



Subject: WRPS Intelligence Notes – 2022 Annual Report

From: Office of the Chief of Police
Strategic Services Branch, Planning and Project Management Unit

To: The Chair and Members of the Waterloo Regional Police Services Board

Date: March 15, 2023

Recommendation

For information only.

Summary

In accordance with the WRPS *Intelligence Notes* procedure, findings related to Intelligence Notes are reported on a quarterly basis. This report provides findings from January 1, 2022 to December 31, 2022.

Report

It is important to note the difference between an intelligence note and a regulated interaction. Both tools are used for the documentation of persons and/or activities but differ in the way the identifying information is collected. Identifying information in an Intelligence Note can be collected where no interaction takes place (observation), where the interaction with the person(s) was lawful or where the identifying information is derived from a third party source or already known by the officer. A Regulated Interaction collects identifying information by asking the individual.

In 2022, officers generated 533 occurrences, which generated 782 unique Intelligence Notes. This is down from 2021 where officers generated 603 occurrences, which resulted in 872 Intelligence Notes.

A single occurrence may generate multiple unique Intelligence Notes, each representing a unique subject. Subjects can include: persons, vehicles, businesses, locations etc. Of the 782 Intelligence Notes created in 2022, 555 focused on person subjects (42 individuals were listed in 2 Notes, 10 individuals listed in 3 Notes, 3 individuals listed in 4 Notes, 3 individuals listed in 5 Notes, and 1 individual listed in 8 Notes), 223 vehicle subjects (12 vehicles were listed in 2 Notes, 9 vehicles were listed in 3 Notes, 1 vehicle

was listed in 4 Notes and 1 vehicle was listed in 5 Notes), and 4 Notes contained general information (i.e., location associated with drug trafficking). Any analyses related to person characteristics below included only the 555 Intelligence Notes related to person subjects.

Intelligence Notes by Source

The primary purpose of Intelligence Notes is to record information that assists in limiting and solving crime. Of the 782 Intelligence Notes created in 2022, 134 (17%) resulted from interactions initiated by a citizen (Citizen Initiated) and 648 (83%) resulted from interactions initiated by a police officer (Police Initiated). Of the Police Initiated Notes, the majority (400 Notes) were the result of passive observation of persons, vehicles, or locations. Around a third of all Intelligence Notes (284 Notes) involved personal contact with person subjects or third-party sources (Table 1).

Table 1. Number of Intelligence Notes by Source and Category

Source	Category	Overall Number	Overall Percent	Grouped Number	Grouped Percent
Citizen Initiated	Calls for Service	64	8%	134	17%
	Citizen Generated	70	9%		
Police Initiated	Passive Observation	400	51%	648	83%
	Personal Contact	284	32%		
Total		782	100%	782	100%

Intelligence Notes were most frequently created for drugs/drug trafficking purposes, regardless of the initial source of the information (Table 2).

Table 2. Number of Intelligence Notes by Source and Rationale (Type)

Source	Rationale					
	Break and Enters/Thefts/Robbery	Criminal Association	Drugs/Drug Trafficking	Firearms	Human Trafficking	Other
Citizen Initiated	9	3	65	7	9	39
Police Initiated	76	60	317	26	44	124
Total* (%)	85 (11%)	63 (8%)	382 (49%)	33 (4%)	53 (7%)	163 (21%)

* Three Intelligence Notes were missing Rationales, therefore the cumulative total is 779 Notes

Intelligence Notes by Location

Just under half of all Intelligence Notes (354 Notes, 45%) were created for the purposes of documenting information at locations known to be associated with criminal activity. The most frequently listed locations were derived in this manner. Table 3 presents the

closest intersections for the Top 5 intersections; two of which also appeared on the 2021 Top 5 list. In 2022, these Top 5 intersections accounted for 15% of all Intelligence Notes.

Table 3: Number of Intelligence Notes for the Top 5 Locations

Intersection	Zone	Total Number of Intelligence Notes	Number of Unique Occurrences
Pinebush Rd & Hespeler Rd	S6	30 (4%)	24
Fredrick St & Victoria St N	C8	25 (3%)	16
Columbia St E & King St N	N7	21 (3%)	17
Conestogo Rd & King St N	N6	21 (3%)	19
Franklin St S & Wilson Ave	C4	19 (2%)	17

* Five Intelligence Notes were missing Location information, but were retained for a cumulative total of 782 Notes

Person Subject Characteristics

To meet the requirements of Ontario's Anti-Racism Act (2017), Data Standards for the Identification and Monitoring of Systemic Racism, and WRPS' Race-Based Data Collection Strategy (RBDCS), person characteristics for the 555 Intelligence Notes related to person subjects are reported below.

