Open Report:	2026-120
To:	The Waterloo Regional Police Service Board
From:	Strategic Services
Meeting Date:	February 18, 2026
Report Title:	WRPS Intelligence Notes, 2025

Recommendation:

For information only.

Summary:

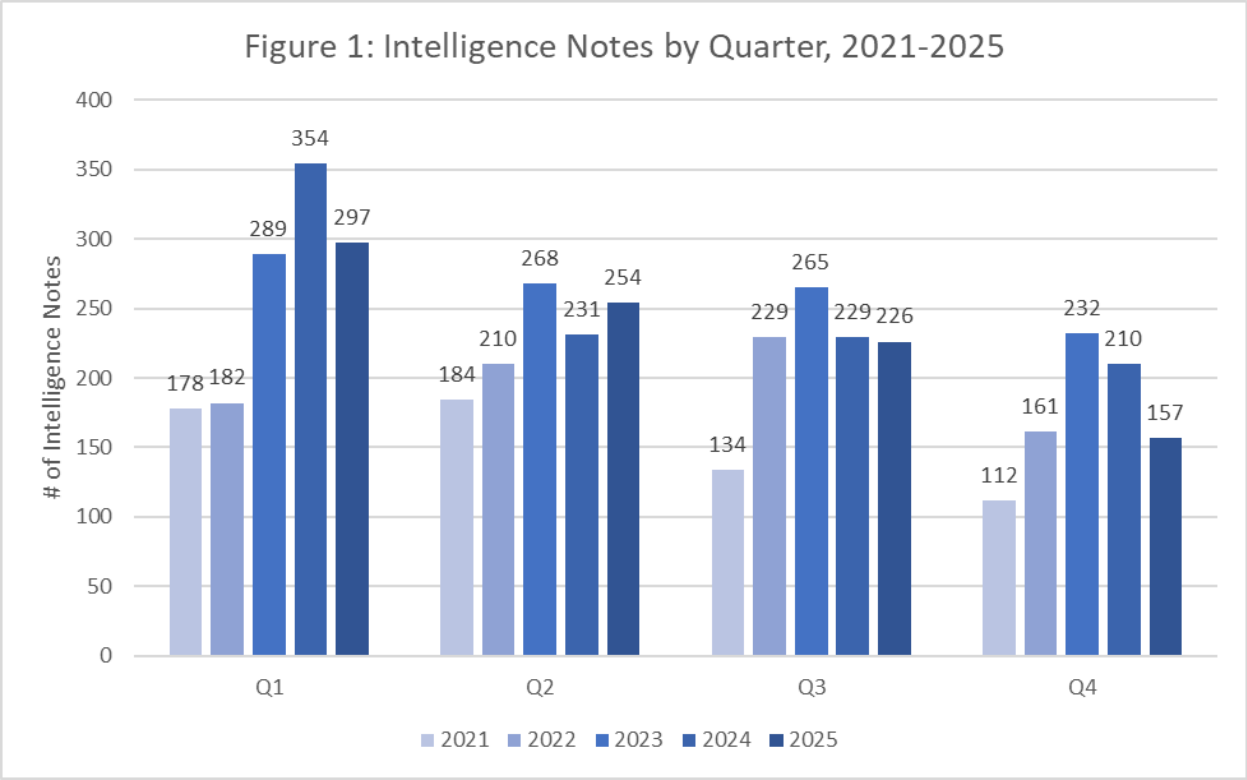
In accordance with the Waterloo Regional Police Service (WRPS) *Intelligence Notes* procedure, findings related to Intelligence Notes are reported on a quarterly basis. This report provides findings from January 1, 2025 to December 31, 2025.

Report:

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

A single occurrence may generate multiple unique Intelligence Notes. The focus of Intelligence Notes can include: persons, vehicles, or locations. In 2025, officers generated 933 unique Intelligence Notes from 631 occurrences. As compared to 2024, in 2025 there was a small decrease in number of occurrences involving Intelligence Notes (661 in 2024, 631 in 2025, -5%) and in the overall number of Notes created (1024 in 2024, 933 in 2025, -9%).

Outside of Q2, 2025 saw fewer Intelligence Notes generated each quarter as compared to 2024 (see Figure 1).



A single occurrence may generate multiple unique Intelligence Notes, each representing a unique subject. Subjects can include: persons, vehicles, or locations. Of the 933 Intelligence Notes created in 2025, 345 (37%) focused on person subjects, 474 (51%) focused on locations, and 112 (12%) focused on unoccupied vehicles. Two Notes were missing focus information. Overall, as compared to 2024, proportionately fewer Intelligence Notes focused on person subjects (37% in 2024 vs 39% in 2025) and vehicles (19% in 2024 vs 12% in 2025), while more Notes focused on Locations (42% in 2024 vs 51% in 2025).

Any analyses related to person characteristics will include only the 345 Intelligence Notes related to person subjects.

Intelligence Notes by Source and Rationale

The primary purpose of Intelligence Notes is to record information that assists in preventing and solving crime. Of the 933 Intelligence Notes created in 2025, 151 (16%) resulted from interactions initiated by a citizen (Citizen Initiated) and 751 (80%) resulted from interactions initiated by a police officer (Police Initiated). 31 Notes (3%) did not provide information on how they were initiated. These numbers are consistent with the trends observed in 2024. Of the Police Initiated Notes, the majority were the result of passive observations (e.g., license plate runs, 259 Notes) or first lawful interactions (traffic stops, 160 Notes; see Table 1).

