



*Guardian of Public Trust*

April 14, 2023

Purpose:        Action ☒        Information ☐

TO:                **Edmonton Police Commission (EPC)**

FROM:            Matt Barker, Edmonton Police Commission

**Topic:** Next Steps on EPC motion on Race Based Data Collection

**Decision Required:**

Provide direction to Administration on the path forward for the EPC motion related to Race Based Data Collection

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Background:

On October 20, 2022, the Commission received a presentation from Statistics Canada on the following project: *“Police-Reported Indigenous & Racialized Identity Statistical Engagement – Uniform Crime Report Survey – Interim Report”*. After this presentation the following motion was brought forward:

*“That the Edmonton Police Commission send a letter under the signature of the Chair to the Government of Alberta requesting that racial data be added to Driver’s Licenses and other government identification.*

Since that time, the Commission has received emails, phone calls, media and social media attention that has provided alternate perspectives on the matter. The Commission asked Administration not to action the motion and made a commitment to revisit at a future meeting to reconsider the motion or to clarify intent.

The Commission has invited two groups to provide presentations on the Race Based Data issue to gather broader information on the topic itself as well as provide information that will assist Commissioners in making a decision on if they should proceed with their motion from October 2022.



# The RCMP Race-Based Data Collection Initiative

**Edmonton Police Commission Public Meeting**  
Dr. Mai Phan, Manager, Race-Based Data Collection,  
Sarah Mirenzi, Senior Analyst, RCMP  
June 22, 2023

# Presentation Topics

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# Background: Race-Based Data Collection Initiative

- Acknowledging and addressing systemic racism is essential to fostering a just and equitable society, as well as restoring trust and improving community safety outcomes.
- In **August 2020**, the RCMP committed to address systemic racism and advance the collection of race-based data as demonstrated by the following commitments:



## Vision 150

Under the “**Address Systemic Racism**” theme, the RCMP must:

“Collect and analyze race-based data on police interactions to better understand policies and practices that harm racialized groups.”



## 2021 Federal Budget

Resources were provided in the Federal Budget to support anti-racism measures and enable a pilot for race-based data collection in the RCMP.



## Mandate Letters

**Public Safety Minister and RCMP Commissioner mandate**

“Prioritize policing reform to address systemic racism and ensure the RCMP meets the needs of the communities it serves.”



## Standing Committee on Public Safety and National Security

**Recommendations 41 and 42:**

That the RCMP collect and publicize national comprehensive and disaggregated race-based data and apply a critical race lens to data analysis

# RBDC Objectives

- The purpose of this initiative is to provide sustainable, inclusive and transparent disaggregated race-based data collection, analysis and reporting on police interactions with the public to identify and address systemic racism, support the delivery of fair, transparent and equitable policing across Canada, and collaborate with communities and partners to promote trust and wellbeing.
- **Done correctly, RBDC helps to:**



RBDC

- |   |
|---|
| • Better understand the nature, extent, and impact of systemic racism in community safety |
| • Enable data-driven decision making and policy development                               |
| • Build trust with communities  |
| • Take action to improve community safety outcomes  |

# RCMP Approach

## Dedicated Resources

Establish and resource a specialized unit to provide subject matter expertise, skills and experiences to support and work with organizational partners and stakeholders for a whole-of-RCMP approach.

## Pilot Site Approach

A pilot approach would help to test and refine RBDC policies, processes and practices prior to national roll-out of race-based data collection, analysis, and reporting.

- The ARU visited 11 detachments in 6 divisions
- Recommending five pilot site for approvals

## Ontario Data Standards

The RCMP will use the *Ontario Anti-Racism Data Standards* as a best practice and guide for data collection. This entails:

- Using race categories currently being used by all police agencies in Ontario and other sectors
- Collecting officer-perception data to identify and address systemic racial biases in decision-making.