The 555 Intelligence Notes captured information related to 466 unique person subjects. Of these, 33 (7%) did not report a permanent residence, 57 (12%) did not report a permanent residence within in the Region, and 46 (10%) had no residence information recorded.

WRPS' RBDCS is focused on disparities, thus the number of individuals within groups was compared to an appropriate reference group. Disproportionalities are also reported by comparing the proportional group size to population demographics for the Kitchener-Cambridge-Waterloo Census Metropolitan Area (CMA; 2021 Census).^{1,2} For both indices, ratio values less than 1 indicate underrepresentation and values greater than 1 indicate overrepresentation.

Age.³ Notes most frequently involved individuals aged 30-39 years (34%, Table 4).

¹ The boundaries of the Kitchener-Cambridge-Waterloo Census Metropolitan Area (CMA) do not align with the boundaries of the Region of Waterloo. The CMA boundaries exclude the Township of Wellesley.

² Some disproportionality indices (ratios) will be over-inflated because the 2021 Census data underestimates the number of racialized and young people in the community due to both population growth and sojourners attending university.

³ Age was calculated based on year of birth.

Disparity. Intelligence Notes were not equally distributed across the age groups, $X^2(6) = 353.89, p < .001$. Equal representation across age would be reflected by having approximately 15% of Intelligence Notes (~78 Notes) for each age group. Instead, 20 to 39 year olds were overrepresented. Individuals younger than 19 years and younger and older than 50 years were underrepresented in the data.

Disproportionality. See Table 4 for the proportional representation of age groups based on population demographics. When compared against this, 20-49 year olds were overrepresented within the 2022 Intelligence Notes. All other age categories were underrepresented.

Table 4. Intelligence Notes (percentage of cumulative total) by Age and Source

	Age							Total
	10-19*	20-29	30-39	40-49	50-59	60-69	70-79	
Citizen Initiated	6	38	45	19	10	2		120 (22%)
Police Initiated	24	111	137	75	54	18	4	423 (78%)
Total (%)†	30 (6%)	149 (27%)	182 (34%)	94 (17%)	64 (12%)	20 (4%)	4 (1%)	543
Population	12%	15.2%	14.6%	12.8%	12.9%	10.6%	6.8%	
Disproportion ratio	.50	1.78	2.33	1.33	.93	.38	.15	

* Youngest person was 13 years of age

† Missing age information from 12 Intelligence Notes, making the cumulative total 543

Perceived Gender. The majority of Intelligence Notes were on person subjects perceived to be male (436, 79%, Table 5).

Disparity. Intelligence Notes were not equally distributed by gender, $X^2(1) = 184.02, p < .001$. Equal representation by gender would be reflected by having approximately 277 Intelligence Notes for each gender group; men were overrepresented.

Disproportion. Disproportion ratios also indicate that men were overrepresented in the Intelligence Notes (Table 5). For 2022, proportional representation based on population demographics would be reflected by having men as the subject person of 275 Notes, not 436.

Table 5. Intelligence Notes (percentage of cumulative total) by Perceived Gender and Source

	Perceived Gender		Total
	Female	Male	
Citizen Initiated	31	93	124 (22%)
Police Initiated	86	343	429 (78%)

	Perceived Gender		Total
	Female	Male	
Total (%)*	117 (21%)	436 (79%)	553
Population	50.2%	49.8%	
Disproportion Ratio	.42	1.59	

* Missing gender information from 2 Intelligence Notes, making the cumulative total 553

Perceived Race.⁴ Intelligence Notes most frequently involved White person subjects (309 Notes, 60%) followed by Black person subjects (144 Notes, 28%, Table 6).

Disparity. In accordance with the *Data Standards*, the proportion of White person subjects was used as the point of contrast for examining racial disparities in Intelligence Notes. There was no evidence of disparate overrepresentation of racialized individuals. The number of Intelligence Notes for any perceived racialized group did not exceed the number of Notes involving White person subjects (all disparity ratios < .5).

