



LONDON POLICE SERVICE BOARD

“Deeds Not Words”

To: Chair and Members of the London Police Service Board

Date: June 20, 2024

Subject: 2023 Annual Use of Force Statistical Report

Report: 2409CS01

Board Action:

- Update / Information Purposes Only
- Seeking Input
- Seeking Decision
- Evaluation

Synopsis:

This report provides a comprehensive overview of the instances and details of force used by members of the London Police Service during 2023. It is submitted to the Board in accordance with the Board’s Use of Force Policy LPSB-078, addressing legislative requirements and the obligations under the Anti-Racism Act.

Background:

Police officers are authorized to use a range of force options to protect life, preserve the peace, prevent crimes, maintain order, and apprehend suspects. Section 25 of the Criminal Code of Canada grants officers the authority to use reasonable force as necessary while carrying out their lawful duties. In 2023, Regulation 926 of the Police Services Act outlined the types of weapons officers were permitted to carry and mandatory training requirements. The authority to collect use of force information is found in the Policing Standards Manual (AI-012), the Police Services Act (O. Reg. 926 s. 14.5), and London Police Service Procedure (Part 1 Chapter B: Use of Force). Of note, the new Community Safety and Policing Act (CSPA) did not come into affect until April 1st, 2024 and has no bearing on this report.

Effective January 1, 2023, the Ministry of the Solicitor General launched the Modernized Use of Force Report. This new report includes updated reporting requirements, resulting in an increased number of interactions requiring a Use of Force Report. The London Police Service Business Analytics Unit created a dashboard to analyze this data moving forward. Due to these changes, comparisons to previous Annual Use of Force Statistical Reports are limited.

Mandatory Reporting Requirements

A member of a police force shall submit a report to the chief of police whenever the member,

- a) draws a handgun in the presence of a member of the public;

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- b) points a firearm at a person;
- c) discharges a firearm;
- d) uses a weapon on another person;
- *e) draws and displays a conducted energy weapon to a person with the intention of achieving compliance;
- *f) points a conducted energy weapon at a person;
- g) discharges a conducted energy weapon; or
- *h) uses force on another person, including through the use of a horse or a dog, that results in an injury requiring the services of a physician, nurse or paramedic and the member is aware that the injury required such services before the member goes off-duty.

**Sections e), f) and h) are new mandatory reporting requirements for the Modernized Use of Force Report effective January 1st, 2023.*

In certain situations, team reports may be submitted to capture the coordinated efforts of multiple officers. A single team report can be submitted by the Emergency Response Unit and Public Order Unit in order to document the collective use of force by a respective team. Individual officers on such teams, that use force beyond drawing, displaying, and pointing a firearm or conducted energy weapon must still submit an individual report. It is important to note that a single incident involving multiple officers may result in several Use of Force Reports being submitted for the same incident.

Use of Force Reports capture a significant amount of data, much of which is used to inform training curriculum based on real-life scenarios and outcomes. More than one level of force used may be captured on a single report for any given incident. Use of Force Reports are submitted to the Sergeant, Practical Skills Unit, Training and Professional Development Branch who reviews the reports for content, collects statistical data, and submits the reports to the Solicitor General in accordance with legislative requirements. This process allows for the critical review of information gathered from all Use of Force reports, for the purpose of monitoring and addressing potential biases, trends, or training needs, while upholding the privacy and protection of individuals involved.

De-escalation and Critical Decision Making

All Use of Force training provided by the London Police Service incorporates de-escalation techniques. When deciding the level of force appropriate in various circumstances, members shall consider de-escalation tactics including disengagement.

The Practical Skills Unit teaches de-escalation techniques which emphasize communication skills, rapport building, and emotional intelligence in practical skills scenarios. The Practical Skills Unit utilizes scenario-based training for all officers which requires them to demonstrate the de-escalation techniques taught. These training scenarios are incorporated into Firearms training, CEW training, and Use of Force training.

The LPS Community Outreach and Support Team (COAST) assists the Training and Professional Development Branch by providing training to all LPS members on mental health and de-escalation for persons in crisis.

Race Data Collection in Use of Force

Effective January 1, 2020, the *Anti-Racism Act* mandated police services in Ontario to collect data on the perceived race of individuals, when a police member uses force. The data standards for the identification and monitoring of systemic racism, also known as Ontario's Anti-

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Racism Data Standards, were established to help identify and monitor systemic racism and racial disparities within the public sector. The legislation outlines the obligations of the police service and sets out the legally required information. The standardized Use of Force reports are electronically submitted to the Ministry of the Solicitor General for centralized collection.

When completing a Use of Force Report, officers are required to select and categorize the perceived race of the individual involved, choosing from seven distinct racial categories defined by the Ministry. The race groups are categorized by the Ministry and divided into seven groups; Black, East/Southeast Asian, Indigenous, Latino, Middle Eastern, South Asian, and White. It is important to acknowledge the potential for inaccuracies in capturing race-based data as individuals are not required to self-identify for data collection purposes and an officer's perception of the subject's race may be subjective or incorrect. These factors can contribute to either an over or under-representation of certain racial groups in police Use of Force data.

LPS members receive regular In-Service Training in Diversity and Cultural Competence through both internal and external subject matter experts. In 2023, all LPS employees participated in a training program designed to address bias. This program was designed in collaboration with an international bias expert who provided an intensive training program to the senior leadership team. New recruits spend a full day with the Community Services Unit visiting various community organizations with a focus on diversity.

Ontario Public-Police Interactions Training Aid (2023)

On July 7, 2023, the Ministry of the Solicitor General's Public Safety Division notified all Ontario Police Agencies of the approved Ontario Public-Police Interactions Training Aid to replace the 2004 Ontario Use of Force Model. This training aid prioritizes cooperative police-public interactions grounded in de-escalation strategies and procedural justice principles. The London Police Service Training and Professional Development Branch immediately adopted this practice, providing training and support to members through the transition.

The ideal goal of any police interaction with the public is that it be cooperative, respectful, and peaceful. The Ontario Public-Police Interactions Training Aid outlines the general principles that govern police interactions with the public, including the Use of Force on those occasions when an application of force is required.

The Ontario Public-Police Interactions Training Aid is captured by a framework document and a graphic (see Appendix A). Together they are designed to assist police officers and the public, to understand why and in what manner an officer may respond during an interaction. This document is subject to change based on evolving academic research, best practices, and recommendations.

Conflict prevention and de-escalation is emphasized throughout the training aid. De-escalation is the use of verbal and nonverbal strategies intended to prevent conflict or reduce the intensity of a situation without the application of force, and, if force is necessary, reducing the amount of force if viable.

