Toronto Police Services Board

Toronto Police Service

REPORT OF THE BOARD/SERVICE RACE RELATIONS JOINT WORKING GROUP

September 2003
Notes
Mission Statement:

We are dedicated to delivering police services, in partnership with our communities, to keep Toronto the best and safest place to be.

Core Values:

- **Honesty:** We are truthful and open in our interactions with each other and with members of our communities.
- **Integrity:** We are honourable, trustworthy, and strive to do what is right.
- **Fairness:** We treat everyone in an impartial, equitable, sensitive and ethical manner.
- **Respect:** We value ourselves, each other, and members of our communities, showing understanding and appreciation for our similarities and differences.
- **Reliability:** We are conscientious, professional, responsible, and dependable in our dealings with each other and our communities.
- **Team Work:** We work together within the Service and with members of our communities to achieve our goals, making use of diverse skills, abilities, roles and views.
- **Positive Attitude:** We strive to bring positive and constructive influences to our dealings with each other and our communities.
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# Report of the Board/Service Race Relations Joint Working Group

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(with section references to this report)
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Report of the Board/Service Race Relations Joint Working Group

Executive Summary

Late in 2002, the Toronto Police Services Board (the Board) and the Toronto Police Service (the Service or TPS) found themselves at the centre of controversy with respect to allegations of “racial profiling” after a series of media articles suggested that the police in Toronto treat members of the Black community differently than they treat others.

Chief Fantino immediately ordered a comprehensive review of the race relations policies, practices and procedures of the Service since its inception in 1957. The Board also requested information at its October 2002 meeting (Board Minute P283 of 2002.10.24 refers). Accordingly, the report of the review, entitled Policing a World Within a City: The Race Relations Initiatives of the Toronto Police Service (January 2003), was presented to the Board on 2003.02.20.

At the November 2002 Board meeting, the Board created a Race Relations Joint Working Group consisting of Board members, Board staff, and members of the Toronto Police Service. The Joint Working Group was mandated to continue the race relations review. It was asked to report and, where appropriate, make recommendations on new issues that had been raised by the City of Toronto and other interested parties.

The Report of the Board/Service Race Relations Joint Working Group is the result of the research, consultation and deliberation of the members of the Joint Working Group. It builds upon a number of previous reports on police-race relations in Toronto, especially Policing a World Within a City, by looking at current and future aspects of the topic. Accordingly, the Report of the Board/Service Race Relations Joint Working Group should be read in conjunction with Policing a World Within a City to ensure a complete understanding of the issues involved.

This report divides current issues into twelve broad categories, as follows:

- Zero tolerance (to racially biased policing and racial profiling)
- The police complaints process
- Race relations audits
- Race-based statistics (with respect to victims and offenders)
- Police stop statistics
- Board and Service consultative processes
• Human resource issues, including recruiting, hiring, promotion and development
• Training
• Adherence to previous recommendations
• Non-police community programs
• Budgeting
• Future actions

This report also makes 19 new recommendations based on recent input from City Council and other interested parties to further enhance police-race relations in the City of Toronto. These recommendations are as follows. The Joint Working Group suggests that these recommendations not be considered outside the context of their supporting material.

• **Recommendation 1:** That the Board and the Service utilize the term “racially-biased policing” rather than the more restrictive and potentially confusing term “racial profiling” *(See Section “A”, page 25).*

• **Recommendation 2:** That the Board and the Service define “racially biased policing” as follows *(See Section “A”, page 26):

  Racially biased policing, which includes racial profiling, occurs when members of a police service inappropriately consider race or ethnicity in deciding how and with whom to intervene in a policing capacity.

• **Recommendation 3:** That the Board and the Chief reiterate their principle of zero tolerance for racially biased policing, and that they develop a communication strategy that reinforces Rule 4.2.1 within the Service and communicates it to the public *(See Section “A”, page 25).*

• **Recommendation 4:** That the Board request that the provincial government review the provisions of Part V of the *Police Services Act* which govern access to the complaint process *(See Section “B”, page 32).*

• **Recommendation 5:** That the Board and the Service continue to promote public knowledge locally about the complaint system and how it can be accessed in various ways, including by ensuring pamphlets are available to the public through libraries, municipal buildings and community centres *(See Section “B”, page 32).*

• **Recommendation 6:** That the Board request that the provincial government create a specific, comprehensive adequacy standard for police-race relations *(See Section “C”, page 35).*

• **Recommendation 7:** That the Board invite the Ministry of Public Safety and Security, Policing Services Division, to audit the Service’s compliance with the proposed adequacy standard *(See Section “C”, page 35).*

• **Recommendation 8:** That the Board continue to prohibit the compilation and publication of statistics relative to the race, colour or creed of individuals involved in criminal activity, except in special circumstances approved by the Board, or with respect to the description of suspects wanted for criminal acts *(See Section “D”, page 39).*
• **Recommendation 9:** That the Board request that the provincial government review the issue of whether police services should gather data and keep statistics on the race and ethnicity of offenders and/or victims of crime, and address it as part of the proposed adequacy standard on police-race relations (See Section “D”, page 39).

• **Recommendation 10:** That, pending the results of the review proposed in Recommendation 9, the Board and the Service continue not to gather, process, keep or publish statistics with respect to the ethno-racial or cultural background of persons involved in traffic stops and other police initiated contacts (See Section “E”, page 44).

• **Recommendation 11:** That the Board, with the assistance of appropriate members of the Service, review the results of the current pilot of in-car video cameras being piloted by the Ontario Provincial Police to determine if a new Toronto-based pilot or study is justified (See Section “E”, page 44).

• **Recommendation 12:** That the Board and the Chief continue to emphasize the supervision and accountability of members performing police stops. The Chief should continue to promote professionalism supported by training and supervision among all police officers as they deal with members of the public and with one another (See Section “E”, page 44).

• **Recommendation 13:** That the Service, through the Community Programs Unit, review the structures and processes connected with the divisional and traffic Community Policing Liaison Committees (CPLCs) to ensure that they provide the maximum possible benefit in terms of both general policing and police-race relations, and that they reflect the community they represent to the greatest degree possible (See Section “F”, page 53).

• **Recommendation 14:** That the Board continue to avail itself of the opportunity, whenever appropriate, of accessing the Service’s community consultative groups, and to invite specific input to gain information and input about topical issues, as necessary and appropriate (See Section “F”, page 53).

• **Recommendation 15:** That the Board request that the City of Toronto appoint the City representative on the Toronto Police Services Board to the City’s Race and Ethnic Relations Community Advisory Committee (See Section “F”, page 54).

• **Recommendation 16:** That the Board provide copies of *Policing a World Within a City* to interested external groups, including the Council of the City of Toronto, the City’s Race and Ethnic Relations Community Advisory Committee, all Community Policing Liaison Committees and Service advisory groups, and any others interested in their subject matter (See Section “I”, page 64).

• **Recommendation 17:** That the Service continue to work in partnership with boards of education, social services, service clubs and other proactive community groups to expand the programs and resources available to youth in order to address crime, disorder and quality-of-life issues (See Section “J”, page 67).

• **Recommendation 18:** That the Board continue to encourage and support the Service’s involvement in community programs and initiatives, and that it support
the Best Practices in Youth Programs and Initiatives conference at North York Civic Centre on 2003.11.01 (See Section “J”, page 67).

- **Recommendation 19:** That the Board seek the resources needed to create a strategically focused Race Relations Outreach Program within the Community Liaison Unit and across the 16 Toronto Police Service divisions as a priority during the 2004 City of Toronto budget process (See Section “L”, page 73).
Introduction

Background

Over the past few months, the Toronto Police Services Board (the Board) and the Toronto Police Service (the Service or TPS) have found themselves at the centre of controversy with respect to allegations of “racial profiling”. This is an important issue, and one with which police services in many parts of the world have had to deal over the years. The issue arose after a series of media articles suggested that the police in Toronto treat members of the Black community differently than they treat others.