Table 1. Number of Intelligence Notes by Source and Category, 2025

Source	Category	Overall Number	Overall Percent	Grouped Number	Grouped Percent
Citizen Initiated	Calls for Service	132	14.1%	151	16.1%
	Suspicious Person	6	.6%		
	Third Party Information	7	.8%		
	Other	6	.6%		
Police Initiated	Canvassing	35	3.8%	751	80.3%
	Directed Location	61	6.5%		
	Known Person	153	16.4%		
	Plate Run	259	27.8%		
	Traffic Stop	160	17.1%		
	Other	83	8.9%		
Unknown		31	3.3%	31	3.3%
Total		**933**	**100%**	**933**	**100%**

The majority of Intelligence Notes (880 Notes; 94.3%) captured multiple rationales. Consistent with previous years, Notes were most frequently created, at least in part, to document associations between people, places, and vehicles (879 Notes; 94%) followed by information related to drugs/drug trafficking (467 Notes; 50%).

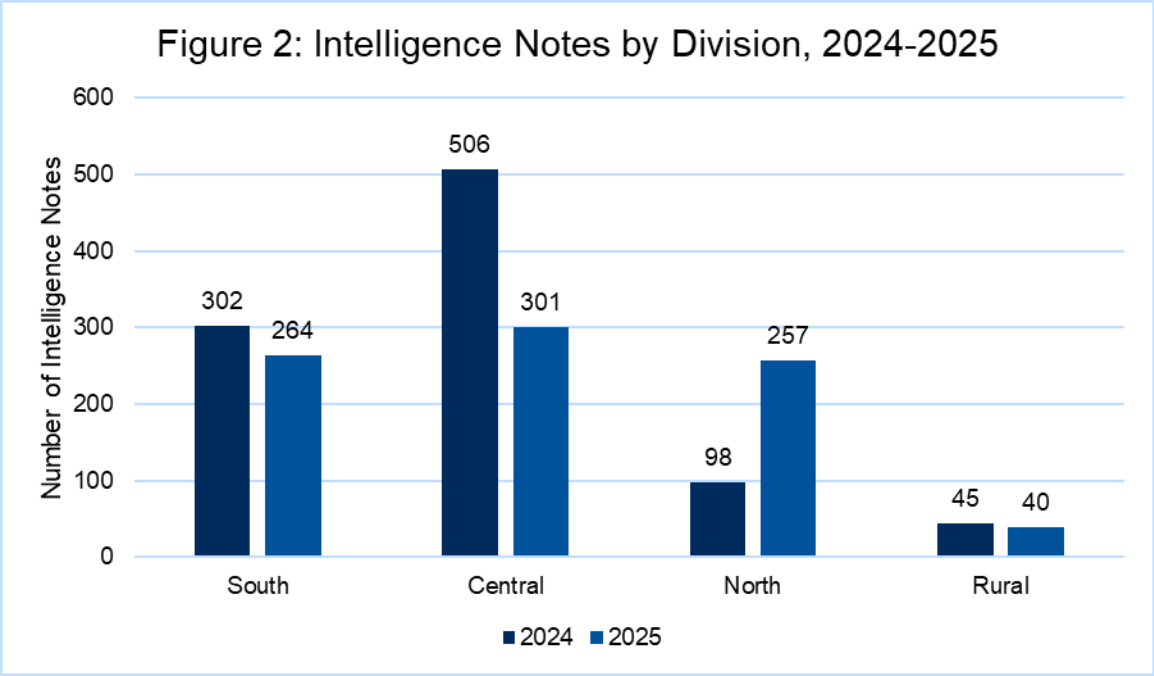
Table 2. Number of Intelligence Notes by Source and Rationale, 2025

Rationale	Citizen Initiated	Police Initiated	Unknown	Total Count*	% of Notes
Associations	139	711	29	879	94.2%
Break & Enter/Robbery	20	61	6	87	9.3%
Drugs/Drug Trafficking	71	379	17	467	50.1%
Firearms	24	103	4	131	14.0%
Fraud	4	13		17	1.8%
Gangs	12	53	2	67	7.2%
Human Trafficking	10	81	6	97	10.4%
Officer Safety	12	53	1	66	7.1%
Organized/Financial Crime	10	33	2	45	4.8%
Property Crime	23	141	7	171	18.3%
Other	24	112	1	137	14.7%

* Will sum greater than 933 because Intelligence Notes could reflect multiple rationales.

Intelligence Notes by Zone Location

Officers provide location information using WRPS Zones. Unlike 2024 (where roughly half of Notes were related to Kitchener), in 2025 Intelligence Notes were more evenly split across Waterloo Region (Figure 2).



Person Subject Characteristics

To meet the requirements of Ontario's *Anti-Racism Act (2017)*, the Ontario Data Standards for the Identification and Monitoring of Systemic Racism (2018), and WRPS' Race- and Identity-Based Data Collection Strategy (RIBDCS), analyses on person characteristics for the 345 Intelligence Notes related to person subjects are reported below. For all analyses, we focus on *perceived* characteristics, for the purpose of identifying and monitoring systemic bias (Ontario Data Standards, 2018).

The 345 Intelligence Notes captured information related to 315 unique person subjects. Where individuals were represented repeatedly within Intelligences Notes, one (1) person was in five (5) Notes, two (2) people were in three (3) Notes each, and 22 people were in two (2) Notes each.

Of the 315 individuals, 31 (9.8%) were without a fixed address, 42 (13.3%) did not report a permanent residence within in the Region, and for 52 (16.5%) residence information was unknown or not recorded. That the majority of person subjects (190, 60.3%) were Regional residents is consistent year over year.

WRPS' RIBDCS focuses on examining overrepresentation through the use of Enforcement Action Benchmarking where the number of individuals within groups was compared to an appropriate reference group (Ontario Data Standards, 2018). Disproportionalities are also reported by comparing the proportional group size to local resident population for the Kitchener-Cambridge-Waterloo Census Metropolitan Area

(CMA; 2021 Census).[1],[2] For both indices, ratio values greater than 1 indicate overrepresentation. Generally, ratio values of 1.5 or higher are used within the justice sector to flag concerning overrepresentation (Wortley, 2018).