This training aid stresses that, in any interaction with the public, an officer should continually monitor themselves, the subject, the situation, assess the circumstances as they develop, and engage in a relational approach with the subject and other members of the public if appropriate. It also provides a relational approach to public-police interactions that emphasizes fairness, respect, empathy, and voluntary subject cooperation, without the Use of Force, whenever feasible. However, on occasion police officers may find themselves in a situation where the Use

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of Force may be necessary. Any Use of Force by police is governed by the legal principles of necessity, proportionality, and reasonableness.

Summary of the 2023 Annual Use of Force Statistical Report:

The below tables and figures provide data and, in some cases, a five-year comparison on Use of Force statistics, which helps to identify trends and provide context on public-police interactions in the City of London.

In 2023, 312 Use of Force Reports were submitted. This total includes the humane dispatch of animals. The following is a five-year comparison of the total number of Use of Force Reports:

Table 1. Total Use of Force Reports, 2019 to 2023

2019	2020	2021	2022	2023
169	274	299	246	312

Impact of Reporting Changes: The 26.8% increase in Use of Force Reports submitted in 2023 compared to 2022 can largely be attributed to the new mandatory reporting requirements. For example, an officer is now required to submit a report when they either draw, display or point a conducted energy weapon (CEW) at a person with the intention of achieving compliance. In 2023, there was a total of 110 CEW related Use of Force Reports compared to 85 in 2022. The new mandatory reporting requirements resulted in 74 additional CEW related Use of Force Reports being submitted in 2023 that would not have been required in previous years.

Excluding these new requirements there was a 3.3% decrease in reports, highlighting the efficacy of de-escalation training.

Table 2. Use of Force Reports and Police/Public Interactions by Year

Row Indicator	2019	2020	2021	2022	2023
Total Calls for Service	107235	105257	106757	95002	92970
Dispatched Calls for Service	79319	80724	79581	73769	70988
Mental Health Apprehensions	1508	1614	1711	1612	1482
Total Animal Only Use of Force Reports	26	39	34	27	25
Total Team Use of Force Reports	61	66	105	66	150
Total Use of Force Reports (excluding animal reports)	143	235	265	219	287
Total Use of Force Reports (combined human and animal subjects)	169	274	299	246	312
Number of distinct occurrences ¹ (excluding animal-related calls)					256

Table 2 exhibits Use of Force Reports in relation to calls for service over a 5-year period. The number of reports involving 1 or more human subjects (287) were submitted for 256 distinct calls for service, which accounts for 0.28% of all calls for service.

¹ Historically, the occurrence number was not included as a data element, so while it was possible to count the total number of reports, it was not possible to know if more than one report was linked to a single call for service. Modifications to the data capture process have made it possible to count reports and distinct occurrences beginning in 2023 and moving forward.

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Historical reports have used 'Total Calls for Service' when calculating the percentage of Use of Force exercised by the LPS. To achieve more accurate reporting for the 2023 report, the LPS has analyzed 'Dispatched Calls for Service' versus Use of Force reports (excluding animal-related calls). This analysis has shown that **0.36%** of the dispatched calls for service resulted in force being used.

Figure 1. Number of Use of Force Reports by Report Type and Assignment Type

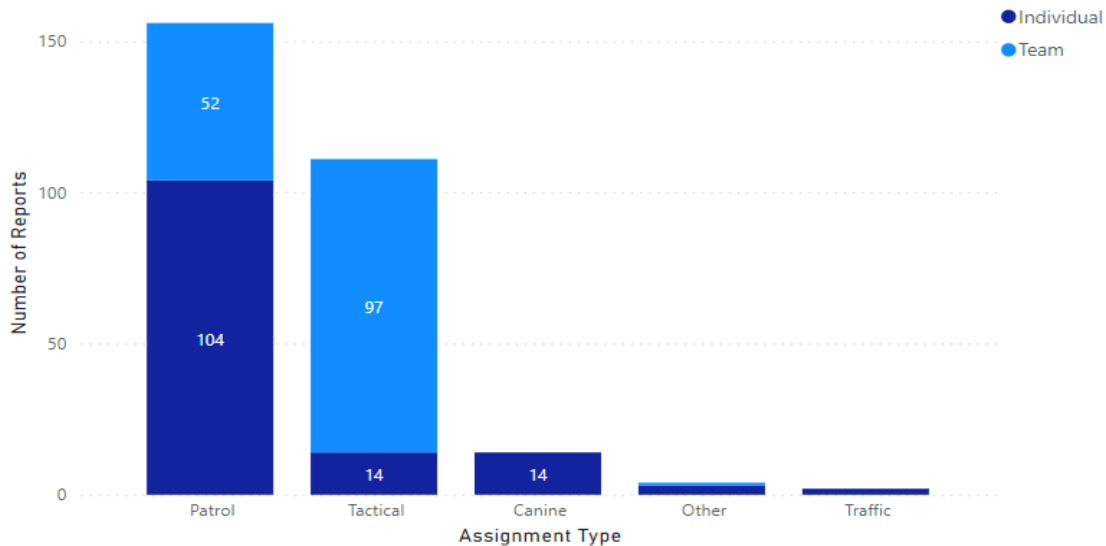


Figure 1 exhibits the number of Use of Force reports by report type and assignment type. Each assignment type can have either individual reports or team reports. As mentioned earlier in the report, there has been a recent introduction of a 'Modernized Use of Force Report' where team reports may be submitted to capture the efforts of multiple officers. Team reports have increased significantly because Patrol Officers did not have this report option in previous years.

Figure 2. Reporting Officers' Total Years of Service (Individual Reports)

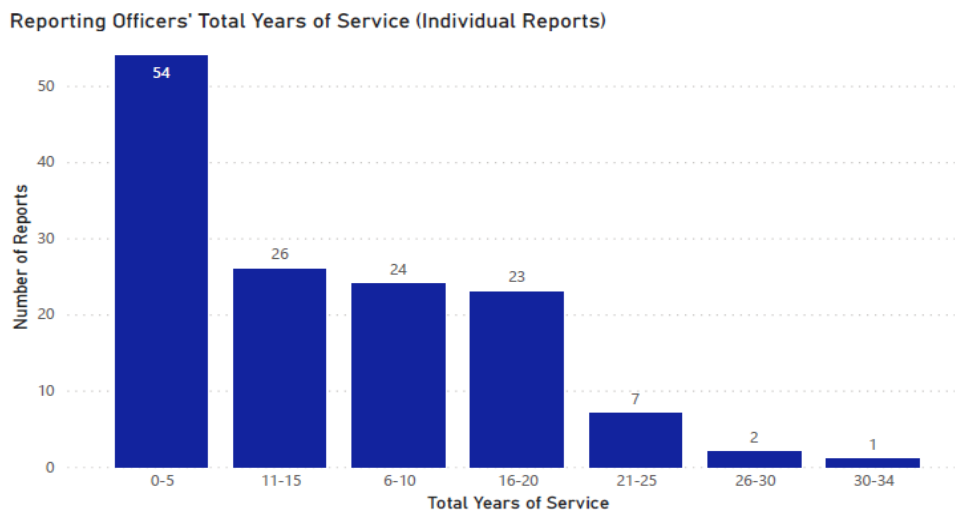


Figure 2 presents a breakdown of the total years of service of the 137 officers who filed an individual Use of Force report. This information is not gathered for team reports. Officers with 0-5 years of service are typically assigned to uniform patrol which correlates to the high number of Use of Force reports submitted by patrol.

