

**Race Data and Traffic Stops in Ottawa, 2013-2015:  
A Report on Ottawa and the Police Districts**

Submitted to

**Ottawa Police Services Board**

and

**Ottawa Police Service**

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# Table of Contents

	Page
Executive Summary	3
<b>Part I: Project Findings</b>	
Introduction	8
Data Collection	10
Research Findings on Ottawa	11
Section A: Incidences of Traffic Stops	11
Section B: Reasons for Traffic Stops	20
Section C: Outcomes of Traffic Stops	22
A More Integrated Picture	25
Conclusion	28
Recommendations	31
<b>Part II: Police Districts</b>	33
Research Findings on Police Districts	34
Section A: Incidences of Traffic Stops	35
Section B: Reasons for Traffic Stops	39
Section C: Outcomes of Traffic Stops	40
<b>Part III: Technical Notes</b>	46
Note 1: Race Categories	47
Note 2: Methodology	48
Note 3: Ottawa Police Service’s Traffic Stops Data Set	53
Note 4: Police Districts – Statistics	55

# Executive Summary

This report provides a city overview of the findings of the Ottawa Police Service's Traffic Stop Race Data Collection Project (TSRDCP), a pioneering community-based research project that involved undertaking the largest race based data collection in Canadian policing history. The project arose from an agreement between the Ontario Human Rights Commission (OHRC) and the Ottawa Police Services Board (Board), the Ottawa Police Service (OPS). The OHRC and the OPS believe that race based data collection is part of an organizational approach to ensuring bias-neutral policing services. Full information regarding the agreement is available online at [ottawapolice.ca/race](http://ottawapolice.ca/race).

The Traffic Stop Race Data Collection Project required police officers to record their perception of the driver's race, by observation only, for traffic stops over a two-year period from June 27, 2013 to June 26, 2015. A total of 81,902 records of traffic stops were examined for this Report. Each record included complete information on race, sex and age, along with complete information on police districts, reasons for traffic stops and outcomes. The record did not include the time of day nor the neighbourhood where the stop occurred. The officers entering the race data reported perceiving the race of the driver prior to the stop in 11.4% of the cases.

This research project addresses three issues:

**INCIDENCES OF TRAFFIC STOPS** - Do drivers of different race groups have disproportionately high incidences of traffic stops, when compared with their respective driver populations in Ottawa? Research findings showed that:

- The study examines 81,902 traffic stops where officers recorded their perception of the driver's race: 69.3% White (56,776), 12.3% Middle Easterner (10,066), 8.8% Black (7,238), 4.7% E.Asian/SE Asian (3,875), 2.7% S. Asian (2,195), 1.9% Other racialized minorities (1,545), and .3% Indigenous Peoples (207).
- In Ottawa, Middle Easterner and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops. Middle Easterner Drivers were stopped 10066 times, which constituted about 12.3% of the total stops over the two year period. However, these drivers represent less than 4% of the total driving population in Ottawa. This means that Middle Easterner Drivers were stopped 3.3 times more than what you would expect based on their population. Black Drivers were stopped 7238 times, which constituted about 8.8% of the total stops over the two-year period. However, these drivers represent less than 4% of the total driving

population in Ottawa. This means that Black Drivers were stopped 2.3 times more than what you would expect based on their population.

- With the exception of Indigenous peoples, men aged 16-24 of all race groups (including White) have disproportionately high incidences of traffic stops. The disproportionalities ranged from 64.21% (E. Asian/ S.E. Asian) to 1100.39% (Middle Easterner).
- Middle Easterner Male Drivers aged 16-24 were stopped 2302 times, which constituted about 2.8% of the total stops over the two year period. However, these drivers represent less than 0.25% of the total driving population in Ottawa. This means that young Middle Easterner male drivers were stopped 12 times more than what you would expect based on their population. Black Male Drivers aged 16-24 were stopped 1238 times, which constituted about 1.5% of the total stops over the two year period. However, these drivers represent less than 0.2% of the total driving population in Ottawa. This means that young Black male drivers were stopped 8.3 times more than what you would expect based on their population. White Male Drivers aged 16-24 were stopped 6172 times, which constituted about 7.5% of the total stops over the two year period. However, these drivers represent about 4.3% of the total driving population in Ottawa. This means that young White male drivers were stopped 1.7 times more than what you would expect based on their population.

**REASONS FOR TRAFFIC STOPS** - Do racialized minority drivers experience disproportionately high incidences of specific reasons for traffic stops when compared with their White counterparts in Ottawa? Research findings showed that:

- The findings showed that the reason most used by police officers in traffic stops is “provincial and municipal offenses”. It was used in 79,603 of the 81,902 traffic stops (97.19%). Police officers did not utilize “provincial and municipal offenses” for traffic stops in a disproportional manner for any racial minority groups.
- When compared with the White group, “criminal offences” reason has been used disproportionately by police officers for five of the six racialized minority groups. The data is inconclusive about Indigenous peoples with regard to this issue because the number of stops citing “criminal offenses” was too low to draw any conclusions.

- Similarly, “suspicious activities” reason has been used disproportionately by police officers for four racialized minority group - Indigenous peoples (99.37%), Black (148.40%), Middle Easterner (133.70%), and other racialized minorities (132.78%).

**OUTCOMES OF TRAFFIC STOPS** - Do racialized minority drivers experience disproportionately high incidences of specific outcome of traffic stops when compared with their White counterparts in Ottawa? Research findings showed that:

- All race groups (including White) have received similar proportions of charges (44.65%) from police officers after traffic stops.
- All race groups (including White) have received similar proportions of warnings (41.29%) from police officers after traffic stops.
- Indigenous peoples (37.77%), Black (47.28%), Middle Easterner (36.84%), and other racialized minorities (28.21%) groups experienced disproportionately high incidences of “final (no action)” outcomes of traffic stops.

This study is a correlational study on the relationship between race, sex, age, and traffic stops in Ottawa. It does not deal with the issue of causality. That is to say, it does not explain why and how these factors are related or not related. For this reason, the findings only provide a big picture of traffic stops in the entire capital city of Ottawa, covering a two-year period from 2013 and 2015 – a picture which provides a fresh and pioneering perspective on race and traffic stops in Canada.

## **Recommendations**

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

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

- (2) Develop and implement solutions to address the anomalies of disproportionately high incidences through a review of research findings gathered through the implementation of Recommendation # 1 in consultation with stakeholder groups, race and ethnic communities, and the public.
- (3) Increase positive police-community contact by holding monthly, or regular, relationship-building meetings; train officers and community members together; promote joint police and community committee work particularly in advisory areas; and hold “critical incident” discussions and trainings and annual conferences on police-community relations.
- (4) Continue collecting race data in traffic stops with improved tools and processes; monitor regularly traffic stops issues; place data reports as a regular agenda item on meetings at the level of staff, senior management, and board; and communicate data related to race and traffic stops regularly to the public through quarterly bulletins, press releases, annual reports, and other media.
- (5) Build on its extensive and successful experience with community engagement and develop a multi-year action plan to address the issues of racial disparities in traffic stops raised in this report.
- (6) Make readily available the data collected for this research project on race and traffic stops. The raw data made available should allow for analysis that goes beyond the scope and methodology of this report, but within the legal limits of the *Freedom of Information and Protection of Privacy Act* and the *Municipal Freedom of Information and Protection of Privacy Act*.

**AVAILABILITY OF DATA** – The traffic stop data used for this report is available at <http://www.ottawapolice.ca/en/news-and-community/Traffic-Stop-Race-Data-Collection-ProjectTSRDCP.asp>

## **Part I: Project Findings**

# Part I: Project Findings

## Introduction

This report provides a city overview of the findings of the Ottawa Police Service's Traffic Stop Race Data Collection Project (TSRDGP).

### Background

This race data collection project is derived from the letter of understanding signed between the Ontario Police Service Board and the Ontario Human Rights Commission on April 27, 2012. This settlement agreement was based on the complaint put forward by Chad Aiken, a young Black man, who was pulled over by a police officer in Ottawa. He believed that he was racially profiled and alleged that his right to equal treatment with respect to services without discrimination because of age, colour, ethnic origin, and race.

According to the Minutes of Settlement, the Ottawa Police Service Board agreed to collect race data in traffic stops. It agreed to "begin collecting the data on or before June 27, 2013. The data shall be collected for no less than two (2) full years ("the data collection period"). The data collection period may be extended if recommended by the expert."

### Project Design

Since the Fall of 2012, in preparing for the race data collection project, the Ottawa Police Services has retained the consulting and research services of Dr. Lorne Foster, Dr. Les Jacobs, and Dr. Bobby Siu of York University (York University Research Team).

In developing the framework for the project, Ottawa Police Service and York University Research Team, along with other stakeholder groups, discussed a range of project components including consultations with communities, internal stakeholders, Ottawa Police Association, and the Ontario Human Rights Commission; data requirements; information technology; data collection mechanisms, policies and procedures; data storage; roles and responsibilities; quality assurance; methodology and data limitations; education and training; communications; and schedule of project activities.

### Communication, community and stakeholder consultation

Communication is crucial in gaining supports from the employees of the Ottawa Police Service, the Ottawa Police Association, community members, and the public at large. Prior to rolling out the data collection process, York University Research Team advised the Ottawa Police

Service to communicate clearly senior management's commitment to the project, and the messages were to be cascaded through the middle management to the constable level.

An Ottawa Police Service's project team, led by Inspector Pat Flanagan, was created to carry out the project and provide regular communications updates; and working in partnership with key stakeholders and project partners to ensure meaningful community participation throughout the project.

Project stakeholders include:

- Ottawa Police Services Board;
- Ontario Human Rights Commission;
- Ottawa Police Association;
- Ottawa Police Service Community Police Action Committee (COMPAC); and
- Traffic Stops Race Data Collection Project (TSRDCP) Community Police Advisory Committee.

The Ottawa Police Service also has extensive community outreach strategies and communications tools for reaching community partners and the general public. The cornerstone of OPS community engagement efforts is its Partnership in Action (PIA) framework that aims to identify and build upon community consultation within policing. Under the auspice of the Partnership in Action framework for strategic community engagement and partnerships, the Traffic Stops Race Data Collection Project was able to leverage many existing community relationships established over the years by the OPS, for race data project development purposes. Hence, throughout this project, the internal and external stakeholders, as well as many Ottawa Police Service's community partners were engaged in all stages of the data collection process.

In addition, Ottawa Police Service engaged the public in dialogues on racial profiling issues, and encouraged people to provide ideas and inputs on the project. It has also made project plans, project information, and progress updates regularly available for the public through its website on the project as well as social media. Special community updates were conducted on a regular basis through the community police advisory committee. In addition, community engagement opportunities have been broadened through social media, phone line, e-mail connection, "community ride along with officers", surveys and focus groups, public dialogue session ("Let's Chat Sessions"), and internal sessions for members of the police service.

## **Data Collection**

As this is the first time that the Ottawa Police Service has collected race data in traffic stops, numerous factors had to be considered: state of information technology and data system, officers' capabilities of data collection, data quality assurance, communication, and engagement.

### **Data system**

Through consultation with communities and stakeholder groups, data types were identified -, seven race categories, which correspond to the typology of Statistics Canada, along with their breakdowns in sex and age. Community members' recommendations for collecting data on reasons and outcomes of traffic stops based on race have also been incorporated into the project design. Data breakdowns by police districts in Ottawa have also been provided.

The computer technology used by the Ottawa Police Service was modified to accommodate these data needs. The data collection process was also made more user-friendly and less prone to errors. These modifications enabled the Ottawa Police Service to increase its data quality.

### **Data collection capabilities**

Police officers are responsible for collecting traffic stop data. The technical modifications to include required race categories and other traffic stop data required additional skill development, which the Ottawa Police Service provided through on-line training with a toolkit and coaching. There were also pilot test sessions for detecting errors so that the training model could be improved. York University Research Team was not engaged in the actual training of police officers, but did provide advice on how best to upgrade their data collection skills.

### **Data quality assurance**

A project of this nature depends on the quality of data collected. To ensure high quality data, supervisors were trained through orientation, videos and regular briefings on the data collection mechanisms and detection of collection errors. The Ottawa Police Service also monitored the quality of data collected on a daily basis at the initial stage of data collection, followed by weekly monitoring to identify anomalies. In the early stage of data collection, several types of data entry errors and omissions were detected, and adjustments were made, resulting in significant improvement.

## **Research Findings on Ottawa**

During the two-year period between June 27, 2013 and June 26, 2015, the Ottawa Police Service had non-erroneous data in 120,617 traffic stop records. The traffic stops data was collected by police officers. As this research required the presence of data on Ottawa residents, with their complete information on race, sex and age, along with complete information on police districts, reasons for traffic stops and outcomes, the number of traffic stops which is useable for this research is 81,902.

This analysis of traffic stops with respect of the representation of race groups, with sex and age breakdowns, and the distribution of race groups among reasons for traffic stops and outcomes of traffic stops is based on this data set of 81,902 traffic stops.