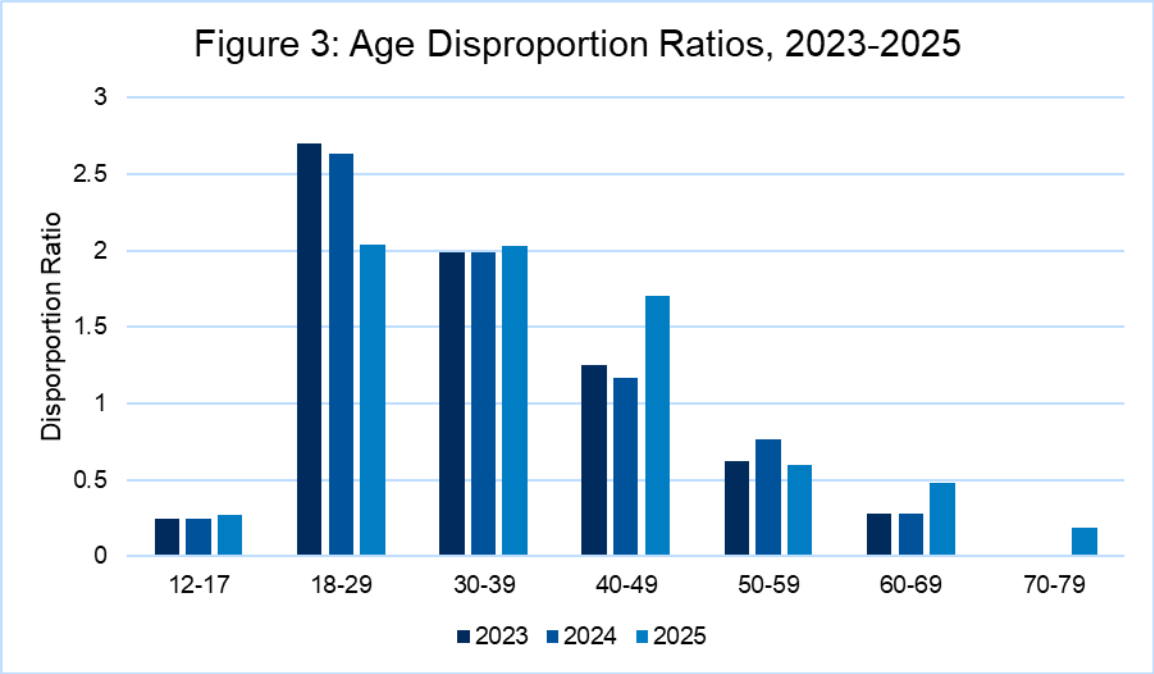
Age. Perceived age was provided by officers in 262 Notes, year of birth was used to calculate age for 53 Notes, and age information was missing from two (2) Intelligence Notes (compared to 64 in 2024), resulting in a cumulative total of 313 Notes for analyses related to age. Intelligence Notes most frequently involved individuals perceived to be between 18 to 29-years-old (31.1%, Table 5). The youngest individual interacted with (where date of birth was provided) was 16 years old. This age trend has been consistent year-over-year (see Figure 3).

Disproportionality. The proportional representation of age groups based on local resident population is presented in Table 5. When compared against this, 18- to 49-year-olds were overrepresented within the 2025 Intelligence Notes. All other age categories did not cross the threshold for overrepresentation.

Enforcement Action Benchmarking. Intelligence Notes were not equally distributed across the age groups, X^2 (6) = 219.83, $p < .001$. Equal representation across age would be reflected by having around 14% of Intelligence Notes (~45 Notes) for each age group. Instead, 18-49-year-olds were overrepresented in the data (see Figure 2).

Table 5. Intelligence Notes (percentage of cumulative total) by Age and Source, 2025

	Age							**Total**
	12-17	18-29	30-39	40-49	50-59	60-69	70-79	
Citizen Initiated	1	22	28	13	12	6	1	**83**
Police Initiated	9	76	64	55	12	10	3	**229**
Unknown			1					**1**
Total (%)	**10 (3.2%)**	**98 (31.1%)**	**93 (29.7%)**	**68 (21.7%)**	**24 (7.7%)**	**16 (5.1%)**	**4 (1.3%)**	**313**
Population	12%	15.2%	14.6%	12.8%	12.9%	10.6%	6.8%	
Disproportion ratio	.27	2.04	2.03	1.70	.60	.48	.19	