Figure 3. Number of Subjects by Report Type

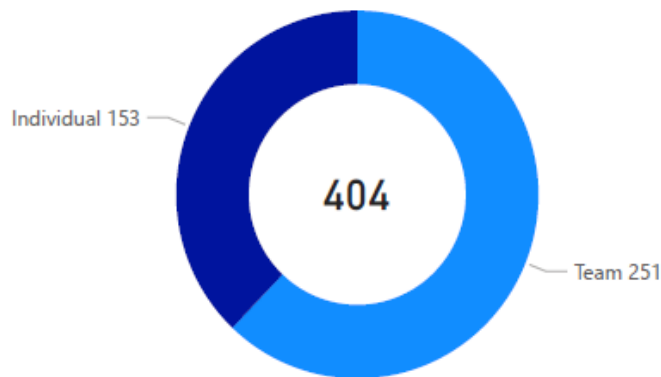


Figure 3 displays the total number of subjects that received Use of Force among individual and team reports. There are 378 unique subjects when duplicates are removed from multiple reports on the same incident.

Figure 4. Breakdown of Incident Categories involving Use of Force Reports

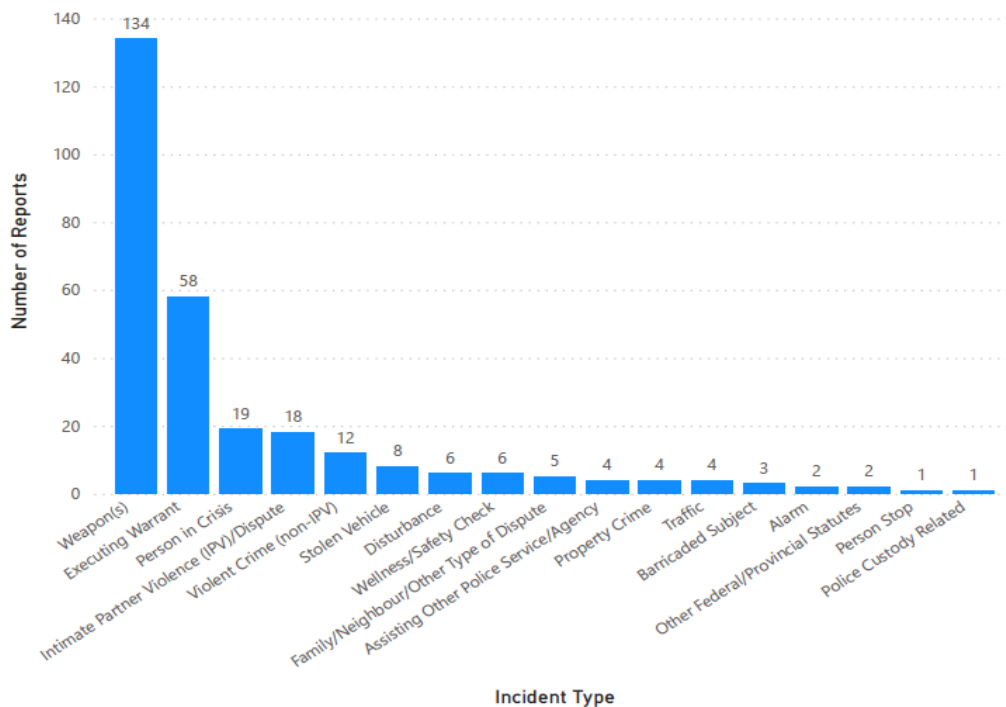


Figure 4 provides a breakdown of incident categories where LPS Officers used force. It is important to note that weapons calls and executing warrants made up 67% of all Use of Force reports submitted by LPS Officers.