In a statement released on 2002.10.25, Chief Julian Fantino stated that although he disputed the findings of the media articles,

“I consider these issues as being very serious. We must now address the perceptions that have been created and I certainly intend to address these issues in an open and forthright manner. I have never denied that there are instances of inappropriate conduct by a small number of our members – some that have been viewed as discriminatory and racist. We do not, however, have a racist or corrupt police service. I want to emphasize that I do not tolerate any form of unprofessional conduct, nor will I tolerate any form of racism. When inappropriate conduct is identified, we will continue to apply the appropriate discipline process and training.”

Race Relations Review

Early in November 2002, Chief Fantino directed a review of the race relations initiatives of the Toronto Police Service over the past several decades. On 2003.02.20, the Board received the Service’s report on this review. In more than 330 pages, Policing a World Within a City: The Race Relations Initiatives of the Toronto Police Service reviewed 46 years of history and progress in policing in Toronto. It was prepared with the cooperation and involvement of senior officers and members from all commands of the Toronto Police Service. It outlined many of the most significant initiatives taken by the
Toronto Police Service since its inception in 1957 to ensure that it could meet the challenges of policing a richly multicultural environment. Because the Report of the Board/Service Race Relations Joint Working Group builds upon the material in Policing a World Within a City, it is recommended that the two reports be read in conjunction with one another to ensure a complete understanding of the issues involved.

As well as examining the history of the TPS and its policing environment, Policing a World Within a City reviewed the current status of 209 recommendations made by sources outside policing since the mid-1970s. It reported that the Service agrees with about 90% of those recommendations, and about 90% of those accepted have been implemented. In the months since Policing a World Within a City was received by the Board, the Service has begun to implement the Professional Standards Information System (PSIS), which raises the proportion of implemented recommendations to about 96%.

Also on 2003.02.20, the Board received presentations from Professor Edward Harvey and Mr. Alan Gold with respect to the media articles on race and crime. Professor Harvey and Mr. Gold presented a paper that took issue with the findings presented in the media articles, and with the methods used to arrive at those findings (Board Minute P33 of 2003.02.20 refers).

**Joint Working Group**

At its public meeting on 2002.11.21, the Board created a Race Relations Joint Working Group (often referred to here as the “JWG”), made up of staff from both the Board and Service (Board Minute P315/02 refers). The Joint Working Group was mandated to continue the work of the race relations review, to obtain more information for the Board on police-race relations in Toronto, and to consider the many deputations, reports and recommendations that have emerged over the past few months.

Above all, the Joint Working Group is mandated to address, in the Toronto context, the serious race relations issues that have confronted police agencies around the world.

As well as members of the Board and Deputy Chief Michael Boyd, the JWG includes Mr. Jerome Wiley, Counsel to the Chief of Police, Staff Inspector Robin Breen, Staff Sergeant Peter Lennox and Constable James Lawson of the TPS Community Liaison Unit, and Ms. Christine Bortkiewicz and Ms. Cindy Harrison of the Board Staff.

The Joint Working Group reviewed important existing issues pertaining to race-relations (reflected in the Table of Contents and Appendix “A” to this report), and also new, specific issues. Some of these issues were raised by the Board, and others by important community partners such as the City of Toronto (including the Race and Ethnic Relations Community Advisory Committee, the Task Force on Community Safety and the City’s Auditor-General), as well as the Canadian Race Relations Foundation.

The JWG researched the issues thoroughly, performing a review of literature on police-race relations, racially biased policing and racial profiling. Sources for this document review came from Canada, the United States and other countries around the world. Examples of the material reviewed include legislation with respect to racial profiling (such as the Consent Decree in the State of New Jersey), studies from the United States
Department of Justice, and *Racially Biased Policing: A Principled Response* from the Police Executive Research Forum (PERF) in Washington DC.

The JWG researched these issues with the assistance of members of ten units across the Service. It also asked for input from eleven police organizations in Canada, the United States, the United Kingdom, Australia and New Zealand. Responses were received from the Kingston (Ontario) Police Service, the Sûreté du Québec, the London Metropolitan Police (U.K.), the New Jersey State Police, the New York Police Department, the New Zealand Police, the Queensland (Australia) Police Service, and the Service de police de la ville de Montréal. Relevant material from other police services was also found on the Internet.

The Joint Working Group has also paid close attention to earlier key Toronto-based reports on police-race relations, to public deputations made at Board meetings, and to groups that have spoken or published material on the topic. Among these groups are the Ontario Association of Chiefs of Police, the Ontario Civilian Commission on Police Services, the Canadian Association of Black Lawyers, the Canadian Race Relations Foundation, the Urban Alliance on Race Relations, and the City of Toronto (including its Race and Ethnic Relations Community Advisory Committee).

The *Report of the Board/Service Race Relations Joint Working Group* is the result of the research, consultation and deliberation of the members of the JWG. It builds upon *Policing a World Within a City* by looking at the present and the future with respect to police-race relations in Toronto.

**Immediate Community Action**

As soon as the media reports appeared, Chairman Norman Gardner and Chief Julian Fantino reached out to the community by accessing existing consultative avenues and by approaching knowledgeable community representatives. They extended a personal invitation to leaders and representatives of the Black community to meet with them to deal with the situation.

On 2002.11.11, at a problem-solving meeting of 45 Black community leaders at Police Headquarters in Toronto, Chief Fantino demonstrated his commitment to the issue by endorsing ten recommendations to improve police-race relations. The “ten-point strategy” covers community outreach, the police complaint system, the Service’s human resources strategy (including recruiting, training and staff development), current and past race-relations reports and recommendations, a zero-tolerance policy for racially biased policing, and reducing violence in the Black community.

On 2002.11.16, the Board also held a special consultation meeting introduced by Chairman Norman Gardner. After this meeting, a report containing a number of recommendations was produced, entitled “Where Do We Go From Here?” More than 40 members of the community represented organizations active in the field of race relations at the meeting. Chief Fantino and about 20 senior staff involved in the race relations review also attended as observers.
Through a series of “town-hall” meetings held in neighbourhoods across Toronto late in 2002 and early in 2003, Chief Fantino engaged in dialogue about police-race relations and other community concerns.

On 2002.11.25, the Board and Service both participated in two meetings facilitated by the Honourable Lincoln Alexander, former Ontario Lieutenant-Governor and then chair of the Canadian Race Relations Foundation. The initial meeting was attended by key members of the Black community, politicians and police command officers from across Canada. A second meeting of this group took place on 2003.02.25, to follow up on the first meeting and to ensure that the process continues to move forward.

The Board accepted deputations to help it to understand the perspective of the public and interested groups with respect to these issues. Another opportunity was provided for public deputations on police-race relations on 2003.04.28. The Joint Working Group will hear deputations at Metro Hall on 2003.10.08, and the Report of the Board/Service Race Relations Joint Working Group will appear on the public Board agenda later in 2003.

Throughout this time, Chief Fantino has continued to access the Service’s community consultative committees and processes, as well as the Race Relations Coordinating Committee, which is made up of senior officers involved in both field and support areas of the Service. The Chief and Senior TPS members also met with community agencies such as the Canadian Labour Congress, members and staff of the provincial and municipal governments, and other essential groups such as leaders from the Black faith community.

**The Position of the Toronto Police Services Board and the Toronto Police Service**

The Police Services Board, Chief of Police and Command Officers are unanimous in stating that systemic racial profiling does not exist on the Toronto Police Service, and also that they have no tolerance for biased policing by members of the Service. Biased policing is a form of discrimination and goes beyond race to include gender, ethnicity, religion, age, sexual orientation and all of the areas specified in the Ontario Human Rights Code and the Canadian Charter of Rights and Freedoms.

