conducted energy weapon). When examining the actions of police officers and whether force was directly applied to subjects, 101 individuals, of whom 47 were racialized (46%), had force applied to them in 2024. This is an 11 percent decrease from the previous year.

11%
decrease in
applied force
on racialized
subjects

Both Black and Middle Eastern subjects were over-represented in use of force incidents, relative to their share of Ottawa's population (3.3 times). In considering when force was applied, 22 Black subjects and nine Middle Eastern subjects had force applied against them in 2024.

Indigenous subjects have been over-represented in use of force incidents in the past but were not over-represented in 2024, neither as subjects (11) nor as those against whom force was applied (5).

Outcomes of use of force incidents can include injuries to subjects and/or officers. Of the 316 individuals involved in use of force incidents in 2024, there were 14 (4%) subjects injured, which is a 70 percent reduction from 2022. Four individuals required treatment at medical facilities. Of the 14 individuals who were injured in use of force incidents, 11 were White, two were Black and one was Indigenous, which indicates that

0
fatalities in
2024

racialized individuals were not disproportionately injured. Eight officers were injured in 2024, three of whom required treatment at a medical facility.

The Ottawa Police Service is committed to the Board's strategic direction and the ongoing implementation of the DRIVE2 Strategy focused on equitable policing with all of the diverse communities we serve. This work includes improving the experiences of Black, Indigenous, and other racialized people, as well as various marginalized groups, in their encounters with police members and the criminal justice system more broadly. By working closely with the Community Equity Council (CEC) and other partners, we are focused on implementing various initiatives and programs, including training on anti-racism, de-escalation, crisis intervention, and mental health.

This annual report was developed in consultation with the Community Equity Council and several committees. In addition, an academic research team provided an external review of the research methods, findings, and next steps; their external review is attached as Document 3. In addition, former CEC Chair Ms. Sahada Alolo, provides an important reflection on this report as she compares it with past reports (Document 4).

DISCUSSION

The following discussion examines use of force incidents and subjects in detail. It begins with a summary of the use of force training and the Duty of Care. Discussion Section 2 provides analysis of the 251 use of force incidents in 2024, including the incident and types, as well as types of force and types of de-escalation. Discussion Section 3 examines the 316 subjects involved in use of force incidents, including analysis by race, gender, and age categories. Discussion Section 4 looks at reasons for which officers displayed or used force in 2024, as well as the factors influencing their decisions. Discussion Section 5 reviews outcomes of use of force incidents, with particular attention to injuries to subjects and officers. Section 6 focuses on the commitment to next steps and continued collective action.

Appendices to this report provide the data tables (Document 1) that have been discussed in the report and/or presented in charts and graphs, as well as the report's research questions and methods (Document 2). Additionally, the appendices include submissions from the third-party research validation review (Document 3) and Sahada Alolo's reflections on this report (Document 4).

Discussion Section 1: Use of Force Reporting, Training, and Duty of Care

Multiple principles and procedures guide police interventions, decisions, and training regarding use of force and de-escalation, including the reporting requirements to the Ministry of Solicitor General (Ministry), Duty of Care principles, and use of force training.

Reporting requirements

Police services in Ontario are required to submit a Use of Force Report (UFR) to the Ministry whenever an officer:

- draws a handgun in the presence of a member of the public, points a firearm at a person, or discharges a firearm;
- uses a weapon on another person;
- draws, displays, points, or discharges a conducted energy weapon (CEW) to a person with the intention of achieving compliance;
- uses physical force on another person that results in an injury requiring medical attention.

The OPS Professional Development Centre (PDC) is responsible for reviewing each UFR, filing completed UFRs with the Ministry, and maintaining an internal repository of completed UFRs.

Officer training

The PDC ensures all sworn members are trained and certified in use of force. They also make sure OPS officers receive training in crisis management and de-escalation, training that instructs officers on how to use the least amount of force required in any situation. All new recruits to the OPS receive extensive use of force training, with a strong focus on communication and de-escalation techniques, which is in addition to the training they have already received at the Ontario Police College.

De-escalation strategies are designed to prevent and/or assist officers in minimizing the amount of force required in a situation. Employing de-escalation strategies to peacefully resolve an incident is a fundamental goal of OPS use of force training. For example, de-escalation training emphasizes the use of verbal and non-verbal strategies to reduce the intensity of a situation without the application of force. Communication tactics include demonstrating respect, empathy, calmness, honesty, and shared humanity. Active listening techniques include validating, summarizing, and restating/paraphrasing. Officers will also work as a team to de-escalate a situation, such as by switching the role of primary communicator to another officer to foster rapport.

OPS members participate in an annual full-day use of force requalification, which includes de-escalation strategies and training scenarios that require using appropriate responses to people in crisis and mental health distress. Ongoing training is designed to ensure officers can quickly assess situations, determine appropriate responses,

evaluate whether physical methods are required, and prevent injuries to the subject, members of the public, and police officers.

Duty of Care

OPS officers are also trained in and guided by the principles of Duty of Care, which recognize that all members of the public deserve to be treated with dignity and have their well-being supported. Victims of crime are owed the emotional support they need; they have the right to expect that their problems will be taken seriously and investigated in a competent manner. Suspects of offenses have the right to be treated in accordance with the Charter of Rights and Freedoms and to be cared for when they are in need.

Duty of Care also recognizes that members of the OPS may be impacted both physically and psychologically due to exposure to traumatic and emotionally damaging events. The OPS has several layers of support available to support member wellness.

Duty of Care exists in situations in which OPS members use force on a subject. Once the situation has de-escalated, and when it is safe to do so, OPS members will deliver various levels of medical intervention and request the assistance of trained medical personnel to ensure the prioritization of life.

Discussion Section 2: Use of Force Incidents

In 2024, OPS officers were dispatched to approximately 223,000 calls, effected over 9,200 arrests, and conducted more than 2,800 involuntary apprehensions. Since more than one officer can be involved in the same incident, officers submitted a total of 397 UFRs for 278 distinct incidents involving the display or use of force. Of these, 27 were incidents in which members used their weapons to end the suffering of animals, mostly due to motor vehicle accidents.

The analysis below focuses on the 370 reports and 251 incidents in which OPS officers displayed or used force toward human subjects. These numbers closely mirror those of the 2023 annual Use of Force Report, in which there were 356 reports and 261 incidents involving the display or application of force against people.

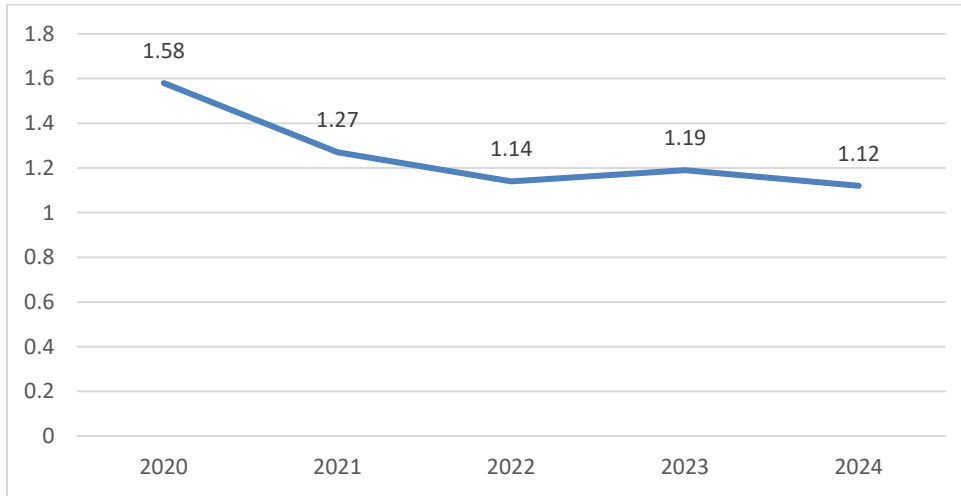
This analysis section examines use of force incidence by per thousand dispatched calls, by incident types, and by types of force and de-escalation.

Use of force occurrences, per thousand dispatched calls

The use of force ratio can be determined by dividing the number of use of force incidents for every 1,000 calls. Use of force by OPS officers has generally trended down

in recent years, from 1.58 times per thousand dispatched calls in 2020 to 1.12 times in 2024 (see Figure 1 and Appendix A, Table 1A). The ratio in 2024 is also less than the five-year average ratio of 1.27.

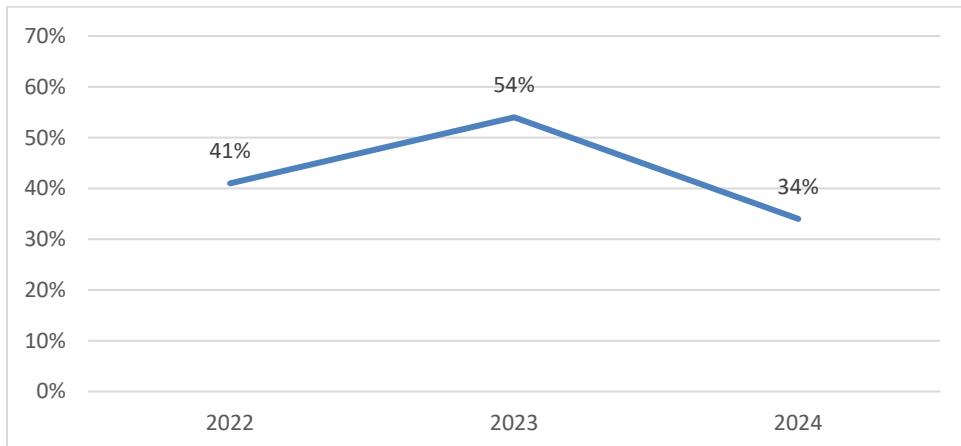
Figure 1: Use of force incidents per thousand dispatched calls, 2020-2024



Application of force

The Ontario Public-Police Interactions Training Aid is a tool that assists officers in conducting continuous assessments of situations and selecting the most reasonable option for any given point in time. Often the demonstration of force is enough to achieve compliance from the subject. Indeed, two-thirds (166 or 66%) of all use of force incidents involved displaying rather than applying force, meaning only a third (85 or 34%) involved the application of force. This is a significant change from the previous year, when slightly more than half (54%) of all incidents involved the application of force (see Figure 2 and Table 2A).