Figure 5. Breakdown of Reports by How Received

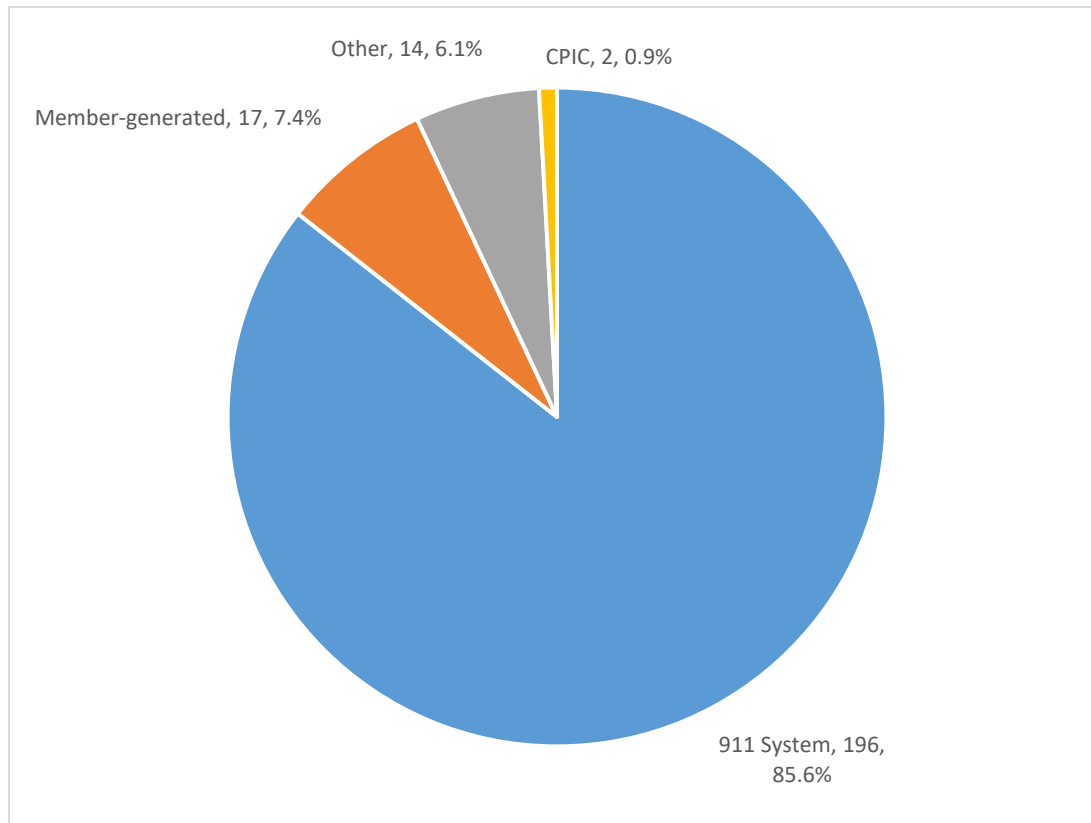


Figure 5 exhibits how London Police officers initially became involved in a Use of Force Report incident. This data is collected utilizing the Computer-Aided Dispatch (CAD) record for each occurrence. The four categories are: *911 System* (officers are dispatched to calls for service by a citizen contacting 911), *Member-generated* (initiated by an officer, for example, being waved down by a citizen), *Other* (officers dispatched to calls for service by a method other than 911), and *CPIC* (Canadian Police Information Centre). This figure does not include 58 Use of Force Reports where a warrant was executed (see Figure 4). This is due to the fact that these occurrences involved prolonged investigations that were initiated well prior to the Use of Force, making the how received percentage unrelatable to the Use of Force Report. It is important to note that the 911 System dispatched the vast majority of LPS Officers responding to occurrences where Use of Force was required (85.6%). Only 7.4% of the occurrences where Use of Force Reports were submitted were initiated by LPS Officers. Other examples of an occurrence initiated by an Officer could be a traffic stop, coming across a crime in progress, locating a wanted person or locating stolen property not yet reported.

Figure 6. Location of Incidents of Use of Force based on Geographic Coordinates of the Related Call for Service

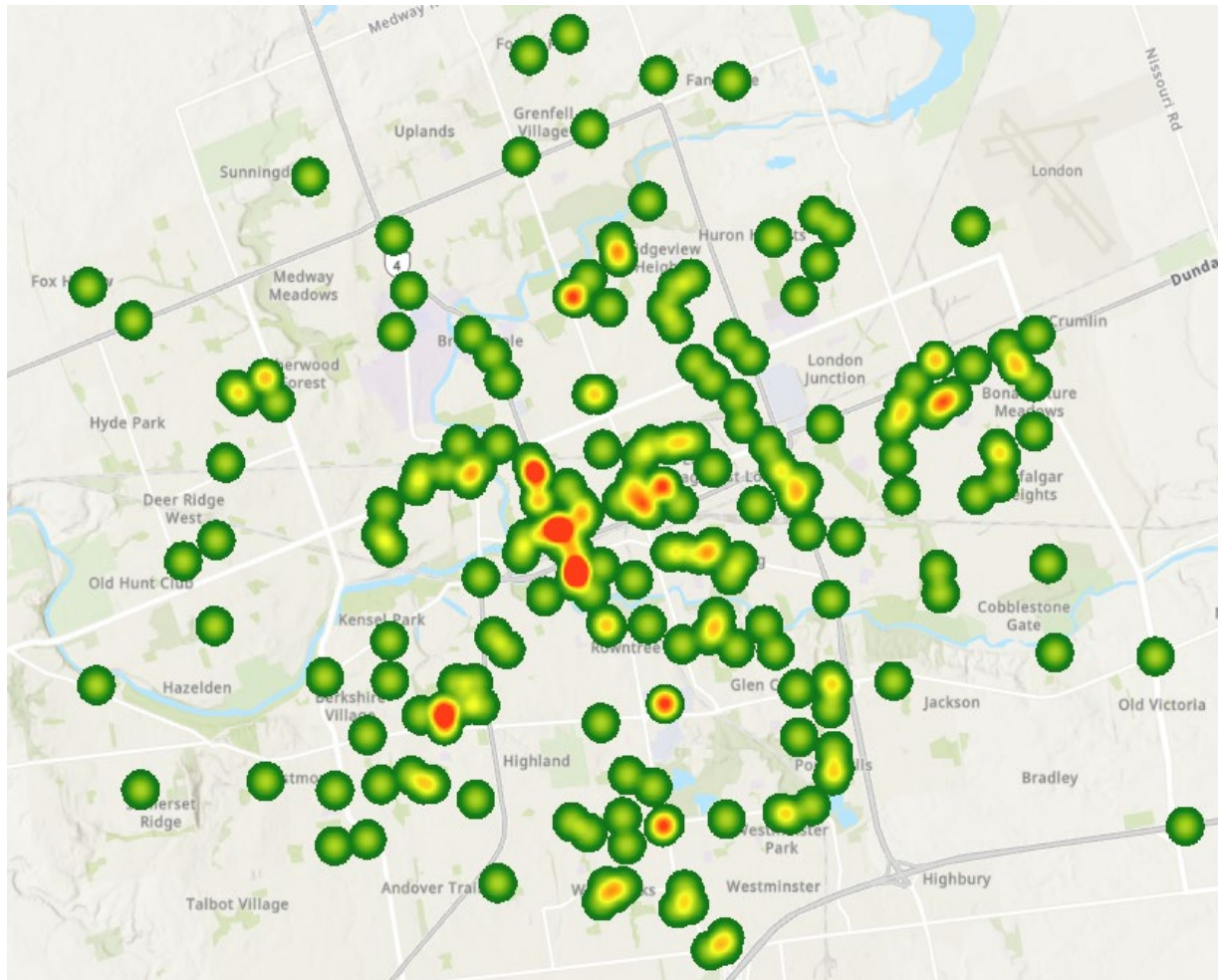


Figure 6 exhibits the geographic coordinates across the City of London where Use of Force incidents occurred. The colour green represents smaller counts, increasing to the colour red, which represents the highest counts. Data shows that officers working in the downtown core are more likely to be involved in Use of Force incidents than outlying areas.