# Ontario Anti-Racism Act

- Ontario passed an **Anti-Racism Act, 2017** to establish requirements for government and public sector organizations to identify and address systemic racism and advance racial equity in policies, programs and services.
  - In 2018, it established an **Anti-Racism Data Standards and regulations** to mandate race-based data collection, analyses and reporting by:



School Boards



Children's Aid  
Societies



Police reports  
(use of force)



Bail courts



Youth & Adult  
Corrections



Police oversight &  
complaints bodies

- Other provinces have recently passed legislation to address systemic racism in public services:
  - **British Columbia:** Anti-Racism Data Act, 2022
  - **Nova Scotia:** Dismantling Racism and Hate Act, 2022

# Anti-Racism Data Standards (ARDS)

- The ARDS sets requirements and best practices for the consistent collection, analysis and reporting of race-based data to **eliminate systemic racism and advance racial equity**.
- The Anti-Racism Data Standards are comprised of **7 sections** and includes **43 standards** (requirements) and **guidance** to help public sector organizations meet the standards and ensure:
  - **Standardized** collection of personal information about **Indigenous identity, race, religion** and **ethnic origin** to allow for comparisons across sectors, and over time.
  - **Privacy protections** to prevent the misuse of personal information.
  - **Analysis requirements** to identify and monitor racial disparities in policies, programs & services.
  - **Open data and reporting** to enable public transparency and accountability.



The Ontario ARDS has been adopted by the Canadian Institute for Health Information, and recommended by the Nova Scotia Wortley Report Committee.



# Manner of Collection

The Anti-Racism Act requires that personal information be collected directly from the individual unless the ARDS authorizes another method of collection. Standard 5 and Standard 6 of the ARDS outline when direct collection and indirect collection are appropriate.

## Direct Collection

The default is to collect personal information directly from the individual in a way that respects the person's dignity and protects their privacy. i.e., Self-reported identities

## Indirect Collection

**In some circumstances**, personal information may be collected indirectly, such as:

- the individual authorizes another person to provide their personal information
- the individual to whom the information relates is deceased
- For the purposes of identifying and tracking potential racial bias in decision-making – **perception about another individual's race** may be more appropriate manner of collection.

# Officer Perception or Self-Reported Identities?

Consider the **organizational objectives**, the **data collection context**, and **how the information will be managed and used**:

- What does the organization need to understand and can act on?
- How will the collection affect the interaction between the officer and member of the public?

## Self-reported

☐

Race, Indigenous identity, etc.

☐

Understand experiences and outcomes across a service or system

☐

Can be collected in a way that protects individual privacy and dignity

☐

Individual can provide voluntary express consent for the collection

## Officer perception

☐

Race, age, gender, disabilities

☐

Understand potential systemic biases that may affect individual decision-making in a specific situation

☐

Type of information supports the purpose for data

☐

Can be collected efficiently in a way that protects officer and public safety

# Identify Other Data to Collect & Analyse

## Indigenous identity, Ethnic Origin & Religion

When collected directly from individuals, personal information about Indigenous identity, race, ethnic origin, and religion are collected to better understand systemic racism and barriers (see Appendix for questions and categories).



Ethnic origin is **not the same** as race, although there may be an overlap in the two concepts. Ethnicity includes shared history, language, religion, culture, and sense of common fate, etc. Individuals can have different ethnic origins but are racialized in similar ways, and vice versa.

## Other personal information

Collect other identity-based personal information, such as gender identity, age, disabilities, etc. to better understand the unique experiences of individuals.

# RCMP is collaborating with Statistics Canada

Ontario Anti-Racism Data Standards categories (officer perception)	UCR officer-perception roll-up categories	UCR officer-perception specific breakdown (if applicable and known)
<b>Black</b>	Black	Black
<b>East/Southeast Asian</b>	East or Southeast Asian (see specific breakdown categories, if known)	Chinese Filipino Korean Japanese Southeast Asian (e.g., Vietnamese, Cambodian, Laotian, Thai)
<b>Indigenous</b>	Indigenous (see specific breakdown categories, if known)	First Nations person (status or non-status) Inuit Métis Indigenous person, but Indigenous group is unknown
<b>Latino</b>	Latin American	
<b>Middle Eastern</b>	Arab or West Asian Ontario's standard does not include a separate category specifically for West Asians. Therefore, by officer-perception this may be collected under "Middle Eastern". StatCan proposes rolling it up with Arab.	
<b>South Asian</b>	South Asian	
<b>White</b>	White	

"Unknown" is applicable only if the officer did not interact with the person, such as when entering warrants.

# Notice & Consent for RBDC

## Obtain voluntary express consent

When collecting **self-reported identities**, voluntary express consent must be informed and respects individual dignity and privacy.

## Provide notice of collection

Prior to collecting, notice must be given, either orally or in writing, in a way that is inclusive, accessible and respects individual privacy. There are different notice requirements for direct and indirect collection.