Figure 2: Percentage of incidents in which force was applied, 2022-2024



Looked at another way, only 26 percent of the 316 subjects involved in use of force incidents had force applied to them. This is a significant reduction from the previous year, when 54 percent of subjects had force applied to them.

Force was most often applied in incidents involving persons in crisis (15 incidents), warrant executions (13 incidents), and disturbances (12 incidents).

Incident types

Use of force incidents can be categorized by the type of incident to which police officers responded, such as a violent crime, disturbance, or person in crisis (see Table 1). As in previous years, the most common incidents involving use of force were calls relating to weapons (16%), the majority of which involved handguns and knives (see Subject discussion below). The second most common incident type was the execution of warrants, such as those related to drug trafficking and firearm offences.

Table 1: Incident Types

Incident Type	Number of Incidents	Percentage of Incidents
Weapons Call	41	16%
Warrant Execution	36	14%
Violent crime (non-IPV)	30	12%
Person in Crisis	29	12%
Disturbance (e.g., noise complaint, unknown trouble, unwanted person)	28	11%
Intimate Partner Violence (IPV)/ Dispute	20	8%
Stolen Vehicle	17	7%
Property Crime	9	4%
Traffic (e.g., vehicle collision)	8	3%
Family/Neighbour/Other type of dispute	7	3%

Assisting other Agencies (e.g., paramedics)	5	2%
Active Attacker	4	2%
Person Stop	4	2%
Barricaded Subject	4	2%
Police Custody	3	1%
Investigation	3	1%
Other Federal/Provincial Statutes	2	1%
Alarm	1	0%
TOTAL	251	

Types of force

In a single incident, one or more officers may display or apply one or more types of force. So, while there were 251 incidents in 2024 in which force was demonstrated or applied, a total of 501 types of force were reported for these incidents (see Table 2).

Table 2: Type of force used in incidents, 2022-2024

Types of Force	2022	2023	2024
Conducted Energy Weapon (CEW)			
Drawn/Displayed	76	64	82
Deployed	81	69	49
Total	157	133	131
Physical Control			
Physical control soft	27	50	29
Physical control hard	21	52	46
Total	48	102	75
Baton			
Baton soft	1	2	2
Baton hard	3	3	1
Total	4	5	3
Firearm			
Handgun drawn	134	111	130
Handgun pointed	101	69	108
Rifle pointed	22	20	40
Firearm discharged	3	3	2

Total	260	203	280
Other Types of Force			
Oleoresin Capsicum Spray	4	10	6
Extended Range Impact Weapon pointed	0	1	1
Extended Range Impact Weapon discharged	1	1	2
Other Types of Force	8	2	3
Total	13	14	12
Total	483	457	501

Handguns were discharged in two incidents in 2024, both of which resulted in non-fatal injuries to the subjects. These incidents were investigated and cleared by the provincial Special Investigative Unit (SIU). See discussion below on outcomes of use of force incidents.

The increase in handgun pointed and rifle pointed can likely be attributed to the increased number of incidents in which weapons are or are perceived to be present.

As demonstrated in Table 2, OPS officers displayed their Conducted Energy Weapons (CEWs, also known as tasers) and firearms more frequently than in previous years but deployed them less often. As noted above, the display of force, combined with de-escalation tactics, is often enough to resolve a situation.

Types of de-escalation

OPS officers were dispatched to approximately 223,000 calls in 2024, the vast majority of which were resolved through officer presence, communication, and de-escalation. Even when the display or application of force was required, officers used de-escalation techniques in 202 incidents and were successful in 120 of these. In other words, of the 251 incidents in which officers used or displayed force, 80 percent involved de-escalation techniques and 47 percent were deemed successful.

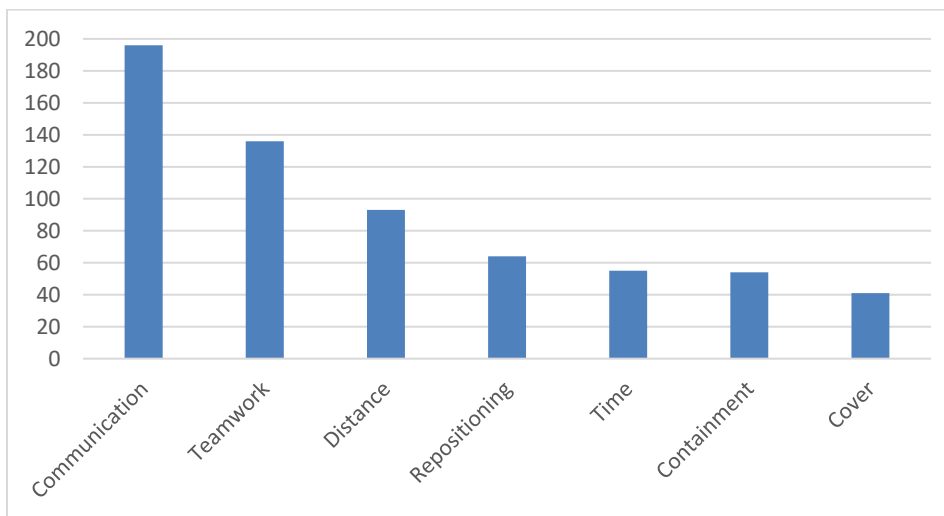
There were 46 incidents in which officers did not use de-escalation, most often because the threat was imminent and/or action was required immediately (38 incidents). Other reasons for which de-escalation was not used or attempted include that other officers on

scene were using de-escalation techniques (6 incidents) or the officer was in too close proximity to the subject (1 incident). One report did not include a reason.

When completing use of form report forms, Officers indicated which of seven types of de-escalation they used in an incident, selecting as many as were used. Since most incidents used two or more types of de-escalation, in the 251 incidents, there were 639 types of de-escalation techniques employed. As demonstrated in Figure 3, communication and teamwork were the most frequently employed techniques.

Communication was used in more than three-quarters (78%) of all incidents; teamwork was used in more than half (54%) (see Table 3A in Appendix A).

Figure 3: Types of de-escalation techniques used in 2024



Persons in Crisis incidents

Police are often called to engage with persons experiencing a mental health crisis. In 2024, OPS officers responded to over 12,000 incidents which included mental health components, such as apprehensions under the Mental Health Act or applications of a community treatment order. These incidents may present as individuals having delusions, hallucinations, disorganized behavior and speech, or a combination thereof. The person in crisis may be threatening self-harm and/or making threats against others.

When a person is experiencing a mental health crisis, communication and reasoning will often become impaired. The individual may not realize they need assistance and may resist efforts from police and other emergency services. While police make every attempt to de-escalate the situation, there are times when police are required to use physical force to intervene with the end goal of ensuring the safety of the person in crisis and those around them.

Calls involving persons in crisis have historically been more volatile and risky to both officers and subjects. Indeed, of the 33 use of force incidents involving persons in crisis or barricaded subjects, 20 of these (61%) involved weapons (mostly knives and/or handguns).

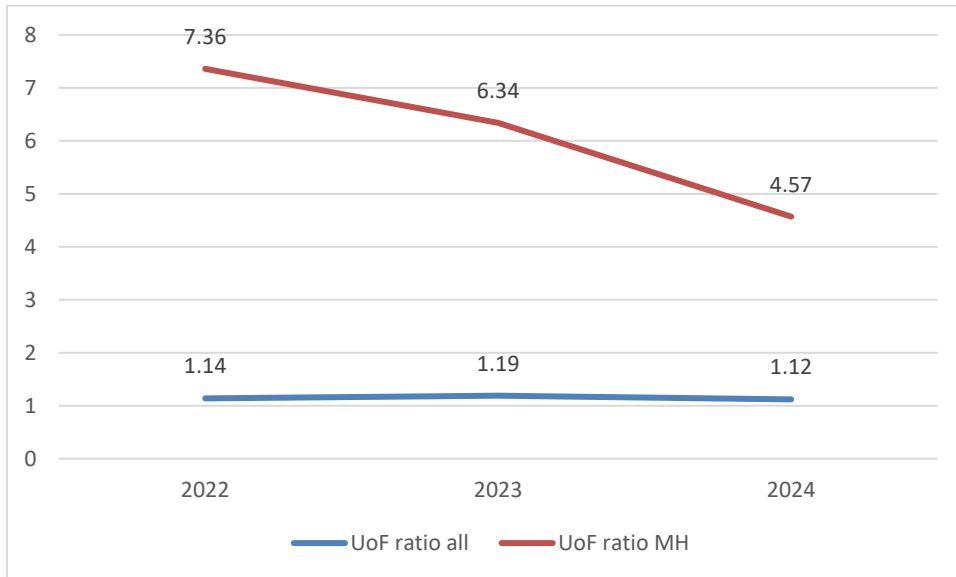
Consistent with previous years, a higher percentage of person in crisis use of force incidents involve the application of force, rather than simply its display. As noted above, only 33 percent of incidents overall involved the application of force. However, of the 33 incidents involving persons in crisis or barricaded subjects, 17 (52%) involve the application of force, 10 of which were CEW discharges. Only two subjects were injured, neither of whom required more than primary First Aid.