If any individual members of the Toronto Police Service engage in such practices, they do not reflect the position, policies or procedures of the Board or the Service, and are subject to a well-established discipline process. The Board and the Service have rules and procedures dealing with diversity and racism. Complaint and discipline processes exist at the local and provincial levels that can and do deal with unsatisfactory behaviour among members of the organization. Focused training programs help to ensure that police officers are prepared to deal equally and equitably with all members of the community, and specialized police units support front-line officers as they deal with a huge variety of complex community problems.

The Toronto Police Services Board and the Toronto Police Service strive to be leaders in race relations in the community. They remain committed to the principles of community policing, consultation and involvement, and continue to promote positive relations with all aspects of the community.
The Board and Command Officers acknowledge the concerns raised by groups and individuals in the community about biased policing, and look forward to continuing to work with appropriate community partners to alleviate those concerns. The relationship between the police and the community is a worldwide concern, and the Board and the Service will continually strive to keep this relationship strong and positive in Toronto. They will also continue to build a workforce that reflects the community.

As Chief Fantino stated when he was sworn into office in March 2000, “I need your support. I need my partners to work together hand in hand, in order to bring the community of thought represented by each and every race, creed, colour, and sexual orientation to bear upon the task of providing this great city with efficient and tolerant law enforcement and protection…By actions, words and examples we will ensure that all members of the Toronto Police Service conduct themselves in a manner which is consistent with the highest traditions of integrity, courage, humility, compassion and tolerance in dealings with all of our citizens”.

**Policing a World Within a City**

The following is a brief summary of the detailed material provided in *Policing a World Within a City*. The Joint Working Group suggests that this earlier document be used as a companion piece to the *Report of the Board/Service Race Relations Joint Working Group*.

- **Section A: Historic Overview** – This section provides the background for *Policing a World Within a City*. The reader is given a sense of how the City of Toronto has changed since 1953. The section outlines:
  - the population growth and demographic expansion within the city (the population is both higher and significantly more racially and ethnically diverse than it was when Metropolitan Toronto was created in 1953)
  - the evolution of policing over the years (between 1957 and 2003, the police staff in Toronto has almost tripled and has become much more diverse, and technology, methods and processes have evolved significantly)
  - the consultation and scanning processes of the Service (which pervade the corporate and local levels of the organization and which provide a great deal of advice and input from year to year)
  - many of the reports over the last quarter century, both internal and external, that address policing topics such as police-race relations

- **Section B: Methodology of the Review** – The methodology section outlines the philosophy behind the *Moving Forward Together: An Integrated Approach to Race Relations* (1995) document, which was used as a blueprint to guide this recent process. This section describes:
  - the process used during the Service’s most recent review of its race relations initiatives (including consultations with individuals throughout Toronto and beyond, and the information gathered during those consultations)
✓ future actions to support police-race relations, and the communication strategies for disseminating the philosophy and contents in *Policing a World Within a City: The Race Relations Initiatives of the Toronto Police Service*

- **Section C: Operational Model** – Section “C” provides:
  ✓ a short description of each of the five units of the Service identified as having the most direct strategic influence on race relations (Human Resources, Training and Education, Community Policing Support, Corporate Communications, and Professional Standards)
  ✓ the race relations mission statements, objectives and strategies of the Race Relations Coordinating Committee and the five key units

- **Section D: Service Delivery** – This section summarizes:
  ✓ the effects the race relations initiatives of the five key units identified in Section “C” have had on the services delivered by (and the priorities of) the Toronto Police Service
  ✓ service delivery by specialized units and front line units
  ✓ community policing
  ✓ the core business and Service priorities
  ✓ international initiatives
  ✓ unit initiatives by Command
  ✓ service awards
  ✓ community support for Toronto Police Service activities
  ✓ other factors supporting or impacting upon service delivery
  ✓ racial profiling

- **Sections E-J: Updated Responses to Previous Recommendations** – During this process, in an effort to conduct the most comprehensive review of the Service’s race relations initiatives, the 181 recommendations responded to in *Moving Forward Together* were re-visited, along with 28 additional recommendations directed to the police from the Report of the Commission on Systemic Racism in the Ontario Criminal Justice System, for a total of 209 recommendations. These sections provide updated responses to these recommendations from a year 2002 perspective, and, in many cases, revisions to the status, where it has changed since the original responses were prepared.

The reports listed in Sections “E” through “J” above are:

- **A Strategy to Enhance the Metropolitan Toronto Police Force’s Profile with Racial Minorities** by the Equal Opportunity Consultants (41 recommendations)
• As We Were Told by Mukwa Ode First Nations Consulting Inc. (48 recommendations)

• Review of Race Relations Practices of the Metropolitan Toronto Police Force by Metropolitan Auditor Allan Andrews (74 recommendations)

• The Report of the Race Relations and Policing Task Force chaired by Claire Lewis (11 recommendations)

• National Black Police Association 1993 Conference (7 recommendations)

Policing a World Within a City can be found in its entirety on the Toronto Police Service web site (www.torontopolice.on.ca).

About This Report

Essentially, the Report of the Board/Service Race Relations Joint Working Group is designed to respond to concerns raised by some individuals and groups in the community, and to underscore the longstanding positions of the Board and the Service with respect to police-race relations. It is also intended to address the important question, “Where do we go from here?” with respect to police-race relations in the City of Toronto.

This report cannot purport to reflect all of the aspects of the ongoing commitment of the Board, the TPS and their members to positive community relations. It should, however, reflect the diverse and wide-ranging nature of those efforts, and address the specific issues raised by many of the groups who remain interested in the important topic of police-race relations.

This report is designed both to reflect the position of the Toronto Police Services Board and the Toronto Police Service with respect to police-race relations in the City of Toronto, and to respond to the 136 issues raised since the media articles of October 2002.

Appendix “A” quotes the issues and their sources, and directs the reader to the section of this report that deals with the issue.
Notes
Report of the Board/Service Race Relations Joint Working Group

Section “A”: Zero-Tolerance Policy

Background

In October 2002, a number of media articles appeared alleging differential treatment of members of the Black community by the Toronto Police Service. In the weeks following, the Police Services Board received comments suggesting that the Board adopt a policy of “zero tolerance” for such behaviour.

This section will define the applicable terminology, and then make recommendations about the appropriate Board and Service response.

Perspectives on a Zero-Tolerance Policy

The following summarizes the perspectives that were brought to the attention of the JWG with respect to a zero-tolerance policy.¹

- City Council has adopted “a principle of zero tolerance of racial profiling within the boundaries of Toronto” and asked the Board to also adopt this principle. The Policy and Finance Committee wants the City’s CAO to “maintain a watching brief on the matter of racial profiling and report to Council regularly”. This recommendation covers all aspect of City operations.
- The City’s “Race and Ethnic Relations Community Advisory Committee” endorsed the City’s zero-tolerance principle for policing. It takes the position that sufficient studies and reports have been completed over the past 27 years, and it is now “time for action on “racial profiling for policing”.
- The Board has requested that “the Board/Service Race Relations Joint Working Group…consider whether or not the Board should adopt a principle of ‘zero-tolerance to bias-based policing’”.

¹ The specific comments are quoted and their sources identified in Appendix “A”.
• After the Board’s special public consultation meeting in November 2002, entitled “Where Do We Go From Here?”, the Board was asked to urge the province to introduce legislation to prohibit racial profiling. The report also suggests that the Board and the Chief develop a zero-tolerance policy for racial profiling by Service members.

• Also in November 2002, ten “action items” intended to further enhance police-community relations resulted from Chief Fantino’s involvement in public meetings. One of those points was to “ensure that there is zero tolerance for ‘racially biased policing’”.