Disproportion. Representation based on the 2021 population demographics can be found in Table 7. Based on the proportion of racialized individuals in the population, Black (ratio of 5.96), Indigenous (ratio of 1.18) and Middle Eastern (ratio of 1.67) individuals were overrepresented in the 2022 Intelligence Notes. Some ratios reflect small numbers; perceived representation will be extremely sensitive to the addition (or removal) of a few Intelligence Notes per category. With that in mind, some racialized categories (e.g., East/Southeast Asian, Latino, South Asian, Visible Minority) were not disproportionately over-represented based on population demographics in the 2022 Intelligence Notes.

⁴ Six Intelligence Notes involving person subjects were missing perceived race and were not included in the analyses.

Table 6. Intelligence Notes (Percentage of Cumulative Total) by Perceived Race and Source

	Perceived Race							
	Black	East/Southeast Asian	Indigenous Identity ¹	Latino	Middle Eastern*	South Asian	Visible Minority**	White
Citizen Initiated	29	1	1	1	4	4	1	76
Police Initiated	115	8	8	5	21	4	2	233
Total	144 (28%)	9 (2%)	9 (2%)	6 (1%)	25 (5%)	8 (2%)	3 (1%)	309 (60%)
Disparity Ratio	.47	.03	.03	.02	.08	.03	.02	

Note: Missing perceived race information from 42 Intelligence Notes, making the cumulative total 513

¹ Includes “First Nations,” “Metis,” “Inuit,” and “Multiple Indigenous Responses” categories from the 2021 Census Data

* Includes “Arab” and “West Asian” categories from the 2021 Census Data

** Includes “Visible minority, n.i.e.” and “Multiple visible minorities” categories from the 2021 Census Data

Table 7. Percentage of Intelligence Notes by Perceived Race, Percentage of Local Population by Self-Identified Race (2021 Census) and Disproportionality Ratios

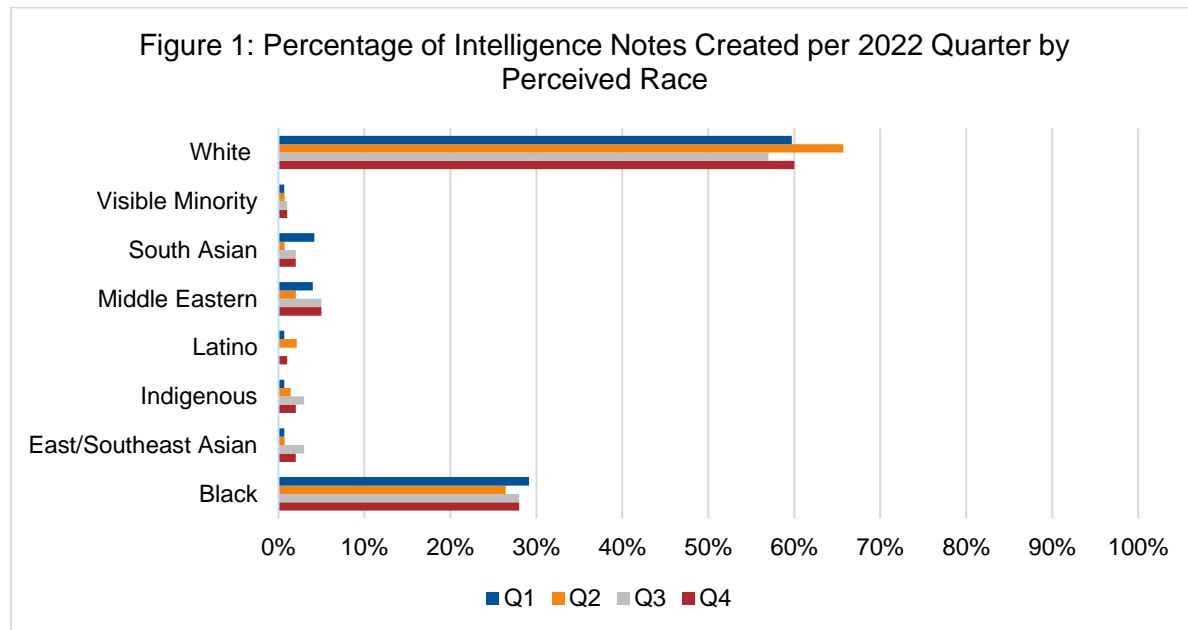
	Race							
	Black	East/Southeast Asian	Indigenous Identity	Latino	Middle Eastern	South Asian	Visible Minority	White
Intelligence Notes	28%	2%	2%	1%	5%	2%	1%	60%
Population	4.7%	6.8%	1.7%	2.2%	3.0%	9.7%	1.6%	70.3%
Disproportion Ratio	5.96	.29	1.18	.45	1.67	.21	.63	.85