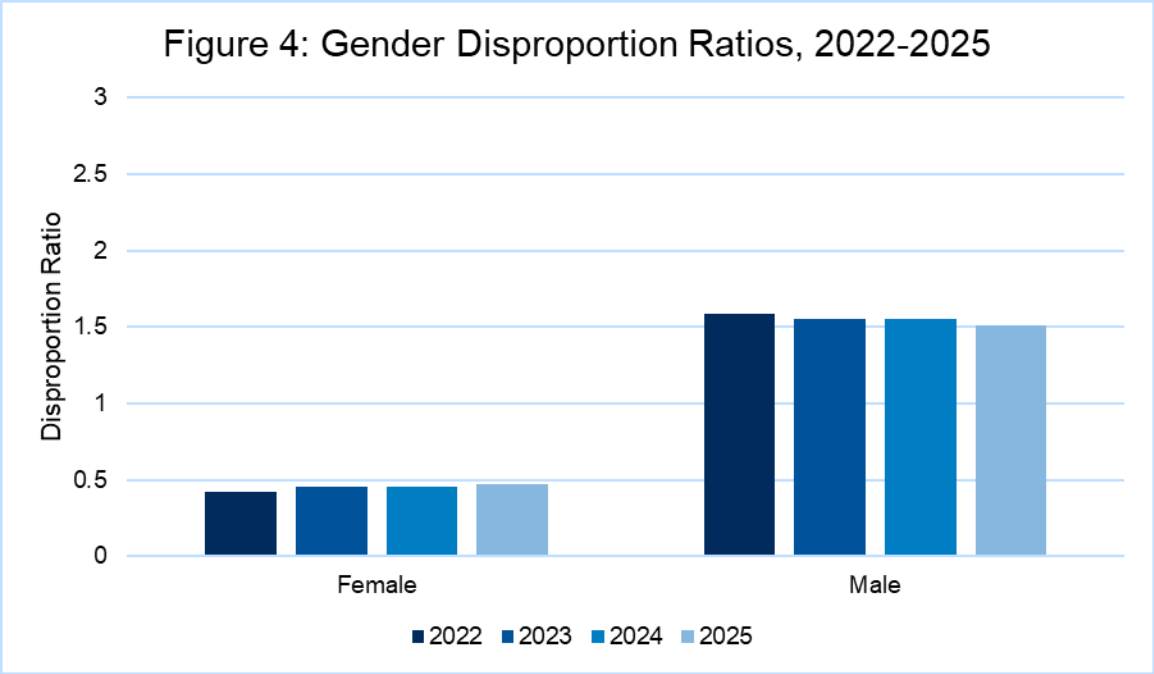
Perceived Gender. Information was missing from three (3) Notes (vs. five (5) missing in 2024), resulting in a cumulative total of 312 for analyses related to perceived gender. The majority of Intelligence Notes were on person subjects perceived to be male (237, 75.2%, Table 6). This trend has been consistent year-over-year (see Figure 4).

Disproportion. Disproportion ratios indicate that men were overrepresented in Intelligence Notes (Table 6). For 2025, proportional representation based on local resident population would be reflected by having men as the subject person of 156 Notes, not 237.

Enforcement Action Benchmarking. Intelligence Notes were not equally distributed by gender, $X^2(1) = 84.11$, $p < .001$. Equal representation by gender would be reflected by having 156 Intelligence Notes for each gender group. Males were overrepresented in Intelligence Notes in 2025.

Table 6. Intelligence Notes (percentage of cumulative total) by Perceived Gender and Source, 2025

	Perceived Gender		**Total**
	Female	Male	
Citizen Initiated	20	62	**82**
Police Initiated	54	175	**229**
Unknown	1		**1**
Total (%)*	**75 (23.8%)**	**237 (75.2%)**	**312**
Population	50.2%	49.8%	
Disproportion Ratio	0.47	1.51	



Perceived Race. Information was missing from five (5) Intelligence Notes (vs. 15 missing Notes in 2024), resulting in a cumulative total of 310 for analyses related to perceived race. Intelligence Notes most frequently involved White person subjects (194 Notes, 61.6%) followed by Black person subjects (64 Notes, 20.3%, Table 7). This data pattern has been consistent year-over-year (see Figure 5).

Disproportion. Representation based on 2021 local resident population, indicates that Black (ratio of 4.32) and Middle Eastern (ratio of 1.80) individuals were overrepresented in 2025 Intelligence Notes. Caution is needed as some ratios reflect small numbers; in these cases proportional representation will be sensitive to the addition (or removal) of a few Intelligence Notes per category.

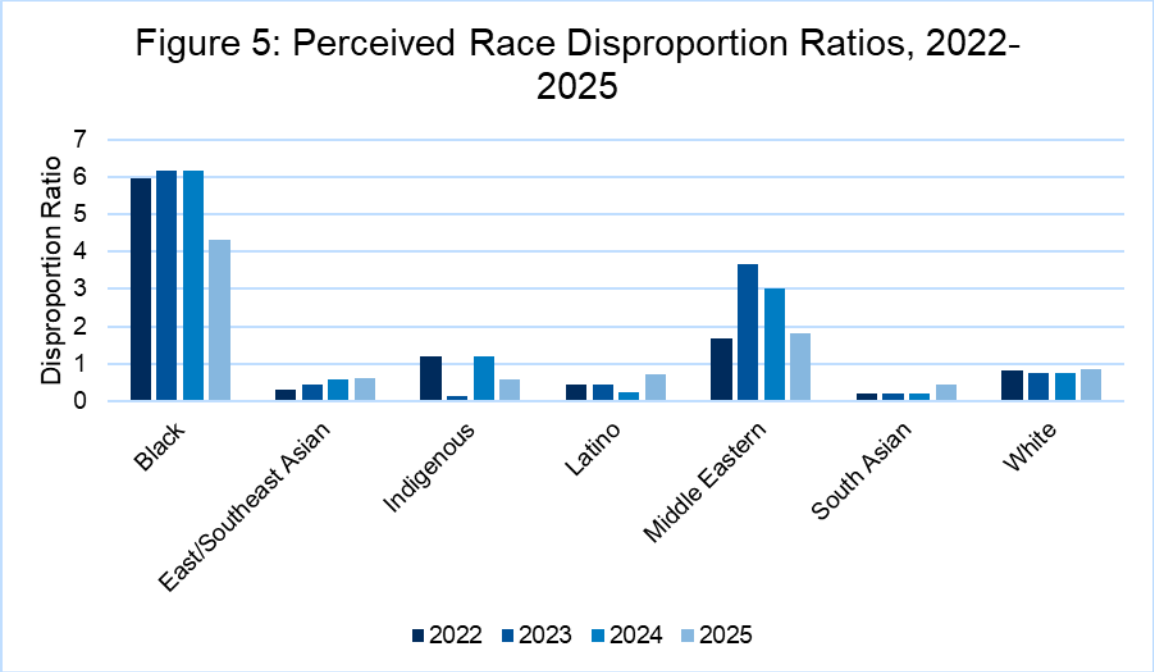
Enforcement Action Benchmarking. In accordance with the Ontario Data Standards (2018), the proportion of White person subjects was used as the point of contrast as one method for examining racial overrepresentation within Intelligence Notes. Based on this analyses, there was no evidence of overrepresentation. The proportional representation in Intelligence Notes for any perceived racialized group did not exceed the representation of White person subjects (all ratios < .50).