Figure 7. Perceived Race of Subjects

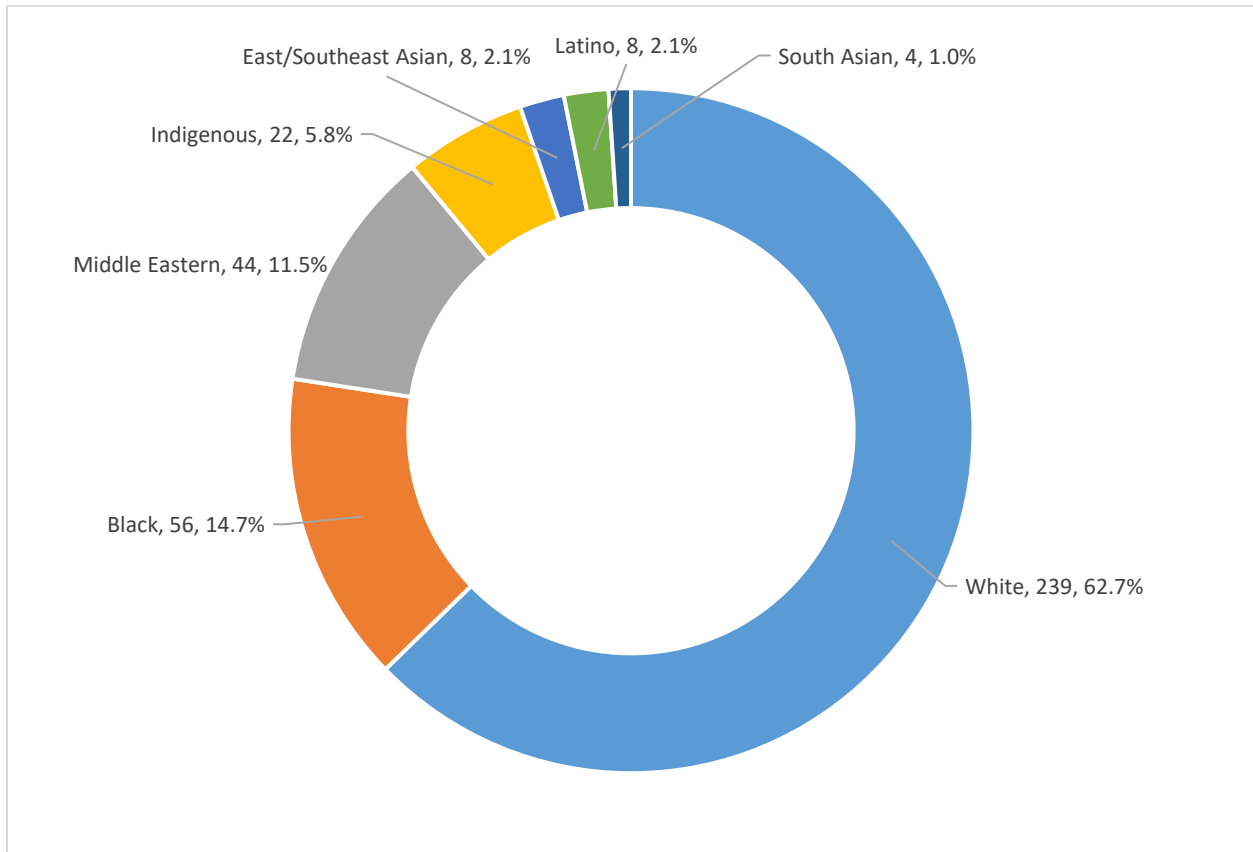


Figure 7 exhibits the perception of the subject’s race determined at the time the decision was made to use force. This is based on the officer’s perception at the time and does not necessarily conform to the way the person self-identifies.

Perceived race data shows that individuals perceived as White were involved in the largest percentage of Use of Force incidents (62.7%), followed by subjects perceived as Black (14.7%), then Middle Eastern (11.5%), Indigenous (5.8%), East/Southeast Asian (2.1%) Latino (2.1%), and South Asian (1.0%).

Race classification data noted above is based on the subject’s race as perceived by the officer. Different officers perceived the subject’s race differently, and that is why the total number captured above, differs from the total number of unique subjects.

Table 3. Estimated Visible Minority Rates for the City of London, 2021

Category	Rate	Range
Black	4.2	4.0-4.4
East/Southeast Asian	6.9	6.5-7.4
Indigenous Identity	2.6	2.5-2.7
Latin American	3.0	2.8-3.2
Middle Eastern	6.6	6.2-7.0
South Asian	6.5	6.3-6.7
White	71.3	71.0-71.6

Source: *Ethnic or Cultural Origin and Population Group questions from the 2021 Census of Population (25% sample of private households) – Statistics Canada*

Table 3 provides a statistical range from the 2021 Census regarding visible minority rates for the City of London. It's important to note that the subjects of Use of Force are not limited to residents of the City of London.

Table 4. Address of Visible Minority Subjects of Use of Force

Address of Visible Minority Subjects of Use of Force	Count	Percent of Total	Valid Percent
No fixed address	15	10.5	11.2
Resides out of town	20	14.0	14.9
Resident of London	99	69.2	73.9
Subtotal	134	93.7	100.0
Address could not be determined	9	6.2	
Total	143	99.9	

Table 4 exhibits a breakdown of the addresses of 143 perceived visible minority subjects of Use of Force in the LPS records management system. 14.9% of these subjects reside outside of London and 11.2% were of no fixed address and may or may not be London residents.