The use of force ratio can be determined by dividing the number of use of force incidents for every 1,000 calls. When comparing the use of force ratio for calls in general with the use of force ratio for mental health calls, it is clear that force is much more likely to be displayed or applied in mental health calls: the use of force average over the last three years (2022 to 2024) is 1.15, while it is 6.29 for mental health calls.¹

However, over the past three years we have seen that, while the number of mental health calls to which officers are dispatched have increased each year, the number of incidents in which officers display or use force in an incident involving a person in crisis has trended steadily down (see Figure 4 and Table 4A in Appendix A).

Figure 4: Ratio of use of force incidents per 1,000 dispatched calls, total calls and mental health calls, 2022 to 2024

¹ This is an imperfect comparison since not all calls recorded as 'person in crisis' in use of force reports were necessarily dispatched as 'mental health' related calls. The OPS is currently in the process of expanding its analysis of mental health calls, including those in which force is displayed and/or applied.



The above trendline suggests that officers are increasingly successful in de-escalating mental health calls. That said, of the 33 incidents involving a person in crisis or barricaded subject in 2024, de-escalation tactics were successful in less than half (42%) of these incidents. Despite this, these incidents typically involved more types of de-escalation than other use of force incidents.

Communication was the most frequently used type of de-escalation in crisis calls (79%). This is not surprising given that police training emphasizes communication tactics such as respect, calmness, empathy, empowerment, and compromise.

Discussion Section 3: Use of Force Subjects

There were 316 individuals toward whom officers displayed or applied force in 2024. Each subject could experience one or more type of force in an incident, such that there were 591 types of force displayed or applied toward these subjects (see Table 5A, Appendix A).

The following discussion analyzes these subjects by perceived categories of race, gender, and age.

Perceived race of subjects

OPS officers are required to report on their perception of the subject's race when completing their Use of Force Report (UFR). These data help ensure public accountability and promote fair and equitable service delivery. As in previous years, to analyze the race data in UFRs, the percentage of the race groups amongst use of force subjects is compared with the percentage of race groups within the city's population.²

Table 3: Proportions of race groups, comparing Census data of residents to use of force subjects

Race groups (total n=316)	Ottawa resident populations, 2021	Use of force subjects, 2024	Ratio of subjects to population
White (n=137)*	68%	43%	0.63
Black (n=83)	8%	26%	3.3
Middle Eastern (n=64)	6%	20%	3.3
Indigenous (n=11)	4%	3%	0.75
Other Racialized (n=21)	8%	7%	0.88

*n refers to the number of use of force subjects from that race group category in 2024

Two racialized groups are over-represented in use of force incidents: both Black and Middle Eastern people are over-represented at 3.3 times their share of Ottawa's 2021 resident population. Indigenous people have been over-represented in use of force incidents in some previous years but were under-represented this year.

Records of the OPS officer-perceived race have been collected and reported on since 2020. Table 4 below shows the percentages of use of force subjects by perceived race, showing that the percentages of OPS Use of Force incidents with racialized subjects increased in 2024 relative to the previous four years. From 2020 to 2023, racialized individuals comprised an average of 46 percent of all subjects, while in 2024 they made up 57 percent.

² The most recent Census data from Statistics Canada for Ottawa resident population is from 2021.

Table 4: Percentage of use of force subjects, by race, 2020-2024

Race Group	2020	2021	2022	2023	2024	5-year average
White	52%	52%	58%	54%	43%	52%
Black	28%	26%	25%	26%	26%	26%
Middle Eastern	12%	11%	10%	11%	20%	13%
Indigenous	4%	6%	2%	6%	3%	4%
Other Racialized	4%	6%	6%	3%	7%	5%

While the percentage of racialized subjects has remained quite consistent, given that use of force incidents and use of force subjects have declined over the past few years, the actual number of subjects has also declined, both overall and within race categories (see Table 5).

Table 5: Number of use of force subjects, by race, 2020-2024

Race Group	2020	2021	2022	2023	2024	% Change 2020 to 2024
White	223	167	166	167	137	- 23%
Black	118	84	70	81	83	- 30%
Middle Eastern	50	34	28	33	64	+ 28%
Indigenous	18	18	5	19	11	- 39%
Other Racialized	18	19	5	10	21	+ 17%
Total	427	322	274	310	316	- 26%

A notable exception to the declining trend is Middle Eastern subjects. The actual number of Middle Eastern subjects involved in use of force incidents increased by 28% relative to 2020. There were 64 Middle Eastern subjects (92% of whom were male) involved in 48 distinct incidents in 2024. Looking more closely at these incidents, 10 were weapons calls, several of which involved multiple young men (one incident with

four subjects, two with three, and another two with two subjects). As will be discussed further below, of the 64 Middle Eastern subjects, only nine had force applied to them.

Black individuals have been consistently represented at 26 percent of use of force subjects since 2020. That said, the actual number of Black individuals involved in use of force incidents has decreased by 30 percent. In 2024, there were 83 Black individuals (89% of whom were male) involved in 70 distinct incidents (see incident type discussions below). Of the 83 Black subjects, 22 (26%) had force applied to them, which is proportional to their share of subjects involved in use of force incidents (see applied force discussion below).

There was an increase in the number and percentage of individuals from other racialized groups, including subjects perceived as Latino, South/East Asian, and South Asian. There were 21 individuals from other racialized groups in 2024, which is an increase of 3 (17%) from 2020.

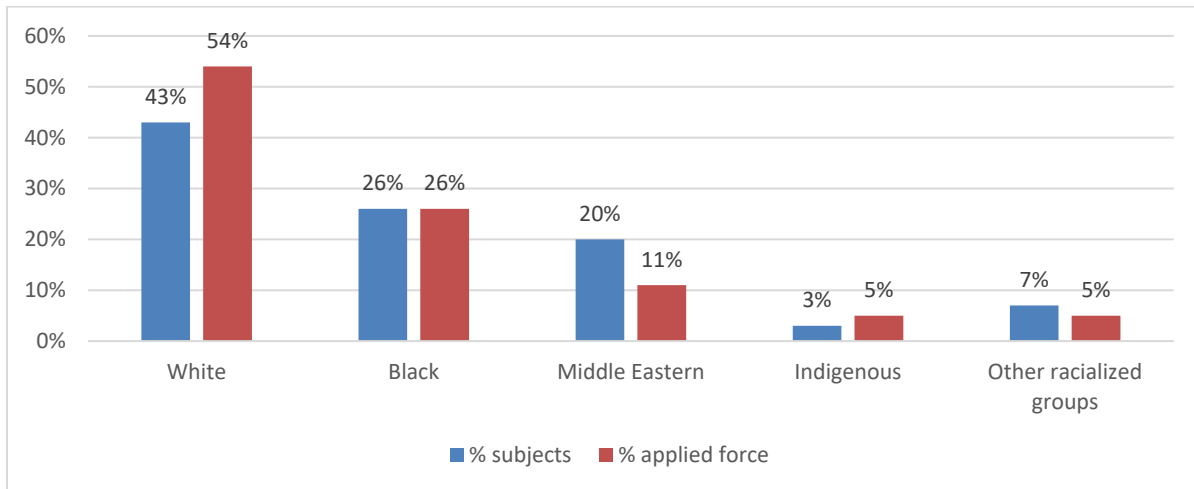
Applied or demonstrated force, by race groups

The demonstration of force is often enough to achieve compliance from the subject. Two-thirds (66%) of use of force incidents involve displaying rather than applying force. Similarly, almost three-quarters (74%) of subjects involved in use of force incidents only had force displayed toward them, rather than applied against them.³ In other words, only 101 individuals had force applied against them in 2024. When examined by race groups, there were 47 racialized individuals against whom force was applied (see Figure 5 and Table 7A).

White subjects represent a higher proportion of subjects against whom force was applied, compared to their portion of subjects of use of force incidents in general (54% vs 43%). This is an inverse ratio of the previous year, such that in 2023, White subjects made up 45 percent of individuals against whom force was applied but were 54 percent of all use of force subjects.

³ Applied force includes aerosol (OC) spray, CEW and extended range weapon deployment, firearm discharge, soft and hard use of impact weapon (baton), as well as any physical control. Demonstrated force includes handgun drawn and/or pointed, rifle or extend range weapon pointed, CEW-drawn and/or pointed.

Figure 5: Percentage of use of force subjects and subjects of applied force, by race groups



As noted above, although this past year saw more Middle Eastern subjects involved in use of force incidents overall (20%), they make up only 11 percent of those against whom force was applied. Black subjects had force applied against them at a rate proportional to their involvement in use of force incidents (26%). In other words, there were not racial disparities in the application of force for Black and Middle Eastern subjects, relative to their share of individuals involved in use of force incidents.

Incident types, by subject race groups

As in previous years, the use of force review involves not only examining the incident types where OPS officers used force but also asking if there are patterns in the race data with regard to types of incidents. This analysis indicates in use of force incidents:

- White subjects were involved in 80% of the intimate partner violence incidents, 69% of person in crisis, 67% of property crimes, and 58% of the warrants.
- Black subjects were involved in 46% of the disturbance incidents, 42% of the warrants, 40% of the violent crimes, and 38% of the traffic incidents.
- Middle Eastern subjects were involved in 46% of the weapons incidents, 42% of the warrants, 35% of the stolen vehicles, and another 35% of the violent crimes (see Appendix A, Table 6A for more details).

It is important to note that these percentages only indicate incident types where force was demonstrated and/or applied, not all the incidents of these nature to which OPS responds. Further research is needed to examine if these race groups are involved at

similar proportions of these types of incidents, rather than just the incidents in which force was demonstrated or applied.