Table 7. Intelligence Notes (Percentage of Cumulative Total) by Perceived Race and Source, 2025

	Black	East/ Southeast Asian	Indigenous Identity[ɬ]	Latino	Middle Eastern[*]	South Asian	White
Citizen Initiated	17	2	1	1	3	4	54
Police Initiated	46	11	2	4	14	10	140
Unknown	1						
Total	**64 (20.3%)**	**13 (4.1%)**	**3 (1.0%)**	**5 (1.6%)**	**17 (5.4%)**	**14 (4.4%)**	**194 (61.6%)**
Population	4.7%	6.8%	1.7%	2.2%	3.0%	9.7%	72.0%
Disproportion Ratio	4.32	.60	.59	.73	1.80	.45	.86
Enforcement Action Ratio	.33	.07	.02	.03	.09	.07	

[ɬ] Includes "First Nations," "Metis," "Inuit," and "Multiple Indigenous Responses" categories from the 2021 Census Data

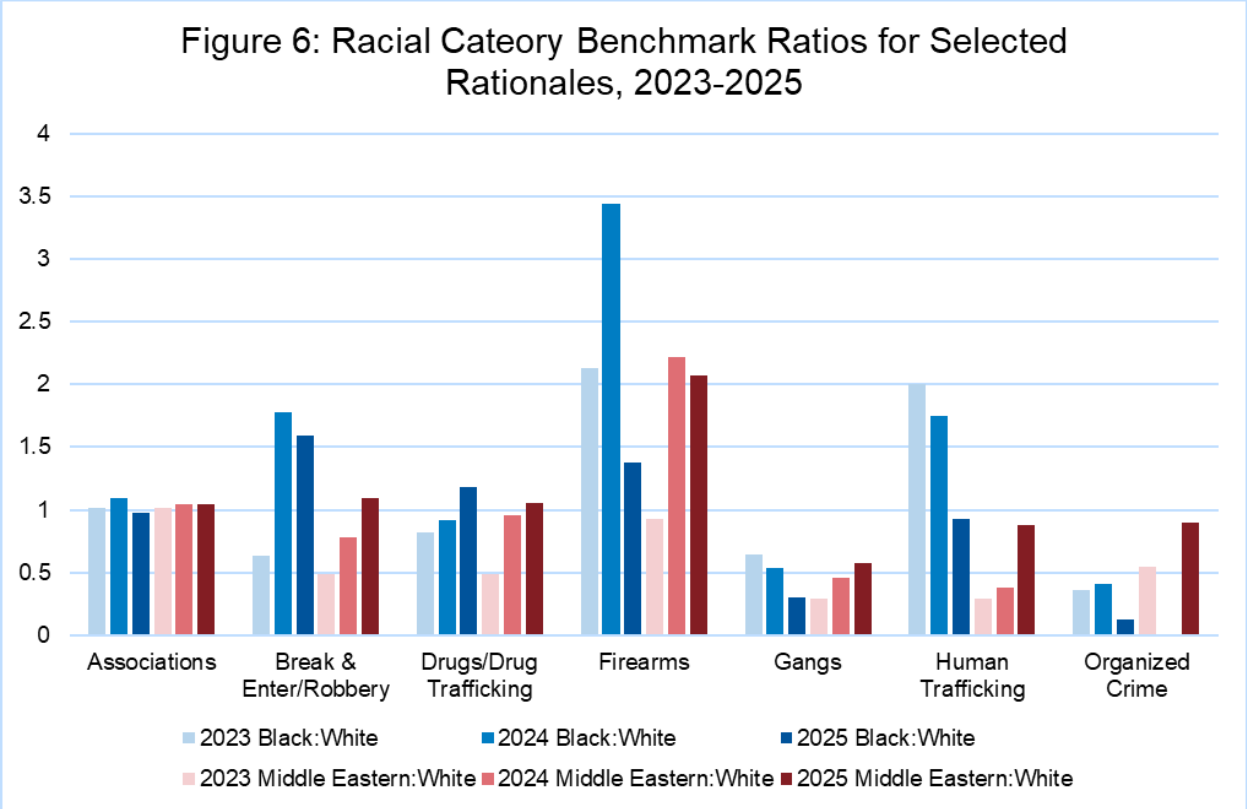
[*] Includes "Arab" and "West Asian" categories from the 2021 Census Data



When using enforcement-action benchmarking to compare the proportion of racialized individuals to White individuals for each rationale, the following overrepresentation was observed. Note: we only included race categories with a minimum of 10 Notes overall:

- Black individuals in Notes related to Break & Enter/Robbery
- South Asian individuals in Notes related to Drugs/Drug Trafficking
- South Asian individuals in Notes related to Firearms
- Middle Eastern and South Asian individuals in Notes related to Organized/Financial Crime

In 2024, we observed 10 cases of overrepresentation in our enforcement action benchmarking analysis. In 2025, we observed five (5) cases of overrepresentation. A selection of benchmark rations is presented in Figure 6.