Direct Collection	Indirect Collection
Notice must be provided to the individual whose personal information is requested.	Notice must be accessible and clearly published on the organization's website.
No program, service or benefit may be withheld because the individual does not provide, or refuses to provide, the personal information.	Inform the public about the types of information that may be collected indirectly, and under what circumstances.
For both manner of collection, notice should include the authority, purpose and use for the PI, how it will be protected, and the title and contact information of an employee in the organization to answer the public's questions.	



# Protect Privacy & Prevent Misuse

## Secure & protect personal information (PI)

Have plans and procedures in place to secure and protect PI from unauthorized access, use, loss, theft, tampering, disclosure or destruction; and manage any privacy breaches.

## Limit access to and minimize the use of PI

Limit access to only those persons authorized to use the information for their job. Use the least amount of information necessary for the purpose.

## Retention of information

Personal information is retained securely for at least five years for the purpose of investigations and analyses; consider longer retention periods for anonymized information for trend analyses.



Consider who should have access to sensitive identity data, how they will use it and how individual privacy will be protected to **prevent misuse and potential harm** to disadvantaged communities.

# Members are key to success

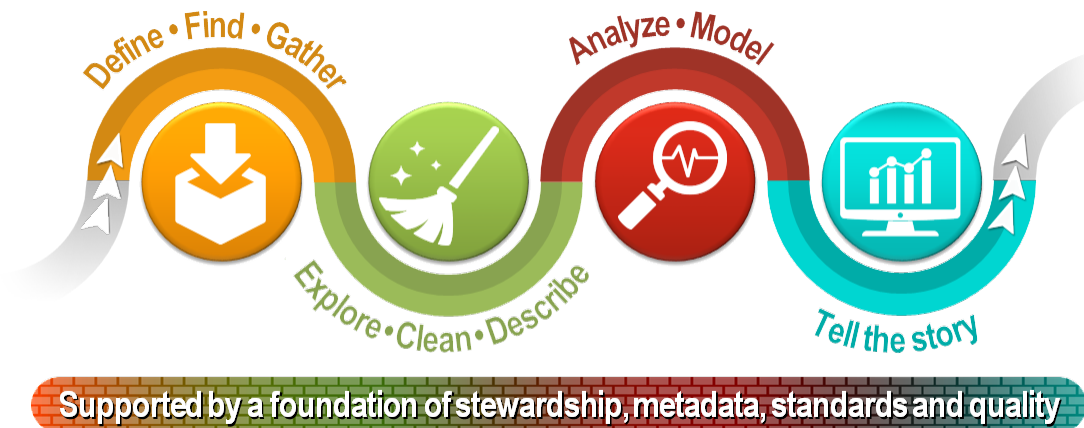
Effective member engagement and buy-in are **primary success factors**:

- Member engagement goes well beyond the operational aspects of accurately collecting and entering race and identity-based data.
- Members have a significant role to provide the relevant context and operational knowledge to understand findings and develop action plans.
- Building confidence in the work allows members to see the value of data to inform future action plans.
- Community and member engagements work hand-in-hand to build trust and move towards real solutions.