Table 8. Intelligence Notes by Rationale (Type) and Perceived Race

	Perceived Race								Total
	Black	East/Southeast Asian	Indigenous Identity	Latino	Middle Eastern	South Asian	Visible Minority	White	
Break&Enter/Theft/Robbery	6	1	3		4			48	62
Criminal Association	10		2	1	2		1	31	47
Drugs/Drug Trafficking	68	5	3	2	10	6	1	157	252

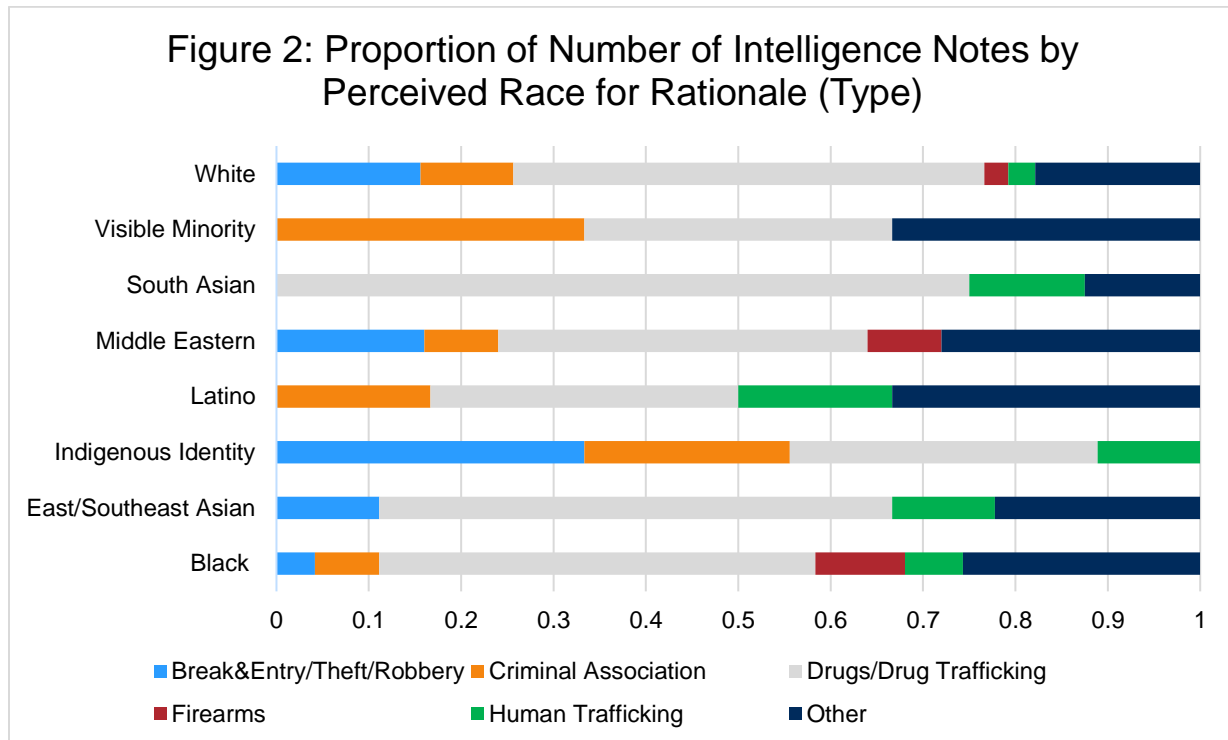
	Black	East/Southeast Asian	Indigenous Identity	Latino	Middle Eastern	South Asian	Visible Minority	White	Total
Firearms	14				2			8	24
Human Trafficking	9	1	1	1		1		9	22
Other	37	2		2	7	1	1	55	105
Total	144	9	9	6	25	8	3	308	512

Comparing racialized groups within Intelligence Notes across 2022 (Figure 1), the percentage of Notes involving East/Southeast Asian (-1%) and Indigenous (-1%) individuals decreased between Q3 and Q4. The percentage of Notes involving Latino (+1%) and White (+3%) individuals increased slightly between Q3 and Q4. Both Q2 and Q4 saw a slight increase in the percentage of Notes related to White individuals.



Of the 144 Notes involving Black person subjects, 29 (20%) were Citizen Initiated and 115 (80%) were Police Initiated. Regardless of Source, Notes involving Black individuals were most frequently created for the purposes of monitoring activity related to drugs/drug trafficking (68 Notes, Table 8).