Figure 8. Count of Reports Citing Reasons Provided for Use of Force, 2019-2023

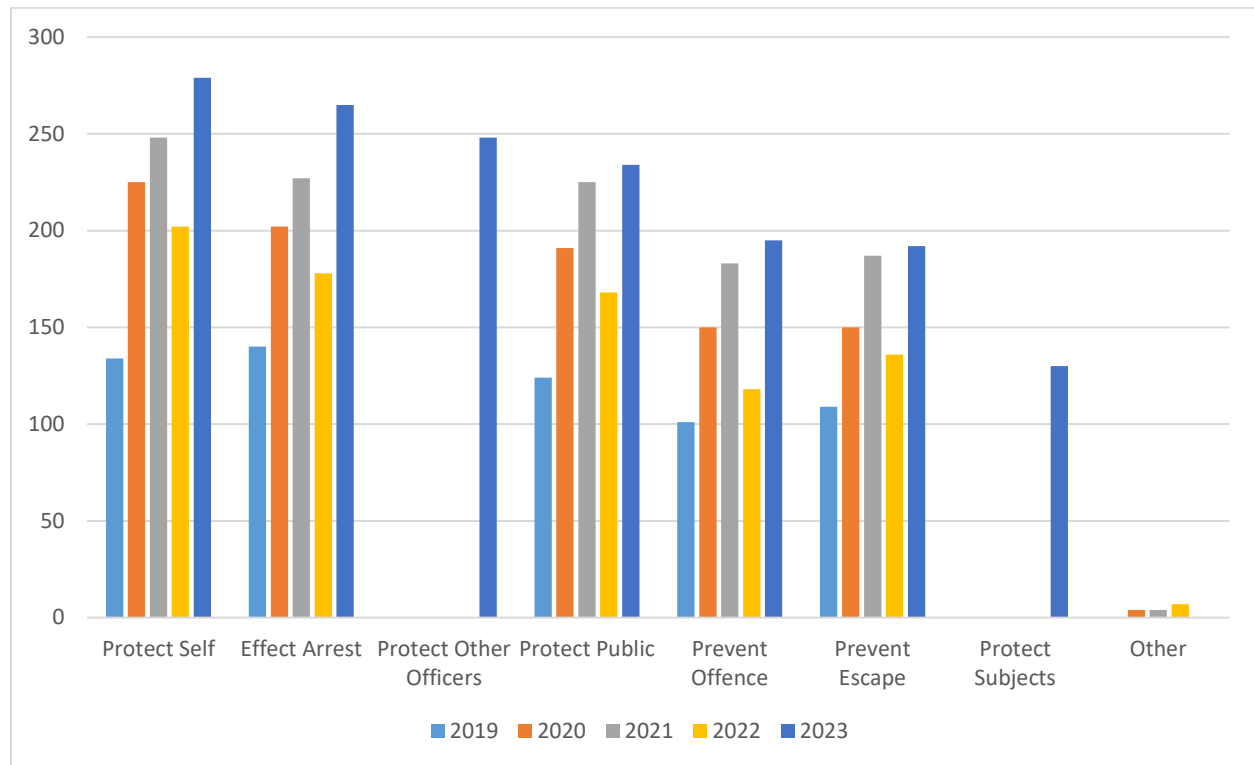


Figure 8 exhibits the reasons London Police officers provided for Use of Force incidents over the past 5 years. An officer has the option to select more than one reason due to the complexity of these incidents. This figure contains missing data because of the updated Modernized Use of Force Report, that has been adjusted in comparison to previous years.

The 'Other' category remains an option on the Modernized Use of Force Report, however this was not selected in 2023 due to the added options on the new version. For example, a subject with his/her hands concealed in their pockets with an unknown item could fall under "Protect Other Officers" in 2023. The same circumstances could be classified as "Other" in previous years.

Figure 9. Count of Factors Influencing Use of Force

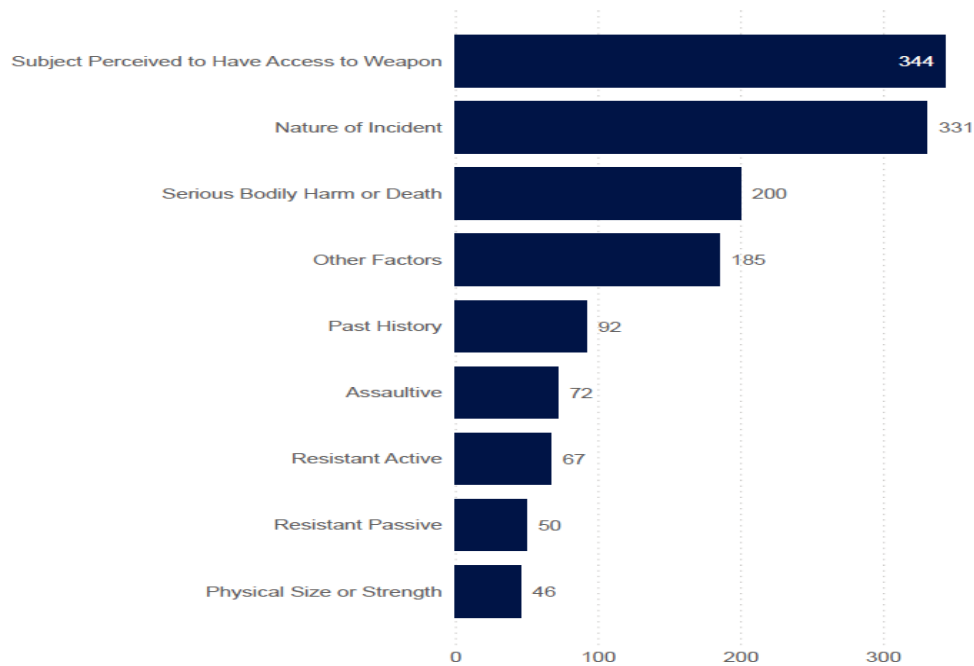


Figure 9 exhibits the count of factors that influence Use of Force decisions by LPS officers. An officer has the option to select multiple factors on the report. Therefore, the number of factors influencing the decision could be larger than the total number of occurrences. LPS Officers shall, in all situations involving the use of force, consider de-escalation tactics including disengagement. De-escalation was used in 213 distinct occurrences that resulted in the Use of Force.

There are situations when de-escalation is not an option because an officer must make a quick judgment regarding Use of Force and determines that the incident requires immediate action. For example, an assault in progress where an officer intervenes to prevent injuries to the victim. Additionally, some police operations require immediate response where speed and surprise are used to prevent a planned reaction from a violent subject by quickly and safely taking them into custody to resolve the situation.

Table 5. Cross Tabulation of Handgun Pointed by Perceived Race

Perceived Race of Subject of Use of Force	Was a Handgun Pointed?		Total
	Yes	No	
White	67	172	239
Visible Minority	41	98	139
Total	108	270	378

Chi-square = 0.093

The p-value is 0.7604. Not significant at $p < 0.01$.

Table 6. Cross Tabulation of Rifle Pointed by Perceived Race

Perceived Race of Subject of Use of Force	Was a Rifle Pointed?		Total
	Yes	No	
White	122	117	239
Visible Minority	80	59	139
Total	202	176	378

Chi-square = 1.495

The p-value is 0.2214. Not significant at $p < 0.01$.

Table 7. Cross Tabulation of CEW Discharged by Perceived Race

Perceived Race of Subject of Use of Force	Was a CEW Discharged?		Total
	Yes	No	
White	21	218	239
Visible Minority	8	131	139
Total	29	349	378

Chi-square = 1.14

The p-value is 0.2857. Not significant at $p < 0.01$.

Tables 5 through 7 exhibit cross-tabulations of specific types of Use of Force (handgun pointed, rifle pointed, and CEW discharged, respectively). They were analyzed to look for differences in these types of Use of Force by perceived race of the subject. None of the tests reached statistical significance of concern to indicate that these specific types of force are disproportionately used against visible minority subjects.