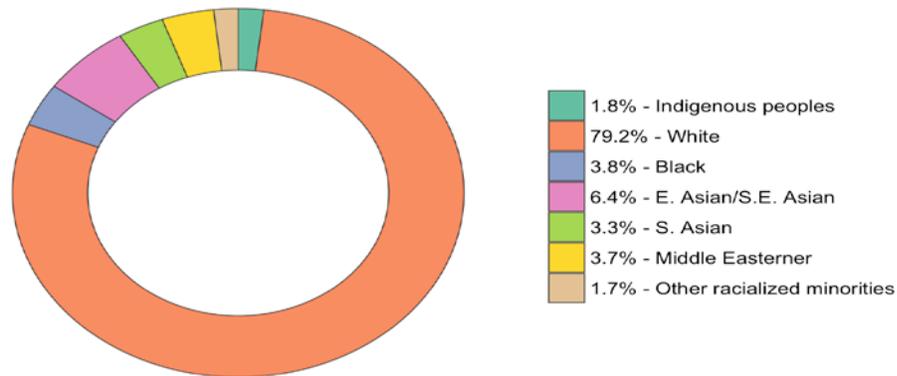
### **Section A: Incidences of Traffic Stops**

The first objective of this research is the determination of whether there are any disproportionately high incidences of race groups, broken down by sex and age, in traffic stops in Ottawa.

For working purposes, data on Ottawa residents was divided into seven race groups (Indigenous peoples, White, Black, East Asian/Southeastern Asian, South Asian, Middle Easterner, and Other Racialized Minorities). They were then divided into male and female which were then subdivided into three age groups: 16-24, 25-54, and 55 and over. In total, there are 42 race subgroups.

The benchmark for measuring disproportionately high incidences of traffic stops is the segment of population in Ottawa, which drive to work using private vehicles (based on the “commute-to-work” population data in the National Household Survey, 2011). There were 286,145 drivers out of a total of 707,665 in the population in Ottawa. Diagram 1 provides a graphic representation of the driver population based on race in Ottawa.

**Diagram 1: Race of Driver Distribution In Ottawa, Based on National Household Survey, 2011**



A comparison of the driver segments (commuters-to-work) and the population of all seven race groups showed that the White group is the only race group whose driver segment is proportionately higher than its population (3.69%), whereas that of the Black group is disproportionately lower than its population (-22.95%). Other racialized minority groups are all proportionately lower than their populations (from -6.18% to -12.12%). This has implications later in our analysis of traffic stops.

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

**Proportions of Driver Segments and Populations, by Race, in Ottawa**

Race Groups	Driver Segments	Populations	Differences in Proportions
Indigenous peoples	1.82%	1.94%	-6.18%
White	79.23%	76.41%	3.69%
Black	3.76%	4.88%	-22.95%
E. Asian/ S.E. Asian	6.41%	6.97%	-8.03%
S. Asian	3.31%	3.69%	-10.29%
Middle Easterner	3.73%	4.11%	-9.24%
Other racialized minorities	1.74%	1.98%	-12.12%
Total	100.00%	100.00%	

The White group is the only race group with a positive percentage, and this means their driver segment is proportionately high. The “20% rule” suggested that the Black group’s difference is disproportionately low, and the differences of other racialized minority groups are just low.

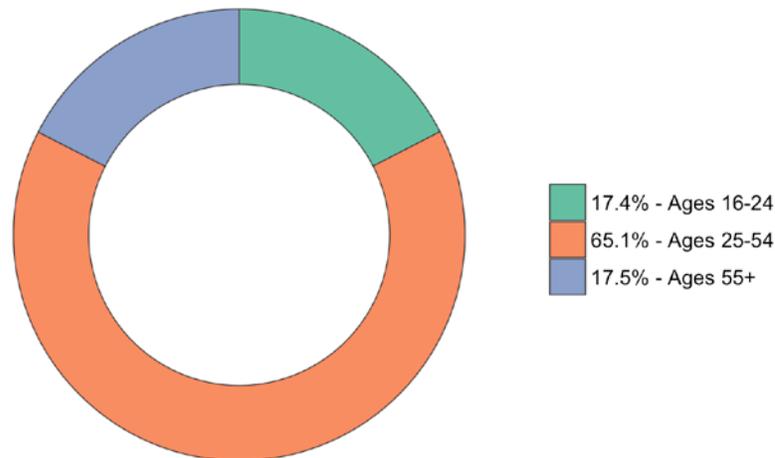
These incidences are indicated by percentages of 20% or over in the differences between traffic stop data and commute-to-work data. When race groups are described as having “disproportionately high incidences in traffic stops” (20% and over), this means they are over-represented in traffic stops when their shares of traffic stops are greater than their shares in the “commute-to-work” driver segments. A zero percentage (0%) in the proportionality of incidences in traffic stops for a race group means the group’s proportion in traffic stops corresponds to its proportion in the driver segment (who commute to work).

## Ottawa

### Findings

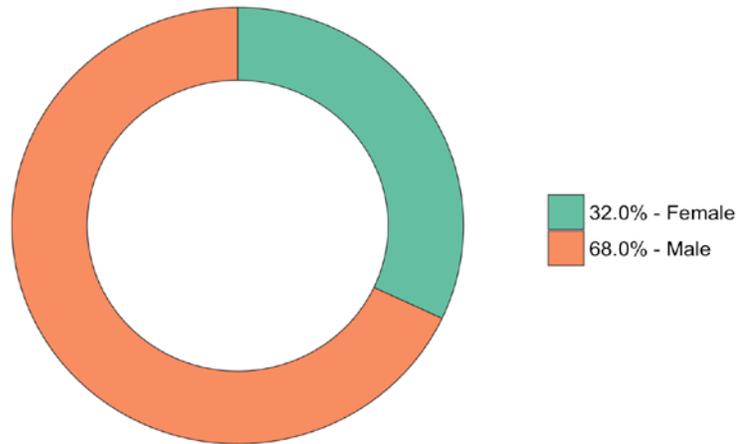
Among the 81,902 traffic stops of Ottawa residents, in addition to race, the findings allow for a breakdown of incidences of traffic stops based on age groupings and sex groupings. The findings, summarized in Diagram 2, show that almost two-thirds of traffic stops involved drivers between the ages of 25 and 54.

**Diagram 2: Age of Driver Distribution Among Traffic Stops**



The findings, summarized in Diagram 3, show that only one third of drivers stopped were women.

**Diagram 3: Sex of Driver Distribution Among Traffic Stops**



The study examines 81,902 traffic stops where officers recorded their perception of the driver's race: 69.3% White (56,776), 12.3% Middle Easterner (10,066), 8.8% Black (7,238), 4.7% E.Asian/SE Asian (3,875), 2.7% S. Asian (2,195), 1.9% Other racialized minorities (1,545), and .3% Indigenous Peoples (207). The officers entering the race data reported perceiving the race of the driver prior to the stop in 11.4% of the cases. Diagram 4 provides an overview of the breakdown of the race of the driver based on the seven race groupings used in the project. The majority (69.3%) of traffic stops involved White drivers.

**Diagram 4: Race of Driver Distribution Among Traffic Stops**

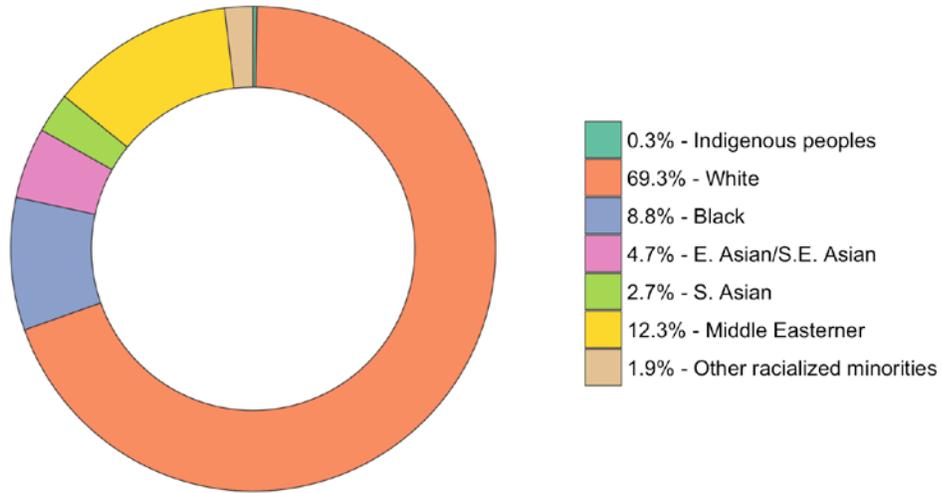
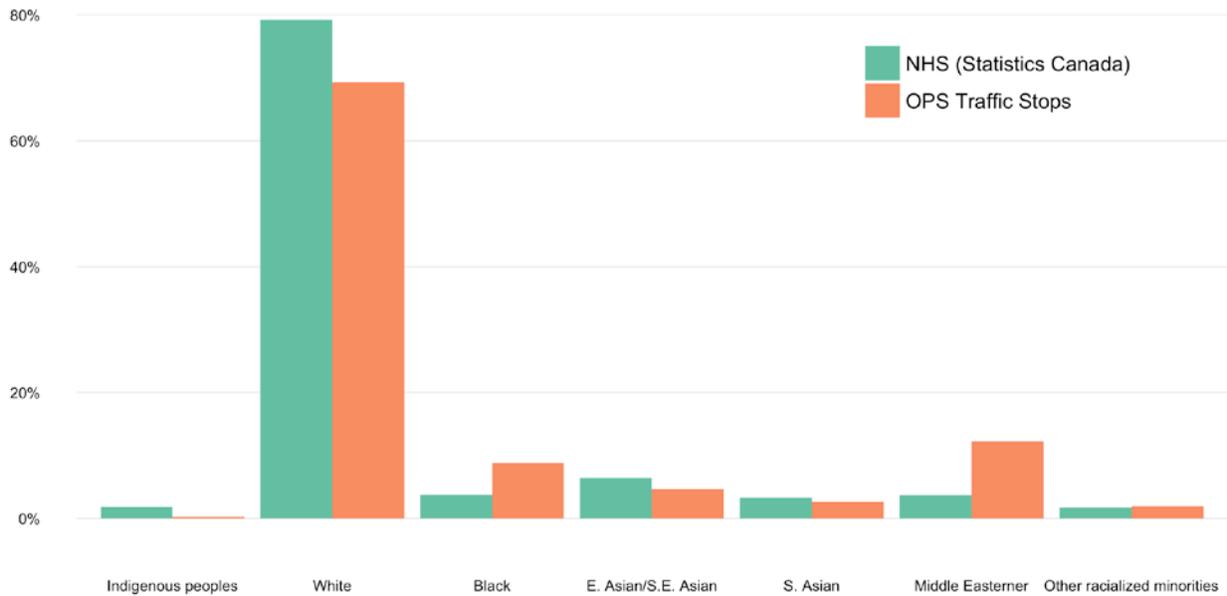


Diagram 5 provides a comparison between race of driver distribution among traffic stops and the National Household Survey.

**Diagram 5: Comparison of Race of Driver Distribution Among Traffic Stops and NHS**



In Ottawa, Middle Easterner and Black groups, irrespective of their sex and age, are the two race groups with disproportionately high incidences of traffic stops. Middle Easterner Drivers were stopped 10066 times, which constituted about 12.3% of the total stops over the two year period. However, these drivers represent less than 4% of the total driving population in Ottawa. This means that Middle Easterner Drivers were stopped 3.3 times more than what you would expect based on their population. Black Drivers were stopped 7238 times, which constituted about 8.8% of the total stops over the two-year period. However, these drivers represent less than 4% of the total driving population in Ottawa. This means that Black Drivers were stopped 2.3 times more than what you would expect based on their population.

Middle Easterner group’s disproportionally high incidences are 229.44% on average, and those of the Black group are 134.80% on average. They are the only two racialized minority groups (among all seven race groups) that have disproportionately high incidents of traffic stops. All other racialized minority groups (except other racialized minorities) have proportionally low incidents of traffic stops. E. Asian/ S.E. Asian group (-26.14%) and Indigenous peoples’ (-86.09%) disproportionalities in traffic stops are even lower. The White group’s incidences of traffic stops (-12.51%) are proportionately low too.

**Proportionalities of Incidences of Traffic Stops, by Race, in Ottawa  
(Arranged in descending order)**

<b>Race Groups</b>	<b>Proportionalities of Incidences of Traffic Stops</b>	<b>Ratio of Share of Traffic Stops to Share of Population (1 + x-y/y)</b>
Middle Easterner	229.44%	3.3
Black	134.80%	2.3
Other racialized minorities	8.61%	1.1
White	-12.51%	0.9
S. Asian	-19.06%	0.8
E. Asian/ S.E. Asian	-26.14%	0.7
Indigenous peoples	-86.09%	0.1

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

In total, among the 42 race subgroups for which traffic stop data is available, there are 17 subgroups with disproportionately high incidences of traffic stops in Ottawa:

- Middle Easterner – 6 subgroups: all age groups among men and women.
- Black – 5 subgroups: all age groups among men and women except Black women age 55 and over.
- Other racialized minorities – 3 subgroups: all age groups among men.
- White – 1 subgroup: men aged 16-24.
- E. Asian/S.E. Asian – 1 subgroup: men aged 16-24.
- S. Asian – 1 subgroup: men aged 16-24.

Middle Easterner and Black groups constituted eight of the top 10 subgroups with disproportionately highest incidences of traffic stops (ranging from 1100.39% for Middle Easterner men aged 16-24 to 78.97% for Black women aged 16-24).

