

Ontario

**THE REPORT OF THE
RACE RELATIONS AND
POLICING TASK FORCE**

1989



**Race Relations
and Policing
Task Force**

**Groupe d'étude
entre la police et les
minorités raciales**

Chair/Président:
Clare Lewis

Members/Membres:
Dr. Ralph Agard
Kamala-Jean Gopie
Chief of Police James Harding
T. Sher Singh
Roy Williams

The Honourable Joan Smith
Solicitor General
Legislative Building
Queen's Park
Toronto, Ontario

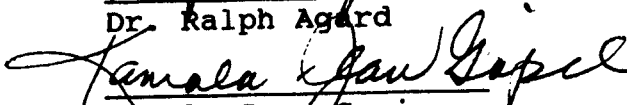
Dear Mrs. Smith:

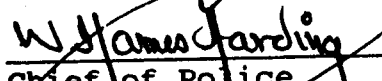
Pursuant to our appointment by you, and in response to our Terms of Reference, we are pleased to enclose herein the Report of the Task Force on Race Relations and Policing.

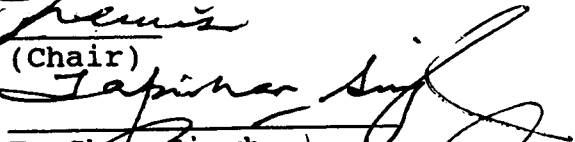
Yours sincerely,

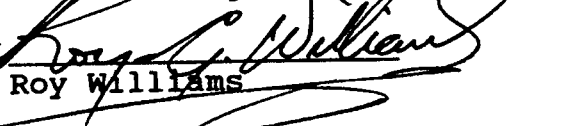

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PREFACE

In a statement to the Legislature on December 13, 1988, the Honourable Joan Smith, Solicitor General for the Province of Ontario, announced the establishment of this Task Force "to address promptly the very serious concerns of visible minorities respecting the interaction of the police community with their own." She required the Task Force to commence immediately an inquiry into police training, policies, practices and attitudes as they relate to the visible minorities within the Province of Ontario.

On December 15, 1988, in a further statement to the Legislature, the Solicitor General announced that the terms of reference of the Task Force were to inquire into and report on:

1. The training members of police forces currently receive as it relates to visible minorities.
2. Ways to improve this training and education, both for recruits and serving officers.
3. Police hiring practices and promotional processes, including the establishment of employment equity programs.
4. Ways to improve the interaction of the police with the visible minority communities through the establishment of liaison officers, committees, community education programs and race relations training.
5. Ways in which a monitoring system may be established to provide for a regular review of the interaction between visible minorities and the police.

6. The policies and practices of the police relating to the use of force.

To undertake this work, the Solicitor General appointed, as Chair of the Task Force:

Clare Lewis, Public Complaints Commissioner for Metropolitan Toronto.

As members of the Task Force, the Solicitor General appointed:

Dr. Ralph Agard, president of the Children's Aid Society of Metropolitan Toronto and Executive Director of Harambee Services Canada Ltd.

Kamala-Jean Gopie, Consultant: Equity in the Curriculum for the North York Board of Education and President of the Urban Alliance on Race Relations.

James Harding, Chief of the Halton Regional Police Force and President of the Ontario Association of Chiefs of Police.

T. Sher Singh, barrister and immediate past Chair of the Council on Race Relations and Policing.

Roy Williams, President of the Jamaican Canadian Association and member of the Metropolitan Toronto Board of Commissioners of Police.

The Task force members convened and appointed staff, to whom much work was assigned and much gratitude is owed.

In particular the Task Force would like to thank Sameena Cyriac and Andrea Henry for coordinating the Task Force in general, and the public hearings in particular; Maureen Murphy, Daryl Brunette, and Phyllis Bartley for typing the report at night and on weekends; Marie Moliner and Susan Watt, counsel to the Task Force, for getting us going and keeping us on track; Jacqueline Sealy, who coordinated the community outreach project and travelled with us during public hearings outside Toronto; Lee Axon, for compiling and organizing voluminous amounts of literature and preparing a questionnaire which received an outstanding response rate; Holly Nickel, whose unflagging enthusiasm and assistance was much appreciated by everyone; Mary Lasica who graciously acted as quartermaster and treasurer; and Kevin McMahon who taught us how invaluable a good editor can be. We would especially like to thank the staff of the Office of the Public Complaints Commissioner who went out of their way to accommodate us.

A work plan was then developed, with the critical planning factor being the designated deadline of February 28, 1989, for reporting back to the Minister. Headquarters were established in Toronto at the Office of the Public Complaints Commissioner.

Several significant preliminary decisions were made. Perhaps the most important was the commitment to public hearings which would permit the community and the police, in an open and visible way, to outline their concerns, achievements, policies and recommendations, within the terms of the Task Force mandate. Notice of the hearings was given through a news conference at Queen's Park and in advertisements published in the mainstream and ethnic press throughout Ontario. Written and oral submissions were also solicited.