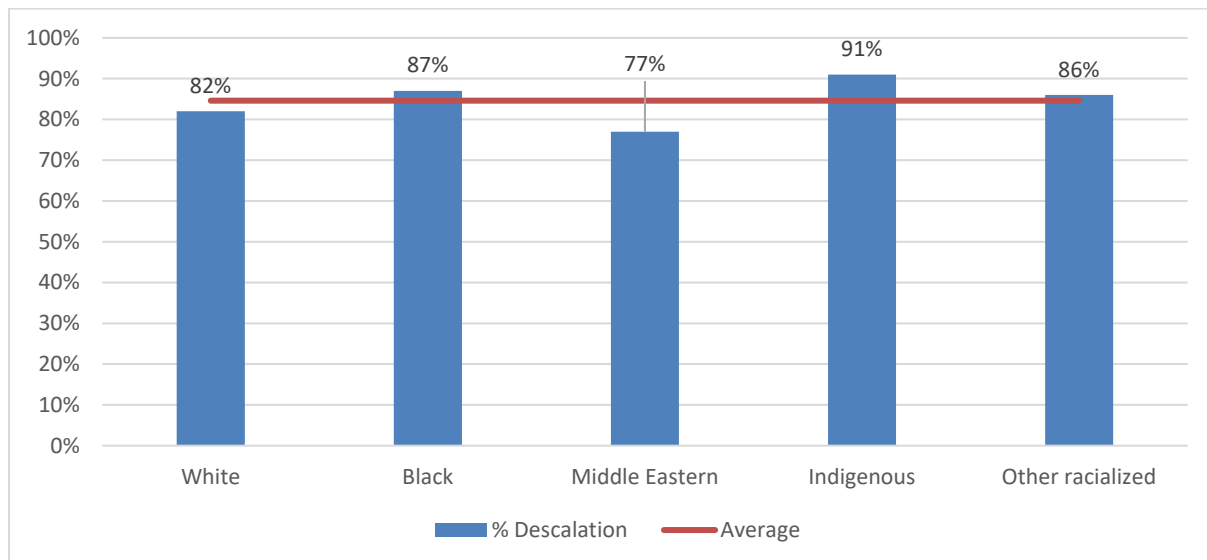
De-escalation attempts by subject race groups

Another area of consideration is the frequency with which officers used de-escalation techniques, and whether certain racialized groups are more or less likely to have officers attempt to de-escalate the situation.

As noted above, officers used de-escalation techniques in 80 percent of all incidents. Looked at by subjects, of the 316 individuals involved, de-escalation techniques were applied to 83 percent.

Examination of the use of de-escalation techniques by subject race group shows that officers applied de-escalation techniques at high rates with all subjects, with Indigenous subjects being those with whom officers used or attempted de-escalation most frequently (see Figure 6 and Table 8A in Appendix A).

Figure 6: Percentage of subjects with whom de-escalation tactics were applied, by race groups



The above figure shows that most race groups are above the 83 percent average, with the exception of White and Middle Eastern subjects.

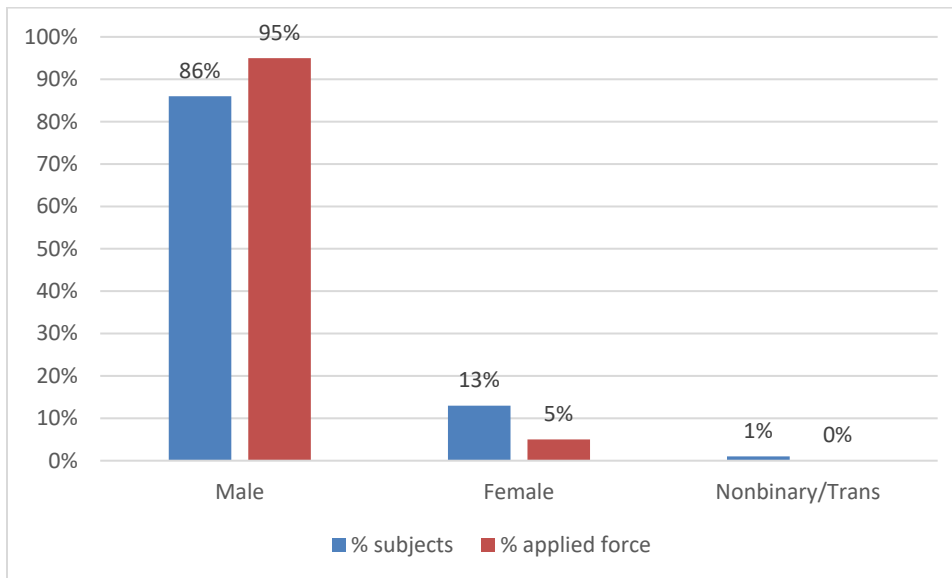
Among the 64 Middle Eastern subjects, there were 15 involved in incidents in which officers deemed there was an imminent risk and/or action was required immediately, so there was no de-escalation; this includes nine subjects involved in weapons incidents, two in stolen vehicles, one each in a violent crime, disturbance, execution of a warrant, and a person stop. However, in all these incidents, force was displayed and not applied.

Perceived gender of subjects

As of January 2023, officers completing the UFR have been required to indicate the perceived gender of subjects against whom force was displayed or applied.

Consistent with last year's data, men make up the majority of individuals involved in use of force incidents, as well as the majority of individuals against whom force was applied (see Figure 7 below and Table 9A in Appendix A).

Figure 7: Percentage of use of force subjects and subjects of applied force, by gender



Considered another way, of the men involved in use of force incidents, 29 percent had force applied against them, while only 10 percent of the women had force applied against them. There were three individuals identified as Non-binary/Transgender involved in use of force incidents in 2024, none had force applied against them.

Female subjects were most likely to be involved in situations involving the execution of a warrant (11 subjects) or incidents involving weapons (9 subjects) (see Appendix A, Table 10A). Females were also most often involved in incidents with two or more subjects; 66 percent of the females were in incidents involving multiple people, almost all of which included males (see Appendix A, Table 11A).

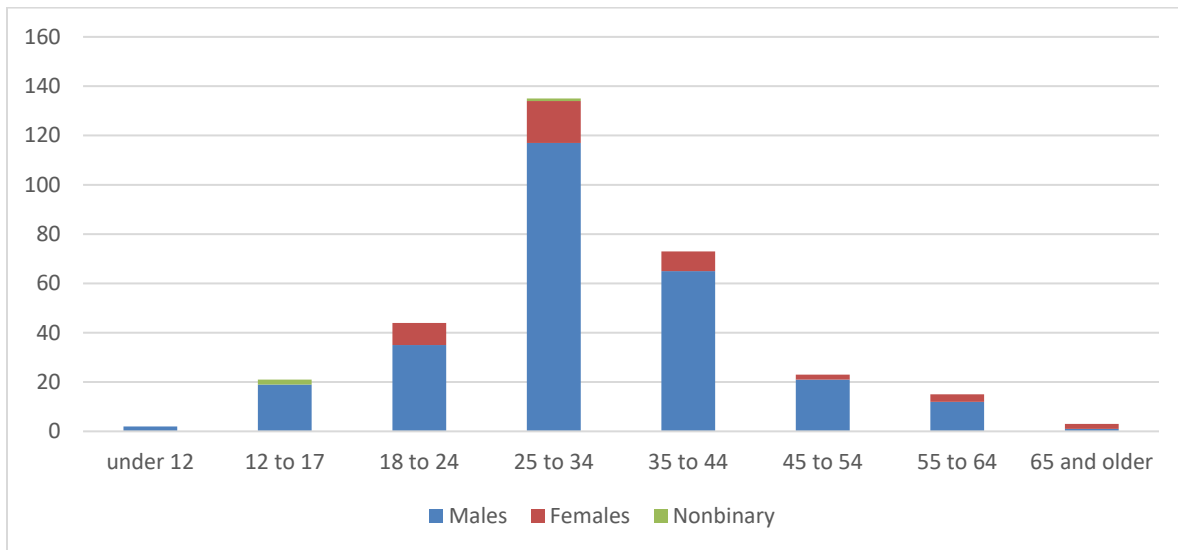
Male subjects were most likely to be involved in weapons-related incidents (50 subjects), warrants (46 subjects), and disturbances (33 subjects). Unlike females, most male subjects (71%) were involved in incidents where they were the sole subject (see Appendix A, Tables 10A and 11A).

Perceived age of subjects

In addition to indicating the perceived race and gender, officers are required to identify the perceived age category for subjects involved in use of force incidents.

Individuals perceived to be between the ages of 25 and 34 make up the largest age category (43%), almost double that of all individuals under the age of 25 (21%) and more than the total number of individuals perceived to be over the age of 34 (36%) (Figure 8 and Table 12A).

Figure 8: Perceived age category of all subjects



Looking at the distribution of age categories by gender, we see that for both males and females, the age category of 25 to 34 is consistently highest. It is notable that no females under the age of 18 were involved in use of force incidents but that there were two incidents involving nonbinary/transgender youth. Both were person in crisis incidents that were resolved with de-escalation and only the display of force.

Discussion Section 4: Reasons and Factors for Use of Force

Police officers must have just cause to display or use force against individuals. When reporting on a use of force incident, officers indicate the reasons for which they used force, as well as the factors that influenced their decision.