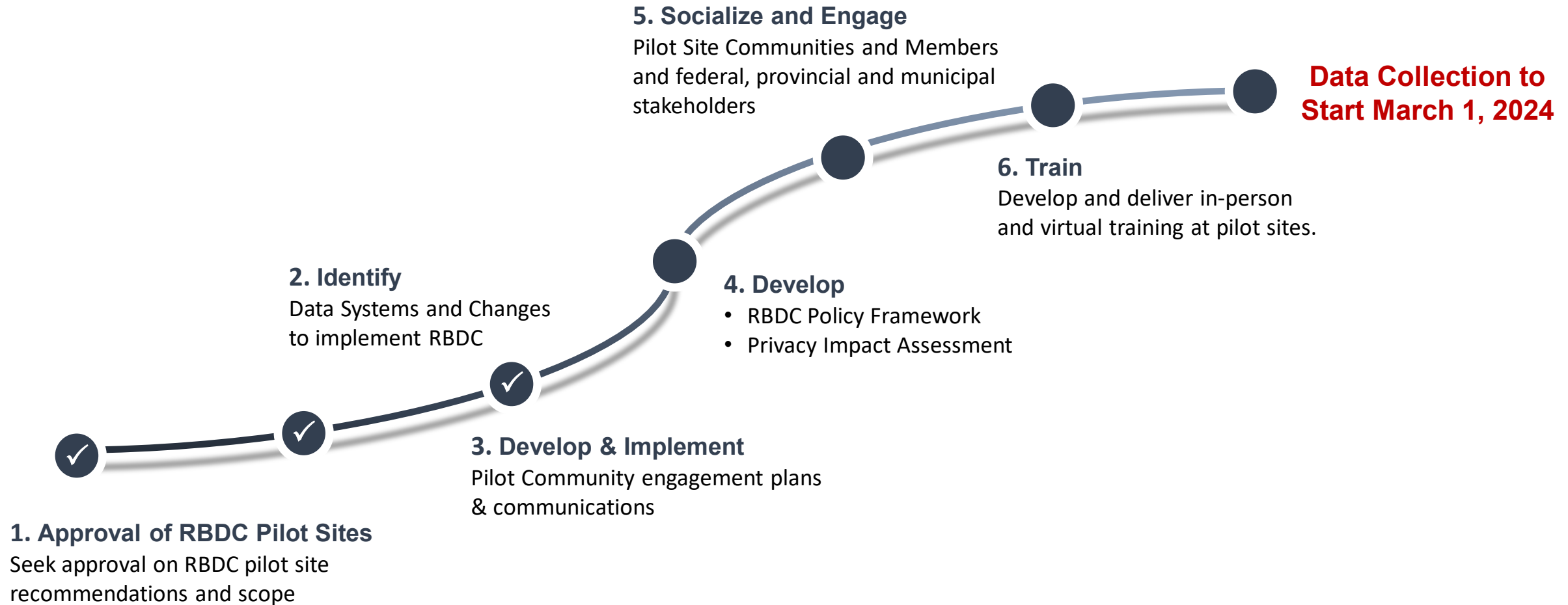
# Collaboration, Openness & Transparency

- Commit to and develop an **open data framework** and **accessible public reporting** to be accountable and allow public access to information.
- Collaborate with communities, stakeholders and members to interpret findings, create **action plans**, build on best practices, address gaps identified by the data, act on findings and monitor progress.
- Action plans should involve **regular** and **meaningful** consultations with Indigenous, Black and racialized communities to ensure their perspectives and ideas are incorporated.



Graphic: <https://www.statcan.gc.ca/en/wtc/data-literacy/journey>

# Next Steps



Continue to work with partners and align with organizational priorities & initiatives.





# Appendix

## **Collecting Self-reported Race-Based Data**

Ontario Anti-Racism Data Standards



# Indigenous Identity

<b>Question</b>	Do you identify as First Nations, Métis, and/or Inuit? If yes, select all that apply.
<b>Response Values</b>	1. No 2. Yes, First Nations 3. Yes, Métis 4. Yes, Inuit
<b>Response rule</b>	If yes, respondents may select multiple options – First Nations, Métis, and/or Inuit.  Respondents may not select both no and yes.

Where Indigenous communities have requested, the question and response values about Indigenous identity may **deviate from the above**. Responses must be able to map to the above categories for analysis and reporting.

# Ethnic Origin

## Ethnic Origin

**Question** What is your ethnic or cultural origin(s)?

For example, Canadian, Chinese, East Indian, English, Italian, Filipino, Scottish, Irish, Anishnaabe, Ojibway, Mi'kmaq, Cree, Haudenosaunee, Métis, Inuit, Portuguese, German, Polish, Dutch, French, Jamaican, Pakistani, Iranian, Sri Lankan, Korean, Ukrainian, Lebanese, Guyanese, Somali, Colombian, Jewish, etc. \*

**Response Values** Open text box: Specify as many ethnic or cultural origins as applicable [and/or provide drop-down list of values reported in Ontario, 2016]

**Response Rule** Respondents may select or write-in more than one ethnic origins

*\*Examples are provided in order of most commonly reported single ethnic origins in Ontario in the 2016 Census, and includes seven examples of Indigenous origins, and one from each world region.*

# Self-Reported Race

**Pre-amble:** In our society, people are often described by their race or racial background. For example, some people are considered 'White' or 'Black' or 'East/Southeast Asian,' etc.