Selection criteria: ≥ 30 Notes per Rationale for any year, excluding "Other"
Red horizontal line identifies the cut-off value of 1.5

Intersection of Person Characteristics

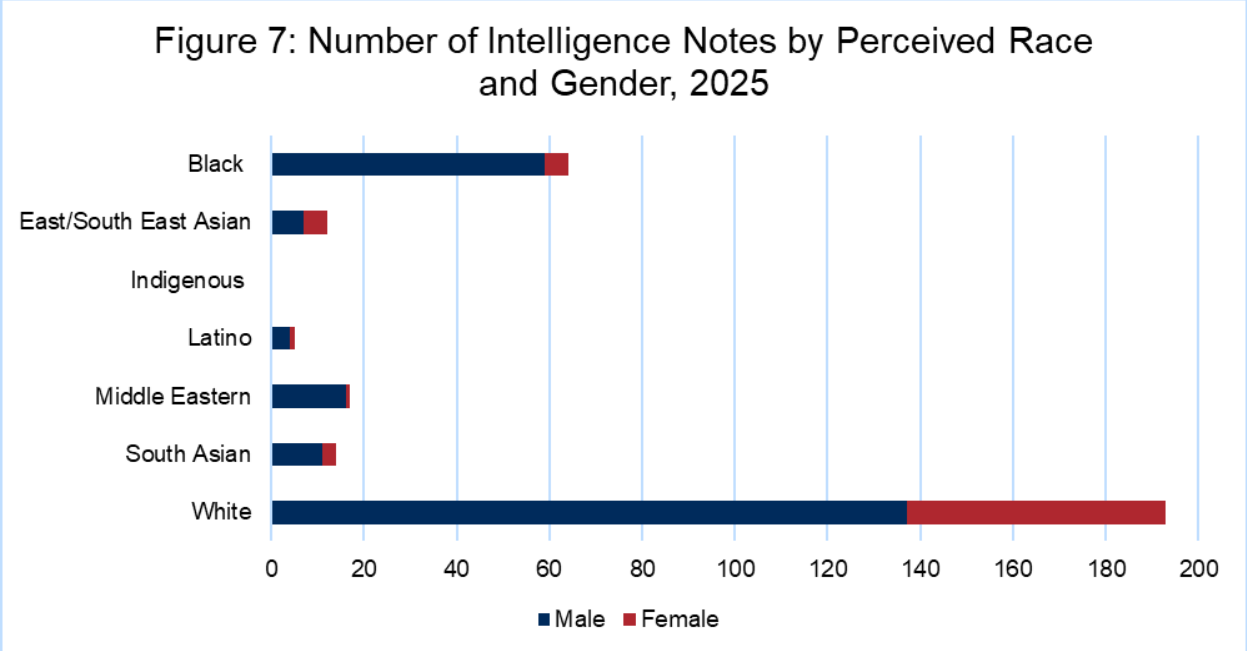
The intersection of perceived race, gender and age was examined (see Figures 7 and 8).[3] For males (233 Notes; 76.6%), Intelligence Notes most frequently included White individuals aged 30-39 years (48 Notes; 20.1% of all male Notes), White individuals aged 40-49 (43 Notes, 18.5% of all male Notes), and Black individuals aged 18-29 (37 Notes, 15.9% of all male Notes).The amount of Intelligence Notes for the other male x race x age categories contributed to less than 10% of male Notes. The top three male x race x age categories identified were the same top three identified in 2023 and 2024.

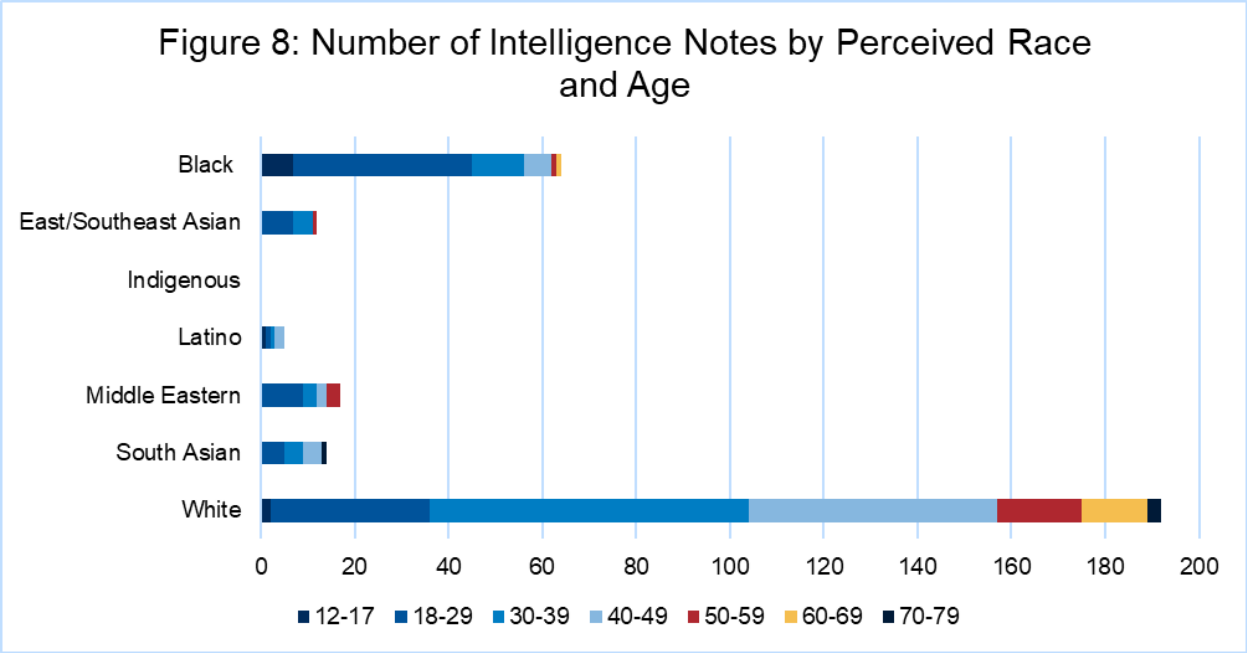
Enforcement Action benchmarking revealed an overrepresentation of all racialized men in comparison to White men for the 18-29 age category; ratios ranged between 1.79 (Latino) and 4.49 (Black). In addition, Black men aged 12-17 years (seven (7) Notes for Black, one (1) Note for White; ratio = 16.14); Latino men aged 40-49 (two (2) Notes for Latino, 43 Notes for White; ratio = 1.58); Middle Eastern men aged 60-69 years (three (3) Notes for Middle Eastern, 11 Notes for White; ratio = 2.32); and South Asian men aged 70-79 (one (1) Note for each, ratio = 12.36) were all overrepresented as compared to their White counterparts.