Of the 309 Notes involving White person subjects, 76 (25%) were Citizen Initiated and 233 (75%) were Police Initiated. Notes involving White individuals were most frequently created for the purposes of monitoring activity related to drugs/drug trafficking (157 Notes, Table 8). Keeping the issue of small numbers in mind, there was disparate representation of Black vs. White individuals in Intelligence Notes created for the purpose of monitoring activity related to Firearms (ratio of 4.5) and Human Trafficking (ratio of 2.14, Figure 2).

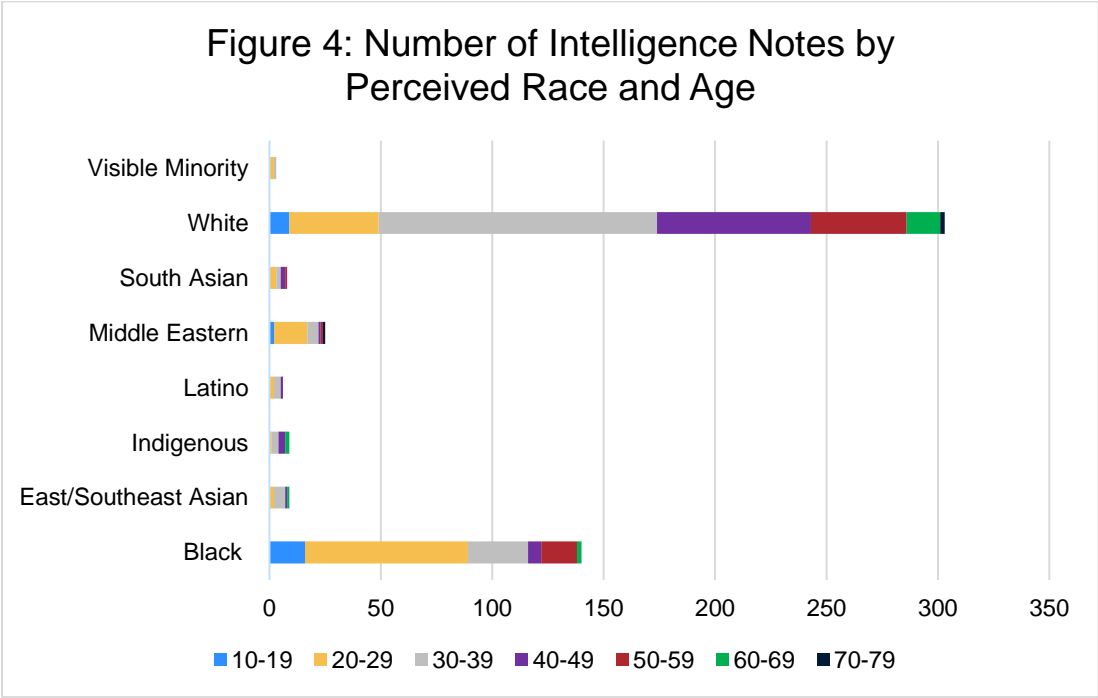
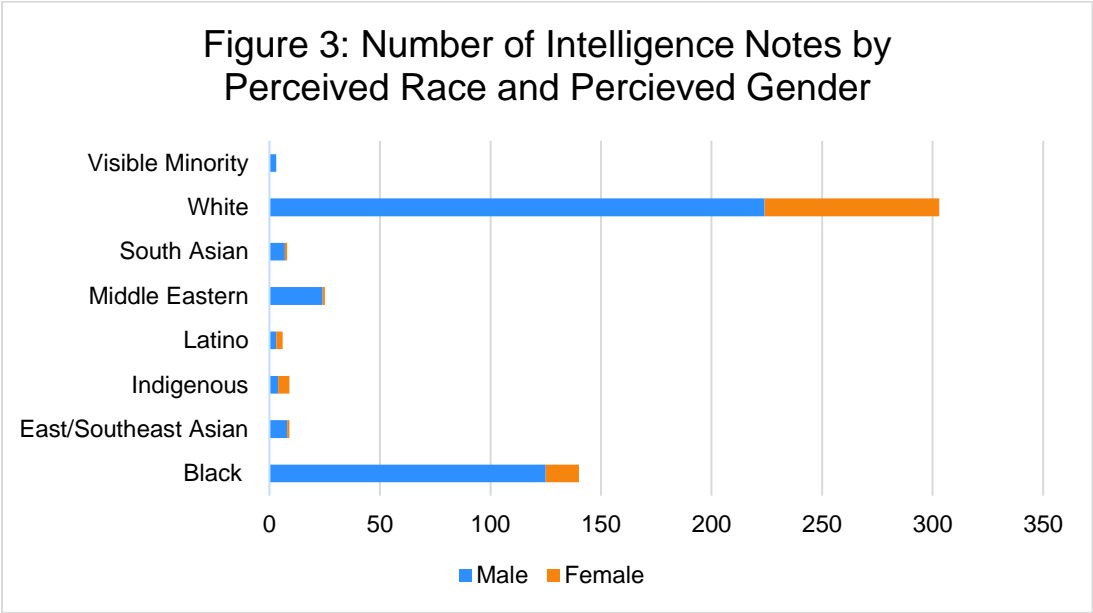