The Task Force sought detailed information from Ontario's 121 police forces, including the Ontario Provincial Police, through a questionnaire on issues of relevance. The response was outstanding: 99 questionnaires were completed and returned. Private information-gathering sessions were held with representatives from the Ontario Police College, the C.O. Bick Police College, the Firearms Branch of the Centre of Forensic Sciences and the Metropolitan Toronto Police, minority police officers and some private consultants.

The Task Force also wrote to community organizations concerned with visible minority issues throughout Ontario asking for their assistance. This outreach resulted in both written briefs and oral presentations at our public

hearings. Several important public, police and other professional institutions or associations were also approached and asked for information and recommendations.

Included in the Appendices to this report are the Task Force notice and the police questionnaire, as well as a list of the police forces, community organizations, institutions, associations and individuals that responded either through written briefs or oral submissions. The generous assistance the Task Force received was invaluable and is deeply appreciated.

The Task Force also undertook a computer-assisted search and review of literature related to its terms of reference. The search identified a vast number of articles, monographs, periodicals, reports and books on policing, an indication of the degree of public interest and concern the subject attracts. A bibliography of the more than 200 titles considered is included in Appendix F to this report.

The Task Force also reviewed relevant previous reports and recommendations made to government, including: the report of the late Arthur Maloney, Q.C., to the Metropolitan Toronto Board of Commissioners of Police in 1975; the report of the Royal Commission conducted by the Honourable Mr. Justice Donald R. Morand into Metropolitan Toronto Police Practices, in 1976; the report by Walter Pitman,

entitled Now is Not Too Late, conducted for the Council of the Municipality of Metropolitan Toronto, in 1977; the Report to the Civic Authorities of Metropolitan Toronto and its Citizens, by G. Emmett Cardinal Carter, Archbishop of Toronto, prepared in 1979 at the request of the Chairman of Metropolitan Toronto Council and the Metropolitan Toronto Police Commission; the Report of the Task Force on the Racial and Ethnic Implications of Police Hiring, Training, Promotion and Career Development, chaired by Dr. Reva Gerstein and prepared in 1980 for the Ministry of the Solicitor General of Ontario; and the Report of the Task Force on the Use of Firearms by Police Officers, prepared by the late Honourable Judge John Greenwood in 1980 for the Ministry of the Solicitor General. The recommendations of coroners' juries falling within the mandate of the Task Force were also examined.

The Task Force has considered whether previous recommendations have been implemented and with what degree of success. It is important that prior achievements be acknowledged and less successful efforts be evaluated.

The decision to receive oral submissions was pivotal. Public hearings were held during six days and two evenings in Toronto, at the Park Plaza Hotel, the Jamaican Canadian Centre and the University Settlement House. Thirty-two

private individuals, 32 community organizations, seven police forces, the Ontario Police College, the Ontario Association of Chiefs of Police, the Police Association of Ontario and the Metropolitan Toronto Board of Commissioners of Police made presentations.

The Task Force also heard oral presentations in Ottawa, Windsor and Thunder Bay. In Ottawa, during much of one day and evening at the Beacon Arms Hotel, 16 presentations were heard, including those of the Ottawa Police, the Ottawa Police Commission and the Canadian Human Rights Commission. At Mackenzie Hall in Windsor, presentations from the Windsor Police, the Windsor Police Commission and the United Steelworkers of America were among the 13 heard. The Task Force spent much of two days in Thunder Bay, at the Thunder Bay Indian Friendship Centre and the Thunder Bay Multicultural Centre, hearing 14 presentations which included one from the Thunder Bay Police.

The Task Force is most grateful for the obvious and considerable effort made by these individuals, groups, associations, organizations and police forces in preparing and delivering their significant and invaluable submissions. We were immeasurably impressed by the quality of preparation and the evident commitment and deep concern expressed by presenters. The transcription of their

submissions has preserved a body of insight into the field of race relations and policing such as has never been collected before. The 13 volumes of transcripts are an important and telling historic document and ought to be so regarded by government, police and the community.

The public hearings of the Task Force attracted intense media interest. It is to be hoped that such interest is a reflection of the depth of public interest and concern in the complex issues of race relations and policing in our multiracial, multicultural province.

The six headings in the terms of reference are treated as five and re-ordered in the organization of the presentation of this report. Items 1 and 2 of the terms of reference are dealt with as one issue under the heading "Race Relations Training". The Task Force considers the monitoring issue as critical in its presentation of recommended solutions. We have, therefore, placed "Monitoring" first among the five chapters directly related to the terms of reference. We have recommended the creation of a monitoring agency to which reference is then made in recommending remedial action in response to the remaining terms of reference. We believe that our re-ordering of the issues raised in the terms of reference will better reflect our attempt to present an integrated

response to current tensions in race relations and policing. We have also added, as issues related to our mandate, sections dealing with public complaints, First Nations peoples, police commissions and police associations under the broad heading "Related Issues".

The Task Force members and staff were surprised, gratified and moved by the breadth and depth of concern shown in the overwhelming response to its outreach initiatives by the public and police. Coping with, respecting the quality of, and doing justice to that response has, regrettably, caused the Task Force to delay the delivery of this report by five weeks.