Some of these ratios are based on small numbers and should be interpreted with caution. All other race x age ratios fell below the threshold of 1.5.

For females (71 Notes; 23.3%), Intelligence Notes most frequently included White individuals aged 30-39 years (20 Notes, 28.2% of all female Notes), White individuals aged 18-29 years (15 Notes, 21.1% of all female Notes), and White individuals aged 40-49 years (10 Notes, 14.1% of all female Notes). All other female x race x age categories contributed to less than 10% of female Notes.

Enforcement Action benchmarking revealed an overrepresentation of Black women aged 30-39 (four (4) Notes for Black, 20 Notes for White; ratio = 2.24); East/Southeast Asian women aged 18-29 (four (4) Notes for East/Southeast Asian, 15 Notes for White; ratio = 2.99); Latino women aged 12-17 years (one (1) Note each; ratio = 56); Middle Eastern women aged 30-39 (one (1) Note for Middle Eastern, 20 Notes for White; ratio = 2.8); and South Asian women aged 40-49 (one (1) Note for South Asian, 10 Notes for White; ratio = 1.87). Some of these ratios are based on small numbers and should be interpreted with caution. All other race x age ratios fell below the threshold of 1.5.





Year-to-Year Comparison

Since 2022, when WRPS started reporting data in line with the *Ontario Data Standards* perceived race categories was in 2022, the number of Intelligence Notes has decreased year-on-year (Table 9). There were 23% fewer Notes submitted in 2025 as compared to 2024. We will continue to monitor year-on-year trends to better understand how the number of Intelligence Notes is changing over time.

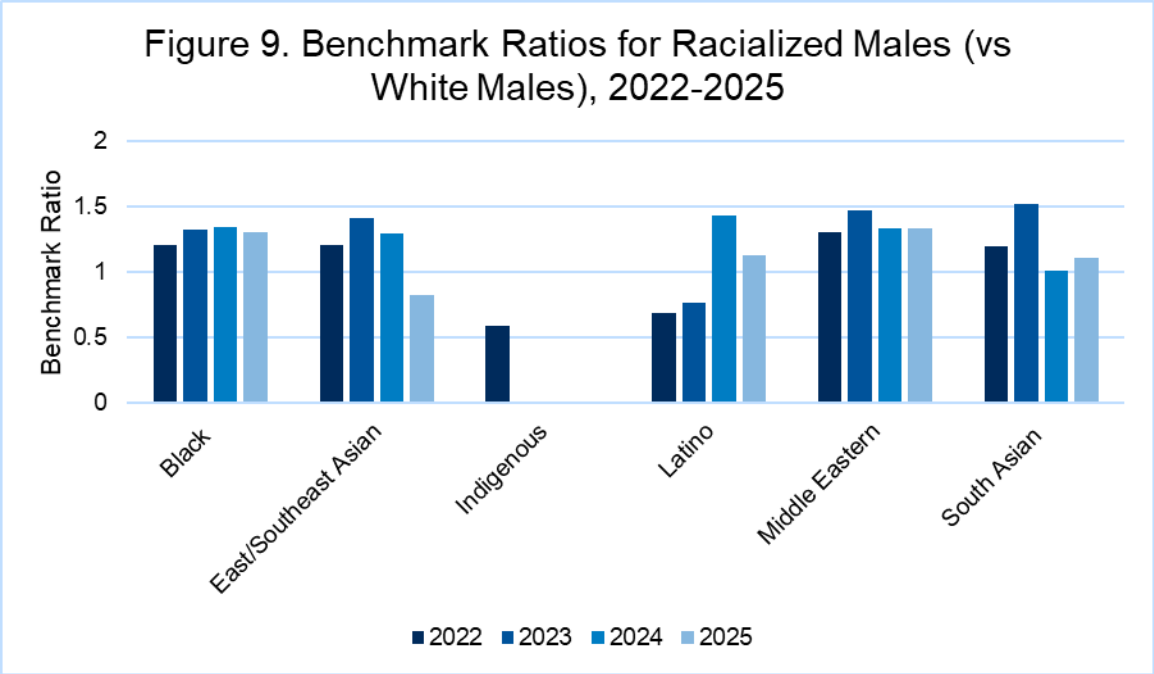
Perceived Race

The distribution by racial category has remained largely stable, with Notes more frequently created related to White individuals, followed by Black and Middle Eastern individuals. However, the racial disproportion has decreased for Black (from 6.17 in 2024 to 4.32 in 2025), Middle Eastern (from 3.00 in 2024 to 1.80 in 2025) individuals, but slightly increased for White individuals (from .75 in 2024 to .86 in 2025; Figure 5).

Table 9. Intelligence Notes (percentage of cumulative total) by Perceived Race, 2022-2025.