Multiple officers can be involved in the same incident, particularly a serious incident like an active attacker or barricaded subject. Thus, for the 251 incidents involving human subjects in 2024, there were 397 UFRs submitted. Additionally, officers complete information about use of force for each subject involved in the incident, resulting in a

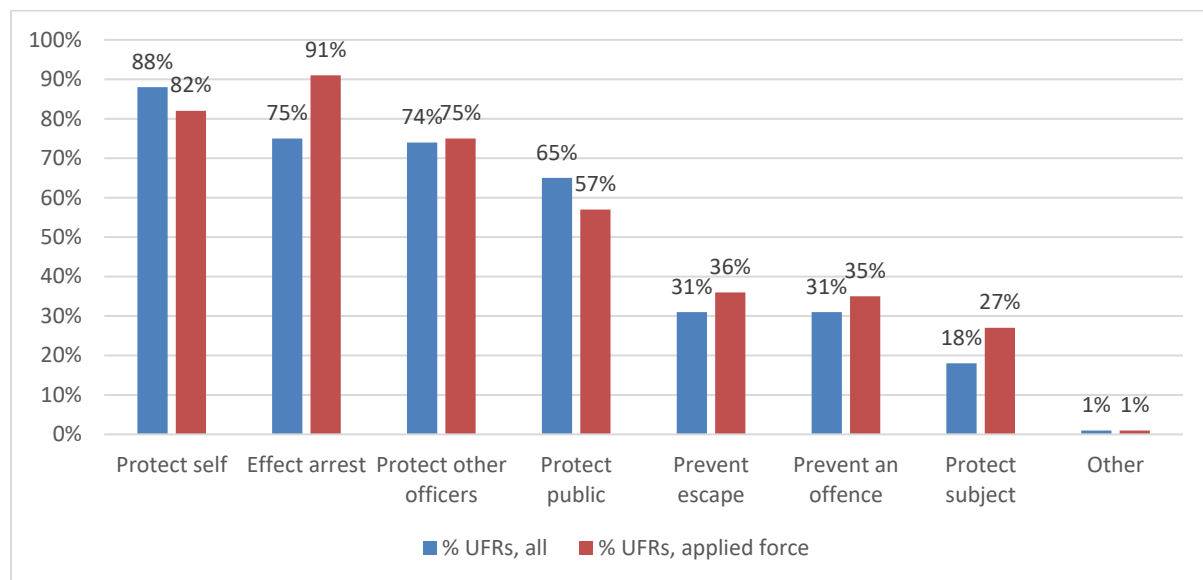
total of 441 distinct records. The following analysis examines the reasons and factors provided in all these UFRs.

Reasons for use of force

Officers select one or more of the eight provided reasons when explaining why they used force. These include effect arrest, prevent escape, protect other officers, protect public, protect self, protect subject, and others.

In situations where there are two or more individuals, reasons are associated with each individual involved in the incident, rather than the incident in general (as was the case prior to 2023). Officers provided 1,682 reasons for displaying or applying force in 251 incidents, an average of 3.8 reasons per report. Considering the 85 incidents in which officers applied force, there were 100 UFRs, with a total of 404 reasons provided and an average of 4.0 reasons per report (see Figure 9 and Table 13A in Appendix A).

Figure 9: Reasons for use of force, all UFRs and those with applied force



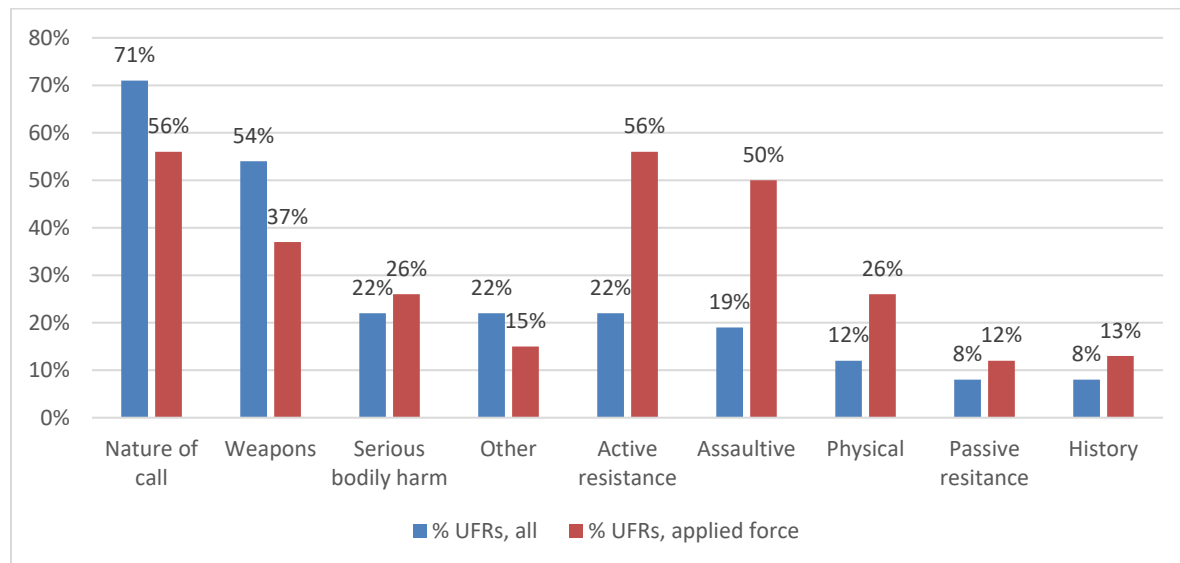
Protect self, effect arrest, and protect other officers were the most frequently indicated reasons for UFRs overall, which is consistent with previous years. It is important to note that “Protect self” and “protect other officers” is almost always combined with another reason such as effecting an arrest, protecting the public, or preventing an offence. It is also consistent with the reasons provided for incidents in which officers applied force, though in these cases effect arrest has the greatest frequency.

Factors influencing the use of force

When reporting on a use of force incident, officers indicate their assessment of the likelihood of injury to themselves, the subject, other officers and/or members of the public by selecting factors that influenced their decision to display or apply force. They can select one or more of the nine provided factors: passive resistance, active resistance, assaultive behaviour, risk of serious bodily harm or death, nature of the call, previous history/knowledge of the subject, the subject's physical size and strength, other factors relayed by dispatch, and/or the presence of weapons. For example, 'passive resistance' can include failure to cooperate with an officer's lawful direction, while 'active resistance' can include non-assaultive physical action to resist an officer's lawful direction, such as pulling or walking away. 'Assaultive' means the subject, by act or gesture, threatens, attempts, or successfully applies force to another person. 'Serious bodily harm or death' indicates where a subject intended to, likely would, or had already caused serious bodily harm or death, such as wielding a knife or pointing a firearm at officers or members of the public.

In their UFRs, officers identified 1,055 factors for displaying or applying force, for an average of 2.4 factors per report. In the 100 UFRs for the 85 incidents in which officers applied force, 291 factors were selected for an average of 2.9 factors per report (see Figure 10 below and Table 14A in Appendix A)

Figure 10: Factors in use of force, all UFRs and those with applied force



Comparing overall incidents with those involving the application of force, there are notable differences in the factors influencing officer decisions. While the nature of a call is frequently a factor in both, incidents involving the application of force had much

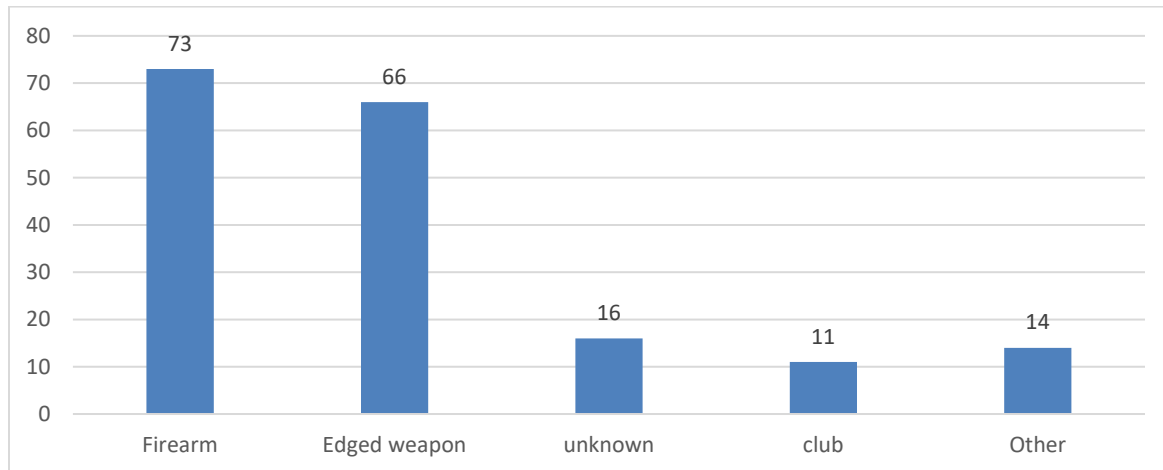
higher frequencies in factors relating to active resistance and assaultive behaviour from the subjects involved.

Possession of weapons by subject

Of the 316 individuals involved in use of force incidents in 2024, 173 (55%) had, or were perceived to have, weapons. This is an increase from the previous year, where 47 percent of subjects had, or were perceived to have, weapons. Four subjects had multiple weapons; thus, among the 173 individuals there were 180 weapons.