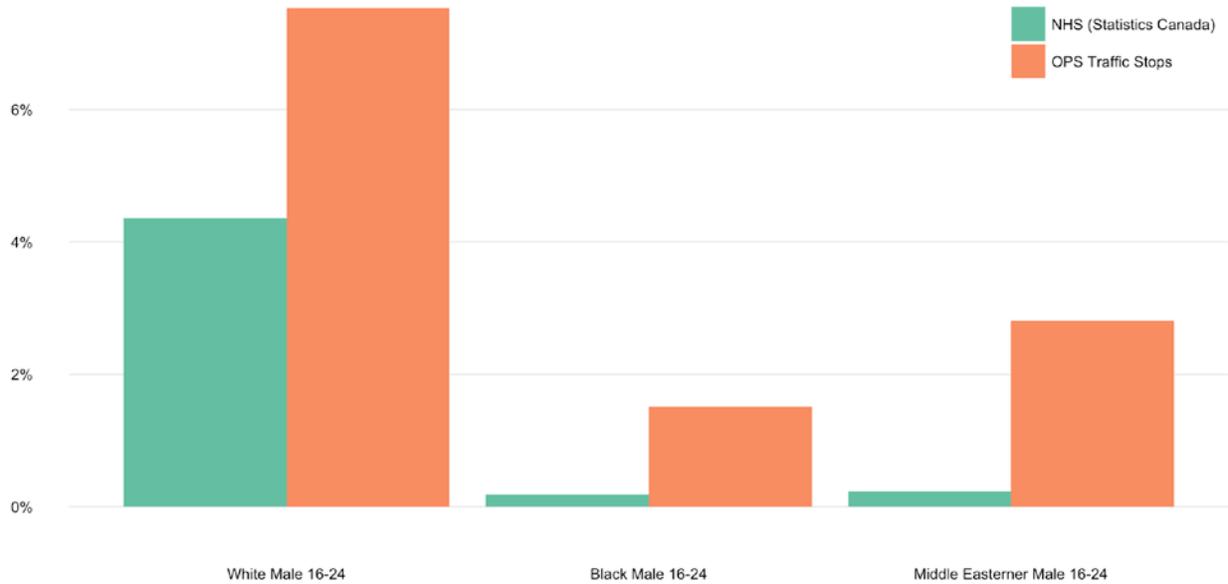
**Race Subgroups  
That Have Disproportionately High Incidences of Traffic Stops in Ottawa  
(Arranged in descending order)**

<b>Race</b>	<b>Sex</b>	<b>Age</b>	<b>Disproportionalities of High Incidences of Traffic Stops</b>
Middle Easterner	Male	16-24	1100.39%
Black	Male	16-24	731.78%
Middle Easterner	Male	25-54	235.87%
Black	Male	25-54	196.13%
Middle Easterner	Female	16-24	189.60%
Middle Easterner	Male	55+	165.77%
Black	Male	55+	114.31%
Black	Female	16-24	78.97%
Other racialized minorities	Male	16-24	77.86%
White	Male	16-24	72.99%
S. Asian	Male	16-24	66.40%
Middle Easterner	Female	25-54	65.08%
E. Asian/S.E. Asian	Male	16-24	64.21%
Middle Easterner	Female	55+	34.11%
Other racialized minorities	Male	55+	33.23%
Black	Female	25-54	25.25%
Other racialized minorities	Male	25-54	20.51%

Middle Easterner and Black groups are highlighted.

It is also noted that men aged 16-24 of all the race groups, except Indigenous peoples, have disproportionately high incidences of traffic stops as well. Diagram 6 summarizes the findings for White, Black and Middle Eastern Male Drivers aged 16-24.

**Diagram 6: Comparison of Drivers 16-24 Based on Race**



**Proportionalities of Incidences of Traffic Stops among Race Subgroups, Male Aged 16-24, in Ottawa (Arranged in descending order)**

Race	Sex	Age	Proportionalities of Incidences of Traffic Stops	Ratio of Share of Traffic Stops to Share of Population (1 + x-y/y)
Middle Easterner	Male	16-24	1100.39%	12
Black	Male	16-24	731.78%	8.3
Other racialized minorities	Male	16-24	77.86%	1.8
White	Male	16-24	72.99%	1.7
S. Asian	Male	16-24	66.40%	1.7
E. Asian/S.E. Asian	Male	16-24	64.21%	1.6
Indigenous peoples	Male	16-24	-75.98%	0.2

Race groups with disproportionately high incidences of traffic stops are highlighted. Indigenous peoples is the only race group with disproportionately low incidences of traffic stops.

## Discussion

Middle Easterner Male Drivers aged 16-24 were stopped 2302 times, which constituted about 2.8% of the total stops over the two year period. However, these drivers represent less than 0.25% of the total driving population in Ottawa. This means that young Middle Easterner male drivers were stopped 12 times more than what you would expect based on their population. Black Male Drivers aged 16-24 were stopped 1238 times, which constituted about 1.5% of the total stops over the two year period. However, these drivers represent less than 0.2% of the total driving population in Ottawa. This means that young Black male drivers were stopped 8.3 times more than what you would expect based on their population. White Male Drivers aged 16-24 were stopped 6172 times, which constituted about 7.5% of the total stops over the two year period. However, these drivers represent about 4.3% of the total driving population in Ottawa. This means that young White male drivers were stopped 1.7 times more than what you would expect based on their population.

Middle Easterner men aged 16-24's disproportionality reached 1100.39% for its subgroup; and that of Black men aged 16-24 reached 731.78%. Note that there was not a high incidence of traffic stops for Indigenous men aged 16-24. Consider the threshold of "20% and over" used in this study to denote disproportionately high incidences of traffic stops and the proportionately low percentages of the driver segments of Middle Easterner and Black groups, these disproportionalitys are statistically high. This may be due to one or more of the following factors:

- the level of criminal and non-criminal activities (provincial and municipal offenses) in the neighbourhoods in which traffic stops occurred
- Mindsets of police officers associating criminality, race, sex and age
- The level of mistrust between police officers and community members
- The race data in traffic stops is based on the "other-identification" method – the perception of the officer conducting the traffic stop - and the benchmark data is based on "self-identification"

None of the above could be proved or disproved by the data available for this study. Additional information and data are needed.

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

The second objective of this research is the determination of the extent to which the reasons why police officers traffic stopped varied by race groups, and whether there is any marked differences between the White group and each of the racialized minority groups.

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

“Criminal offences” – offences based on the Criminal Code of Canada. Examples: stolen vehicles, and impaired driving.

“Provincial and municipal offenses” – Offenses related to provincial laws and municipal by-laws. Examples: Offenses related to the Highway Traffic Act such as speeding and light/stop sign running’ licence plate sticker validation.

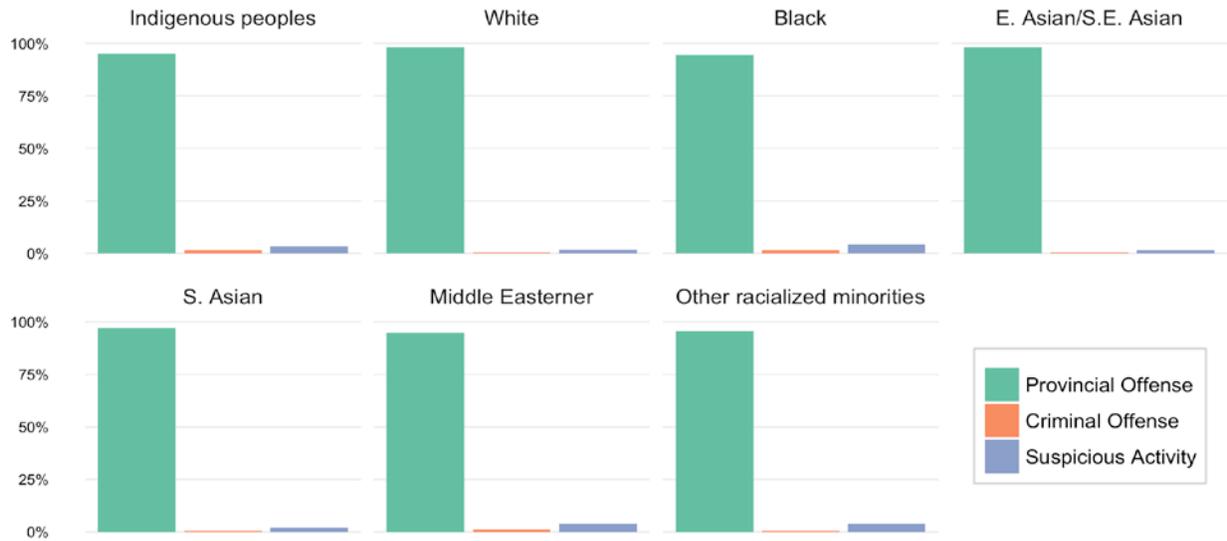
“Suspicious activities” – Activities deemed to be dubious by police officers.

### **Ottawa**

#### **Findings**

The findings showed that, in Ottawa, the reason most used by police officers in traffic stops is “provincial and municipal offenses”. It was used in 79,603 of the 81, 902 traffic stops (97.19%). The rationale of “suspicious activities” was used in 1837 stops (2.24%) and “criminal offenses” in 462 stops (0.56%). The findings are summarized in Diagram 6.

**Diagram 7: Reasons for Traffic Stops Among Race Groups**



Police officers did not utilize “provincial and municipal offenses” for traffic stops in a disproportional manner for any racial minority groups. As a reason, the findings suggest that “criminal offenses” has been disproportionately used by police officers for five of the six racialized minority groups when compared with the White group. The data is inconclusive about Indigenous peoples with regard to this issue because the number of stops citing “criminal offenses” was too low to draw any conclusions. “Suspicious activities”, as a reason for traffic stops, has been used disproportionately by police officers for Indigenous peoples (99.37%), Black (148.40%), S. Asian (23.56%), Middle Easterner (133.70%), and other racialized minorities (132.78%).

**Proportionalities of Reasons for Traffic Stops,  
by Racialized Minority Groups, in Ottawa**

Racialized Minority Groups	Criminal Offenses	Provincial and Municipal Offenses	Suspicious Activities
Indigenous peoples	299.44%*	-2.83%	99.37%
Black	257.94%	-3.53%	148.44%
E. Asian/ S.E. Asian	56.48%	0.05%	-14.80%
S. Asian	88.35%	-0.74%	23.56%
Middle Easterner	209.40%	-3.09%	133.70%
Other racialized minorities	60.55%	-2.52%	132.78%

Disproportionately high incidences of reasons for traffic stops are highlighted.

\*This calculation is based on 3 incidences when criminal offences was cited as the reason for the stop of an Indigenous driver. This number is too low to support any inferences about disproportionality.

## Discussion

Any inferences about the uses of criminal offenses or suspicious activities as reasons for traffic stops should be undertaken with great caution, given the small numbers in both of these categories compared to the provincial and municipal offenses. However, as a phenomenon, racial disparities on the reasons for traffic stops are evident.

This phenomenon may be related to the locations of traffic stops and circumstantial factors. Police officers may, for example, be responsive to the situational updates of neighbourhoods and are therefore mindful of unusual activities. Not having information on the sites, times and circumstances of these traffic stops, it is hard to speculate about the factors behind the disproportionalities of traffics stops for a number of racialized minority groups.

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

The third objective of this research is the determination of the extent to which the outcomes of traffic stops varied by race groups, and how disproportionate these variations are between each of the racialized minority groups and the White group.

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

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

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

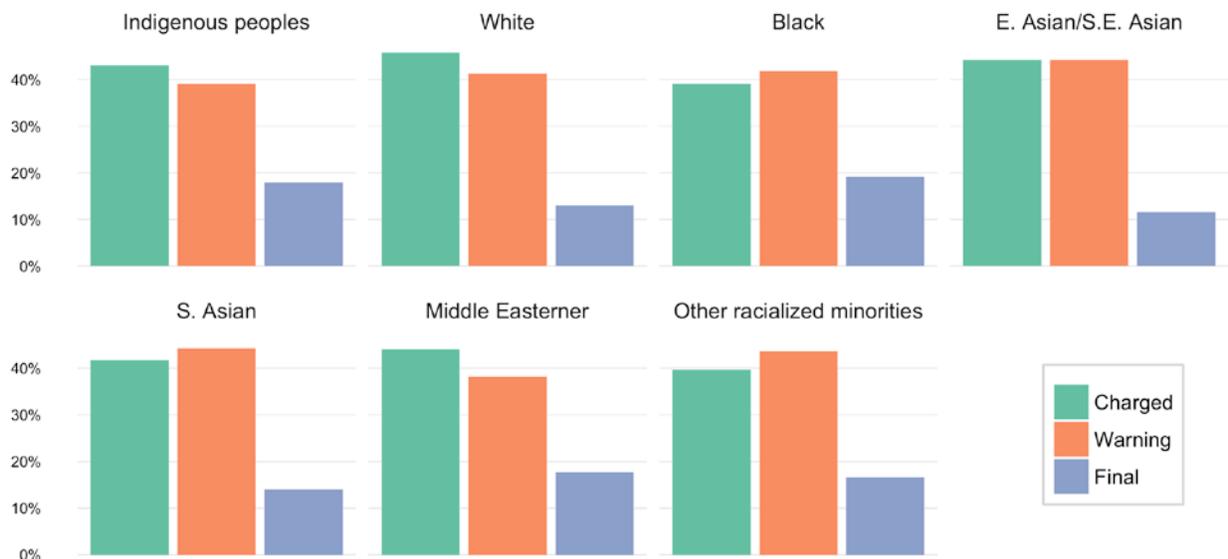
The analysis of proportionalities is based on a comparison of the outcomes of traffic-stops as experienced by each of the racialized minority groups with the White group. The outcomes for the White group are acted as a benchmark to measure the extent of deviations of outcomes for the racialized minority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

## Ottawa

### Findings

In Ottawa, most outcomes of traffic stops are either “warned” (41.20%) or “charged” (44.65%). “Final (no action)” outcomes constituted 14.15%. But there are variations in outcomes among race groups. Diagram 3 provides an overview of the outcomes based on the race groupings.