Discussion

Terminology

In order to respond adequately to these concerns, it is first necessary to understand and agree on the concepts and terms involved.

The terminology connected with these concepts is varied, and there can be several significantly different definitions for the terms used. For example, the term “Racial Profiling”, which is used in many parts of the world, has many definitions, some significantly different from others. For example:

• [Racial Profiling means] stopping a person based solely on race or ethnicity instead of an individualized suspicion arising from the person’s behaviour. [United States Department of Justice, Bureau of Justice Statistics Fact Sheet on Traffic Stop data Collection Policies for State Police, December 2001]

• Racial profiling is defined as any action taken for reasons of safety, security or public protection that relies on stereotypes about race, colour, ethnicity, religion or place of origin rather than on reasonable suspicion. [Taken from a presentation at the Conference on Racial Profiling hosted by the Centre for Research-Action on Race Relations in Montréal, 2003.06.06]

• Racial profiling involves the targeting of individual members of a particular racial group, on the basis of the supposed criminal propensity of the entire group. [Ontario Crown quoted in the Toronto Star, 2003.04.20]

• Racial profiling is criminal profiling based on race. Racial or colour profiling refers to that phenomenon whereby certain criminal activity is attributed to an identified group in society on the basis of race or colour resulting in the targeting of individual members of that group. In this context, race is illegitimately used as a proxy for the criminality or general criminal propensity of an entire racial group. [R. v. Richards, (1999), 26 C.R. (5th) 286]

• [Racial profiling means] the targeting of people based solely on their race, ethnicity, gender, sexual orientation, religion, socioeconomic status or disability; or a process that motivates the initiation of a traffic stop, detention, and/or other law enforcement activity based solely on an individual’s actual or perceived race, ethnicity, gender, sexual orientation, religion, socio-economic status, or disability, or other characteristics attributed to an individual as a member of such group; or
making discretionary decisions during the course of an enforcement activity based upon race, ethnicity, gender, sexual orientation, religion, socio-economic status, or other characteristics attributed to an individual member as a member of such group. [Louisville Police Department Policy & Procedure Manual]

The definition used in Policing a World Within a City was based on the one used by the Police Executive Research Forum (PERF) in the United States. PERF is an influential forum for police management issues internationally. One of its consultants is Robert F. Lunney, former Chief of Police in Peel Region, Winnipeg and Edmonton.

PERF avoids using the term “racial profiling” because it is too restrictive to describe the decision-making processes of racially biased police officers, and because it might exclude “activities that are legally supportable in terms of reasonable suspicion or probable cause, but are nonetheless racially biased”.

There is also confusion about the word profiling, which can be a legitimate law enforcement activity. As was stated in Policing a World Within a City:

“Legitimate” profiling can perhaps be best described as a profile developed from the totality of the information in the possession of the police, possibly including skin colour or race. Such a description could cause a reasonable police officer to believe that there is a legitimate and articulable reason (such as height, weight, clothing, car and skin colour) to cause further investigation of a person for a particular reported offence.

The same description might not justify further investigation of the same person for another offence without some information tying this description to a particular criminal transaction. In such a case, any further investigation would amount to racial profiling based on an artificial and unjustified stereotype.

Human nature determines beliefs and perceptions held by all members of society. Police officers, by the nature of their work and their working environment, can possibly develop a biased viewpoint by consistently and repeatedly being exposed to a particular minority segment of the population. Such exposure may lead to increased attention being paid to that particular minority. Due to the increased attention, members of that particular minority can be much more likely to be stopped, searched and arrested than other groups who engage in the same criminal activity. This cycle reinforces the bias.

The solution lies in a conscious decision to treat everyone equally regardless of race or skin colour. Consequently, before any decision to stop or search is made, the officer must determine his or her reasons for making the stop or the search, and be able to articulate those reasons. Skin colour, race or ethnicity absent any other factors will be insufficient to justify the stop, search or arrest.

The Service is taking action to ensure that the concept of profiling – whether legitimate or not – is understood among all members of the Service, and that the

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activities of all members are always professional, legal and respectful. This action is manifested in both training and management. [page 100]

To ensure clarity in terms and definitions, PERF uses the term “racially biased policing”, which it defines as “when law enforcement inappropriately considers race or ethnicity in deciding with whom and how to intervene in an enforcement capacity”.

In its section on “Education and Training”, PERF specifies that training should focus on problem behaviours such as the following:

- targeting motorists for traffic stops on the basis of racial profiles
- applying discretionary enforcement on the basis of race
- tolerating different degrees of disorder and deviance on the basis of race
- interfering with citizens’ routine activities on the basis of race (e.g., stopping, questioning and searching citizens without adequate cause)
- assuming someone is dangerous on the basis of race
- unduly relying on race as a part of suspect identification
- providing different levels of police patrol and protection on the basis of race, or because of unfounded racial fears

PERF’s model, with some modifications, seems most appropriate in the Toronto context, as it is inclusive of a more complete range of biased and unacceptable behaviour, not just differential treatment based on race.

The Joint Working Group recognizes that many community members are comfortable with the term “racial profiling”. However, it became evident in the JWG’s meetings and discussions that the term “racial profiling” means different things to different people. It is a commonly used phrase, but one without a definition on which everyone agrees. Also, the JWG believes that “racially biased policing”, which includes the concept of racial profiling, is more inclusive and therefore more appropriate.

It is the position of the Joint Working Group, therefore, that the term “racially biased policing” is preferable (in the Toronto context) to “racial profiling”.

Zero Tolerance

Toronto Police Service Rule 4.2.1 prohibits discrimination based on any of the prohibited grounds listed in the Ontario Human Rights Code as well as on political or religious affiliation:

Members shall not discriminate, or attempt to persuade others to discriminate, against any person because of race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, record of offences, age, marital status, family status, handicap or political or religious affiliation.

This Rule is comprehensive enough to prohibit any type of discriminatory activity against any of the groups named in the Ontario Human Rights Code, and certainly includes racial profiling. It is, in effect, a zero-tolerance policy against all types of discriminatory
conduct among members of the Service, including treating people differently based on their ethno-racial background.\textsuperscript{3}

Rule 4.2.1 is supported by the police complaints system and the discipline system, both of which are dealt with in more detail later in this report.

Rule 4.2.1 evolved over a number of years. On 1985.11.21, the Board of Commissioners of Police approved “Standing Order 24”, a relatively lengthy document that recognized members’ entitlement to their own beliefs, but prohibited discriminatory conduct based on those beliefs. Rule 4.2.1, which replaced Standing Order 24, is both more succinct and more comprehensive than many longer restrictive regulations, including Standing Order 24, and avoids the need to create a new prohibitive regulation each time a specific problem behaviour is identified or alleged within the police community.

While it would be possible to create a new procedure or amend the current one, the existence and comprehensiveness of the current Rule makes a separate “zero-tolerance policy” unnecessary (or even somewhat redundant). Rather than preparing a separate policy, therefore, it is sufficient to communicate this rule to the community, emphasizing its content and importance within the organization.

In addition to Rule 4.2.1 and federal and provincial human rights legislation, the \textit{Police Services Act} creates offences with which police officers can be charged if they indulge in discriminatory conduct. The “Code of Conduct” from \textit{PSA Regulation 123/98} includes the following in the definition of “discreditable conduct”:

(i) fails to treat or protect a person equally without discrimination with respect to police services because of that person’s race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, marital status, same-sex partnerships status, family status or handicap.