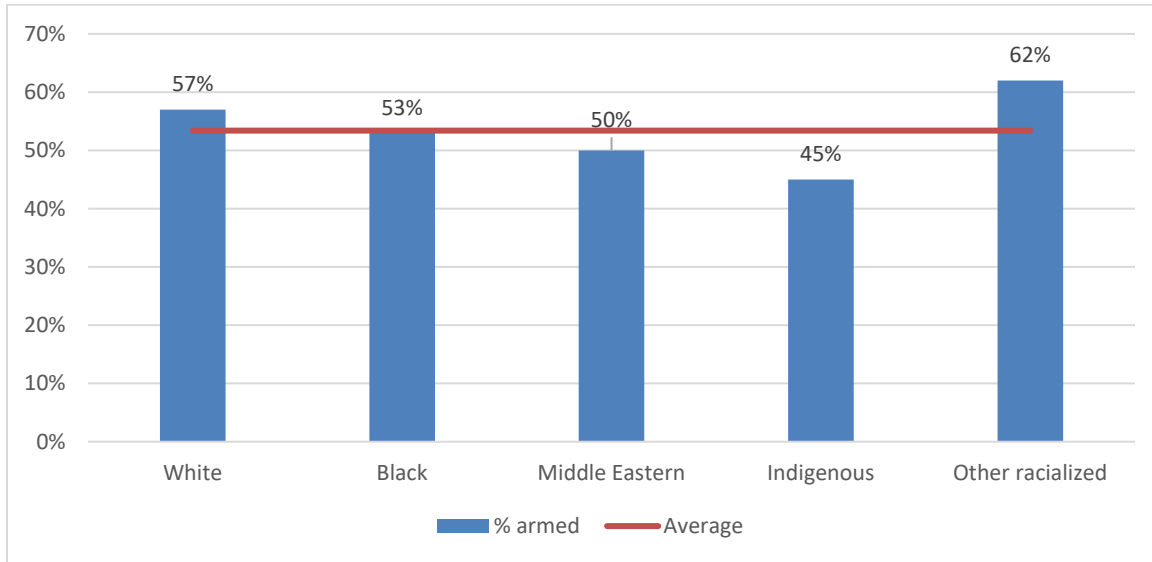
As indicated in Figure 11, the most common category of weapons is firearms, which includes handguns (71) and long guns (2), the second is knife or edged weapon, which includes knives (62) axe (1), hatchet (1) and chainsaw (1) (see Table 15A in Appendix A for more details).

Figure 11: Categories of weapons, number possessed by subjects



The number of subjects with firearms is significantly higher compared to the previous year: 73 in 2024 versus 55 in 2023. In 2024, the OPS Guns & Gangs Unit seized 104 guns, which was also an increase over the previous year's seizure of 81.

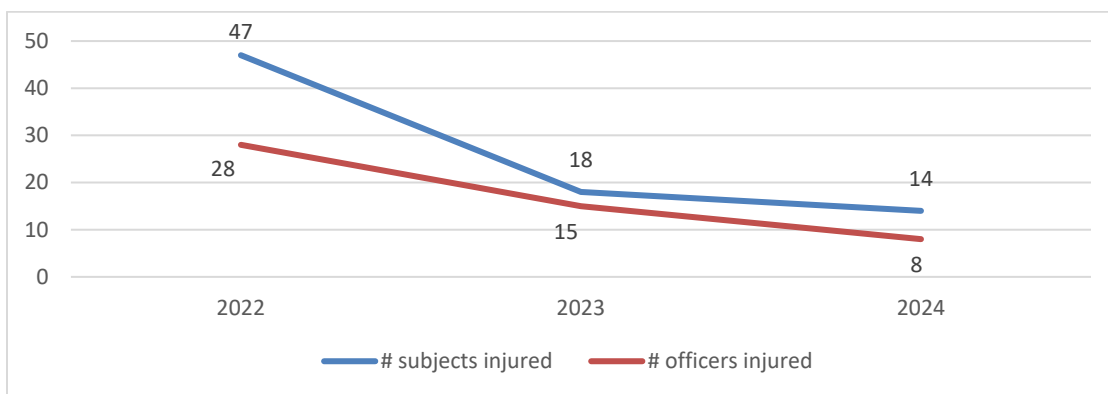
When considering the perceived race categories of individuals with weapons, we can compare the percentage of use of force subjects overall who were armed (55%) with that of different race categories (see Figure 12 and Table 16A in Appendix A).

Figure 12: Percentage of subjects armed, by race group

White and other racialized subjects are armed at above average rates, while Black, Middle Eastern and Indigenous subjects were below the 53 percent average. White subjects were almost twice as likely to be armed with an edged weapon (41) compared to a firearm (23). In contrast, Black, Middle Eastern, and other racialized subjects were more likely to have firearms (20, 19, and 10, respectively) than edged weapons (12, 8, and 5, respectively) (see Table 17A in Appendix A for more details).

Discussion Section 5: Outcomes of Use of Force Incidents

This final analysis section examines outcomes of OPS use of force incidents, which can include injuries to subjects and/or officers. Over the past three years, there has been a significant decline in both (see Figure 13 and Table 18A).

Figure 13: Number of subjects and officers injured, 2022-2024

Injuries to subjects

Of the 316 individuals involved in use of force incidents in 2024, 14 (4%) individuals were injured. As indicated above, there has been a 70 percent reduction in subject injuries since 2022.

Of those individuals who were injured in 2024:

- 2 were shot with handguns and were admitted to medical facilities (see SIU investigations below);
- 2 received treatment at medical facilities;
- 8 received medical treatment or First Aid at the scene; and
- 1 required no treatment and, for 1 individual, the reporting officer did not know if treatment had been required or received.

Incident types in which subjects were injured include disturbances (5 individuals), persons in crisis (2), intimate partner violence (2), active attacker (1), weapons (1), barricaded subject (1), and property crime (1).

Analysis of use of force reporting includes examination of whether racialized subjects experienced disproportionately high incidences of serious outcomes. Of the 14 individuals who were injured in use of force incidents, 11 were White and 3 were racialized (2 were Black and 1 was Indigenous). This suggests that racialized individuals, who comprised 57 percent of subjects in use of force incidents, were not disproportionately injured.

When considered by gender, 13 of the 14 injured subjects were male. As noted above, men make up the majority of individuals involved in use of force incidents (86%) as well as almost all of the individuals against whom force was applied (95%). Thus, their injury rate is proportional to their involvement in use of force incidents.

Considering the ages of those who were injured, the age category with the most individuals injured was 35 to 44 years (5 individuals). There were three individuals in both the 25 to 34 and the 45 to 55 year categories, and 1 individual each in the 12 to 17, 18 to 24, and 55 to 64 year categories. Given that individuals between the ages of 25 and 34 comprise 43 percent of all subjects involved in use of force incidents, we might expect that age category to have a higher share of the injuries. However, in that age group, warrant executions were the largest category of incidents, and no individuals were injured during the execution of warrants in 2024.

Injuries to officers

As noted above, the number of subject and officer injuries has been declining in recent years. In 2024, there were eight officers injured - almost half the number of officers injured in 2023 - and a 71 percent reduction from 2022. Three officers required treatment at a medical facility; five required no treatment.

The eight officers were injured in six incidents (there were two incidents in which two officers received injuries): three disturbances and one incident each of intimate partner violence, violent crime, and property crime.

SIU investigations

Pursuant to section 15 of the Special Investigative Unit (SIU) Act, the SIU investigates the conduct of police officers in incidents that result in death, serious injury, sexual assault or the discharge of a firearm at a person. A person sustains a 'serious injury' for purposes of the SIU's jurisdiction if they: sustain an injury as a result of which they are admitted to hospital; suffer a fracture to the skull, or to a limb, rib or vertebra; suffer burns to a significant proportion of their body; lose any portion of their body; or, as a result of an injury, experience a loss of vision or hearing. In addition, a 'serious injury' means any other injury sustained by a person that is likely to interfere with the person's health or comfort and is not transient or trifling in nature.

In relation to use of force Incidents in 2024, the SIU has investigated and concluded the following six investigations without charges:

- Case Number 24-OF1-129: In March, a woman fled her car on foot, carrying a firearm, after an officer initiated a traffic stop. The officer discharged his handgun, and the woman was struck. She was taken to hospital in critical condition.
- Case Number 24-OCI-137: In March, a man received an injury to his spleen following an arrest in which officers took him to the ground and handcuffed him.
- Case Number 24-OFI-492: In March, officers responded to multiple calls about a male armed with a hatchet outside a restaurant. The man charged at officers, one of whom deployed a firearm; two others deployed their CEW.
- Case Number 24-OCI-280: In July, officers responded to an incident involving an unwanted person in a home. The subject had fallen down the stairs and fled; officers gave chase and forced him to the ground. He was taken to hospital and treated for a fractured clavicle.

- Case Number 24-OFP-301: In July, an extended range impact weapon was used in an incident involving a volatile patient at the Montfort Hospital.
- Case Number 24-OFP-552: In December, officers discharged an extended range impact weapon at a man causing a disturbance. The subject was not seriously injured.

Discussion Section 6: Next Steps – Continued Action

In 2023, the OPS DRIVE2 Strategy was developed in collaboration with the Community Equity Council (CEC). The human rights organizational change strategy encompasses over thirty initiatives aimed at enhancing the work environment and improving service delivery to the communities we serve. Several related partnership projects with an intersectional lens are currently underway that will contribute to further improving the Use of Force outcomes, ensuring equitable policing, and building trust.