**Diagram 8: Outcomes of Traffic Stops Among Race Groups**



The ranges in outcomes among race groups are observed as follows:

- “Final (no action)” outcomes ranged from 11.59% (for E. Asian/S.E. Asian) to 19.11% (for Black).
- “Warned” outcomes ranged from 38.18% (for Middle Easterner) to 44.24% (E. Asian/S.E. Asian).
- “Charged” outcomes ranged from 39.10% (for Black) to 45.75% (for White).

A review of the three outcomes showed that only in the “final (no action)” outcomes that disproportionately high incidences are observed among racialized minority groups. When compared with the White group, the disproportionately high incidences of “final (no action)” outcomes are found in Black (47.28%), Indigenous peoples (37.77%), Middle Easterner (36.84%), and other racialized minorities (28.21%) groups.

There are no disproportionately high incidences in the “warned” and “charged” outcomes among racialized minority groups when they are compared with the White group. In other words, other race groups (including the White group) experienced more or less the same fate in terms of warnings and charges as the result of traffic stops.

**Proportionalities of Outcomes of Traffic Stops,  
by Racialized Minority Groups, in Ottawa**

<b>Racialized Minority Groups</b>	<b>Final (No Action)</b>	<b>Warned</b>	<b>Charged</b>
Indigenous peoples	37.77%	-5.19%	-6.03%
Black	47.28%	1.26%	-14.54%
E. Asian/ S.E. Asian	-10.60%	7.10%	-3.38%
S. Asian	8.51%	7.18%	-8.89%
Middle Easterner	36.84%	-7.50%	-3.68%
Other racialized minorities	28.21%	5.69%	-13.14%

Discussion

The disproportionately high incidences of “final (no action)” among the four racial minority groups shows that, when stopped, there were more likely to face no further police actions when compared with the White group. It has also been noted that, no disproportionately high incidences of “warned” and “charged” outcomes are found among racialized minority groups when compared with the White group.

The lack of disproportionate differences in warnings and charges for racial minority groups in Ottawa when compared with the White group suggests that, as individuals, when stopped, racial minority groups are treated more or less the same as the White group, as far as warnings and charges are concerned. Some variations are noted, but they are not disproportionately high or low.

The disproportionately high incidences of “final (no action)” outcomes noted among the four racialized minority groups - Indigenous peoples, Black, Middle Easterner, and other racialized minorities - suggests that, after the intervention of traffic stops, police officers found that their reasons (“criminal offenses”, “provincial and municipal offenses” or “suspicious activities”) identified prior to their decisions for traffic stopping racialized minority groups were not as relevant or strong as those used for traffic stopping the White group. In other words, there was

a greater propensity that these four racialized minority groups were traffic-stopped for nothing serious enough to be warned or charged, when compared with the White group.

Does this finding imply that police officers are disproportionately lenient towards these four racialized minority groups? There is a possibility that they might. There are circumstantial situations as well as personal discretion of police officers, which might impact on their decisions. However, the data from this study does not allow such conclusion.

### A More Integrated Picture

The above research findings have been presented in a compartmental manner. In this section, all three aspects of the traffic data, with a focus on the disproportional high incidences, are presented. This allows a better understanding of the research findings as they related to race groups.

This study sets the margin of errors using the “20% rule” in the design of the research project. As a rule, it filters out most common errors in data collection prior to data analysis, and allows a “cushion” for a relatively conservative analysis before coming to a conclusion. The disproportionalities of high incidences of traffics stops and their reasons and outcomes experienced by racialized minority groups are therefore considered relatively high.

### Disproportionately High Incidences of Traffic Stops, Reasons and Outcomes, by race groups in Ottawa

Race Groups	Incidences of Traffic Stops	Reasons for Traffic Stops			Outcomes of Traffic Stops		
		Criminal Offenses	Provincial and Municipal Offenses	Suspicious Activities	Final (No Action)	Warned	Charged
Indigenous peoples		299.44%		99.37%	37.77%		
White							
Black	134.80%	257.94%		148.40%	42.28%		
E. Asian/ S.E. Asian		56.48%					
S. Asian		88.35%					

<b>Middle Easterner</b>	229.44%	209.40%		133.70%	36.84%		
<b>Other racialized minorities</b>		60.55%		132.78%	28.21%		

Disproportionalities of high incidences are expressed in percentages (capturing only those +20% and over).  
The benchmark for traffic stops is the population size of “commute-to-work” drivers of individual race groups.  
The benchmarks for reasons for traffic stops and outcomes of traffic stops are proportions of the White group in relationship to racialized minority groups.  
Blank cells mean that there are no disproportionately high incidences in the respective categories.  
Middle Easterner and Black groups’ disproportionalities are highlighted.

These high disproportionalities of incidences indicated especially the severity of over-representation of two racialized minority groups – Middle Easterner and Black – in traffic stops. In addition, the data also showed that “criminal offenses”, as a reason, has been disproportionately used by police officers in traffic-stopping mainly three more racialized minority groups – E. Asian/ S.E. Asian, S. Asian, and other racialized minorities. Moreover, “suspicious activities”, as a reason, has been utilized by police officers to traffic stop Indigenous peoples and other racialized minorities, whereas E. Asian/ S.E. Asian and S. Asian are spared.

The fact that some racialized minority groups have higher probabilities of being traffic stopped, when compared with the White group, does not mean that as individuals they are more likely to be warned or charged. When compared with the White group, the data shows that individuals from racialized minority groups do not have disproportionately higher incidences of being warned or charged. In fact, four racialized minority groups – Indigenous peoples, E. Asian/ S.E. Asian, S. Asian – have disproportionately high incidences of “final (no action)” outcomes. The latter essentially means that they have a higher chance than the White group that the reasons for traffic-stopping them under the premises of “criminal offenses” or “suspicious activities” and, as a matter of fact, “provincial and municipal offenses”, are not substantiated or not strong enough to justify warnings or charges. However, it should be noted that because certain racialized minority groups – Black and Middle Easterners – are stopped disproportionately high, the corresponding total amount of charges laid by the Ottawa Police Service against Black and Middle Easterner drivers are also high. One may argue that, upon drilling deeper into the traffic stop data, as collective entities, these groups may receive far more tickets for provincial offences than estimates based on their population numbers warrant.

The experiences of E. Asian/S.E. Asian and S. Asian groups are different from other racialized groups. When compared with the White group, they have been traffic-stopped disproportionately high on the basis of “criminal activities”; but their outcomes have not been disproportionately high on “final (no action)”. Such absence of high disproportionality on being “let go” does not create the impression that police officers have been “harassing” them

through traffic stops. They have been warned or charged just as any other race groups. This may explain why those in the E. Asian/S.E. Asian and S. Asian groups are typically less concerned than other racialized minority groups towards police conducts regarding traffic stops.

## Conclusion

This study is a correlational study on the relationship between race, sex, age, and traffic stops in Ottawa. It does not deal with the issue of causality. That is to say, it does not explain why and how these factors are related or not related. For this reason, the findings only provide a big picture of traffic stops in the entire capital city of Ottawa, covering a two-year period from 2013 and 2015 – a picture which provides a fresh and pioneering perspective on race and traffic stops in Canada.

### Incidences of Traffic Stops

The research findings showed that Middle Easterner and Black groups have been disproportionately traffic-stopped by police officers. In the analysis of driver segments by race earlier in the report, it has been shown that Middle Easterner and Black groups have proportionately fewer drivers and the White group has more drivers. Therefore, the disproportionately high incidences of traffic stops experienced by these two racialized minority groups are especially glaring.

The findings also showed that young men aged 16-24 of other race groups (including the White group), but not those of Indigenous peoples, have disproportionately high incidences of traffic stops. This suggested that race, sex and age do play a key role in the patterns of traffic stops. Exactly how these factors influence police officers' decisions to traffic-stop remains undetermined by the data. The correlation of race, sex, age and traffic stops is definitely clear. In this sense, racial disparities in traffic stops exist.

Overall, in Ottawa, seventeen of the 42 (or 40%) race subgroups have disproportionately high incidences, and their disproportionalities ranged from 20.51% (men aged 25-54 in the other racialized minorities group) to 1100.39% (Middle Easterner men aged 16-24). Most police districts have more than ten race subgroups, and they are mostly of racialized minority backgrounds. These disproportionately high incidences of traffic stops among these race subgroups may be viewed as anomalies. It is important to note that these anomalies are extensive in number and severe in disproportionality. The data collected for this study is not able to determine the sources of these anomalies, but other research has tended to emphasize police leadership and culture, policing strategies and tactics, human resources management, community relations, and stereotyping and prejudice.

The research findings which emerged from this study showed that racial disparity in traffic stops are accentuated by a mix of race, sex and age. But, the findings are not able to substantiate the factors behind the traffic stops. This implies that, to ensure clarity in

answering the central question on racial profiling and traffic stops, greater in-depth research is needed:

- A more comprehensive study on the police organizations and cultures, their strategies and tactics of policing, training and development, and human resources management as they relate to traffic stops.
- A deeper research on the psychological makeup and decision-making process of how police officers do traffic stopping.
- A more thorough examination of the changing social environment as it related to community development and race dynamics.

These areas are not exhaustive, but they are relevant areas to explore and illuminate the findings of this study.

#### Reasons for Traffic Stops

The research findings on the reasons used by police officers in traffic stops showed the overwhelming prevalence of “provincial and municipal offenses”. However, when compared with the White group, five racialized minority groups have been disproportionately stopped by police officers using the “criminal offenses” reason, and four racialized minority groups – Indigenous peoples, Black, Middle Easterner, and other racialized minorities groups - have been disproportionately stopped for an additional reason of “suspicious activities”.

These findings suggested that, compared with the White group, racialized minority groups have a great propensity to be suspected by police officers of doing something problematic or criminal. While these reasons constituted very small percentages of reasons used, they have created more opportunities for racialized minority groups to be traffic stopped. The data does not provide the factors that gave rise to police suspicion or police perception of criminal offenses. Integrating these findings with other more qualitative research is needed to determine how police officers come to suspect people or how they perceive criminality in people or their conducts. Intersecting research of this sort provides a space where quite possible explanations for the high disproportionalities of racialized minority groups in traffic stops could be deciphered.

#### Outcomes of Traffic Stops

The data on the outcomes of traffic stops showed that all race groups (including the White group) experienced similar proportions of warnings and charges. There were minimal racial disparities there. But Indigenous peoples, Black, Middle Easterner, and other racialized minorities groups have disproportionately high incidences in the “final (no action)” outcomes. This may result in a perception that traffic stops are merely a form of police harassment, as

police officers may see no justifications for warning or laying charges. This situation warrants additional thoughts on how traffic-stop, as a police practice of law enforcement, could be made more effective.

The most surprising finding in terms of outcomes of traffic stops is the disproportionately high incidences of the “final (no action)” outcome for Indigenous peoples, Black, Middle Easterner, and racialized minorities groups, when compared with the White group. It means these four groups have been traffic stopped, but no warnings have been made nor any charges laid.

## Recommendations

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

1. Determine the sources of the disproportionately high incidences identified in this study through additional research on psychological, organizational, and social issues within the Ottawa Police Service – systemic biases in police practices; police leadership and corporate culture; organizational policing strategies and tactics; human resources policies and practices; institutional mindsets about the association between race and crime; the diversity of the Ottawa Police Service workforce; and race relations dynamics with the diverse communities that constitute the City of Ottawa.
2. Develop and implement solutions to address the anomalies of disproportionately high incidences through a review of research findings gathered through the implementation of Recommendation # 1 in consultation with stakeholder groups, race and ethnic communities, and the public.
3. Increase positive police-community contact by holding monthly, or regular, relationship-building meetings; train officers and community members together; promote joint police and community committee work particularly in advisory areas; and hold “critical incident” discussions and trainings and annual conferences on police-community relations.
4. Continue collecting race data in traffic stops with improved tools and processes; monitor regularly traffic stops issues; place data reports as a regular agenda item on meetings at the level of staff, senior management, and board; and communicate data related to race and traffic stops regularly to the public through quarterly bulletins, press releases, annual reports, and other media.
5. Build on its extensive and successful experience with community engagement and develop a multi-year action plan to address the issues of racial disparities in traffic stops raised in this report.
6. Make readily available the data collected for this research project on race and traffic stops. The raw data made available should allow for analysis that goes beyond the scope and methodology of this report, but within the legal limits of the *Freedom of*

*Information and Protection of Privacy Act and the Municipal Freedom of Information and Protection of Privacy Act.*

## **Part II: Police Districts**

# Part II: Police Districts

## Research Findings on Police Districts

The second part of the report is designed to supplement first part by providing an analysis of the findings of the Traffic Stop Race Data Collection Project (TSRDCP at the level of the six police districts operated by the Ottawa Police Service. The same benchmark – the segment of population in Ottawa that drive to work using private vehicles – for measuring disproportionately high incidences of traffic stops is used for this part of the report.