(ii) Uses profane, abusive or insulting language that relates to a person’s race, ancestry, place of origin, colour, ethnic origin, citizenship, creed, sex, sexual orientation, age, marital status, same-sex partnership status, family status or handicap. \textit{[Subsection 2(1), Schedule to Ont. Regulation 123/98 under the PSA]}

\textbf{Other Jurisdictions}

While other jurisdictions have issued specific statements and/or policies prohibiting racial profiling or racially biased policing, the Joint Working Group has taken the position that their intent is more than adequately covered by Rule 4.2.1. By limiting their policies to racial profiling specifically, they omit all other types of biased behaviour. Similarly, some are restricted to traffic stops and similar activities, while Rule 4.2.1 covers all policing activities.

\textsuperscript{3} Background and historical information about Rule 4.2.1 can be found in the January 2003 report \textit{Policing a World Within a City}, page 18.
The Joint Working Group examined a number of statements of prohibition, but although some were longer and more complex than Rule 4.2.1, none was, in the opinion of the JWG, more comprehensive.

Some examples follow.

- In making routine or spontaneous law enforcement decisions, such as ordinary traffic stops, Federal law enforcement officers may not use race or ethnicity to any degree, except that officers may rely on race and ethnicity in a specific suspect description. This prohibition applies even where the use of race or ethnicity might otherwise be lawful. [U.S. Department of Justice, Civil Rights Division: Guidance Regarding the Use of Race by Federal Law Enforcement Agencies, June 2003, p. 2]

- In conducting activities in connection with a specific investigation, Federal law enforcement officers may consider race and ethnicity only to the extent that there is trustworthy information, relevant to the locality or time frame, that links persons of a particular race or ethnicity to an identified criminal incident, scheme, or organization. This standard applies even where the use of race or ethnicity might otherwise be lawful. [U.S. Department of Justice, Civil Rights Division: Guidance Regarding the Use of Race by Federal Law Enforcement Agencies, June 2003, p. 2]

- It is the policy of the Denver Police Department that all police-initiated actions, which includes all investigative detentions, traffic stops, arrests, searches and seizures of persons and/or property by officers, will be based on a standard of reasonable suspicion or probable cause as required by the Fourth Amendment of the U.S. Constitution and statutory authority. Officers must be able to articulate specific facts, circumstances and conclusions, which support probable cause or reasonable suspicion for the arrest, investigative detention or traffic stop. Officers shall not consider race, ethnicity, national origin, religion, age, gender, gender identity or sexual orientation in establishing either reasonable suspicion, probable cause, or as a basis for requesting consent to search. Officers may take into account the reported race, ethnicity, or national origin of a specific suspect or suspects in the same way they would use specific information regarding age, height, weight, etc. about specific suspects. [Denver Police Department Operations Manual, section 116.32, section 3]

- The New York City Police Department is committed both to the impartial enforcement of law and the protection of Constitutional rights. Therefore...the Department prohibits the use of racial profiling in law enforcement actions. Racial profiling is defined as the use of race, color, ethnicity or national origin as the determinative factor for initiating police action...All police-initiated enforcement actions, including but not limited to arrest, stop and question, and motor vehicle stop, will be based on the standards required by the Fourth Amendment of the U.S. Constitution or other applicable law. Officers must be able to articulate the factors which led them to take enforcement action, in particular those factors leading to reasonable suspicion for a stop and question, or probable cause for an arrest. Officer are also reminded that the use of characteristics such as religion, age, gender identity, or sexual orientation as the determinative factor for taking police action is prohibited...While performing their duties, members are reminded that this policy in no way precludes them from...
taking into account the reported race, color, ethnicity, national origin, religion, age, gender, gender identity, or sexual orientation of a specific suspect in the same way the member would use pedigree information, e.g., height, weight, age, etc., about specific suspects… [New York Police Department, Operations Order 11, 2002.03.13 - excerpts]

- It is the policy of the Tucson Police Department to treat all persons with whom it has contact equally and without regard to their race or ethnicity. Except where race or ethnicity is part of an identifying description or characteristic of a possible suspect, any consideration by members of the agency of race or ethnicity in deciding whether to stop, question, search or arrest a person constitutes racial profiling and is expressly prohibited. [Tucson Police Department web page, “What To Do If Stopped By Police”, at www.ci.tucson.az.us/police/Public_Info/If_Stopped/body_if_stopped.html]

The Kingston Police Service, which is piloting a policy for taking police-stop statistics similar to those recorded in some jurisdictions in the United States, is more general in its statement of prohibition.

- The purpose of this General Order is to set out effective measures to ensure that law enforcement activities are carried out in a manner that respects the community’s rights and freedoms. The Kingston Police do not tolerate acts of unlawful profiling or bias-based policing. This policy is not meant to detract from the practice of lawful criminal profiling, which may be undertaken on the basis of actual behaviour or on information about suspected activity…It is the policy of the Kingston Police to respect and protect the rights of every individual and to treat everyone fairly and without favouritism, in all enforcement activities. This includes adhering to the principles of equality and fairness as embodied in the Canadian Charter of Rights and Freedoms, the Ontario Human Rights Code, and the Police Services Act. [Kingston Police General Order Vol. I-B-74]

None of the material above is intended to be critical in any way of any of the police organizations quoted. These are new and challenging issues, and there are many possible approaches to their resolution. Also, the Board and Service are dealing with these issues in the Toronto context, which is subject to different influences than jurisdictions in other parts of Canada and the world.

The “Where Do We Go From Here?” report suggests that the province introduce legislation prohibiting racial profiling. It is the position of the Joint Working Group that the Ontario Human Rights Code and the Police Services Act (sections 1 and 41, and Ontario Regulation 927) satisfy this request. Each police officer also swears or affirms an Oath of Office that requires police services to be delivered impartially.

**Proposed Course of Action**

- **Recommendation 1:** That the Board and the Service utilize the term “racially-biased policing” rather than the more restrictive and potentially confusing term “racial profiling”.

• **Recommendation 2:** That the Board and the Service define “racially biased policing” as follows:

  Racially biased policing, which includes racial profiling, occurs when members of a police service inappropriately consider race or ethnicity in deciding how and with whom to intervene in a policing capacity.

• **Recommendation 3:** That the Board and the Chief reiterate their principle of zero tolerance for racially biased policing, and that they develop a communication strategy that reinforces Rule 4.2.1 within the Service and communicates it to the public.

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**Section “B”: Complaint Process**

**Background**

Another theme that appeared frequently in the input received from the community during the past few months was the process by which individuals can complain about the police.

The police complaint process is governed by Part V of the Ontario *Police Services Act* (PSA), and is therefore beyond the direct control of both the Toronto Police Services Board and the Toronto Police Service. Consequently, any changes to the process must be made by the Government of Ontario.

Under Part V, a member of the public may register a complaint about the conduct of police officers, or the policies or services of a police service. This section also covers complaints against police officers initiated by chiefs of police, which is an important aspect of the police discipline system.