Intersection of Person Characteristics

The intersection of perceived race, gender and age was examined (see Figures 3 and 4).⁵ For males (398 Notes), Intelligence Notes most frequently included White individuals aged 30-39 years (84 Notes, 17% of cumulative total), Black individuals aged 20-29 years (65 Notes, 13% of cumulative total), and White individuals aged 40-49 years (58 Notes, 11% of cumulative total). The amount of Intelligence Notes for the other male x race x age categories contributed to equal or less than 8% of the cumulative total. There was racial disparity in the representation of Black versus White men aged 10-19 years (16 Notes [13% of all Notes on Black Men] vs 4 Notes [2% of all Notes on White men], for a ratio of 7.17) and 20-29 years (65 Notes [52%] vs 24 Notes [11%], for a ratio of 4.85). All other age x race disparity indices for men were less than .60.

For females (105 Notes), Intelligence Notes most frequently included White individuals aged 30-39 years (41 Notes, 8% of cumulative total) and White individuals aged 20-29 years (16 Notes, 3%). The amount of Intelligence Notes for other female x race x age categories contributed to equal or less than 2% of the cumulative total. There was racial disparity in the representation of Black versus White women aged 20-29 years (8 Notes [53% of all Notes on Black women] vs 16 Notes [20% of all Notes on White women], for a ratio of 2.63) and 50-59 years (3 Notes [20%] vs 3 Notes [4%], for a ratio of 5.27). All other age x race disparity indices for women were less than .50.

⁵ 52 Intelligence Notes were missing age, gender, and/or race information, for a cumulative total of 503.



Summary and Future Directions

Overall, Intelligence Notes were created to document Police Initiated observations related to drugs/drug trafficking. The analyses suggest that 20 to 49 year old men were

overrepresented in the 2022 Intelligence Notes. Racial disparity emerged for Black vs. White 10-29 year old men and 20-29 year old women, particularly for Intelligence Notes created to monitor activity related to Firearms and Human Trafficking. WRPS's Race-Based Data Collection Strategy will work towards improving our data collection and analytic practices with the goal of identifying racial disparities that might exist in police-public interactions, and developing tangible actions to address those disparities.

The Intelligence Notes working group and our race-based data collection steering group (which includes academic partners Dr. Lorne Foster and Dr. Les Jacobs) are currently developing a method to better document how Intelligence Notes are used. We aim to generate quality data that can be examined to determine whether there are systemic issues in how this tool is utilized across the Service.

A number of initiatives directly connected to Intelligence Notes are currently underway. These include:

1. Recommended practice for intelligence gathering that conforms to a human rights approach was developed as a result of research studies conducted in 2022. This is now being shared via 2023 In Service Training to support the delivery of bias-neutral policing. This includes training on the Ontario Data Standard's Perceived Race fields.
2. A new reporting tool has been developed to support both the collection and reporting of Intelligence Notes. This form collects additional contextual information underlying Intelligence Notes that will be integrated into reporting for 2023 and onwards.
3. In collaboration with WRPS' external academic partners
 - a. Future research investigating how Intelligence is used across the service will be conducted.
 - b. Statistical techniques (e.g., benchmark analyses, regression modelling) will be explored as tools to provide a better understanding of racial disproportion and disparities, where these exist.

Strategic Business Plan

- To increase transparency and community trust using data and technology
- To use timely, accurate, and relevant information to support informed decision-making and accountability across the organization

Financial and/or Risk Implications

Nil

Attachments

- WRPS Intelligence Notes – 2022 Report

- Presentation – Intelligence Notes Annual 2022

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