



WATERLOO REGIONAL
POLICE SERVICES
BOARD

Report: 2024-042

Subject: WRPS Intelligence Notes – 2023 Q4 and 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: February 21, 2024

Recommendation

For information only.

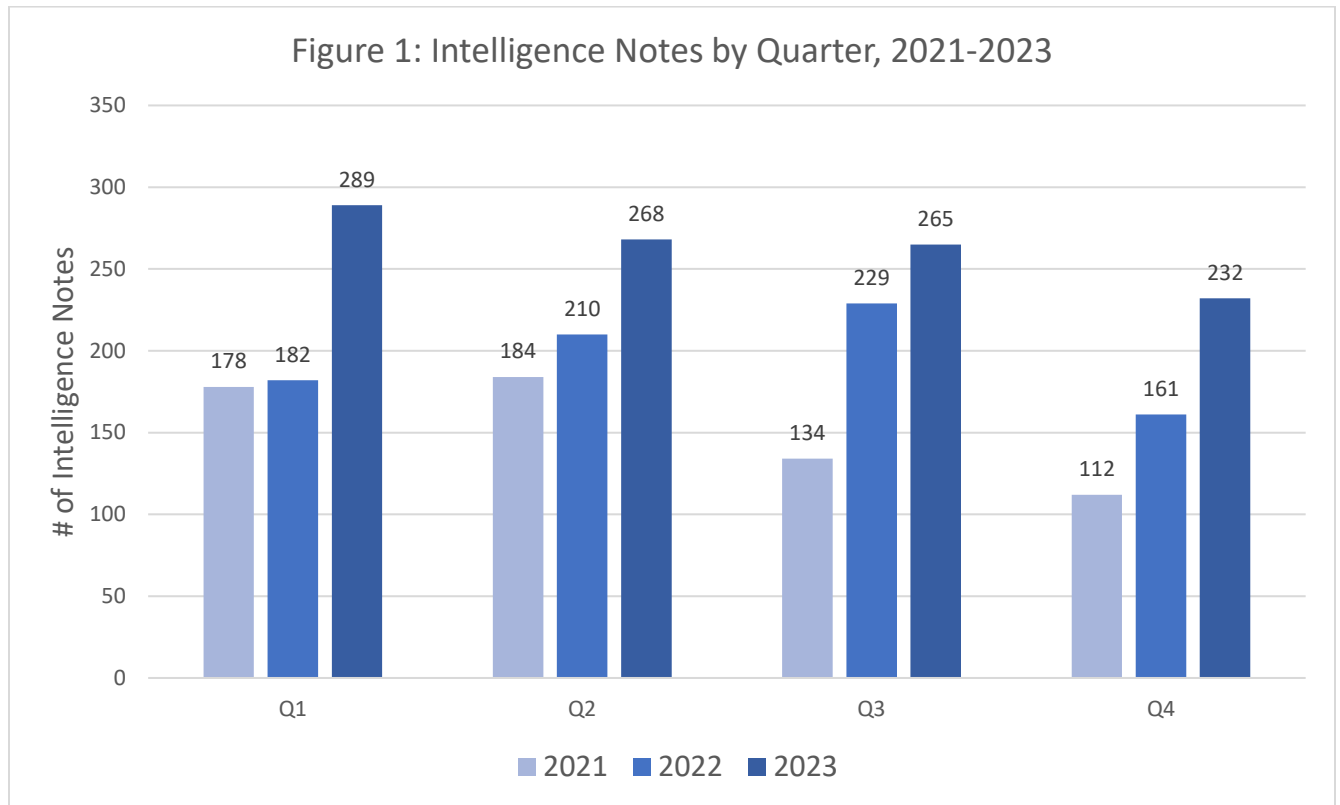
Summary

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, 2023 to December 31, 2023.

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 Notes can be collected where no interaction takes place (observation), where the interaction with the person(s) was first 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 (see Board Report 2024-040).

In 2023, officers generated 647 occurrences which generated 1054 unique Intelligence Notes. This is an increase from 2022, where officers generated 533 occurrences which resulted in 782 Intelligence Notes. This represents a 21% increase in occurrences, and a 35% increase in Intelligence Notes (See Figure 1).