1. Use of Force Community Review Panel. The Use of Force Community Review Panel will review use of force cases and annual reports to identify systemic issues and make recommendations for improved service delivery, including community engagement, training, and procedures. CEC has selected panel members who have begun training, reviewing this report, and initial case reviews. They will be meeting in the fall.
2. Race and Identity-Based Data (RIBD) Collection Strategy. Building on the race and identity-based data pioneer work with communities and the provincial RIBD framework, OPS will build a strategy for improving and expanding RIBD at OPS. In addition, the racial profiling policy will be updated to reflect new strategy and legislative changes.
3. Anti-Black Racism Training Review. CEC's Anti-Racism Committee is developing a plan to review the Anti-Black Racism workshop that was implemented for all OPS members over the last two years.
4. Ten-Year Use of Force Analysis. A 10-year review of use of force incidents in compliance with one of the recommendations from Inquest into the death of Mr. Abdi. This report will be tabled to the Board before the end of 2025.
5. Body Worn Cameras. Further to the previous recommendations from earlier Use of Force reports, the OPS is planning to implement body worn cameras when funding is identified in 2026.
6. Alternative Mental Health Support Initiative. Under the Alternative Mental Health Support Initiative, the Mental Health Unit is providing Crisis Intervention Team

(CIT) training to over 25 frontline officers this Spring. This week-long training, delivered in partnership with medical professionals and community service providers, will further enhance officer skills in crisis de-escalation and in effective, trauma-informed responses to persons in crisis.

7. **Mental Health Change Initiative.** The Mental Health Change Initiative is focused on implementing the recommendations emanating from the inquest on the death of Mr. Abdi, including launching a mental health advisory committee and a mental health strategy. Team members have also begun a de-escalation project with researchers.
8. **Training.** Several new training initiatives are being undertaken in the coming year. These include new thematic training, which includes topics on human rights and systemic discrimination. Training programs are promoting recognition and respect for the diverse, multicultural, and multiracial nature of Ontario society, as well as for the rights and cultures of First Nations, Inuit, and Métis peoples. Beginning in 2026, the annual Use of Force qualification will increase from one day of training to two days of training. Additionally, beginning in 2026, all officers will receive Mental Health Crisis Response training. Officers will need to requalify on this training each year.
9. **Community Engagement and Partnerships.** Units across the organization will continue to focus on community engagement and partnership work with communities and groups across the city for joint problem-solving and to build trust. The CEC is also working with some units to host listening circles with communities to build understanding and stronger relationships.

CONSULTATION

This report has been prepared by the OPS Professional Development Centre and the Equity, Diversity and Inclusion Unit with input from the Mental Health Unit and Mental Health Change Initiative. Drafting of the report included consultation with the Community Equity Council as well as the newly established Use of Force Community Review Panel and an external academic research team consisting of Dr. Lorne Foster and Dr. Les Jacobs.

SUPPORTING DOCUMENTATION

Document 1 – Data Tables

Document 2 – Analysis Methods and Research Questions

Document 3 – External Review, Dr. Lorne Foster and Dr. Les Jacobs (See

attached)

Document 4 – 2024 Use of Force Report, Reflections from Sahada Alolo (See attached)

CONCLUSION

The vast majority of calls for service (99.9%) are resolved with officer presence and communication. OPS officers used force in only 1.12 incidents per 1,000 dispatched calls in 2024, a 29 percent reduction since 2020. Notably, two-thirds of all use of force incidents involved displaying rather than applying force, and there has been a 70 percent reduction in subject injuries over the last three years. Eight officers were injured in 2024, which is a 71 percent reduction since 2022.

This year's annual Use of Force Report also includes an important analysis of de-escalation techniques, demonstrating the frequency (80% of incidents) with which officers employ these techniques to resolve situations. Communication and teamwork were the most frequently employed techniques, which correspond to officer training on crisis communication.

Since 2020, the OPS has been reporting on the perceived race of subjects involved in use of force incidents. From 2020 to 2023, racialized individuals comprised an average of 46 percent of all subjects, but in 2024 they made up 57 percent of all subjects. Both Black and Middle Eastern subjects were over-represented in use of force incidents relative to their share of Ottawa's population (3.3 times). However, racialized individuals made up 46 percent of those against whom force was applied and only three of the 14 individuals injured were racialized.

While there has been progress since the 2020 Use of Force report was presented, the Ottawa Police Service acknowledges the disproportionate impact on the community and remains committed to continuing its efforts to take action. This multi-pronged, human rights-based approach, in collaboration with the Community Equity Council and other partners, encompasses new training, initiatives and programs, as outlined in this report and the OPS DRIVE2 Strategy.

Document 1 – Data Tables

Table 1A: Use of force per 1,000 dispatched calls, 2020-2024

Year	Dispatched calls	Use of Force incidents	Use of Force incidents per 1,000 dispatched calls
2020	221,370	348	1.58
2021	223,306	284	1.27
2022	214,930	245	1.14
2023	220,119	261	1.19
2024	223,243	251	1.12

Table 2A: Applied force, 2022-2024

Applied force type	2022	2023	2024
CEW deployed	81	69	49
Firearm discharged	3	3	2
Physical control soft	27	50	29
Physical control hard	21	52	46
Baton soft	1	2	2
Baton hard	3	3	1
Oleoresin Capsicum Spray	4	10	6
Extended Range Impact Weapon	1	1	2
Other Types of Force	8	3	3
Total applied	149	193	140

Total force	483	457	501
Percentage applied	31%	42%	28%

Table 3A: Type of de-escalation tactics used in 2024

De-escalation tactics	Number	% of the 251 incidents	Successful
Communication	196	78%	117
Teamwork	136	54%	85
Distance	93	37%	60
Repositioning	64	25%	37
Time	55	22%	33
Containment	54	22%	31
Cover	41	16%	30
Total	639		393

Table 4A: Use of force ratios, overall and in mental health calls, 2022-2024

The ratio indicates the number of use of force incidents per 1,000 dispatched calls. The mental health ratio indicates the number of 'person in crisis' and 'barricaded subject' incidents per 1,000 dispatched mental health calls.

	2022 all	2022 PiC*	2023 all	2023 PiC	2024 all	2024 PiC
Dispatched calls	214,930	7,203	220,119	7,225	223,243	7,744
Use of Force incidents	245	53	261	46	251	33

Ratio per 1,000	1.14	7.36	1.19	6.37	1.12	4.27
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*PiC indicates person in crisis

Table 5A: Type of Force, by incident (n=251) and subject (n=316)

In each incident, officers used one or more types of force. Similarly, each subject might experience one or more types of force.

Type of Force	Force by incident	Force by subject
CEW		
Drawn/Displayed not deployed	82	89
Deployed	49	49
Total	131	138
Physical Control		
Physical control soft	29	29
Physical control hard	46	47
Total	75	76
Baton		
Baton soft	2	2
Baton hard	1	1
Total	3	3
Firearm		
Handgun drawn	130	168
Handgun pointed	108	126
Rifle pointed	40	64

Firearm discharged	2	2
Total	280	360
Other Types of Force		
Oleoresin Capsicum Spray	6	7
Other Types of Force	6	7
Total	12	14
TOTAL	501	591

Table 6A: Incident types, by race group, 2024, n=310

Incident Type	Total incidents	White	Black	Middle Eastern	Other racialized
Weapons Call	41	23	12	19	5
Executing Warrant	36	21	15	15	6
Violent crime (non IPV)	30	13	12	7	4
Person in Crisis	29	20	5	2	2
Disturbance	28	15	13	4	3
IPV/ Dispute	20	16	6		2
Stolen Vehicle	17	6	6	6	2
Property Crime	9	6	1		3
Traffic	8	4	3	1	2
Family/Neighbour/Other type of dispute	7	3	1	2	1
Assisting other Agency	5	3	1		1
Active Attacker	4	2		1	1
Person stop	4	2		3	
Barricaded Subject	4	2	3	1	
Police custody	3		1	2	
Investigation	3		2		
Other Federal/Provincial Statutes	2	1	1	1	
Alarm	1		1		

Total	251	167	81	64	32
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Table 7A: Applied force by race groups

Race Group	Total subjects in race group	Percentage of subjects overall	Number on whom force was applied	Percentage of subjects against whom force was applied
White	137	43%	45	54%
Black	83	26%	22	26%
Middle Eastern	64	20%	9	11%
Indigenous	11	5%	4	5%
Other racialized groups	21	7%	4	5%
TOTAL	316		84	

Table 8A: De-escalation techniques, by race groups

Race categories	Yes	No	Total	Percent
White	113	24	137	82%
Black	72	11	83	87%
Middle Eastern	49	15	64	77%
Indigenous	10	1	11	91%
Other racialized	18	3	21	86%
Total	262	54	316	83% (average)

Table 9A: Perceived gender in all use of force incidents and those with applied force, 2023 and 2024

Perceived Gender	Subjects 2023	Applied force 2023	Subjects 2024	Applied force 2024
Male	273 (88%)	130 (91%)	272 (86%)	80 (95%)
Female	34 (11%)	13 (9%)	41 (13%)	4 (5%)
Nonbinary/Transgender	3 (1%)	0 (0%)	3 (1%)	0 (0%)
Total	310	143	316	84

Table 10A: Incident type, by gender group

Incident Type	Total incidents	Males	Females	Nonbinary/ Transgender
Weapons Call	41	50	9	
Executing Warrant	36	46	11	
Violent crime (non IPV)	30	31	5	

Person in Crisis	29	26	1	2
Disturbance	28	33		
IPV Dispute	20	18	6	
Stolen Vehicle	17	19	1	
Property Crime	9	7	2	1
Traffic	8		1	
Non IPV dispute	7	6	1	
Assisting other agency	5	5		
Active Attacker	4	4		
Person stop	4	4	1	
Barricaded Subject	4	5	1	
Police custody	3	3		
Investigation	3	3		
Other Federal/Provincial Statutes	2	2		
Alarm	1	1	1	
Total	251	272	41	3