The six police districts of the Ottawa Police Service are:

- Police District 11: Rural West
- Police District 12: West
- Police District 23: Central West
- Police District 24: Central East
- Police District 35: East
- Police District 36: Rural East

## Section A: Incidences of Traffic Stops in the Six Police Districts

### Findings

Among police districts, there are some variations in the patterns of disproportionately high incidences of traffic stops among race groups.

- Police District 11 has relatively few race subgroups with disproportionately high incidences of traffic stops, and most of them belong to the White group.
- Police Districts 12, 23, 24, and 35's disproportionately high incidences of traffic stops are dominated by Middle Easterner and Black groups. Men aged 16-24 of E. Asian/S.E. Asian and S. Asian groups also have disproportionately high incidences in these four police districts.
- Police District 36's disproportionately high incidences of traffic stops are dominated by Middle Easterner group, and to a lesser extent, other groups. But these incidences are not as extensive or disproportionate as those in Police Districts 12, 23, 24, and 35.

Similar to E. Asian/ S.E. Asian and S. Asian groups, Indigenous peoples have disproportionately low incidences of traffic stops in all police districts.

Extent of race subgroups:

There are 42 race subgroups as a result of breaking down the race groups (N: 7) by sex (N: 2) and age (N: 3). The number of race subgroups with disproportionately high incidences of traffics stops in police districts are arranged in ascending order:

- Police District 11 (5 race subgroups)
- Police District 36 (11 race subgroups)
- Police District 23 (14 race subgroups)
- Police District 12 (16 race subgroups)
- Police District 24 (17 race subgroups)
- Police District 35 (19 race subgroups)

The number of race subgroups with disproportionately high incidents of traffic stops in Police District 35 (N: 19) is almost four times that of Police District 11 (N: 5).

**Summary Table of Police Districts  
with Disproportionately High Incidences of Traffic Stops\*  
by Race, Sex and Age, 2013-2015**

Race	Sex	Age	Police Districts					
			11	12	23	24	35	36
<b>Indigenous Peoples</b>	Female	16-24						
		25-54						
		55+						
	Male	16-24						
		25-54						
		55+						
<b>White</b>	Female	16-24	x					x
		25-54						
		55+						
	Male	16-24	x	x			x	x
		25-54						
		55+	x					
<b>Black</b>	Female	16-24		x	x	x	x	
		25-54				x	x	
		55+					x	
	Male	16-24		x	x	x	x	x
		25-54		x	x	x	x	x
		55+		x	x	x	x	
<b>E. Asian/ S.E. Asian</b>	Female	16-24						
		25-54						
		55+						
	Male	16-24		x	x	x	x	
		25-54						
		55+		x	x			
<b>S. Asian</b>	Female	16-24		x				
		25-54						
		55+						
	Male	16-24	x	x	x	x	x	
		25-54						
		55+						
<b>Middle Easterner</b>	Female	16-24		x	x	x	x	x
		25-54		x		x	x	x
		55+		x	x	x	x	
	Male	16-24	x	x	x	x	x	x
		25-54		x	x	x	x	x
		55+		x	x	x	x	x
<b>Other Racialized Minorities</b>	Female	16-24				x	x	
		25-54						
		55+						
	Male	16-24		x	x	x	x	x
		25-54			x	x	x	
		55+				x	x	x
<b>Total Number of Race Subgroups with Disproportionately High Incidences of Traffic Stops</b>			5	16	14	17	19	11

\*Disproportionately high incidences of traffic stops among race groups (marked by "x" in the table) cover only those stops with over-representation rates of +20% or over. Traffic stops with representation rates of below +20% are not covered.

Severity of disproportionalities:

As the threshold used in this study to determine disproportionately high incidences of traffic stops is 20% and over, the Ottawa’s averages of disproportionalities for Middle Easterner group (229.44%) and Black group (134.80%) are considered high. The disproportionalities of these two racialized minority groups found in Police Districts 23, 24, and 35 are even higher as they are all above Ottawa’s averages for the respective racialized minority groups.

**A Comparison of the Disproportionally High Incidences of Traffic Stops  
Among Middle Easterner and Black groups  
and their Disproportionalities with Those of the White Group  
in Six Police Districts in Ottawa**

	Ottawa	Proportionalities in Traffic Stops in Police Districts					
		11*	12	23	24	35	36**
<b>White</b>	-12.51%	14.80%	-11.34%	-15.49%	-22.35%	-20.55%	4.74%
<b>Middle Easterner</b>	229.44%		175.08%	246.38%	299.32%	357.10%	92.73%
<b>Black</b>	134.80%		84.90%	145.75%	314.86%	203.34%	

The highlighted disproportionately high incidences of Middle Easterner and Black groups are above the Ottawa’s averages of Middle Easterner (229.44%) and Black (134.80%) groups.

\*Middle Easterner and Black groups do not have disproportionately high incidences of traffic stops in Police District 1.

\*\*Black group does not have disproportionately high incidences of traffic stops in Police District 6.

These disproportionalities in traffic stops for these two racialized minority groups (229.44% and 134.89%) are in great contrast with the disproportionality of the White group (-12.51%) in traffic stops. Overall, in Ottawa, the White group’s disproportionality is in the negative territories. This means that the White group is under-represented in traffic stops.

The contrast between the disproportionality of the White group and those of the Middle Eastern and Black groups in each police district is also quite glaring. For example, in Police District 35, the disproportionality of the White group is -20.55% (which denotes under-representation), and that of the Middle Easterner group is 357.10% and of the Black group is 203.34%.

Discussion

Middle Easterner and Black groups have disproportionately high incidences of traffic stops, and Indigenous peoples do not. Most police districts (except Police District 11) have these patterns, which are reflective of Ottawa as a whole.

- Police Districts 23, 24 and 35's disproportionately high incidences of traffic stops for Middle Easterner and Black groups are above the Ottawa's averages (which are already high). The data in this study showed only correlations of race, sex, age, and traffic stops, and is therefore unable to support or reject any explanations for these variations.
- It is not clear why and how Police District 11 has only a few race subgroups with disproportionately high incidences of traffic stops when all other police districts have more than 10 race subgroups. If bias-neutral policing practices are a factor, one may argue that it is feasible to develop and maintain bias-neutral policing practices amidst of police districts with disproportionately high incidences of traffic stops in many race subgroups. However, the lack of information on policing practices, police mindsets on the association of race and criminality, and the extent of criminal or non-criminal offenses in police districts precludes any conclusion.

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

### Findings

In all the police districts, of the three reasons cited by police officers in relation to traffic stops, "provincial and municipal offenses" is the most commonly used, followed by "suspicious activities" and "criminal offenses". This is reflective of the Ottawa's averages.

However, there are variations among police districts on their usage of these reasons.

**A Comparison of Disproportionately High Incidences of reasons for Traffic Stops,  
by Race, Used in the Six Police Districts in Ottawa**

Disproportionally High incidences in the Usage of Reasons for Traffic Stops																		
	Police District 11			Police District 12			Police District 23			Police District 24			Police District 35			Police District 36		
	Cri	P/M	Sus															
<b>I</b>				X					X			X	X					
<b>B</b>			X	X		X	X		X	X		X	X		X	X		X
<b>E</b>			X				X		X				X					X
<b>S</b>			X				X		X	X		X	X		X	X		X
<b>M</b>			X	X		X	X		X	X		X	X		X			X
<b>O</b>	X		X	X		X	X		X	X		X	X		X	X		

Legends:

Cri = Criminal Offenses; P/M = Provincial and Municipal Offenses; Sus = Suspicious Activities

I = Indigenous peoples; B = Black; E = E. Asian/ S.E. Asian; S = S. Asian; M = Middle Easterner; O = other racialized minorities.

Racialized minority groups with 10 or more disproportionately high incidences among all six police districts are highlighted.

The data showed that police officers in the police districts used disproportionately high incidences of “criminal offenses” and “suspicious activities” as reasons for traffic-stopping the Black, Middle Easterner, and other racialized minorities groups.

Overall, Police District 23, 24 and 35 have utilized both “criminal offenses” and “suspicious activities” disproportionately for traffic-stopping most racialized minority groups.

### Discussion

The correlation between these two reasons (“criminal offenses” and “suspicious activities”) and their application to racialized minority groups is strong, considering the high percentages in these proportionalities. However, one must caution about the small numbers in the statistics, which often magnify the resultant percentages.

### Section C: Outcomes of Traffic Stops

#### Findings - Types of Outcomes by Police Districts

The distribution of outcomes in traffic stops exhibited variations among police districts:

- “Final (no action)” outcomes – Police District 24 has the highest percentage (23.00%) and Police District 12 has the lowest (11.83%) among the six police districts. In comparison, the average for Ottawa is 14.15%.
- “Warned” outcomes – Police District 12 has the highest percentage (51.81%) and Police District 35 has the lowest (32.89%). In comparison, the average for Ottawa is 41.20%. The “warned” outcomes of Police Districts 12 and 23 surpassed the Ottawa’s average.
- “Charged” outcomes – Police District 35 has the highest percentage (53.36%) and Police District 12 has the lowest (36.36%). In comparison, the average for Ottawa is 44.65%. The “charged” outcomes of Police Districts 11, 35 and 36 surpassed the Ottawa’s average.

**A Comparison of Outcomes of Traffic Stops  
Among the Six Police Districts in Ottawa**

	Ottawa	Police Districts					
		11	12	23	24	35	36
<b>Final (no action)</b>	14.15%	12.93%	11.83%	13.87%	23.00%	13.73%	13.99%
<b>Warned</b>	41.20%	39.26%	51.81%	42.72%	37.24%	32.89%	34.49%
<b>Charged</b>	44.65%	47.81%	36.36%	43.40%	39.26%	53.36%	51.53%

The highlighted percentages are above the Ottawa’s averages of outcomes in “final (no action)” (14.15%), “warned” (41.20%), and “charged” (44.65%).

**Discussion**

The outcomes of traffic stops are milder for drivers in Police District 24 as their percentages of “warned” (37.24%) and “charged” (39.26%) outcomes are below the averages of Ottawa (41.20% and 44.65% respectively), and its “final (no action)” outcomes (23.00%) are above the average of Ottawa (14.15%). Meanwhile, Police District 12 has a higher tendency to “warn” (51.81%) than to charge (36.36%); and Police Districts 35 and 36 have a higher tendency to “charge” (53.36% and 51.53%) than to warn (32.89% and 34.49%).

These variations in outcomes suggested that a range of organizational factors may be at work here: leadership, management, policing strategy and police culture of police districts. Such patterns of outcomes may also reflect the severity of offences noted during the intervention of

traffic stops, or the degree of personal discretion exhibited by police officers. This study does not have the data to show how important these factors are.

The discrepancies among police districts in the administration of outcomes may also provide insights on how race groups may differ in their experiences of outcomes of traffic stops.

#### Findings - Types of Outcomes by Race Groups

In all these police districts, due to the nature and scope of offenses and suspicious activities, variations of outcomes are to be expected among race groups.

However, disproportionately high incidences in “warned” and “charged” outcomes among racialized minority groups, when compared with the White group, are noteworthy.

- In Police District 11, E. Asian/S.E. Asian group and other racial minorities experienced greater chance than the White group in being “warned”. Indigenous peoples experienced greater chance than the White group in being “charged”.
- In Police District 12 and 35, all race groups were more or less the same in the “warned” and “charged” outcomes. No disproportionately high incidences were noted.
- In Police District 23 and 36, all race groups were more or less the same in “warned” outcomes. No disproportionately high incidences were noted. However, Indigenous peoples experienced greater chance than the White group in being “charged”.
- In Police District 24, all race groups were more or less the same in the “charged” outcomes. No disproportionately high incidences were noted. However, Indigenous peoples faced a greater chance than the White group of being “warned”. This is also the police district with the higher than Ottawa’s average of “final (no action)” outcomes (23.00%).

Meanwhile, among all these police districts, different racialized minority groups experienced disproportionately high incidences of “final (no action)” outcomes.

- In Police District 11, other racialized minorities had a greater likelihood than the White group to have the “final (no action)” outcomes. This is one of the three police districts that has a higher than Ottawa’s average of “charged” outcomes.
- In Police District 12, Indigenous peoples, Black and Middle Easterner groups had a greater likelihood than the White group in having the “final (no action)” outcomes. It is

noted that this is the police district with higher than Ottawa’s average on “warned” outcomes.