A single occurrence may generate multiple unique Intelligence Notes, each representing a unique subject. Subjects can include: persons, vehicles, or locations. Of the 1054 Intelligence Notes created in 2023, 494 (47%) focused on person subjects (25 individuals were listed in 2 Notes, 1 individual was listed in 3 Notes, and 1 individual was listed in 6 Notes), 334 (32%) focused on locations (1 address was listed in 3 Notes, and 22 addresses were listed in 2 Notes) and 226 (21%) focused on unoccupied vehicles (17 license plates were listed in 2 Notes, 3 license plates were listed in 3 Notes, one license plate was listed in 5 Notes, one license plate was listed in 6 Notes, and one license plate was listed in 7 Notes). Any analyses related to person characteristics below include only the 494 Intelligence Notes related to person subjects.

Intelligence Notes by Source and Rationale

The primary purpose of Intelligence Notes is to record information that assists in preventing and solving crime. Of the 1054 Intelligence Notes created in 2023, 203 (19%) resulted from interactions initiated by a citizen (Citizen Initiated) and 825 (78%) resulted from interactions initiated by a police officer (Police Initiated). 26 Notes (3%) did not provide information on how they were initiated. Of the Police Initiated Notes, the majority (400 Notes) were the result of passive observations (e.g., license plate runs, 340 Notes) or first lawful interactions (traffic stops, 251 Notes; see Table 1).

Table 1. Number of Intelligence Notes by Source and Category, 2023

Source	Category	Overall Number	Overall Percent	Grouped Number	Grouped Percent
Citizen Initiated	Calls for Service	159	15%	203	19%
	Suspicious Person	10	1%		
	Third Party Information	19	2%		
	Other	15	1%		
Police Initiated	Canvassing	27	3%	825	78%
	Directed Location	44	4%		
	Known Person	121	12%		
	Plate Run	340	32%		
	Traffic Stop	251	24%		
	Other	42	4%		
Unknown		26	3%	26	3%
Total		1054	100%	1054	100%

The majority of Intelligence Notes (985 Notes; 93.5%) were created to capture multiple types of information within a single Note. Notes were most frequently created, at least in part, to document associations between people, places, and vehicles (991 Notes; 94%) followed by information related to drugs/drug trafficking (507 Notes; 48%).

Table 2. Number of Intelligence Notes by Source and Rationale (Type of Information), 2023

Rationale	Citizen Initiated	Police Initiated	Unknown	Total Count*	% of Notes
Associations	179	792	20	991	94%
Break & Enter/Robbery	24	149	3	176	17%
Drugs/Drug Trafficking	93	402	12	507	48%
Firearms	37	138	4	179	17%
Fraud	2	14	0	16	2%
Gangs	10	83	2	95	9%
Human Trafficking	22	77	2	101	10%
Officer Safety	17	71	3	91	9%
Organized/Financial Crime	7	22	0	29	3%
Property Crime	12	82	3	97	9%
Other	33	117	7	157	15%

* Counts will sum to greater than 1054 because most Intelligence Notes were created to capture information related to multiple rationales. The % column will sum to greater than 100% for the same reason.

Intelligence Notes by Zone Location

Officers provide information about location using WRPS Zones when completing Intelligence Notes. The top 5 Zones most frequently represented in Intelligence Notes were spread across the Region, including one in Cambridge (S6), two in Kitchener (C3, C6), and two in Waterloo (N3, N4). Regardless of the zone, Intelligence Notes were most frequently created to document associations between individuals, places, and vehicles, followed by information related to drugs/drug trafficking (Table 3).

The third most frequent rationale for Intelligence Notes varied by zone. In Cambridge (S2), 24% of Intelligence Notes were related to Human Trafficking, compared to only 10% when looking at all the Intelligence Notes created in 2023. In Kitchener (C3, C6), roughly 20% and 24% of Notes captured information related to Firearms, compared to 17% when looking at all Intelligence Notes created in 2023. One zone in Waterloo (N3) had proportionately more Intelligence Notes pertaining to Break & Enters/Robbery (26% as compared to 17% of all Intelligences notes created in 2023). And the final Top 5 in Waterloo (N4) had proportionately more Intelligence Notes pertaining to Gangs (27% as compared to 9% of all Intelligences Notes created in 2023).

Table 3. Number of Intelligence Notes for the Top 5 Locations, 2023

City	Zone	Total Number of Intelligence Notes	Most common rationales
Cambridge	S6	88 (8%)	Associations (93%); Drugs/Drug Trafficking (59%); Human Trafficking (24%)
Waterloo	N3	81 (8%)	Associations (96%); Drugs/Drug Trafficking (46%); B&E/Robbery (26%)
Kitchener	C6	80 (7.5%)	Associations (97.5%); Drugs/Drug Trafficking (64%); Firearms (24%)
Kitchener	C3	79 (7%)	Associations (96%); Drugs/Drug Trafficking (51%); Firearms (20%)
Waterloo	N4	63 (6%)	Associations (98%); Drugs/Drug Trafficking (30%); Gangs (27%)

Person Subject Characteristics

To meet the requirements of Ontario's Anti-Racism Act (2017), the Ontario Data Standards for the Identification and Monitoring of Systemic Racism (2018), and WRPS's Race-Based Data Collection Strategy (RBDCS), analyses on person characteristics for the 494 Intelligence Notes related to person subjects are reported below. For all

analyses, we focus on *perceived* characteristics, for the purpose of identifying and monitoring systemic bias (Ontario Data Standards, 2018).