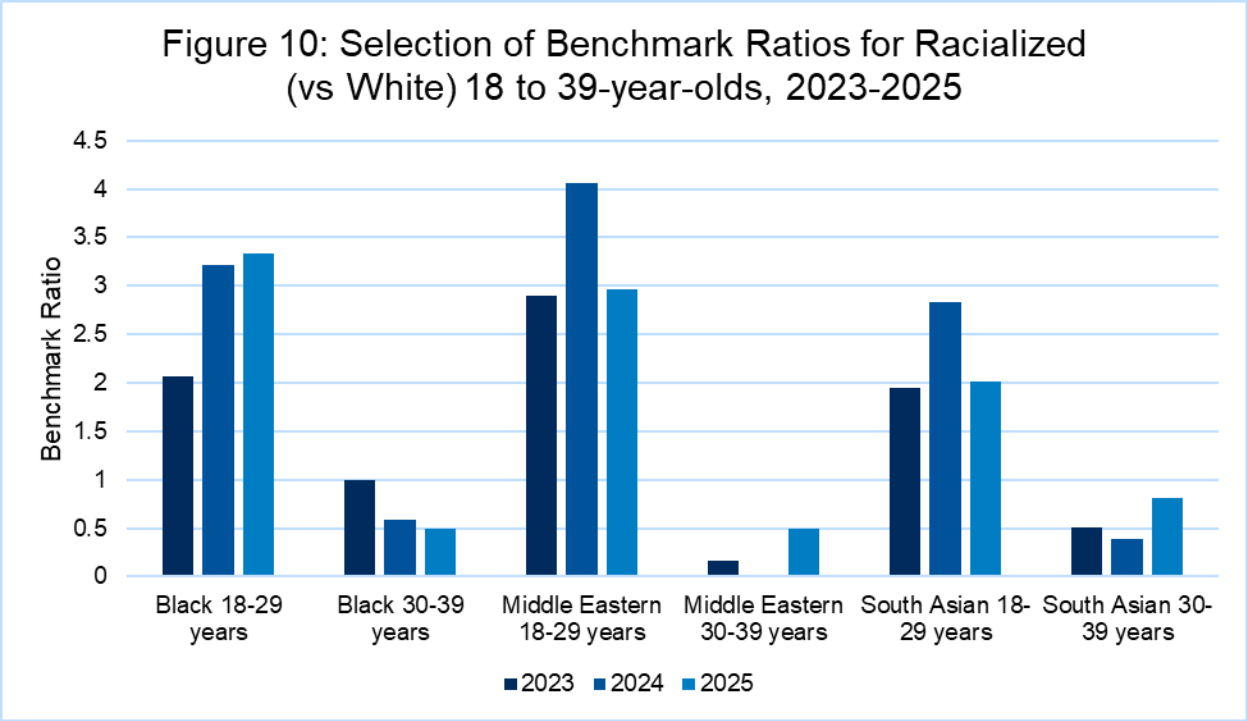
Perceived Race	2022	2023	2024	2025
Black	144	137	111	64
East/Southeast Asian	9	14	15	13
Indigenous	9	1	6	3
Latino	6	7	2	5
Middle Eastern	28	51	35	17
South Asian	8	9	7	14
White	309	259	204	194
Total	**513**	**478**	**380**	**310**

Perceived Gender
Since 2022, men have been consistently overrepresented in Intelligence Notes (Figure 4). When disaggregating by race through our enforcement action benchmarking strategy, the only observed overrepresentation was in 2023 for South Asian males (ratio = 1.52; Figure 9).



Perceived Age
A shift in how age information was collected in 2023 prevents the inclusion of 2022 Intelligence Notes. From 2023 – 2025, we see the overrepresentation of 18 to 39-year-olds. In 2025, we also see the overrepresentation of 40 to 49-year-olds (Figure 3).

When disaggregating by race with our enforcement action benchmarking, we observe that the overrepresentation of 18 to 29-year olds is driven by racialized individuals whereas the overrepresentation of 30 to 29-year-olds is driven by White individuals (Figure 10).



Summary and Future Directions

There has been a decreasing amount of Intelligence Notes created year-on-year. Intelligence Notes were most frequently initiated by Officers and created to capture multiple types of information, in particular to document associations between people, locations, and vehicles, and information related to drugs/drug trafficking.

As compared to the previous year, proportionately fewer Intelligence Notes focused on person subjects and vehicles, while more Notes focused on Locations. When examining characteristics of person subjects, we observed that younger racialized men were overrepresented as compared to their White counterparts. There was a decrease in the frequency of overrepresentation by race based on the rationale for the Intelligences Notes, with patterns of overrepresentation stable for Notes related to Break & Enter/Robbery and Firearms.

Looking across four years of data, we see consistent disproportion related to age, gender, and race, although we observed a decrease in the magnitude for some racial categories. Trends must be monitored long-term as the addition or removal of a small number of cases can vastly change the pattern of results. As part of the Race- and Identity-Based Data Community Engagement Strategy, we will work with community to collaboratively address concerning trends of overrepresentation.

[1] The boundaries of the Kitchener-Cambridge-Waterloo Census Metropolitan Area (CMA) do not align with the boundaries of the Region of Waterloo. The CMA boundaries exclude the Township of Wellesley.
[2] Some disproportionality indices (ratios) will be over-inflated because the 2021 Census data underestimates the number of racialized and young people in the community due to both population growth and sojourners attending university.
[3] Race, Age, and/or Gender information was missing for 11 Intelligence Notes, these were excluded from this section of analysis.

Strategic Business Plan:

The above report aligns with the following Strategic Business Plan 2024-2027 objectives:

Our Connections

☒ Communicate and engage

Financial and/or Risk Implications:

Nil.

Attachments:

- Attachment A: Table 8. Race Category x Rationale, 2025
- Attachment B: WRPS Intelligence Notes
- Attachment C: Presentation: Regulated Interactions and Intelligence Notes, 2025

Prepared By:

Dr. Amanda Williams, Manager, Strategic Services

Approved By:

Mark Crowell, Chief of Police