Figure 10. Count of Reports Citing Type of Force Used, 2019-2023

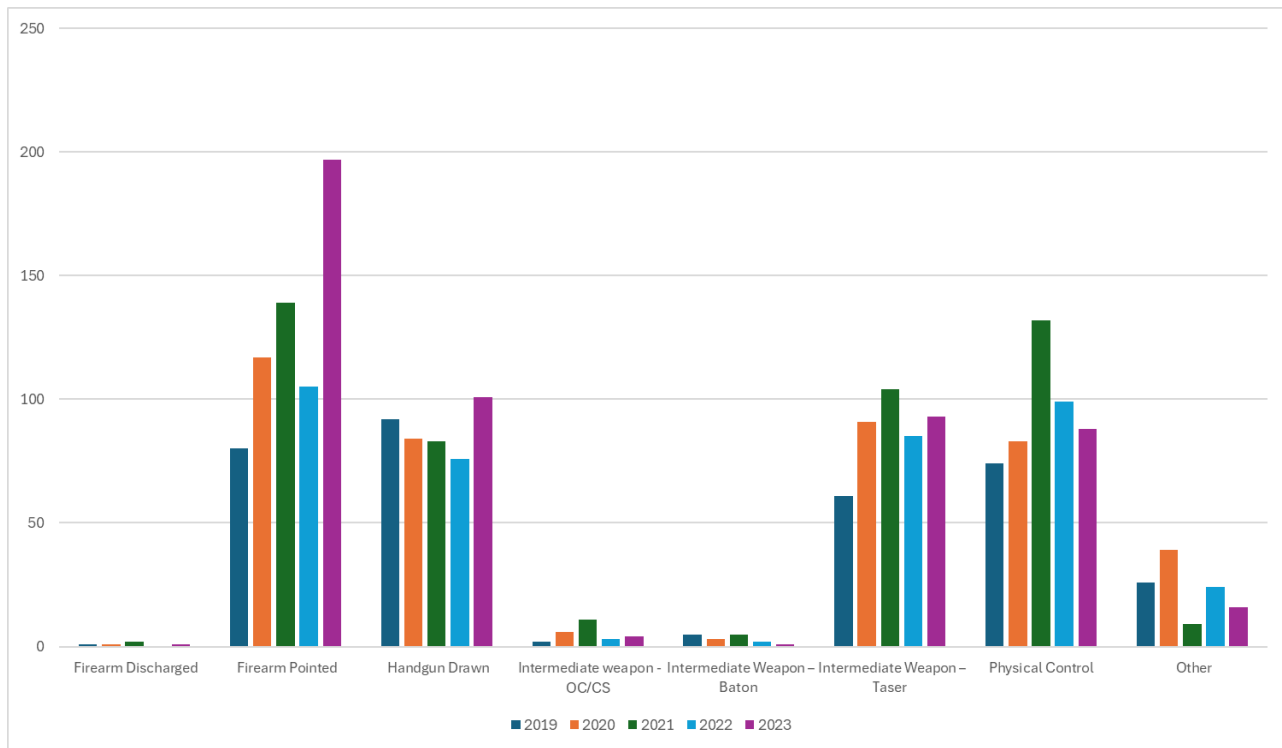


Figure 10 provides a five-year breakdown of the type of force used by LPS Officers. There is a marked increase in 'Firearm Pointed' and 'Handgun Drawn'. This is a direct result of what is shown in Figure 4 where weapons calls and executing warrants made up 67% of all Use of Force reports submitted by LPS Officers. In 2023, 20.21% of all Use of Force Reports were a result of warrant executions.

Service Pistol and Other Firearm

A police officer may point a firearm at a person when that person demonstrates behaviour that the officer believes may result in grievous bodily harm or death to the officer or to someone else. In 2023, 60.6 percent of all use of force reports (excluding animals) involved the pointing of a firearm, compared to 48 percent in 2022, 53 percent in 2021 and 50 percent in 2020. *Note that the previous years' percentages have been recalculated after the removal of animal related reports.

Aside from the humane dispatch of animals, which are not included, LPS only discharged a firearm at a human being during one incident in 2023. This incident was an Emergency Response Unit (ERU) activation where a subject had already shot a citizen prior to police arrival. During this incident, a member of ERU responded to a lethal threat from the subject who was pointing a firearm. The subject was shot with a police rifle resulting in a fatal wound (see Table 8 for the count of injuries to subjects of Use of Force).

In a separate incident, two ERU Officers were shot, causing serious injuries, during a standoff with a barricaded male after a fatal stabbing had just occurred within the same apartment building. No shots were fired by police at this incident (see Table 9 for the count of injuries to Officers).

Intermediate Weapons – Oleoresin Capsicum (OC) Spray & Baton

Intermediate weapons include OC spray (also known as pepper spray), the collapsible defensive baton and the Taser® conducted energy weapon (CEW). OC spray was used on 4 occasions in 2023, up from 3 in 2022. There was 1 incident involving the use of the collapsible defensive baton, down from 2 in 2022.

Intermediate Weapons – Taser® CEW

As mentioned earlier under ‘Mandatory Reporting Requirements,’ the changes to the Modernized Use of Force Report increased the reporting of CEW interactions for 2023. The CEW was drawn and displayed in 71 occurrences (86 subjects), pointed in 59 occurrences (62 subjects), and discharged in 29 occurrences (29 subjects). This indicates that drawing, displaying, and pointing of the CEW was successful in most scenarios.

Table 8. Subject Injuries – Were physical injuries sustained because of the force applied?

Fatal		Yes		No		Total	
#	%	#	%	#	%	#	%
1	0.3%	21	5.6%	359	95.0%	378	100%

Table 8 exhibits injuries related to total individual subjects in 2023. Of the 378 subjects where force was applied, 22 resulted in some level of injury to the subject compared to 33 in 2022 and 51 in 2021.

Table 9. Officer Injuries – Were physical injuries sustained because of the force applied?

Yes		No		Total	
#	%	#	%	#	%
4	1.6%	252	98.4%	256	100%

Of the 256 distinct non-animal occurrences in 2023 that involved the Use of Force, 4 resulted in injury to officers compared to 8 in 2022 and 19 in 2021.

Conclusion

The data contained within this report provides a comprehensive overview of Use of Force incidents and the type of force used by the London Police Service in 2023. The report serves to highlight the multifaceted nature of police interactions and dynamic situations faced by police officers every day.

The LPS is committed to maintaining professionalism and public safety. The low percentage of Use of Force reports submitted compared to dispatched calls for service (0.36%), underscores the efficacy of the LPS’ training curriculum. Furthermore, education around de-escalation tactics and techniques shall remain the foundation of all Use of Force training. The Training and Professional Development Branch will continue to monitor incidents of reported force, and emerging trends around the country to identify lessons learned and best practices.