The 494 Intelligence Notes captured information related to 462 unique person subjects. Of the 462 individuals, 27 (5%) were without a fixed address, 79 (16%) did not report a permanent residence within in the Region, and 40 (8%) had no residence information recorded.

WRPS's RBDCS is focused on examining overrepresentation through the use of Enforcement Action Benchmarking where the number of individuals within groups was compared to an appropriate reference group (Ontario Data Standards, 2018). Disproportionalities are also reported by comparing the proportional group size to local resident population for the Kitchener-Cambridge-Waterloo Census Metropolitan Area (CMA; 2021 Census).^{1,2} For both indices, ratio values greater than 1 indicate overrepresentation. Generally, ratio values of 1.5 or higher are used within the justice sector to flag concerning overrepresentation (Wortley, 2018).

Perceived Age. Information was missing from 130 Intelligence Notes, resulting in a cumulative total of 364 Notes for analyses related to perceived age. Intelligence Notes most frequently involved individuals perceived to be between 18 to 29-years-old (41%, Table 4).

Disproportionality. The proportional representation of age groups based on local resident population is presented in Table 4. When compared against this, 18- to 39-year-olds were overrepresented within the 2023 Intelligence Notes. All other age categories did not cross the threshold for overrepresentation.

Enforcement Action Benchmarking. Intelligence Notes were not equally distributed across the age groups, $X^2(5) = 260.43, p < .001$. Equal representation across age would be reflected by having around 17% of Intelligence Notes (~61 Notes) for each age group. Instead, 18-39-year-olds were overrepresented in the data.

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.

Table 4. Intelligence Notes (percentage of cumulative total) by Age and Source, 2023

	Age							Total
	12-17	18-29	30-39	40-49	50-59	60-69	70-79	
Citizen Initiated	4	55	43	17	4	2		125 (34%)
Police Initiated	6	95	61	42	25	10		239 (66%)
Total (%)†	10 (3%)	150 (41%)	104 (29%)	59 (16%)	29 (8%)	12 (3%)		364
Population	12%	15.2%	14.6%	12.8%	12.9%	10.6%	6.8%	
Disproportion ratio	.25	2.70	1.99	1.25	0.62	0.28		

Perceived Gender. Information was missing from 4 Intelligence Notes, resulting in a cumulative total of 490 Notes for analyses related to perceived gender. The majority of Intelligence Notes were on person subjects perceived to be male (376, 77%, Table 5).

Disproportion. Disproportion ratios also indicate that men were overrepresented in Intelligence Notes (Table 5). For 2023, proportional representation based on local resident population would be reflected by having men as the subject person of 245 Notes, not 376.

Enforcement Action Benchmarking. Intelligence Notes were not equally distributed by gender, $X^2(1) = 140.09, p < .001$. Equal representation by gender would be reflected by having 245 Intelligence Notes for each gender group. Males were overrepresented in Intelligence Notes in 2023.

Table 5. Intelligence Notes (percentage of cumulative total) by Perceived Gender and Source, 2023

	Perceived Gender		Total
	Female	Male	
Citizen Initiated	39	110	149 (30%)
Police Initiated	75	266	341 (70%)
Total (%)*	114 (23%)	376 (77%)	490
Population	50.2%	49.8%	
Disproportion Ratio	0.46	1.55	

Perceived Race. Information was missing from 42 Intelligence Notes, resulting in a cumulative total of 478 Notes for analyses related to perceived race. Intelligence Notes most frequently involved White person subjects (254 Notes, 54%) followed by Black person subjects (137 Notes, 29%, Table 6).

Disproportion. Representation based on 2021 local resident population, indicates that Black (ratio of 6.17) and Middle Eastern (ratio of 3.67) individuals were overrepresented in 2023 Intelligence Notes. Caution is needed as some ratios reflect small numbers;

perceived representation will be extremely sensitive to the addition (or removal) of a few Intelligence Notes per category.