Table 11A: Number of subjects involved in incident, by gender

# Subjects in incident	# Females	# Males	# Nonbinary/ Transgender
1	14	193	3
2	13	33	

3	7	23	
4	4	8	
5	1	4	
6	1	5	
7	1	6	
Total	41	272	3

Table 12A: Perceived age category of all subjects and by gender, 2024

Age Category	All Subjects	Males	Females	Nonbinary/ Transgender
under 12	2	2		
12 to 17	21	19		2
18 to 24	44	35	9	
25 to 34	135	117	17	1
35 to 44	73	65	8	
45 to 54	23	21	2	
55 to 64	15	12	3	
65 and older	3	1	2	
Total	316	272	41	3

Table 13A: Reasons for display or use of force against an individual

Reasons for Use of Force	Number of UFRs in which this was selected (n=441)	Number of UFRs where force was applied and this reason was selected (n=100)
Protect self	386 (88%)	82 (82%)
Effect arrest	331 (75%)	91 (91%)
Protect other officers	325 (74%)	75 (75%)
Protect public	285 (65%)	57 (57%)
Prevent escape	137 (31%)	36 (36%)
Prevent an offence	135 (31%)	35 (35%)
Protect subject	78 (18%)	27 (27%)
Other	5 (1%)	1 (1%)
Total	1,682	404

Table 14A: Factors for display or use of force against an individual

Factors for Use of Force	Number of UFRs in which this was selected (n=441)	Number of UFRs where force was applied and this factor was selected (n=100)
Nature of call	313 (71%)	56
Weapons	240 (54%)	37
Serious bodily harm	99 (22%)	26
Other	99 (22%)	15
Active resistance	95 (22%)	56

Assaultive	84 (19%)	50
Physical	51 (12%)	26
Passive resistance	37 (8%)	12
History	37 (8%)	13
Total	1,055	271

Table 15A: Categories of weapons, by subject

Category of weapon	Number of weapons	% of armed subjects with this type of weapon
Firearm (incl. handgun and long gun)	73	42%
Knife / edged weapon (incl. axe, hatchet, chainsaw, broken glass)	66	38%
Unknown type of weapon	16	9%
Club or impact weapon	11	6%
Other (incl. vehicle, bear spray, glass bottle, soiled needle, fire extinguisher, and sharp pen)	14	8%
Total	180	

Table 16A: Percentages of subjects who were armed

Perceived race categories	Total subjects	Armed subjects	% of subjects armed
White	137	78	57%
Black	83	44	53%

Middle Eastern	64	32	50%
Other racialized	32	18	56%
Total	316	172	55% (average)

Table 17A: Categories of weapons, by subject race group

Table shows the number of subjects possessing each weapon type, by race group. The percentage reflects their share of all subjects with that type of weapon.

Weapons	White	Black	Middle Eastern	Other
Firearm (n=73)	23 (32%)	20 (27%)	19 (26%)	10 (14%)
Edged weapon (n=66)	41 (62%)	12 (18%)	8 (12%)	5 (8%)
Unknown (n=16)	7 (44%)	6 (38%)	2(13%)	1 (6%)
Club (n=11)	7 (64%)	2 (18%)	0 (0%)	2 (18%)
Other (n=14)	7 (50%)	4 (29%)	3 (21%)	0 (0%)
Total	85	44	32	18

Table 18A: Number of subjects and officers injured in use of force incidents, 2022–2024

Use of Force injuries	2022	2023	2024
# subjects injured	47	18	14
# officers injured	28	15	8

Document 2 – Analysis Methods and Research Questions

Use of Force Reports (UFR) are used by police to record information about police use of force incidents. UFRs have two parts. Part A includes information about the incident and the subject(s), such as the type of force used, whether any other individual was perceived to be carrying a weapon, and the reason force was applied. Part B includes information about the officer submitting the report, including their name and identification number.

UFRs are submitted by officers to their supervisors and to the Professional Development Centre (PDC). These reports are reviewed and, if required, follow ups conducted to collect missing information from the officer(s) involved. Following this process, Part A of the completed reports are submitted to the Ministry of the Solicitor General (Ministry) pursuant to the Ministry's authority to request such information under the Equipment and Use of Force Regulation (s. 14.5 (4)). When these reports are submitted, some fields are redacted to comply with Ministry requirements and protect privacy (location code, subject identification, officer involved).

Officers are required to report on their perception of the subject's race, gender, and age when completing their Use of Force report. The broad objective of collecting and reporting these demographic data are to determine whether there are disproportionately high incidences of racialized subjects in Use of Force incidents, as well as to better understand the subjects involved in Use of Force incidents.

Internally, PDC staff review the UFRs and input data into a spreadsheet for analysis and report writing.

Approach and research questions

The following research questions were identified:

- Are there disproportionately high incidences of Use of Force by the OPS for persons of different race groups, when compared with their respective populations in the City of Ottawa?
 - How do ratios from 2024 data compare with those from 2020 to 2023?
 - If there are significant changes, what factors might have contributed to these changes?
- Are there patterns in the race and identity-based data (RIBD) with regard to incident types and use of de-escalation in Use of Force incidents?
- Did racialized subjects experience disproportionately high incidences of serious outcomes (i.e., injuries) in Use of Force incidents in 2024?

- Are there patterns in the RIBD with regard to the factors contributing to officer decision to use force, particularly with regard to possession of weapons and aggressive behaviour?

Methods

Analysis of the Use of Force incidents involves several steps. Importantly, there are three sets of data requiring identification and analysis: the number of UFRs, the number of unique incidents, and the number of unique subjects.

1) Data collection and validation

The first step of analysis involved the review of all 397 UFRs that have been reviewed by PDC and submitted to the Ministry. Data are recorded in spreadsheets, including:

- For UFRs: all types of force and de-escalation used in the incident for each subject, as well as reasons and factors
- For distinct subjects: perceived race, age, and gender categories; all types of force and de-escalation, reasons and factors applied to each subject; and subject injuries
- For distinct events: number of UFRs, number of subjects, type of incident, all types of force and de-escalation applied in the incident.

Data in these spreadsheets is validated against internal tracking from the PDC. Any discrepancies are discussed and resolved, which can include updating reports submitted to the Ministry.

2) Incident and subject analysis

To address the research questions, various steps are taken to group and analyze data. These include:

- Identifying all types of force used, both per subject and per distinct incident was a three-step process. First, capturing each type of force listed in the UFR; second, compiling for each subject all types of force displayed/applied to them; third, compiling these data for each distinct event.
 - From here, analysis such as whether or not force was applied on each subject on in each incident could be conducted

Limitations

There are several limitations in the data and analysis provided in this report, particularly with regard to comparison against prior years where different, and few, categories of information were collected.

Prior to 2023, if more than one subject was involved in an incident, the UFR format did not provide specification regarding which type of force was used against which subject, something which can now be done. Officers could select the perceived race for up to three individuals, but they could not indicate which types of force were used against which of these individuals. As such, in previous years all subjects involved in a Use of Force incident were counted as having experienced the same type of force. As of 2023, the types of forces can be examined both by those employed in an incident and by those employed against subjects. This provides for better understanding of incidents and the impacts on subjects involved but adds some limitations to comparisons with previous years.

Additionally, in previous years officers could not identify the perceived race category of all individuals in incidents involving four or more subjects, being limited by the template to data capture for 1-3 subjects. This is not a significant limitation, given that in 2024 there were only six incidents involving four or more subjects, but it is a limitation, nonetheless.

With regard to 2024 UFRs specifically, while it is possible to identify the unique Use of Force incidents, it is not possible through review of UFRs to verify that all subjects involved are unique, such that one or more individuals may have been involved in one or more incidents.

Not only have there been changes in reporting, but analysis methods have shifted in recent years as well, such as identifying whether force was applied or simply displayed against distinct subjects and in distinct events, examining ratios of use of force for situations involving persons in crisis, and examining de-escalation techniques. While changes in analytic approaches are adopted in order to provide context and nuanced analysis of use of force incidents, year over year trend comparison will not always be possible. As such, reported trends lines of five years or three years, or data only from 2024 reflect the addition of new categories of analysis.

Privacy considerations

Use of Force reporting must balance the need for police transparency with the importance of protecting the privacy of subjects. This is particularly important given the

significant percentage of incidents involving individuals in mental distress and/or incidents of self-harm.

As per privacy guidelines provided by the Treasury Board of Canada (2020),⁴ it is important to mitigate risks that individuals could be identified in a dataset, alone or in combination with other sources of information, as this could constitute a breach of privacy for the individuals involved.

To protect the privacy of individuals involved, direct identifiers of subjects are not included in datasets made publicly available via the Ministry. Similarly, direct identifiers of officers are not made publicly available. Additionally, as per Treasury Board standards, we generally refrained from using a cell size of 10 or fewer in this analysis. Cell size refers to data in a summary table about a group of individuals with a common attribute, such as the number of subjects in a particular race category involved in Use of Force encounters. Minimum cell size is not a fixed determination, but rather must be assessed in consideration of re-identification risk, sensitivity of the data, and the potential harm that could result from re-identification (Treasury Board, 2020).

References

- Foster, Les and Lorne Jacobs. 2022. 'External Review Race Data in Use of Force Reporting by the Ottawa Police Service, 2020' Ottawa: Ottawa Police Service.
- Information and Privacy Commissioner of Ontario. 2016. 'De-identification Guidelines for Structured Data'. Toronto, Ontario.
- Treasury Board of Canada Secretariat. 2020. Privacy Implementation Notice 2020-03: Protecting privacy when releasing information about a small number of individuals. <https://www.canada.ca/en/treasury-board-secretariat/services/access-information-privacy/access-information-privacy-notice/2020-03-protecting-privacy-releasing-information-about-small-number-individuals.html>.

⁴ Privacy Implementation Notice 2020-03: Protecting privacy when releasing information about a small number of individuals.