The percentages of ethno-cultural community members involved in incidents in which force was used, appears to be disproportionate for Black, Middle Eastern, and Indigenous communities in

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relation to visible minority rates within the population of London. While some racial disparities in Use of Force incidents were noted, statistical analyses did not reveal a disproportionate use of specific types of force against visible minorities.

In conclusion, the LPS will continue to support and advocate for targeted interventions to address systemic biases within the criminal justice system and is dedicated to ongoing evaluation and improvement of our practices to ensure fair and effective policing.

Financial Implications:

There are no financial implications associated to this Report.

Recommendation:

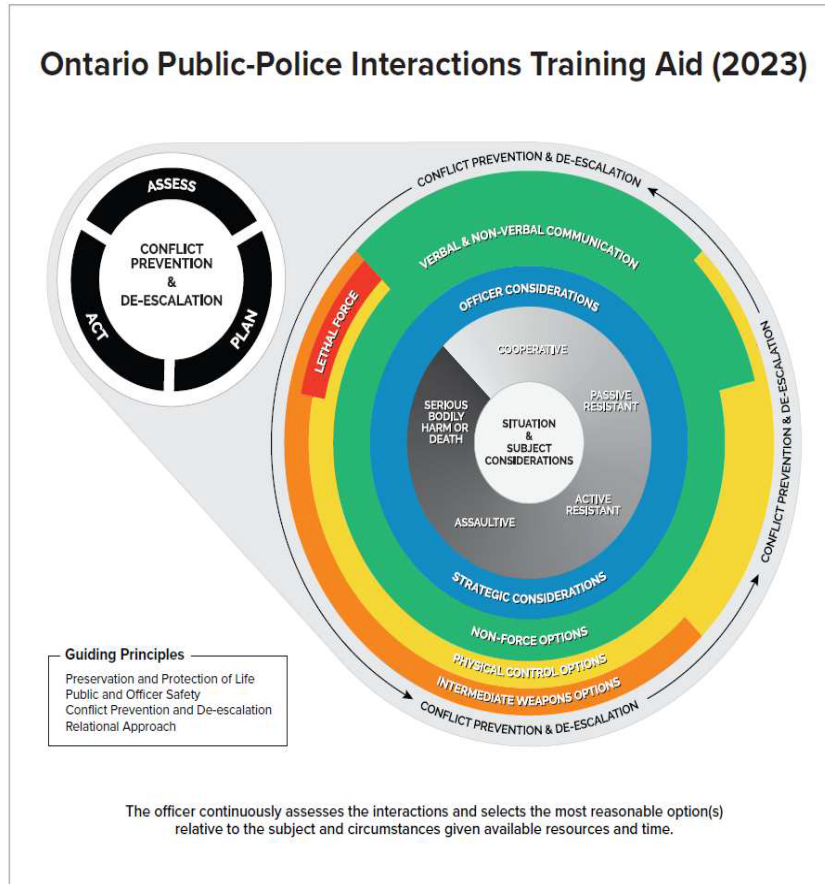
It is recommended that the Board receives this Report for its information only.

PREPARED BY: Inspector Dave Pratt – Training and Professional Development Branch
SUBMITTED BY: Treena MacSween, Deputy Chief – Organizational Wellness & Performance

Attachment: Appendix A – Ontario Public-Police Interactions Training Aid (2023)
Appendix B – 2021 Statistics Canada Census and O. Reg. 267/18 of the
Anti-racism Act Comparison Chart

Appendix A – Ontario Public-Police Interactions Training Aid (2023)

Conflict Prevention
The pre-emptive use of verbal and non-verbal strategies with people in situations with a potential to escalate (speeding ticket, neighbour dispute)
De-escalation
The use of verbal and non-verbal strategies intended to prevent conflict or reduce the intensity of a situation without the application of force and, if force is necessary, reducing the amount of force if viable
Assess-Plan-Act
A cognitive process applied by the officer to circumstances related to the subject/situation and impacted by perceived/actual risk, available time, and resources. This process is continuous, allowing for reassessment based on changing information.
Situation & Subject Considerations
Some factors impacting an officer's perception and decision-making of the subject and situation are: weather conditions, indoors/outdoors, number of officers/subjects, perceived subject ability (cognitive ability, skill, size, weapon), cultural awareness, gender identity.
Subject Behaviors
Cooperative: Subject complies with a lawful request
Passive Resistant: Subject refuses a lawful request, verbally and/or physically by standing still, sitting, laying down
Active Resistant: Subject pulling/pushing away, walking away, running away
Assaultive: Threatens/attempts/strikes the officer, kick, punch, spit, headbutt (no weapon)
Serious Bodily Harm or Death: The use of any weapon or technique reasonably likely to cause serious bodily harm or death



Officer & Strategic Considerations
Factors impacting perception and decision-making, including ICEN, ICLEAR, NRA, POL personal experience, skills/ability, stress, injuries, specialty units, available time
Verbal & Non-Verbal Communication
First Contact Approach: Hello, my name is Relational Approach: I can see you are struggling, I'm here to help you. Directive Approach: Police, don't move! Consistent Verbal/Non-Verbal Approach: facial and body expressions consistent with message, applies to both subject and officer
Non-Force Options
Increasing available time to delay/eliminate the need for force may be done using: Distance, Physical Presence, Isolation, Containment, Evacuation, Cover, Concealment, Reposition, Teamwork, Disengagement
Physical Control Options
Soft: controlling an arm/wrist, pressure points, barrier assist Hard: strikes/grounding techniques
Intermediate Weapons Options
Pepper Spray, Expandable Baton, Conducted Energy Weapon, Less Lethal Shotgun, ARWEN, Shields, Canine, Horses, any other approved weapon
Lethal Force
Use of any weapon/technique reasonably likely to cause serious bodily harm or death
<small>This Training Aid is not prescriptive and does not replace the law. An officer's actions must be lawful, necessary/reasonable and proportional.</small>

Appendix B

2021 Statistics Canada Census	O. Reg. 267/18
Indigenous	Indigenous
Arab	Middle Eastern e.g., Arab, Persian, West Asian descent, e.g., Afghan, Egyptian, Iranian, Lebanese, Turkish, Kurdish, etc.
West Asian	
Black	Black e.g., Caribbean origins, Central and West African origins, Southern and East African origins
Chinese Filipino Japanese Korean Southeast Asian	East/Southeast Asian
Latin American	Latino e.g., Latin American, Hispanic descent
Multiple Visible Minorities	Indicate most appropriate
Visible Minority not Included Elsewhere	Indicate most appropriate
South Asian	South Asian e.g., East Indian, Pakistani, Bangladeshi, Sri Lankan, Indo-Caribbean, etc.
Not a Visible Minority and Not Indigenous	White