Enforcement Action Benchmarking. In accordance with the Ontario Data Standards (2018), the proportion of White person subjects was used as the point of contrast as one method for examining racial overrepresentation within Intelligence Notes. Based on this analyses, there was no evidence of overrepresentation. The proportional representation in Intelligence Notes for any perceived racialized group did not exceed the representation of White person subjects (all ratios < .54).

As part of WRPS' Enforcement Action Benchmarking strategy, we examined the intersection of race-based data and the rationale for creating the Intelligence Note (see Table 7). We found that there was overrepresentation of Black (ratio = 2.95), East/Southeast Asian (ratio = 2.06), and Middle Eastern (ratio = 3.39) individuals in Intelligence Notes related to Breaking & Enter/Robbery. Additionally, we found overrepresentation of Black (ratio = 2.08) and East/Southeast Asian (ratio = 1.86) individuals in Intelligence Notes related to Firearms. Finally, Black (ratio = 1.90), East/Southeast Asian (ratio = 2.93), and Latino (ratio = 3.92) individuals were overrepresented in Intelligence Notes related to Human Trafficking. Note, specifically in the context of the East/Southeast Asian and Latino groups, some benchmark ratios are calculated on the basis of very few Intelligence Notes and should be interpreted with caution.

Table 6. Intelligence Notes (Percentage of Cumulative Total) by Perceived Race and Source, 2023

	Black	East/Southeast Asian	Indigenous Identity [†]	Latino	Middle Eastern*	South Asian	White
Citizen Initiated	45	4	1	2	15	1	77
Police Initiated	92	10	0	5	36	8	182
Total	137 (29%)	14 (3%)	1 (0.2%)	7 (1%)	51 (11%)	9 (2%)	259 (54%)
Population	4.7%	6.8%	1.7%	2.2%	3.0%	9.7%	72.0%
Disproportion Ratio	6.17	0.44	0.12	0.45	3.67	0.21	0.75
Enforcement Action Ratio	0.54	0.06	0.004	0.02	0.20	0.04	

[†] 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

Table 7. Intelligence Notes by Rationale (Type) and Perceived Race. Percentages represent the representation within each perceived race category (e.g., 100% means 100% of Notes for that given race category were related to that Rationale), 2023

Rationale	Perceived Race							Total
	Black	East/Southeast Asian	Indigenous	Latino	Middle Eastern	South Asian	White	
Associations	132 (96%)	14 (100%)	1 (100%)	7 (100%)	49 (96%)	9 (100%)	246 (95%)	458
Break & Enter/Robbery	42 (31%)	3 (21%)	1 (100%)		18 (35%)	1 (11%)	27 (10%)	92
Drugs/Drug Trafficking	55 (40%)	4 (29%)		4 (57%)	12 (24%)	5 (56%)	127 (49%)	207
Firearms	44 (32%)	4 (29%)		1 (14%)	7 (14%)	2 (22%)	40 (15%)	98
Fraud	2 (1%)	1 (7%)			1 (2%)		6 (2%)	10
Gangs	12 (9%)	1 (7%)		1 (14%)	2 (4%)	1 (11%)	35 (14%)	52
Human Trafficking	19 (14%)	3 (21%)		2 (29%)	1 (2%)		19 (7%)	44
Officer Safety	9 (7%)				4 (8%)	1 (11%)	26 (10%)	40
Organized/Financial Crime	7 (5%)						11 (4%)	18
Property Crime	5 (4%)	2 (14%)			3 (6%)		28 (11%)	38
Other	17 (12%)	1 (7%)			20 (39%)	1 (11%)	35 (14%)	74

Intersection of Person Characteristics

The intersection of perceived race, gender and age was examined (see Figures 3 and 4).³ For males (277 Notes), Intelligence Notes most frequently included Black individuals aged 18-29 years (43 Notes; 12% of the cumulative total), White individuals aged 30-39 years (42 Notes, 12% of cumulative total), and White individuals aged 40-49 years (33 Notes, 9% of cumulative total). The amount of Intelligence Notes for the other male x race x age categories contributed to less than 8% of the cumulative total.

Enforcement Action benchmarking revealed an overrepresentation of Black versus White men aged 18-29 years (43 Notes [52% of all Notes on Black Men] vs 24 Notes [17.6% of all Notes on White men], for a ratio of 2.95). Additionally, there was overrepresentation of Middle Eastern versus White men aged 18-29 years (28 Notes [77.8% of all Notes on Middle Eastern Men] vs 24 Notes [17.6% of all Notes on White Men], for a ratio of 4.42). All other race x age ratios fell below the threshold of 1.5.