	Race categories	Description/examples
<b>Response Values</b>	1. Black	African, Afro-Caribbean, African-Canadian descent
	2. East/Southeast Asian (May be collected separately as East Asian and Southeast Asian)	Chinese, Korean, Japanese, Taiwanese descent, Filipino, Vietnamese, Cambodian, Thai, Indonesian, and other Southeast Asian descent
	3. Indigenous	First Nations, Métis, and/or Inuit descent
	4. Latino	Latin American or Hispanic descent
	5. Middle Eastern	Arab, Persian, or West Asian descent, e.g., Afghan, Egyptian, Iranian, Lebanese, Turkish, Kurdish, etc.
	6. South Asian	South Asian descent, e.g., East Indian, Pakistani, Bangladeshi, Sri Lankan, Indo-Caribbean, etc.
	7. White	European descent
	8. Another race category	Another race category not described above [Option to allow write-in response]
<b>Response rules</b>	Respondents may select all that apply.	

# Religion and/or Spiritual Affiliation


Question	What is your religion and/or spiritual affiliation? Select all that apply.
Response Values	<div>1. Buddhist</div> <div>2. Christian</div> <div>3. Hindu</div> <div>4. Jewish</div> <div>5. Muslim</div> <div>6. Sikh</div> <div>7. Indigenous Spirituality</div> <div>8. No religion</div> <div>9. Another religion or spiritual affiliation (Option to provide open text response)</div>
Response Rule	Respondents may select all that apply.

Organizations may include subcategories as needed, but responses must be mapped back to the nine categories for analysis and reporting under the ARA.


# Resources

- Vision 150 and Beyond: RCMP Strategic Plan  
<https://www.rcmp-grc.gc.ca/vision150/strategic-plan-strategique/index-eng.htm>
- RCMP Race-Based Data Collection:  
<https://www.rcmp-grc.gc.ca/en/change-the-rcmp/address-systemic-racism/collect-and-analyze-race-based-data>
- The Ontario Anti-Racism Data Standards and guidance:  
<https://www.ontario.ca/page/anti-racism-data-standards-order-council-8972018>
- *Ontario Anti-Racism Act*, 2017: <https://www.ontario.ca/laws/statute/17a15>





# Edmonton Race-Based Data Table Insights, Considerations & Recommendations on the Collection and Use of Race-Based Data



June 22, 2022 | Edmonton Police  
Commission



# Outline

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1. Grounding & Definitions
2. History of the Race-Based Data Table
3. Our understanding of the motion
4. Where does our information come from?
5. Considerations for relevant and ethical race-based data collection and analysis
6. Recommendations

# Treaty Reflection

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Before we begin, let us acknowledge the land we are having this discussion on...

Data tells stories ... we are going to talk about data and stories - and the opportunities they create or the opportunities they limit.

A moment to reflect – how we came to this land/our history on this land, the stories we carry about the people on this land, the relationships between people on this land ... and how can we be present in this discussion in ways that it is “giving life.”

# Definitions - Race-based Data and Indigenous Identity Data

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## Race-based Data and Indigenous Identity Data

- This type of data can identify, monitor and address inequities that stem from racism. It usually means you can look at outcomes (health, education etc.) and compare them across race or Indigenous identities
- While there are some commonalities between Race-based Data and Indigenous identity data, First Nations, Inuit, and Métis communities are constitutionally recognized sovereign nations with inherent rights to self-determination. The approaches to collecting, analyzing and using this data should be specific to those communities.

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## “Data is a living relationship”

- Interviewee, “Race-Based Data Collection: A Focused Scan of Current Practices in Edmonton”



# History of the Race-Based Data Table

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**Race-based Data Table** - collaborative table of practitioners, system representatives and community members in Edmonton interested in working towards the following vision:

*Relevant and ethical data actively contributes to reducing systemic racism.*

# Our understanding of the motion and what we will contribute

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When we think about the motion to collect race-based data on Driver's Licenses and other government-issued ID, we will focus on the research, knowledge, and findings that explore the following points:

- How would the Commission clearly state **the purpose of race-based data collection** before you embark on advocacy work with the Province and other stakeholders?
- **What would make this race-based data collection, and its use, relevant** when it comes to creating more equitable policing and justice systems for racialized/Indigenous communities, and
- **What would make this data collection ,and the use of this data, ethical** when it comes to creating equitable futures for racialized/Indigenous communities

# Our understanding of the motion...

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- We also believe that if the EPC forms a rationale that is based on these elements, then you can confidently be transparent/openly communicate with the community on how the collection of race-based data contributes to anti-racism efforts.