For the purposes of this section of the report, it is worthwhile to note\(^4\) that:

- Subsection 56(1) of the PSA allows any member of the public to make a complaint about the policies or services provided by a police service or about the conduct of a police officer
- Subsection 56(2) allows a chief of police to make a complaint about the conduct of a police officer
- Subsection 56(5) allows a chief of police to continue to deal with a complaint even after the complaint is withdrawn, if it is considered appropriate to do so

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\(^{4}\) This is not a comprehensive account of the police complaint process. It is only a summary of elements of the process that are particularly relevant to this section of the report.
- Subsection 57(1) allows a member of the public to complain only if the complainant was directly affected by the policy, service or conduct in question
- Subsection 57(2) specifies that a complaint must be in writing and signed, and that it must be delivered either to a station of the service in question or the office of the Ontario Civilian Commission on Police Services (OCCPS)
- Subsection 60(4) refers all conduct complaints to the chief of police
- Section 64 makes it the responsibility of the chief of police to ensure that conduct complaints are investigated, and provides specific protocols for the investigation and prosecution of complaints against police officers
- Section 68 outlines the penalties faced by police officers who are found to be at fault in a conduct complaint (ranging from reprimand to dismissal)
- Sections 70 and 72 allow police officers or complainants to appeal complaint findings to OCCPS, the provincial civilian authority, which may “confirm, vary or revoke the decision” or “substitute its own decision” for the finding of the chief of police or police services board
- Section 71 allows appeals to the Divisional Court
- Section 73 allows OCCPS to “on its own motion and at any stage in the complaints process, direct a chief of police or board to process a complaint as it specifies or assign the review or investigation of a complaint…to a police force other than the police force in respect of which the complaint is made”

One of the sources quoted in Appendix “A” to this report is the Auditor General of the City of Toronto. The Service’s responses to the Auditor General’s recommendations with respect to the complaint process were covered in Chief Fantino’s report to the Board in July 2003 (Board Minute P193 of 2003.07.17 refers). This Minute deals with the Auditor General’s recommendations and related issues that cover the following:

- Availability of complaint materials in languages other than English
- Availability of information on the complaint process throughout the city
- Inclusion of information on the public complaint process on the TPS web site
- Awareness of officers about their responsibility to provide complaint information
- The creation of a stress-free environment for the making of complaints
- Guidelines for classification of complaints
- Clarification of the role of officers-in-charge regarding the complaints process
- Professional Standards review of informal resolutions
- Use of informal resolution files to identify problem areas
- Postponement of the destruction of informally resolved complaint files
- Monitoring complaint withdrawals
- Investigative files pertaining to complaints
- Review of complaint files by unit commanders
- Audio-taping interviews with complainants
- Review of audio-tape recordings by Professional Standards
- Preventing conflicts of interest by complaint investigators
- Internal controls on the implementation of disciplinary action
- Disclosure of the range of discipline imposed on police officers
- Retention of outside legal representation for complainants
• Measuring the complaints process business plan
• Administration of public complaints by the police themselves
• Third-party complaints
• Reviewing the complaint investigation process of the TPS
• Action needed after feedback from involved complainants and police officers
• Review of concerns of police officers regarding the public complaints process
• Expediting the Professional Standards Information System (PSIS)
• Monitoring civil litigation based on complaints
• Tracking time spent investigating complaints
• How police officers are identified in the field

The importance of professional behaviour by Service members and of an effective, accountable complaint process is demonstrated by the current Service priority entitled “Community Safety and Satisfaction”, which states (in part) that the Service shall:

- Ensure officers continue to display a high level of professionalism during any type of contact with members of the public.
- Strengthen the confidence of the public and Service members in the impartiality and the integrity of the Service’s administration of Part V of the Police Services Act – the complaints system.

_Policing a World Within a City_ makes a number of references to the Service’s processing of police complaints. Relevant sections include “Previous Reports Impacting Race Relations”, starting on page 14, and “Implementation of the Race Relations Policy”, starting on page 18. Relevant material can also be found in the “Professional Standards” section, starting on page 60.

_Perspectives on the Complaint Process_

Toronto City Council, several groups and individuals from the community and deputants to the Toronto Police Services Board indicated that they consider the current statutory police complaints process to be insufficient. The following summarizes these comments:

• Toronto City Council has asked the province to “review and amend existing legislation governing civilian complaints regarding police conduct…noting that members of the public ‘did not, for the most part, view the complaints process to be impartial or fair’ and also noting that ‘the lack of an investigative process independent of the Police is regarded as a significant impediment in regard to public confidence…’”.

• City Council has raised a concern based on the audit of the TPS complaint process in September 2002 because “discipline imposed against police officers is not being monitored”.

• City Council has raised a concern that “the impartiality of the Public Complaints Process is generally seen as being severely compromised (it entails the police investigating the police). The present City Auditor notes ‘that civilian oversight provides a more thorough and objective investigation of complaints than those conducted by the police’”.

After the Board’s special public consultation meeting in November 2002, entitled “Where Do We Go From Here?”, it was recommended that the Board and the Chief advise the province that the present police complaints system should be replaced with an “independent civilian complaints process”. The report also suggests that the Board “hold further discussions with selected key community leaders” to obtain input into the review of the process.

“Third-party” complaints are also an issue. Chairman Gardner formally asked the Board this year to clarify its position on third-party complaints. It needs to be determined whether the Board and the Service favour a system in which third parties (i.e., persons not directly affected by the circumstances involved in the complaint) can lodge complaints (which is prohibited by the legislation).

The City Auditor has asked the Board to consider “the concerns raised by the general public” with respect to complaints, including the administration of the system by police and the statutory prohibition on the filing of complaints by third parties. The Auditor wants the Board to “take the necessary action” to resolve the issues, including communicating the concerns to the Ministry of the Attorney General.

Also from the City: A deputation to the Task Force on Community Safety on 2002.11.15 asked that “an Independent Police Complaints and Oversight Body be established to hold police accountable and address community concerns respecting racial profiling”. In addition, the City’s “Race and Ethnic Relations Subcommittee” supports amending the Police Services Act to “improve the present governance of police complaints”.

In an issue connected with the complaint process, one of the deputants to the Toronto Police Services Board meeting of 2003.02.20 stated that it is sometimes difficult to identify officers on the street.

In November 2002, a public meeting initiated by Chief Fantino resulted in a ten-point strategy to further enhance police-race relations. One of those was to “enhance public confidence in the police compliant system through TPS initiatives to better educate the public about the system and to create new reporting options”.

**Discussion**

The summaries of Part V of the PSA above show that the Ontario Civilian Commission on Police Services (OCCPS) has a significant oversight and appeal role in the complaint process. In a “Message from the Chief” dated 2002.11.26, Chief Fantino underscores OCCPS’ role by suggesting that the provincial government consider a “review of the public complaints system to ensure that the public is aware of the existence and the role of the Ontario Civilian Commission on Police Service (OCCPS) to oversee the complaint process”. Civilian oversight is important to the police complaints system, and is, in fact, already in place to a sufficient degree.

Like Ontario, many other provinces’ police complaints are investigated internally, usually with an appeal process similar to that in use in this province. British Columbia, Nova Scotia, Alberta, Newfoundland, and the RCMP, for example, follow this model. Variations also exist; for example, in Manitoba, the Law Enforcement Review Agency...
investigates non-criminal complaints, while criminal allegations are forwarded to the Crown Attorney’s office.

It is important to note that enhancements to the Service’s complaint and discipline management systems and processes are being implemented this year. These initiatives will enhance the Service’s handling of complaint and discipline issues. In particular, the Professional Standards Information System (PSIS) will provide more accurate tracking of all complaints and dispositions (ensuring that discipline assessed against a member is, in fact, imposed), and will “flag” potential problem behaviours of individual police officers and in the Service’s units and sub-units.

Both the Board and the Service support improved understanding of the complaint process, and better access to it. Among the aspects of the issue that have been considered during the JWG deliberations are the following:

- **Improving Access to the Complaint Process:** In 1997, the Board recommended that the Police Services Act continue to include third-party complaints. “It is clear to the Metropolitan Toronto Police Services Board that the elimination of the capacity to lay ‘third party’ complaints severely jeopardizes the effectiveness of the complaints process. The current process, established in Section 80(1) of the Police Services Act, provides an important additional level of oversight by allowing a member of the public who feels that a police action was not justified to make a complaint. Under the [Police Services Amendment Act], this complaint may only be investigated if the individual directly affected by the police action wishes to pursue the complaint.” [Board Minute P83/1997 refers]

  ✓ The Joint Working Group noted that regardless of how alleged misconduct comes to the attention of the Service, subsection 64(1.1) of the Police Services Act allows a chief of police, “of his or her own motion, [to] make a complaint about the conduct of a police officer on his or her police force…and shall cause such complaint to be investigated and the investigation to be reported on a written report”. This important provision ensures that allegations can be dealt with, even if they are not made by the person directly affected. The Board and the Service both recognize that the chief of police has a duty to investigate such allegations, even if they are not made by the person directly affected by an incident. Consequently, in practice, all allegations of misconduct are thoroughly investigated, regardless of how they come to the attention of the Service.