For females (85 Notes), Intelligence Notes most frequently included White individuals aged 18-29 years (29 Notes, 8% of cumulative total) and White individuals aged 30-39 years (25 Notes, 7%). The amount of Intelligence Notes for other female x race x age categories contributed to equal or less than 2% of the cumulative total.

Enforcement Action benchmarking revealed an overrepresentation of Black versus White women aged 18-29 years (8 Notes [67% of all Notes on Black women] vs 29 Notes [43% of all Notes on White women], for a ratio of 1.56). All other race x age ratios for women fell below 1.5.

³ Only the 364 Intelligence Notes that included information on perceived age, gender, and race, were included. Notes that were missing even one of the above 3 mentioned pieces of information were excluded from this section of analysis.

Figure 2: Number of Intelligence Notes by Perceived Race and Gender, 2023

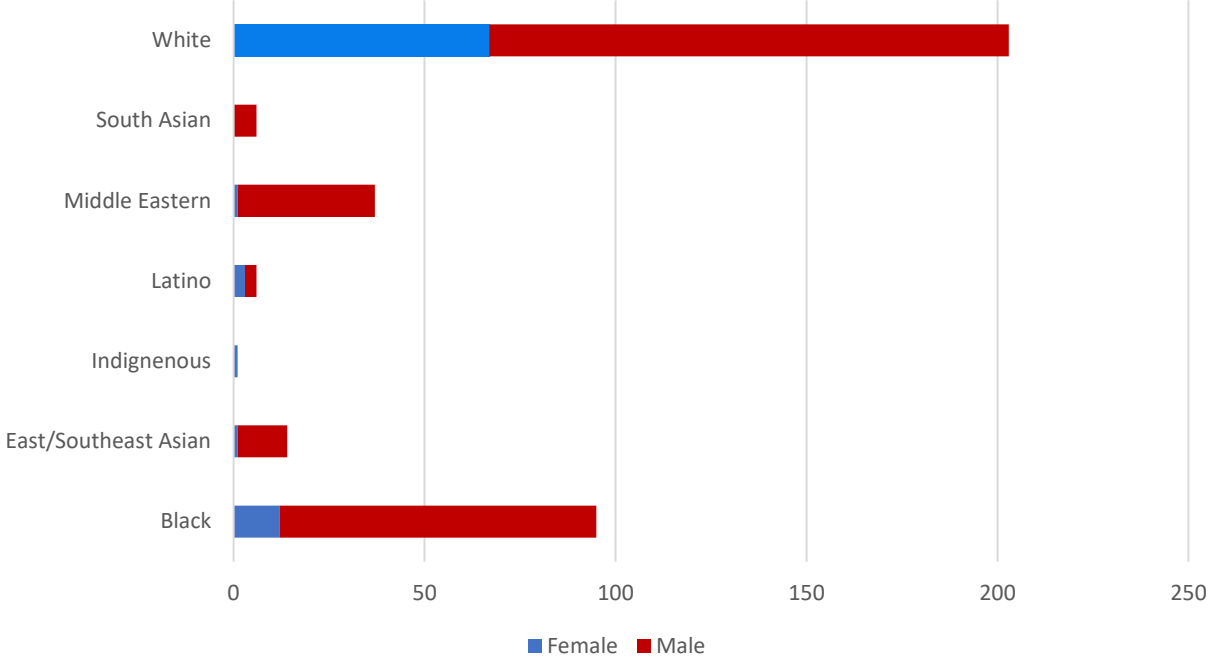
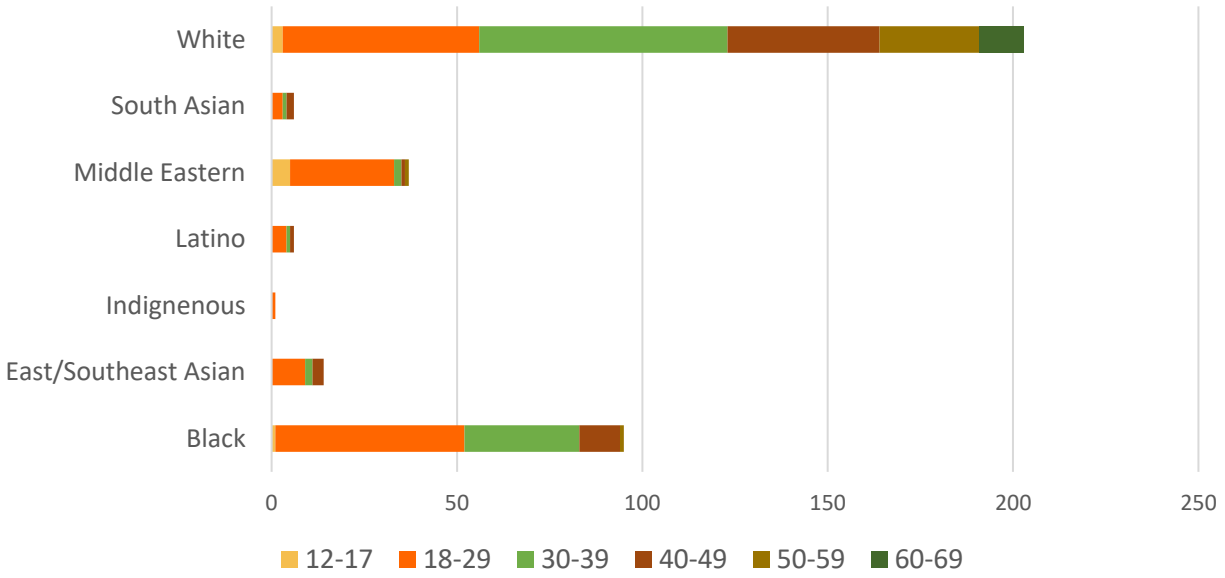