# Where does our information come from?

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“Race-Based Data Collection: A Focused Scan of Current Practices in Edmonton”

## Purpose of the Scan:

- Understand what is happening with respect to race-based data in the **education, health and policing systems** in Edmonton
- What are **communities' concerns and recommendations** regarding the current state of the collection of race-based data in the education, health and policing systems in Edmonton

# Methods

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- Not just collecting information, but in line with ethical approaches to race-based data, focused on *building and restoring of relationships* between communities and organizations / institutions that collect and use data
- Included talking to representatives of education, health and policing sector *and* non profits who have advanced data collection practices related to these three sectors
- Seeking out community perspectives on what we found
- Presented all findings in report and in a community presentation with discussion

# Methods

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- June - October 2022 - reached out to 25 stakeholders to participate in interviews
- Interviewed 21 organizations, 20 of which had data to which they could speak to
  - 1 research organization
  - 5 representatives from either the health, education or policing systems (one of which was through email)
  - 2 funding organizations
  - And 13 non profit organizations

# Relevant Race-Based Data collection and analysis

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## Key considerations:

- Affirmation of hesitancy in sharing race or Indigenous identity information
- Value of race-based data or Indigenous identity data *if* tied to meaningful outcomes; currently some recommendations from Statistics Canada about this – but linked to criminal activity rather than police activity – need the picture as a whole.
- This holistic perspective can also ensure that race-based and Indigenous identity data is used to identify strengths and assets of communities, rather than just where there are gaps. How can you build anti-racist practices and not just “race-based data?”

# Ethical Race-Based Data collection and analysis

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Key considerations:

- Need for existing/new race-based or Indigenous identity data to be released to community
- Absolute necessity of community perspectives in analysis and communication of this data



# Ethical Race-Based Data collection and analysis

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In particular, these perspectives can ensure that race-based and Indigenous identity data and analysis **should focus not only on community members, but on the systems** that perpetuate oppression. As one participant identified:

“One of my fears is that the folks who collect this data don’t have the understanding on how to analyze it from an anti-oppressive and anti-racist lens, rendering it pointless.”

# Relevance + Ethics

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This is where **relevance and ethics come together: Trust is paramount – racialized and non-racialized people need to trust it.** You need to hit both currencies – building a better EPS *and* re-defining/transforming what it means to be a community service.

*“Police, Health, and Education... instead of asking us what they want to know, they need to ask, ‘what data do you want to collect and what do you want to know?’ Then you would get more relevant race-based data. The community knows what’s going on... how do they flip the consultation around? They [systems] might not know how to do that, but we have to flip the system around. How do we approach and build relationships? What questions are you asking your community members?”*

# Community Generated Insights

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- Finally, participants spoke to how organizations must fully commit to being anti-racist before embarking upon race-based data collection and analysis. It is difficult to collect and analyze data in a way that is committed to reducing systemic discrimination, unless the organization as a whole is committed to this mandate and the implications of this commitment.

“There's collecting race and there is being anti-racist ...Collection of race based data should be embedded in organizational strategy and not just an add on, which is an afterthought.”

# Key Considerations

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- Importance of clarity around what race-based data means
- Race-Based Data is an opportunity for relationship building and co-learning
- Explore and embed the value of linking to government systems
- Results from the *Focused Scan* show this issue is relevant to Edmontonians
- Race-based data collection is a step toward addressing systemic racism (if done through an anti-racist framework)
- Lack of reliable data makes measuring inequities difficult.

# Recommendations

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## A Strong Commitment to Engagement and Partnership with Racialized Communities

- Form an anti-racism/equity advisory committee
  - ask clarifying questions to better understand the issue/concern, centering the importance of the issue to Indigenous and Racialized groups.
  - identify who the initiative/motion gives power to (for whom and for what?)
  - determine who is most impacted by the decision/motion.
- Non-profits, ethnocultural, and grassroots organizations should lead the conversations due to their closer connection to the community
  - Conversations must be grounded in an anti-oppressive framework/lens

# Recommendations

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## Processes for Institutional Accountability

- A public anti-racism framework/strategy/policy to demonstrate a long-term commitment to this issue, with an integrated process to measure progress and to report on progress made towards realizing an anti-racist police service
  - Understand, articulate, and commit to the intended anti-racist outcome or goal for collecting race-based data
- An ethical data framework to govern the collection and use of data

**Existing Resources** - RBD Table (informal CoP for this work) & EndPoverty Edmonton Anti-Oppressive Framework (forthcoming)

# Closing

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Any questions?

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