  ✓ While third-party complaints are generally inappropriate (e.g., a citizen complaining about something he or she has read in a newspaper), the JWG noted that there are currently exceptions to this. Subsection 63(1.1) of the PSA states that if “the person directly affected by the policy, service or conduct is a minor, the parent or guardian of the minor…shall be deemed to be directly affected by the policy, service or conduct”, and may lodge a complaint.

  ✓ The JWG could support creating similar exceptions that would allow agents to assist persons who cannot independently access the process due to impediments such as language barriers or disabilities (whether physical or mental).
Even without provincial government involvement, the JWG believes that the Board and the Service could improve public access to information about the complaint process. For example, information pamphlets could be made available at libraries and community centres. Indeed, since this issue was raised, the Service has distributed complaint pamphlets in appropriate languages to public facilities through the local divisions.

The JWG noted that it is unnecessary for people to come into police facilities to submit complaints. Members of the public already have the option of submitting complaints through the mail.

Electronic filing would also improve access to the process by permitting people to file complaints by e-mail over the Internet, either from home or from public places like libraries. This initiative would involve a legislative change, as the PSA currently requires that complaints be submitted in writing and signed. Information about the complaint process is already available on the Service’s and the Board’s web sites, and the JWG believes that allowing electronic filing would be a logical extension of this service.

- **Identifying officers in the field:** This issue, raised by a deputant in February, was discussed at the Board meeting of 2003.07.17 (Board Minute 193/03 refers). This Minute describes the status of the recommendations in the City Auditor’s 2002 report on the TPS complaint process. It states, in part, that “every effort has been taken by the Toronto Police Service to ensure that badge numbers on [officers’] uniforms are clearly visible for members of the public. Badge numbers are displayed on the front of the forage cap worn by officers as well as on their uniform epaulet sleeves, which are worn on both shoulders. Car numbers are also clearly displayed on all uniform patrol vehicles...”. The Minute also quotes two Service Rules that require members to wear (and not conceal) their badge numbers and to identify themselves with proper identification when working in an official capacity.

As always, the Board and the Service remain willing to participate in reasonable initiatives to improve accountability in the delivery of police service, including the complaint process. In fact, the JWG supports a review of Part V of the Police Services Act to enhance access to and understanding of the complaint process.

Furthermore, in Section “C” of this report, the JWG proposes the creation of a provincial adequacy standard to address police-race relations, which would, among other things, prescribe the manner in which police officers are identified during police stops (see Recommendation 6 and its related text).

Finally, the JWG was cognizant throughout its deliberations with respect to the complaint systems that the City Auditor found that the Toronto Police Service’s administration of the complaints process is in compliance with Part V of the Police Services Act. In the Staff Reported dated 2002.09.10 under the subheading “Conclusions”, the Auditor states, in part, “Generally our audit found that in administering the public complaints process, the Toronto Police Service is in compliance with Part V of the Police Services Act, as well as its own policies and guidelines”.

Proposed Course of Action

- **Recommendation 4:** That the Board request that the provincial government review the provisions of Part V of the *Police Services Act* which govern access to the complaint process.

- **Recommendation 5:** That the Board and the Service continue to promote public knowledge locally about the complaint system and how it can be accessed in various ways, including by ensuring pamphlets are available to the public through libraries, municipal buildings and community centres.

**Section “C”: Race Relations Audits**

**Background**

Comprehensive, credible audits help the Board and the Service to remain accountable for police-race relations initiatives. Such audits must be performed by qualified and appropriately placed individuals and agencies, and must cover both compliance with requirements and the effectiveness of initiatives.

For audits to be effective, they must be supported by adequate and appropriate standards to which achievements can be compared. It is impossible to evaluate compliance or effectiveness of a practice, policy or program without a specific standard by which it can be measured. While mission statements, objectives and strategies have been developed to act as a strategic management plan to further integrate race relations into core policing activities, specific performance indicators and measurement criteria have not been developed for compliance assessment and evaluation of those objectives or strategies.

Currently, the Service is accountable for its race-relations efforts through an annual report to the Police Services Board on the Service’s programs and initiatives related to police-race relations. Combined with the annual *Environmental Scan*, the *Annual Report* and other regular and ad hoc Service reports, there is already a significant amount of material available to the public on the programs that are in place both within the Service and in partnership with the community.

Other studies and reports also account for the Service’s programs and processes and their results. Most recently, *Policing a World Within a City* reported on police-race relations activities, both recent and longstanding. This report also covers previous audits of many aspects of the TPS, including one prepared by the Metropolitan Auditor.
Perspectives on Race Relations Audits

There is general agreement that audits are important to effective police-race relations efforts.

- Late in 2002, City Council directed the City Auditor to audit police “policies, procedures, programs and practices that impact on racial minorities”, similar to the Andrews audit in 1992.
- In early 2003, City Council asked the Board to “review its practices, guidelines and training to ensure that police officers have the skills and training for policing within a diverse community”.5
- There are also requests that police-race relations initiatives be audited regularly. For example, a deputation to the Task Force on Community Safety on 2002.11.15, quoted in City documentation, asks that “a process be established to implement the recommendations in the reports on policing, along with an independent audit mechanism to review the effectiveness of this implementation process every two years”.

Discussion

Audits of police programs, projects and practices currently take place at several (sometimes overlapping) levels.

- **Quality Assurance (internal):** The Service’s Quality Assurance unit is responsible for assisting the Chief in the governance of the Service, for ensuring that the TPS vision, mission and values are adhered to, and for auditing aspects of the Service against the relevant provincial standards.
- **Auditor General (municipal):** The City’s auditor provides internal audit services to City Council and also to the Police Services Board. Requests for audits of the TPS by the Auditor General are sent to the Board, which has the authority to accept or decline audit requests from the City. Over the past few years, the responsibility for conducting routine audits of various aspects of the Toronto Police Service moved from the Service’s internal auditors to the office of the Auditor General, then back again to the Service’s Quality Assurance unit.
- **Ministry of Public Safety and Security (provincial):** The Ministry has a statutory mandate to inspect and review municipal police services in Ontario to ensure adequate and effective police services. The Policing Services Division (PSD) of the Ministry of Public Safety and Security examines policies, procedures and process, and considers them in the context of applicable legislation and regulations.
- **Board-requested audits:** In addition to the Service’s Quality Assurance unit, the Board is free to ask for auditing assistance from a number of outside agencies. Agencies appropriately mandated to audit Service programs, policies and processes include the City of Toronto’s Auditor General and the Policing

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5 Note that *police training* is dealt with in another section of this report.
Services Division. The mandate of the PSD already includes inspections of police services that would embrace race relations initiatives.

The best way to establish standards by which the Service’s policies, processes, procedures and programs can be audited would be for the Ontario government to prescribe specific requirements with respect to police-race relations pursuant to the Police Services Act. The Adequacy and Effectiveness of Police Services (Ontario Regulation 3/99) already mandates some supporting programs and processes (such as training), but there is no comprehensive standard or set of standards for police-race relations.

Relevant provincial standards would be useful in this context. The standards and their related guidelines are intended to:

- State the ministry’s position in relation to policy matters;
- Provide information and advice respecting the management and operation of police services;
- Provide recommendations for local policies, procedures and programs;
- Promote co-ordination in the delivery of police services;
- Promote the delivery of community-oriented police services; and
- Promote professional police practices, standards and training.  