Figure 3: Number of Intelligence Notes by Perceived Race and Age, 2023



Year-to-Year Comparison

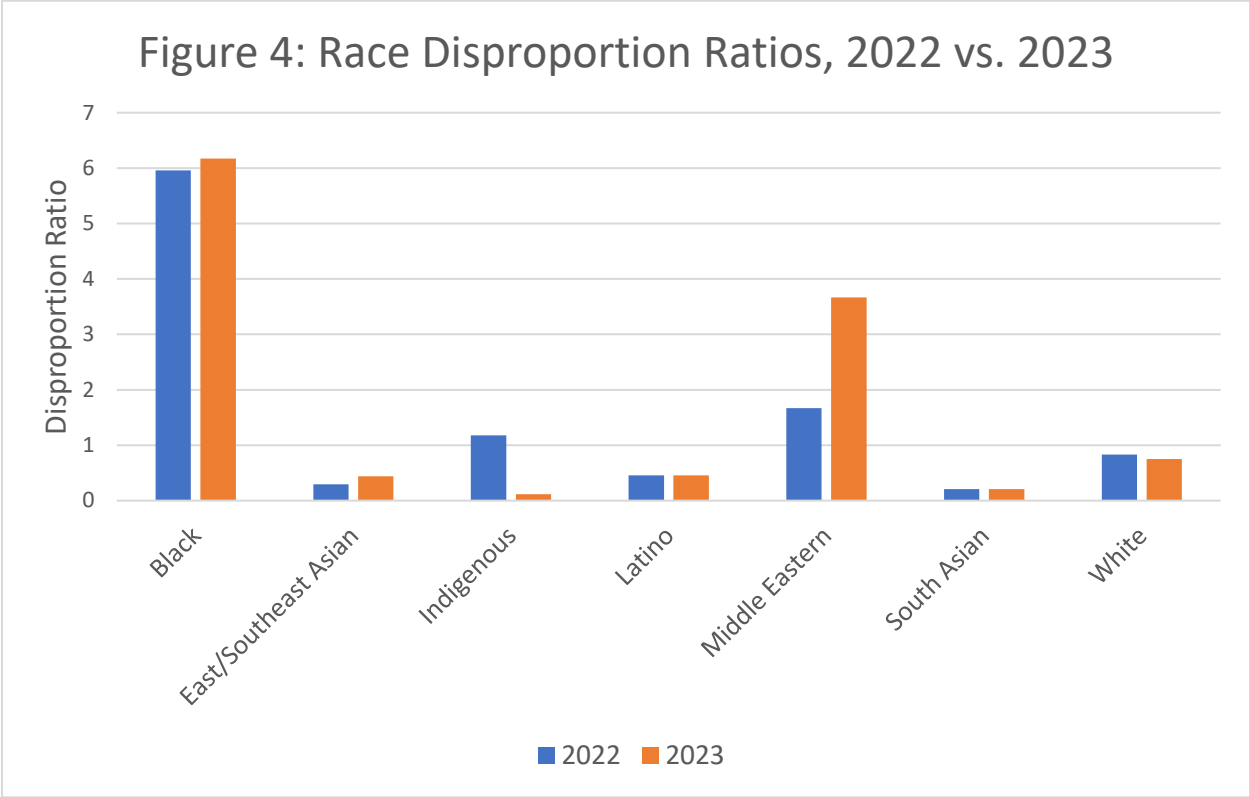
In 2023, In-Service Training presented race-based data collection in the context of Intelligence Notes. Because of this, the number of Intelligence Notes in 2023 increased by 35% relative to 2022.