- In Police District 23, Black and Middle Easterner groups had a greater likelihood than the White group in having the “final (no action)” outcomes. It is noted that this is another police district with higher than Ottawa’s average on “warned” outcomes.
- In Police District 24, Black, S. Asian, Middle Easterner groups and other racialized minorities had a greater likelihood than the White group in having the “final (no action)” outcomes. Indigenous peoples, however, experienced disproportionately higher incidences of “warned” outcomes.
- In Police District 35, Black and Middle Easterner groups had a greater likelihood than the White group in having the “final (no action)” outcomes. This is one of the other police districts that has a higher than Ottawa’s average of “charged” outcomes.
- In Police District 36, S. Asian group had a greater likelihood than the White group in having the “final (no action)” outcomes. This is the third police district that has higher than Ottawa’s average of “charged” outcomes.

**A Comparison of Disproportionately High Incidences of Outcomes of Traffic Stops  
Among the Six Police Districts in Ottawa**

	Police Districts																	
	11			12			23			24			35			36		
	F	W	C	F	W	C	F	W	C	F	W	C	F	W	C	F	W	C
<b>Indigenous peoples</b>			X	X					X		X							X
<b>Black</b>				X			X			X			X					
<b>E. Asian/ S.E. Asian</b>		X																
<b>S. Asian</b>										X						X		
<b>Middle Easterner</b>				X			X			X			X					
<b>Other racialized minorities</b>	X	X								X								

Legends: F = Final (no action); W = Warned; C = Charged

Black and Middle Easterner groups’ disproportionately high incidences of outcomes are highlighted – Note their concentration in the “final (no action)” outcomes, and none in the “warned” or “charged” outcomes.

## Discussion

Although Indigenous drivers are the only racialized minority group in the data set that did not experience disproportionately high incidences in traffic stops, this group is the only racialized minority group that experienced disproportionately high incidences of the “charged” outcomes at the district level. , and these outcomes occurred in Police Districts 11, 23 and 36. Indigenous peoples’ disproportionately high incidences of being charged during traffic stops in Police Districts 11, 23 and 36 are noteworthy. Traffic-stopping Indigenous peoples is disproportionately low compared with their driver population size in these three police districts, but when they are stopped by police officers, their chance of being charged is high. In fact, it is the only racialized minority group that has been disproportionately charged when compared with the White group. Consider the most popular reason for traffic stops is “provincial and municipal offenses” (97.19%), and all other racialized minority groups do not have disproportionately high incidences of being charged, this raises the issue of why warnings are not used often for Indigenous peoples.

Compared with other outcomes, disproportionately high incidences of “warned” outcomes are relatively rare, but when compared with the White group, Indigenous peoples (in Police District 4), and E. Asian/S. E. Asian, and other racialized minorities (in Police District 1) experienced them. Some of these racialized minority group members may feel that they are lucky to get the warnings (as opposed to being charged), but some may feel that they have been targeted for traffic-stopping for relatively minor issues. Being warned may be interpreted by some as a form of police harassment if police officers’ explanations are not clear or viewed as legitimate.

Middle Easterner and Black groups are the only two racialized minority groups that have disproportionately high incidents in traffic stops virtually in almost every of their subgroups when broken down by sex and age. They are also the two groups with the disproportionately high incidences of “final (no action)” outcomes in almost every police district. And, importantly, “final (no action)” is the only outcome they experienced disproportionately which may explain why they are sensitive about the perceived frequency of the “let go” phenomenon after traffic stops. Indigenous peoples, S. Asian, and other racialized minorities have these disproportionalities in separate police districts.

These “final (no action)” outcomes denote that these racialized minority group members were “let go” after traffic stops more often than the White group. This implies that, during the traffic stops, police officers felt that the reasons – criminal and no-criminal offenses, or suspicion - used for traffic stopping them may not be justified, and there were no sufficient reasons for warnings or laying charges. Therefore, these traffic stops were likely to create the view among racialized minority groups that they are being stopped for no legitimate reason, and that these stops constitute a form of police harassment.

Middle Easterner and Black groups experienced disproportionately higher incidences of “final (no action)” outcomes in four out of six police districts. Of these four police districts, Police Districts 12 and 23 have higher than Ottawa’s average of “warned” outcomes, and Police District 35 has higher than Ottawa’s average of “charged” outcomes. This further accentuated that the outcomes of the experiences of these two racialized minority groups as unusually mild.

## **Part III: Technical Notes**

## Part III: Technical Notes

### Note 1: Race Categories

For the purpose of conducting this research, race data are divided into several race categories: Indigenous peoples, White, Black, East/Southeast Asian, South Asian, Middle Easterners, and other racialized minorities. The following chart is created for the purpose of cross-referencing the seven Ottawa Police Service' race categories and the 12 race categories of the National Household Survey, 2011, along with some examples of these race categories.

<b>Ottawa Police Service - Race Categories</b>	<b>National Household Survey, 2011 - Race Categories</b>	<b>Examples</b>
N: 7	N: 12	
Indigenous peoples	Aboriginal persons	First Nation (North American Indian), Metis, Inuk (Inuit)
White	White	People of European origins
Black	Black	People of African and Caribbean origins
East Asian, Southeast Asian	Chinese	Chinese
	Filipino	Filipino
	Korean	Korean
	Japanese	Japanese
	Southeast Asian	Indonesian, Laotian, Malaysian, Singaporeans, Thais, Vietnamese, etc.
South Asian	South Asian	East Indian, Pakistani, Sri Lankan, Bangladeshi
Middle Easterner	Arab/West Asian	Afghan, Armenia, Egyptian, Iranian, Iraqi, Lebanese, Palestinian, Moroccan
Other Racialized Minorities	Latin American	Mixed races, Pacific Islanders, and people from Latin and South Americans
	Other (Specify)	

## **Note 2: Methodology**

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

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

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

Two sets of race data were required - one is the race data in the traffic stops records from the Ottawa Police Service, the other is the race data in the commute-to-work segment of the labour force data as collected by the National Household Survey (NHS), 2011. The second data set was used for benchmarking purposes.

The National Household Survey was a voluntary survey undertaken by Statistics Canada in which approximately 4.5 million households received a questionnaire. The survey provides social and economic information, covering such topics as: immigration, citizenship, place of birth, ethnic origin, visible minorities, religion, Aboriginal peoples, labour, education, place of work, commuting to work, mobility and migration, language of work, income, earnings, housing and shelter costs. The commuter data has been weighted to enable benchmarking against the traffic stop data. The National Household Survey was accessed at the York University Research Data Centre.

Based on the feedback from community members, a further breakdown of race data by sex (male and female) and age groups (aged 16-24, 25-54, and 44 and over) allowed for the analysis to be drilled down to the level of race subgroups. The reason why the term “representation” is used to describe this analysis is that our analysis uses an external benchmark for data comparison.

“Commute-to-work” persons are persons who usually drive to work during the week of May 1 to May 7, 2011 according to the data collected in Question 47(a) of the National Household Survey of 2011. By implication, these drivers are the employed, although the question allowed people who held no jobs since January 1, 2010 to answer. This means that the data includes an undetermined number of persons who are unemployed and not in the labour force. However, the data does not include drivers who drive for non-work purposes.

Being drivers in this data set does not mean that they drive all the time, 24 hours a day, and 365 days a year. The benchmark is not perfect for measuring against the driving population captured in the Ottawa Police Service’s traffic stops records because that population

encompasses drivers for both work and non-work purposes. However, as there are no available comparable data on “non-work” drivers or driving population (people driving on the streets) by race groups within the entire boundaries of Ottawa under the jurisdiction of the Ottawa Police Service, the York University Research Team utilized the best benchmark available to provide a proxy for measuring the extent of representation of race in traffic stops in Ottawa. This benchmark is more suitable for this kind of analysis than other data sets, based on its driver population size and the geographic boundaries the data covered. The use of the National Household Survey’s “commute-to-work” data for this study will unlikely end the debate on benchmarking for studies of racial biases in traffic stops in Canada.

This analysis required a comparison of the two data sets – drivers recorded in traffic stops and commute-to-work drivers – by race, sex, and age in Ottawa and its six police districts (as based on the census tract boundaries of the Ottawa Police Service).

Essentially, the traffic stop data, broken down by race, sex and age (as expressed in percentages of the total population in Ottawa and individual police districts) was then compared with the “commute-to-work” segment of the Ottawa residents (as expressed in percentages of the total “commute-to-work” population in Ottawa).

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

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

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

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



holding each category of reasons constant, the percentages of each race group in these categories are then compared with those of the White group. As there is a perception that racial profiling exists, the White group is therefore used as the benchmark. The differences in percentages between each of the racial minority groups and the White group under each of the reasons are expressed in percentages.

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

#### (b) Outcomes of traffic stops

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

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

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

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

#### Benefits

The methodology used in this study has several benefits:

- Unlike other methodologies, this methodology provides an overview of how race groups fare in traffic stops, covering not just a limited sample of people in a few locations in Ottawa, but all drivers-to-work in the entire City of Ottawa. Research results based on local studies or those with limited sample usually beg for more studies to determine their capability of generalization.

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

### Limitations

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

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

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

- It provides a correlational (not causal) relationship on race and incidents of traffic stops. It does not examine the motives of police officers behind the traffic stops and offers no definitive explanations on why certain race groups are over-represented in traffic stops or why they are more prone to be stopped based on specific reasons or have certain outcomes based on the traffic stops.
- It compares Ottawa Police Service’ traffic stops data based on the “other identification” method (that is, police officers identified the races of the drivers) with the Statistics Canada’s “commute-to-work” driver population data based on the “self- identification” method (that is, drivers identified their own races). Studies in racial identification

suggested that these methods often yielded different results, and “other identification” method is preferred only under limited circumstances.

- The external benchmark used in the methodology is the “commute-to-work” segment of the labour force data collected in the National Household Survey, 2011. This benchmark is based only on the individuals who drive to work, not when they use their cars for non-work purposes. In addition, it is not clear the extent to which the data cover unemployed individuals and those not in the labour force.

### **Note 3: Ottawa Police Service' Traffic Stops Data Set**

This report is based on the traffic stop data collected by the Ottawa Police Service from June 27, 2013 to June 26, 2015 (2 years). All traffic stops undertaken by the Ottawa Police Service during this period were the subject of the data collection project. The individual police officer conducting the stop entered the data fields. A total of 120,617 traffic stops was reported. Of these, 106,576 records of traffic stops have race data. The officers entering the race data reported perceiving the race of the driver prior to the stop in 11.4% of the cases.

The analysis in this report only uses of 81,902 of these traffic stops. Not all of the 106,576 traffic stops records containing race data were used for analysis because of the following reasons:

- As the analysis covers only persons 16 years and old, all traffic stops with drivers under 16 years of age have been filtered out. There were 11 stops involving drivers under 16 years of age among the 106,576.
- The representation analysis involved only traffic stop records with complete information on the fields of sex, age, and geographic locations in addition to race. Stops with incomplete information for any of these fields have been filtered out. There were 100,792 stops with all of these fields complete.
- These 100,792 stops involved 84,893 unique driver identifications. The significance of multiple stops of a single driver and the reliability of the unique driver identifications contained in the data set is beyond the scope of the present analysis.
- As data on the commute-to-work drivers in Ottawa is based on Ottawa residents only, all traffic stops with non-Ottawa residents have been filtered out. The data set of 100,792 included 18,890 stops of non-Ottawa residents.

As a result of these filters, the representation analysis in the report is based on 81,902 traffic stop records. For the sake of consistency, the distribution analysis of the reasons for and outcomes of traffic stops used the same data set.

It is important to note that when the data is broken down by race, sex, and age, or by police districts with reasons for or outcomes of traffic stops, there are cases in which the numbers in various tabulated data cells become small (as in the case of Indigenous peoples). Such small numbers reduce data reliability and impact on data interpretation.

Although the data collection process was subject to extensive quality control management over the two year period ensuring its reliability, Brown and Primeau in an independent 2016 report based on interviews with 57 OPS officers found that some frontline officers reported that on occasion they deliberately entered some inaccurate race data out of concern about how the findings based on the data might impact their employment.

**AVAILABILITY OF DATA** – The traffic stop data used for this report is available at <http://www.ottawapolice.ca/en/news-and-community/Traffic-Stop-Race-Data-Collection-ProjectTSRDCP.asp>

## Note 4: Police Districts – Statistics

### Section A: Incidences of Traffic Stops

Details of race groups, broken down by sex, age, and police districts, with disproportionately high incidences of traffic stops are documented below:

#### Police District 11:

Race groups with disproportionately high incidences of traffic stops are:

- White men aged 16-24 and 55 and over, and women aged 16-24.
- S. Asian men aged 16-24.
- Middle Easterner men aged 16-24.

Indigenous peoples do not have disproportionately high incidences of traffic stops.

There are five race subgroups with disproportionately high incidences of traffic stops (ranging from 151.85% for White men aged 16-24 to 30.62% for White men aged 55 and over). Two out of five race subgroups are of racialized minority backgrounds and four out of five race subgroups are young people aged 16-24.

#### **Police District 11: 5 Race Subgroups That Have Disproportionately High Incidences of Traffic Stops (in descending order)**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops
White	Male	16-24	151.85%
Middle Easterner	Male	16-24	86.09%
White	Female	16-24	50.64%
S. Asian	Male	16-24	37.72%
White	Male	55+	30.62%

Racialized minority subgroups are highlighted.