Perceived Race

Relative to 2022, the representation of racial categories in Intelligence Notes remained stable, except for Middle Eastern which saw an increase in representation (11% in 2023 vs. 5% in 2022) and Indigenous which saw a decrease in representation (0.2% in 2023 vs. 2% in 2022; see Figure 4; see Table 8). The benchmark ratios for most racialized groups increased relative to 2022, partly due to the slight decrease in the representation of White individuals in Intelligence Notes (54% in 2023 vs. 60% in 2022).

Table 8. Intelligence Notes (percentage of cumulative total) by Perceived Race, 2022 and 2023.

Perceived Race	2022		2023	
	Count	Percentage	Count	Percentage
Black	144	28%	137	29%
East/Southeast Asian	9	2%	14	3%
Indigenous	9	2%	1	0.2%
Latino	6	1%	7	1%
Middle Eastern	25	5%	51	11%
South Asian	3	1%	9	2%
White	309	60%	259	54%
Total	505	100%	478	100%



Perceived Gender

Relative to 2022, the representation of perceived gender categories in Intelligence Notes remained stable. See Figure 5 for a comparison of disproportion ratios between 2022 and 2023.

Similar to 2022, we saw that racialized males were overrepresented in the data, when benchmarked against White males. The benchmark ratios for Middle Eastern and South Asian males in 2023 exceeded the critical threshold for overrepresentation (1.5, see Figure 6).

Figure 5: Gender Disproportion Ratios, 2022 vs. 2023

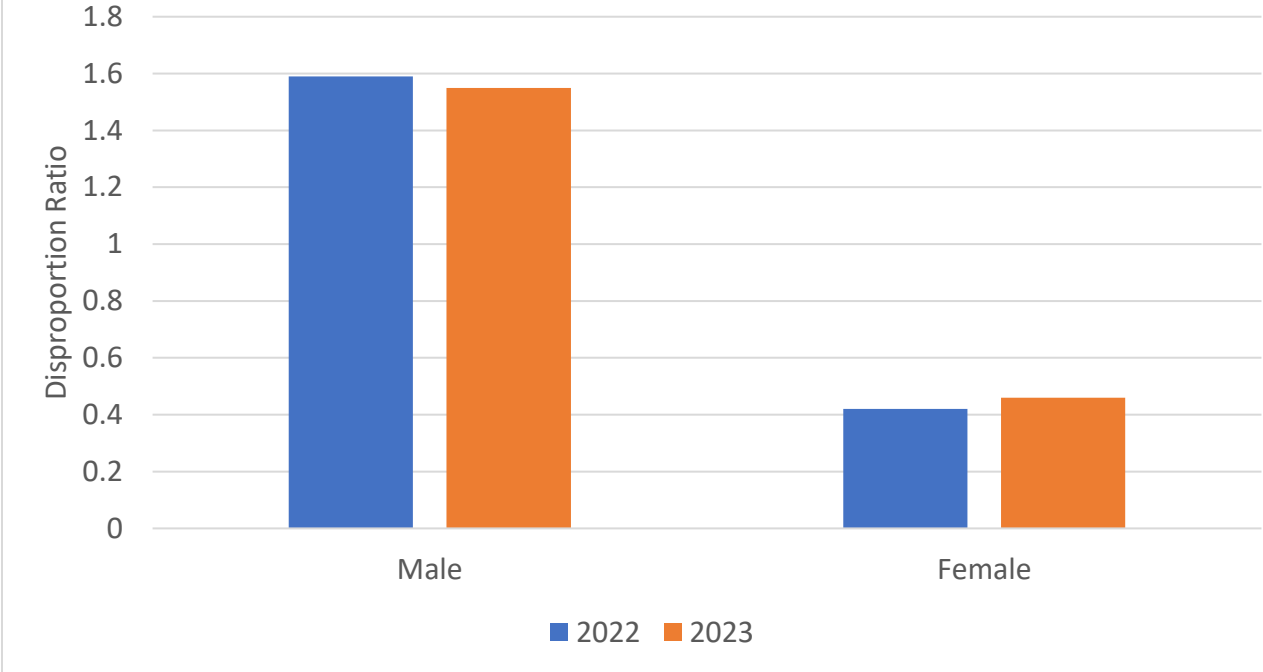
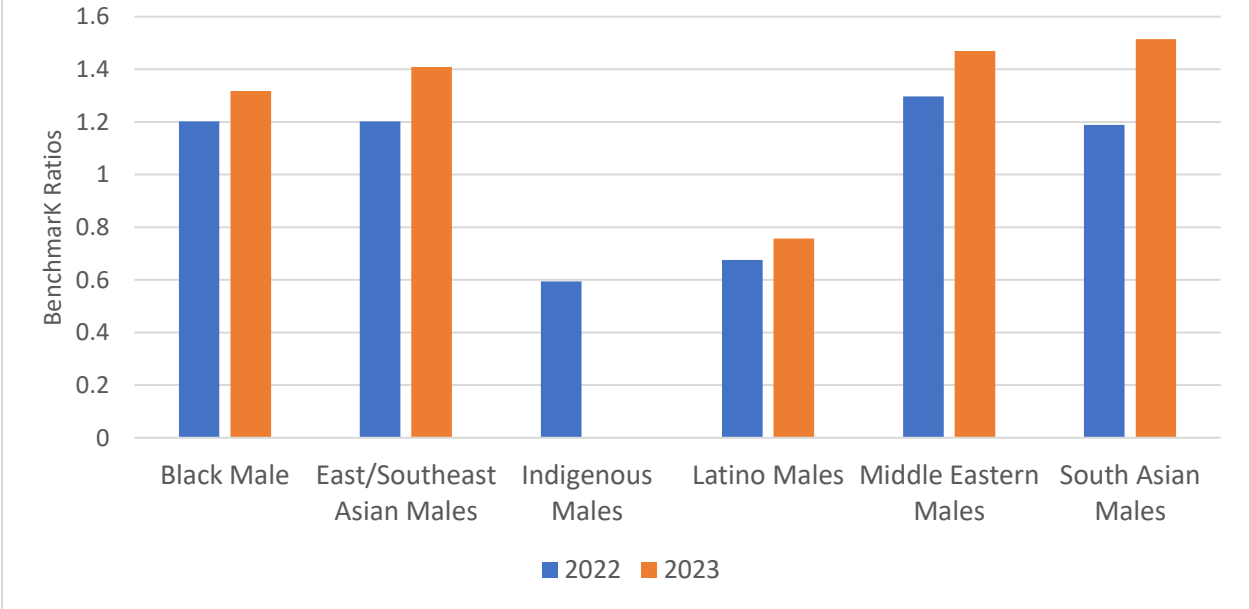