#### Police District 12:

Race groups with disproportionately high incidences of traffic stops are:

- Middle Easterner (all age groups among both men and women)
- Black men (all age groups) and Black women (aged 16-24)
- White men (aged 16-24)
- E. Asian and S. E. Asian men (aged 16-24 and 55 and over)
- S. Asian men and women (aged 16-24)
- Other racialized minority men (aged 16-24)

Indigenous peoples do not have disproportionately high incidences of traffic stops.

There are 16 subgroups with disproportionately high incidences of traffic stops.

Middle Easterner and Black subgroups constituted six of the top 10 subgroups with disproportionately high incidences of traffic stops (ranging from 955.42% for Middle Easterner men aged 16-24 to 74.52% for other racialized minority men aged 16-24).

**Police District 12:  
16 Race Subgroups That Have Disproportionately High Incidences of Traffic Stops  
(in descending order)**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops
Middle Easterner	Male	16-24	955.42%
Black	Male	16-24	639.24%
Middle Easterner	Female	16-24	173.37%
Middle Easterner	Male	25-54	162.85%
Black	Male	25-54	117.44%
E. Asian/ S.E. Asian	Male	25-54	112.03%
Middle Easterner	Male	55+	105.54%
White	Male	16-24	102.79%
S. Asian	Male	16-24	81.68%
Other racialized minorities	Male	16-24	74.52%
Black	Male	55+	63.68%
Middle Easterner	Female	25-54	57.79%
Black	Female	16-24	39.37%
Middle Easterner	Female	55+	31.46%
E. Asian/S.E. Asian	Male	55+	22.13%
S. Asian	Female	16-24	21.95%

Racialized minority subgroups are highlighted.

Police District 23:

Race groups with disproportionately high incidences of traffic stops are:

- Middle Easterner (all age groups among both men and women, except women aged 25-54)
- Black men (all age groups) and Black women (aged 16-24)
- Other racialized minority men (aged 16-24 and 25-54)
- E. Asian/S.E. Asian men (aged 16-24 and 55 and over)
- S. Asian men aged 16-24

Indigenous peoples do not have disproportionately high incidences of traffic stops.

There are 14 subgroups with disproportionately high incidences of traffic stops.

Middle Easterner and Black subgroups constituted eight of the top 10 subgroups with disproportionately high incidences of traffic stops (ranging from 867.25% for Middle Easterner men aged 16-24 to 56.76% for other racialized minority men aged 25-54).

**Police District 23:  
14 Race Subgroups That Have Disproportionately High Incidences of Traffic Stops  
(in descending order)**

<b>Race</b>	<b>Sex</b>	<b>Age</b>	<b>Disproportionalities of High Incidences of Traffic Stops</b>
Middle Easterner	Male	16-24	867.25%
Black	Male	16-24	645.43%
Middle Easterner	Male	25-54	312.72%
Middle Easterner	Male	55+	283.95%
Black	Male	25-54	248.84%
E. Asian/ S.E. Asian	Male	16-24	146.05%
Black	Male	55+	126.70%
Middle Easterner	Female	16-24	67.83%
Black	Female	16-24	66.87%
Other racialized minorities	Male	16-24	56.76%
E. Asian/S.E. Asian	Male	55+	50.88%
Other racialized minorities	Male	16-24	49.45%
S. Asian	Male	16-24	43.61%
Middle Easterner	Female	55+	26.99%

Racialized minority subgroups are highlighted.

Police District 24:

Race groups with disproportionately high incidences of traffic stops are:

- Middle Easterner (all age groups among men and women)
- Black (all age groups among men and women, except Black women aged 55 and over)
- E. Asian/S.E. Asian men aged 16-24
- Other racial minority men and women aged 16-24

Indigenous peoples and White do not have disproportionately high incidences of traffic stops. There are 17 subgroups with disproportionately high incidences of traffic stops. Middle Easterner and Black subgroups constituted eight of the top 10 subgroups with disproportionately high incidences of traffic stops (ranging from 1473.19% for Middle Easterner men aged 16-24 to 115.58% for other racialized minority men aged 55 and over).

**Police District 24:  
17 Race Subgroups That Have Disproportionately High Incidences of Traffic Stops  
(in descending order)**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops
Middle Easterner	Male	16-24	1473.19%
Black	Male	16-24	1293.19%
Black	Male	25-54	484.50%
Middle Easterner	Male	25-54	343.68%
Middle Easterner	Male	55+	222.03%
Black	Male	55+	212.66%
Other racialized minorities	Male	16-24	190.74%
Black	Female	16-24	160.16%
Middle Easterner	Female	16-24	154.73%
Other racialized minorities	Male	55+	115.58%
Black	Female	25-54	97.12%
Other racialized minorities	Male	25-54	66.80%
E. Asian/S.E. Asian	Male	16-24	43.80%
Other racialized minorities	Female	16-24	39.92%
Middle Easterner	Female	55+	30.39%
S. Asian	Male	16-24	28.22%
Middle Easterner	Female	25-54	21.97%

Racialized minority subgroups are highlighted.

Police District 35:

Race groups with disproportionately high incidences of traffic stops are:

- Middle Easterner (all age groups among men and women)
- Black (all age groups among men and women)
- Other racialized minority men (all age groups)
- E. Asian/S.E. Asian men (aged 16-24)
- S. Asian men (aged 16-24)
- White men (aged 16-24)

Indigenous peoples do not have disproportionately high incidences of traffic stops. There are 19 subgroups with disproportionately high incidences of traffic stops. Middle Easterner and Black subgroups constituted nine of the top 10 subgroups with disproportionately high incidences of traffic stops (ranging from 1654.44% for Middle Easterner men aged 16-24 to 99.96% for S. Asian men aged 16-24).

**Police District 35:  
19 Race Subgroups That Have Disproportionately High Incidences of Traffic Stops  
(in descending order)**

Race	Sex	Age	Disproportionalities of High Incidences of Traffic Stops
Middle Easterner	Male	16-24	1654.44%
Black	Male	16-24	1016.78%
Middle Easterner	Female	16-24	358.94%
Middle Easterner	Male	25-54	343.16%
Black	Male	25-54	261.14%
Middle Easterner	Male	55+	254.71%
Black	Male	55+	208.11%
Black	Female	16-24	157.54%
Middle Easterner	Female	25-54	148.43%
S. Asian	Male	16-24	99.96%
Other racialized minorities	Male	16-24	91.20%
Middle Easterner	Female	55+	80.92%
Other racialized minorities	Male	55+	80.72%
Black	Female	25-54	68.73%
White	Male	16-24	60.11%
E. Asian/S.E. Asian	Male	16-24	51.90%
Other racialized minorities	Male	25-54	31.42%
Other racialized minorities	Female	16-24	28.53%
Black	Female	55+	25.00%

Racialized minority subgroups are highlighted.

Police District 36:

Race groups with disproportionately high incidences of traffic stops are:

- Middle Easterner (all age groups among men and women, except men aged 55 and over)
- Black men (aged 16-24 and 25-54)
- Other racialized men (aged 16-24 and 55 and over)
- White men (aged 16-24) and women (aged 16-24)

Indigenous peoples, E. Asian/S.E. Asian, and S. Asian do not have high incidences of traffic stops.

There are 11 subgroups with disproportionately high incidences of traffic stops.

Middle Easterner and Black subgroups constituted seven of the top 10 subgroups with disproportionately high incidences of traffic stops (ranging from 390.51% for Middle Easterner men aged 16-24 to 24.61% for Middle Easterner men aged 55 and over).

**Police District 36:  
11 Race Subgroups That Have Disproportionately High Incidences of Traffic Stops  
(in descending order)**

<b>Race</b>	<b>Sex</b>	<b>Age</b>	<b>Disproportionalities of High Incidences of Traffic Stops</b>
Middle Easterner	Male	16-24	390.51%
Black	Male	16-24	125.10%
White	Male	16-24	111.28%
Middle Easterner	Male	25-54	107.91%
Middle Easterner	Female	16-24	84.42%
Middle Easterner	Female	25-54	32.46%
White	Female	16-24	30.07%
Other racialized minorities	Male	16-24	28.63%
Black	Male	25-54	26.20%
Middle Easterner	Male	55+	24.61%
Other racialized minorities	Male	55+	20.05%

Racialized minority subgroups are highlighted.

**Section B: Reasons for Traffic Stops**

Police District 11:

Among the three reasons for traffic stops, “provincial and municipal offenses” has been used on an average of 99.41% in this police district. This reason is by far the most popular reason for traffic-stopping. There are variations in its application among race groups. It ranges from 95.83% (for other racialized minorities) to 100.00% (for Indigenous peoples).

Meanwhile, on an average, as reasons for traffic stops, “suspicious activities” (0.44%) and “criminal offenses” (0.16%) are distant second and third in their usage in this police district.

**Police District 11:  
Proportionalities of Incidences of Reasons for Traffic Stops,  
By Racialized Minority Groups**

	<b>Criminal Offenses</b>	<b>Provincial and Municipal Offenses</b>	<b>Suspicious Activities</b>
Indigenous peoples		0.53%	
Black		-0.61%	201.91%
E. Asian/ S.E. Asian		-0.07%	60.05%
S. Asian		-0.55%	185.68%
Middle Easterner		-0.62%	203.64%
Other racialized minorities	1253.01%	-3.66%	453.50%

Blank cells mean proportionalities of incidences of reasons for traffic stops are not recorded.

Disproportionately high incidences of reasons for traffic stops are highlighted.

Disproportionately high incidences of usage of the “criminal offenses” reason are found only in other racialized minorities group (1253.01%). However, “suspicious activities” reason is disproportionately applied to five racialized minority groups – Black (201.91%), E. Asian/ S.E. Asian (60.05%), S. Asian (185.68%), Middle Easterner (203.64%), and other racialized minorities (453.50%) – in this police district.

Police District 12:

As a reason, “provincial and municipal offenses” has been used 97.52% on an average. There are some variations in its usage among racialized minority groups. It ranges from 95.02% (for Middle Easterner) to 98.23% (for E. Asian/S.E. Asian).

The other two reasons are seldom used: “suspicious activities” (1.94%) and “criminal offenses” (0.34%).

Disproportionately high incidences of using the reason of “criminal offenses” are found among Indigenous peoples (291.48%), Black (281.96%), and Middle Easterner (122.03%). The disproportionately high incidences of using “suspicious activities” reason are also found among Black (105.88%), Middle Easterner (91.00%) and other racialized minorities (79.69%).

**Police District 12:  
Proportionalities of Incidences of Reasons for Traffic Stops,  
By Racialized Minority Groups**

	<b>Criminal Offenses</b>	<b>Provincial and Municipal Offenses</b>	<b>Suspicious Activities</b>
Indigenous peoples	291.48%	-1.13%	-4.70%
Black	281.96%	-2.97%	105.88%
E. Asian/ S.E. Asian	-4.51%	0.31%	-16.99%
S. Asian	7.82%	0.22%	-14.70%
Middle Easterner	122.03%	-2.06%	91.41%
Other racialized minorities	58.19%	-1.59%	79.60%

Blank cells mean proportionalities of incidences of reasons for traffic stops are not recorded.

Disproportionately high incidences of reasons for traffic stops are highlighted.

Police District 23:

“Provincial and municipal offenses” reason has been used often - 97.84% of all reasons on an average. But there are variations of how it has been used for different race groups: it ranges from 95.88% (for Black) to 98.50% (for White). “Suspicious activities” (1.79%) and “criminal offenses” (0.37%) are relatively minimal in usage.

Disproportionately high incidences of usage of “criminal offenses” reason to traffic stop racialized minority groups are shown as follows: Black (60.87%), E. Asian/ S.E. Asian (25.54%), S. Asian (325.20%), Middle Easterner (101.52%), and other racialized minorities (84.03%).

Disproportionately high incidences of usage of “suspicious activities” reason to traffic stop racialized minority groups are shown as follows: Indigenous peoples (193.46%), Black (200.85%), E. Asian/ S.E. Asian (76.08%), S. Asian (32.52%), Middle Easterner (162.46%), and other racialized minorities (72.08%).

**Police District 23:  
Proportionalities of Incidences of Reasons for Traffic Stops,  
By Racialized Minority Groups**

	<b>Criminal Offenses</b>	<b>Provincial and Municipal Offenses</b>	<b>Suspicious Activities</b>
Indigenous peoples		-2.10%	193.46%
Black	60.87%	-2.66%	200.85%
E. Asian/ S.E. Asian	25.54%	-1.01%	76.08%
S. Asian	325.20%	-1.34%	32.53%
Middle Easterner	101.52%	-2.30%	162.46%
Other racialized minorities	84.03%	-1.13%	72.08%

Blank cells mean proportionalities of incidences of reasons for traffic stops are not recorded.

Disproportionately high incidences of reasons for traffic stops are highlighted.

**Police District 24:**

“Provincial and municipal offenses” reason for traffic stops, constituted 93.48% of all reasons in this police district. The usage ranges from 89.58% (for Indigenous peoples) to 97.35% (for E. Asian/S.E. Asian).

The other two reasons for traffic stops were seldom used: “suspicious activities” (5.53%) and criminal offenses (0.99%).

Disproportionately high incidences of usage of “criminal offenses” reason to traffic stop racialized minority groups are shown as follows: Black (106.86%), S. Asian (168.77%), Middle Easterner (137.47%), and other racialized minorities (25.82%).

Disproportionately high incidences of usage of “suspicious activities” to traffic stop racialized minority groups are shown as follows: Indigenous peoples (137.82%), Black (71.55%), S. Asian (30.05%), Middle Easterner (89.84%), and other racialized minorities (92.79%).

**Police District 24:  
Proportionalities of Incidences of Reasons for Traffic Stops,  
By Racialized Minority Groups**

	<b>Criminal Offenses</b>	<b>Provincial and Municipal Offenses</b>	<b>Suspicious Activities</b>
Indigenous peoples		-5.62%	137.82%
Black	106.86%	-4.10%	71.59%
E. Asian/ S.E. Asian	-6.26%	2.57%	-54.64%
S. Asian	168.77%	-2.64%	30.05%
Middle Easterner	137.47%	-5.17%	89.84%
Other racialized minorities	25.82%	-4.47%	92.79%

Blank cells mean proportionalities of incidences of reasons for traffic stops are not recorded.

Disproportionately high incidences of reasons for traffic stops are highlighted.

**Police District 35:**

On an average, the “provincial and municipal offenses” reason for traffic stops has been used 97.01% of all three reasons in this police district. It ranges from 94.95% (for Middle Easterner) to 97.92 (for White). It is then followed by “suspicious activities” (2.32%) and “criminal offenses” (0.67%).

Disproportionately high incidences of usage of “criminal offenses” reason to traffic stop racialized minority groups are shown as follows: Indigenous peoples (1109.10%), Black (310.82%), E. Asian/ S.E. Asian (277.84%), S. Asian (84.31%), and Middle Easterner (319.83%).

Disproportionately high incidences of usage of “suspicious activities” reason to traffic stop racialized minority groups are shown as follows: Black (100.12%), S. Asian (21.95%), Middle Easterner (109.19%), and other racialized minorities (154.99%).

**Police District 35:  
Proportionalities of Incidences of Reasons for Traffic Stops,  
By Racialized Minority Groups**

	<b>Criminal Offenses</b>	<b>Provincial and Municipal Offenses</b>	<b>Suspicious Activities</b>
Indigenous peoples	1109.10%	-1.96%	
Black	310.82%	-2.84%	100.12%
E. Asian/ S.E. Asian	277.84%	-0.31%	-35.12%
S. Asian	84.31%	-0.68%	21.85%
Middle Easterner	319.83%	-3.03%	109.19%
Other racialized minorities	-41.31%	-2.63%	154.99%

Blank cells mean proportionalities of incidences of reasons for traffic stops are not recorded.

Disproportionately high incidences of reasons for traffic stops are highlighted.

**Police District 36:**

As a reason, “provincial and municipal offenses” has been used 98.76% of all three reasons for traffic stops in this police district. There are variations in the way this reason was used among racialized groups: It ranges from 95.20% (for S. Asian) to 100.00% (for Indigenous peoples).

“Suspicious activities” reason (0.93%) and “criminal offenses” reason (0.31%) were seldom used.

Disproportionately high incidences of usage of “criminal offenses” reason to traffic stop racialized minority groups are shown as follows: Black (381.00%), S. Asian (201.43%), and other racialized minorities (284.48%).

Disproportionately high incidences of usage of “suspicious activities” reason to traffic stop racialized minority groups are shown as follows: Black (113.78%), E. Asian/ S.E. Asian (57.98%), S. Asian (402.38%), and Middle Easterner (64.90%).

**Police District 36:  
Proportionalities of Incidences of Reasons for Traffic Stops,  
By Racialized Minority Groups**

	<b>Criminal Offenses</b>	<b>Provincial and Municipal Offenses</b>	<b>Suspicious Activities</b>
Indigenous peoples		1.07%	
Black	381.00%	-1.94%	113.78%
E. Asian/ S.E. Asian		-0.20%	57.98%
S. Asian	201.43%	-3.78%	402.38%
Middle Easterner	-17.55%	-0.48%	64.90%
Other racialized minorities	284.48%	0.04%	

Blank cells mean proportionalities of incidences of reasons for traffic stops are not recorded.

Disproportionately high incidences of reasons for traffic stops are highlighted.

**Section C: Outcomes of Traffic Stops**

Police District 11:

A review of the data on outcomes of traffic stops within each race group (including the White group), variations are observed as follows:

- “Final (no action)” outcomes ranged from 9.09% (for Indigenous peoples) to 18.75% (for other racialized minorities) of all outcomes within each race group.
- “Warned” outcomes ranged from 27.27% (for Indigenous peoples) to 52.08% (for other racialized minorities) of all outcomes within each race group.
- “Charged” outcomes ranged from 29.17% (for other racialized minorities) to 63.64% (for Indigenous peoples) of all outcomes within each race group.

A review of the data on the three outcomes of racialized minority groups showed that, when benchmarked with the White group:

- Other racialized minorities group (43.45%) has disproportionately high incidences in the “final (no action)” outcomes.
- E. Asian/S.E. Asian group (20.56%) and other racialized minorities group (33.64%) have disproportionately high incidences in the “warned” outcomes.

- Indigenous peoples (32.70%) have disproportionately high incidences in the “charged” outcomes.

**Police District 11:  
Proportionalities of Outcomes of Traffic Stops,  
by Racialized Minority Groups**

<b>Racialized Minority Groups</b>	<b>Final (No Action)</b>	<b>Warned</b>	<b>Charged</b>
Indigenous peoples	-30.45%	-30.02%	32.70%
Black	-4.37%	19.55%	-14.69%
E. Asian/ S.E. Asian	-30.87%	20.56%	-8.30%
S. Asian	-1.28%	-6.19%	5.38%
Middle Easterner	-16.94%	-6.16%	9.63%
Other racialized minorities	43.45%	33.64%	-39.18%

Disproportionately high incidences in outcomes are highlighted.

**Police District 12:**

A review of the data on outcomes within each race group (including the White group), variations are observed as follows:

- “Final (no action)” outcomes ranged from 9.40% (for E. Asian/S.E. Asian) to 20.63% (for Indigenous peoples) of all outcomes within each race group.
- “Warned” outcomes ranged from 46.03% (for Indigenous peoples) to 54.70% (for other racialized minorities) of all outcomes within each race group.
- “Charged” outcomes ranged from 31.64% (for Black) to 38.00% (for E. Asian/S.E. Asian) of all outcomes within each race group.

A review of the data on the three outcomes showed that, when compared with the White group:

- Indigenous peoples (84.61%), Black (47.95%), and Middle Easterner (28.86%) have disproportionately high incidences in the “final (no action)” outcomes.

**Police District 12:  
Proportionalities of Outcomes of Traffic Stops,  
by Racialized Minority Groups**

<b>Racialized Minority Groups</b>	<b>Final (No Action)</b>	<b>Warned</b>	<b>Charged</b>
Indigenous peoples	84.61%	-11.68%	-9.19%
Black	47.95%	-0.56%	-13.81%
E. Asian/ S.E. Asian	-15.88%	0.92%	3.52%
S. Asian	6.58%	4.43%	-8.29%
Middle Easterner	28.86%	-8.02%	2.60%
Other racialized minorities	10.88%	4.96%	-10.35%

Disproportionately high incidences in outcomes are highlighted.

Police District 23:

A review of the data on outcomes within each race group (including the White group), variations are observed as follows:

- “Final (no action)” outcomes ranged from 7.14% (for Indigenous peoples) to 18.99% (for Black) of all outcomes within each race group.
- “Warned” outcomes ranged from 38.00% (for Middle Easterner) to 44.64% (for E. Asian/S.E. Asian) of all outcomes within each race group.
- “Charged” outcomes ranged from 40.50% (for Black) to 53.57% (for Indigenous peoples) of all outcomes within each race group.

A review of the data on the three outcomes showed that, when compared with the White group:

- Black (47.81%) and Middle Easterner (24.92%) have disproportionately high incidences in the “final (no action)” outcomes.
- Indigenous peoples (24.11%) have disproportionately high incidences in the “charged” outcomes.

No racialized minority groups have disproportionately high incidences in the “warned” outcomes.

**Police District 23:  
Proportionalities of Outcomes of Traffic Stops,  
by Racialized Minority Groups**

<b>Racialized Minority Groups</b>	<b>Final (No Action)</b>	<b>Warned</b>	<b>Charged</b>
Indigenous peoples	-44.41%	-10.69%	24.11%
Black	47.81%	-7.92%	-6.16%
E. Asian/ S.E. Asian	5.62%	1.49%	-3.19%
S. Asian	6.69%	-12.91%	11.17%
Middle Easterner	24.92%	-13.61%	6.44%
Other racialized minorities	-2.21%	-4.78%	5.53%

Disproportionately high incidences in outcomes are highlighted.

Police District 24:

A review of the internal data on outcomes within each race group (including the White group), variations are observed as follows:

- “Final (no action)” outcomes ranged from 19.54% (for E. Asian/S.E. Asian) to 29.76% (for Middle Easterner) of all outcomes within each race group.
- “Warned” outcomes ranged from 35.81% (for Middle Easterner) to 58.33% (for Indigenous peoples) of all outcomes within each race group.
- “Charged” outcomes ranged from 18.75% (for Indigenous peoples) to 41.75% (for White) of all outcomes within each race group.

A review of the data on the three outcomes showed that, when compared with the White group:

- Black (29.86%), S. Asian (27.10%), Middle Easterner (45.76%), and other racialized minorities (32.79%) have disproportionately high incidences in the “final (no action)” outcomes.
- Indigenous peoples (54.19%) have disproportionately high incidences in the “warned” outcomes.

No racialized minority groups have disproportionately high incidences in the “charged” outcomes.

**Police District 24:  
Proportionalities of Outcomes of Traffic Stops,  
by Racialized Minority Groups**

<b>Racialized Minority Groups</b>	<b>Final (No Action)</b>	<b>Warned</b>	<b>Charged</b>
Indigenous peoples	12.24%	54.19%	-55.09%
Black	29.86%	-0.67%	-14.00%
E. Asian/ S.E. Asian	-4.31%	5.03%	-2.45%
S. Asian	27.10%	0.38%	-13.59%
Middle Easterner	45.76%	-5.33%	-17.54%
Other racialized minorities	32.79%	8.08%	-23.36%

Disproportionately high incidences in outcomes are highlighted.

Police District 35:

A review of the internal data on outcomes within each race group (including the White group), variations are observed as follows:

- “Final (no action)” outcomes ranged from 12.08% (for White) to 18.25% (for other racialized minorities) of all outcomes within each race group.
- “Warned” outcomes ranged from 18.00% (for Indigenous peoples) to 37.84% (for Black) of all outcomes within each race group.
- “Charged” outcomes ranged from 44.67% (for Black) to 64.00% (for Indigenous peoples) of all outcomes within each race group.

A review of the data on the three outcomes showed that, when compared with the White group:

- Indigenous peoples (49.03%), Black (44.80%), Middle Easterner (40.57%), and other racial minorities (51.12%) have disproportionately high incidences in the “final (no action)” outcomes.

No racialized minority groups have disproportionately high incidences in the “warned” and “charged” outcomes.

**Police District 35:  
Proportionalities of Outcomes of Traffic Stops,  
by Racialized Minority Groups**

<b>Racialized Minority Groups</b>	<b>Final (No Action)</b>	<b>Warned</b>	<b>Charged</b>
Indigenous peoples	49.03%	-43.55%	14.22%
Black	44.80%	18.66%	-20.28%
E. Asian/ S.E. Asian	10.08%	-8.06%	2.42%
S. Asian	9.80%	11.38%	-8.59%
Middle Easterner	40.57%	4.68%	-11.41%
Other racialized minorities	51.12%	13.87%	-18.91%

Disproportionately high incidences in outcomes are highlighted.

Police District 36:

A review of the internal data on outcomes within each race group (including the White group), variations are observed as follows:

- “Final (no action)” outcomes ranged from 7.55% (for E. Asian/S.E. Asian) to 20.80% (for S. Asian) of all outcomes within each race group.
- “Warned” outcomes ranged from 14.29% (for Indigenous peoples) to 40.80% (for S. Asian) of all outcomes within each race group.
- “Charged” outcomes ranged from 38.40% (for S. Asian) to 71.43% (for Indigenous peoples) of all outcomes within each race group.

A review of the data on the three outcomes showed that, when compared with the White group:

- S. Asian group (50.10%) has disproportionately high incidences in the “final (no action)” outcomes.
- Indigenous peoples (37.46%) have disproportionately high incidences in the “charged” outcomes.

No racialized minority groups have disproportionately high incidences in the “warned” outcomes.

**Police District 36:  
Proportionalities of Outcomes of Traffic Stops,  
by Racialized Minority Groups**

<b>Racialized Minority Groups</b>	<b>Final (No Action)</b>	<b>Warned</b>	<b>Charged</b>
Indigenous peoples	3.09%	-58.20%	37.46%
Black	13.62%	18.27%	-15.65%
E. Asian/ S.E. Asian	-45.54%	3.04%	10.14%
S. Asian	50.10%	19.37%	-26.10%
Middle Easterner	12.11%	-2.69%	-1.46%
Other racialized minorities	-19.00%	1.50%	4.08%

Disproportionately high incidences in outcomes are highlighted.