Figure 6: Benchmark Ratios for Racialized Males vs. White Males, 2022 vs. 2023



Perceived Age

For this 2023 Annual Report, analyses focused on Perceived Age, rather than age based on date of birth which was presented in the 2022 Annual Report. For this reason, no year-to-year comparison was conducted.

Summary and Future Directions

There was an increase in the number of Intelligence Notes created in 2023, as compared to 2022. This likely reflects the fact that race-based data collection in the context of Intelligence Notes was delivered during In-Service Training in 2023. Intelligence Notes were most frequently initiated by Officers and created to capture multiple types of information, in particular to document associations between people, locations, and vehicles, and information related to drugs/drug trafficking.

While the number of Intelligence Notes increased as compared to 2022, the proportion of Notes that focused on Person Subjects decreased by 5% in 2023. When examining the person characteristics of these Intelligence Notes, we observed that Black and Middle Eastern 18- to 29-year-old men and Black 18- to 29-year-old women were overrepresented as compared to their White counterparts. Further, there was overrepresentation in Intelligence Notes created for particular purposes; Black, East/Southeast Asian, and Middle Eastern individuals were overrepresented in Notes in relation to Breaking & Entering/Robbery; Black and East/Southeast Asian individuals were overrepresented in Notes related to Firearms; and Black, East/Southeast Asian, and Latino individuals were overrepresented in Notes related to Human Trafficking.

2023 represents the second full year of data collection with consistent perceived race categories, allowing for a yearly comparison. In comparison to 2022, benchmark ratios revealed a jump in the overrepresentation of racialized men in 2023 Intelligence Notes. This was partly driven by the decreased number of Intelligence Notes created for White men during this time period. It is important to note when discussing overrepresentation that some ratios are based on small numbers. Trends must be monitored long-term as the addition or removal of a small number of cases can vastly change the pattern of results.

Currently, the Intelligence Notes working group is developing metrics to better understand how Intelligence Notes are used across the Service. Input and feedback will be solicited through race-based data community engagement events.

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 – 2023 Q4 and Annual Presentation.

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