The specific content of an adequacy standard on police-race relations would have to be the topic of a consultative study to ensure that it was meaningful in all areas of the province. At a minimum, however, an adequacy standard covering police-race relations would have to:

- Prescribe a common definition for “racially biased policing” (and/or “racial profiling”)
- Prohibit racially biased policing
- Ensure that each police service works, where possible, with community organizations to develop and implement police-race relations initiatives. Such community organizations would include municipalities, school boards, community and social service organizations, neighbourhood groups, businesses, and neighbouring municipalities or jurisdictions
- Require appropriate managers, supervisors and front-line members to promote and implement police-race relations initiatives to respond to identified community problems
- Deal with the gathering and distribution of race-based statistics (for both offenders and victims)
- Address the manner in which police stops are conducted and reported, including how police officers are identified to the person(s) involved in the stop

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• Require that police services designate a member to be responsible for the police service’s involvement in police-race relations initiatives

• Establish procedures on police-race relations initiatives

• Identify minimum race relations activities for police services

It would also be appropriate to add a requirement to Section 31 of the PSA to require every chief of police to report annually to the Police Services Board on the police-race relations initiatives of the Service.

The next step would be to put a process into place by which the Board and the Service could be audited with respect to those standards. Perhaps the best way to ensure that such audits are comprehensive and credible is to ask the Policing Services Division of the Ministry of Public Safety and Security to perform them, using the Service’s Quality Assurance staff as a resource. This would be consistent with the Ministry’s mandate:

The Ministry of Public Safety and Security has a statutory mandate to inspect and review municipal police services throughout Ontario to ensure adequate and effective police services... The Policing Services Division’s Quality Assurance Unit conducts regular high-level reviews, inspections and audits of municipal police services. These reviews ensure compliance with legislation and prescribed standards.

These audits should take place at regular intervals as Ministry resources permit. The Service’s Quality Assurance unit can assist Ministry auditors and continue to review issues that are beyond the scope or resources of the Ministry.

Proposed Course of Action

• **Recommendation 6:** That the Board request that the provincial government create a specific, comprehensive adequacy standard for police-race relations.

• **Recommendation 7:** That the Board invite the Ministry of Public Safety and Security, Policing Services Division, to audit the Service’s compliance with the proposed adequacy standard.
**Section “D”: Race-Based Statistics**

*(other than police-stop statistics)*

**Background**

At its meeting on 1989.02.23, the Board (then known as the Metropolitan Board of Commissioners of Police) agreed to a prohibition on race-based statistics (Minute 132/89 refers):

> It is the policy of the Board that the Board and the Force not compile or publish statistics relative to the race, colour or creed of individuals involved in criminal activity, except as approved by the Board. This policy does not affect the releasing of descriptions of suspects wanted for criminal acts.

Since that time, members of the Service have strictly adhered to both the spirit and letter of this policy. In fact, it has been interpreted in practice to prohibit the use of statistical information relative to victims as well as offenders.

**Perspectives on Race-Based Statistics**

None of the deputants or other sources has asked for a review of the Board’s policy on victim or offender statistics. However, considering the recent allegations of racially biased policing, the Board has requested a review of the policy.

- The Board has requested a re-examination of its policy (1989) prohibiting the compilation and publication of race-based statistics. It directs the Joint Working Group to undertake this review.
- Three different types of race-based statistics impact on this discussion. As well as data on police stops (which is dealt with in the next section), consideration must be given to:
  - Victim Data
  - Suspect/Offender Data

**Discussion**

It is important to note that, while the issue of race-based statistics has been discussed occasionally, neither the Board nor the Service seem to have been asked directly to keep statistics pertaining to the ethno-racial background of people involved in crime.

The Board and the Service are conscious of these discussions, and of the fact that such data are gathered, used to create statistical studies and made public in other jurisdictions, perhaps most notably in the United States.
It was also pointed out at the February 2003 public meeting of the Board that the other major police services boards in Ontario do not seem to have a policy similar to that of the Toronto Police Services Board prohibiting race-based statistics (Minute P33 of 2003.02.20 refers).

There would be both advantages and disadvantages to amending the policy to permit the gathering of such statistics.

- **Advantages – Race-Based Statistics:**
  - Race-based victim and offender statistics would allow the community and the Service to identify whether crime and victimization are, in fact, more prevalent in some ethno-racial communities than in others. If it is found that some communities within the city’s multicultural mix have more problems than others, police and community resources could be focused to provide preventive, educational and enforcement initiatives to alleviate or solve the problems.

- **Disadvantages – Race-Based Statistics:**
  - There could be a perception that the police, by gathering these statistics, are targeting specific groups within society.
  - The policy to gather such data could be seen as racist, particularly if there was the perception that gathering them was intended to justify previously-held beliefs about patterns of crime and disorder among minority groups.
  - The statistics would be difficult to analyze fairly and to present in an objective context.
  - The statistics could be misused by individuals or groups. They could, in fact, be used for racist (or sexist or homophobic) purposes.

- **Cost Issues – Race-Based Statistics:**
  - Gathering and processing this type of data could be expensive, as it would require the modification of Service information systems and the creation and printing of new forms to gather, process and communicate the data.
  - The staff time needed to collect, process, interpret and communicate the data would also be expensive.
  - It would also be necessary for TPS members to prepare, deliver and receive training on how to administer the process properly (which could also be expensive in terms of time and resources), as statistics must always be accurately prepared, adequately explained and delivered in context.
  - Modifying some police systems to gather these data so that accurate and comprehensive statistics could be produced would be costly. While the Enterprise Case and Occurrence Processing System (eCOPS) could be modified to handle this type of information, the Criminal Information Processing System (CIPS) is more difficult to change, and although enough data is gathered by CIPS to produce the desired results, much of the information is entered only sporadically onto non-mandatory fields. Changes to this system would be complex and expensive (a “ballpark” appraisal of the...
The cost of such changes is forthcoming from Corporate Information Systems), and an accurate costing would be impossible until decisions are made with respect to what data will be collected and what statistics prepared and released.

It is interesting to note that provincial adequacy standard LE-003 (Crime, Call and Public Order Analysis) asks chiefs of police to ensure that a crime analysis system is implemented that will assist in identifying (among other things) “types of individuals, businesses or property that may be at risk”. This could be interpreted as supportive of a statistics-gathering initiative.

It is also interesting to note that such statistics are available in at least one Canadian jurisdiction. Montréal, for example, gathers race data on its occurrence forms that are then retrievable by their members should they be required for analysis. The following is taken from correspondence to the JWG from the Service de police de la ville de Montréal:

The Montreal police single event reports…provide a wealth of information such as…the citizens’ particulars involved whether plaintiffs or suspects with details like race, language etc…These details are collated, captured in a data bank and published bi-monthly by…area. It is then with relative ease that officers and/or analysts can recoup data not only to identify trends where there is specific cultural and ethnic…Information is then properly used in order to better achieve peace and security…and to ensure officers are sensitive to the local dynamics and avoid undue or unfair intervention.

On the other hand, the Board and the Service have heard strong notes of caution from community representatives on this issue. The main concern seems to be that such statistics would be subject to misuse. This was covered by at least two deputants to the Board meeting on 2003.02.20. A representative from the African-Canadian Legal Clinic summarized the issue as follows:

I want to say that if statistics are going to be used because statistics can be very useful information if it is used properly and if it's used in a very proactive way to identify and to address an issue or to address a problem. But if it’s going to be used to continue to stereotype a particular community, then I’m sorry we cannot accept that. And there has to be clearly some measure, some sort of an independent way in which to analyze those statistics and some independent way in which to look at the methodology. But we really are very concerned as a community in terms of who those statistics will be used to further stereotype our community … They can be useful but they can be extremely hurtful as well.

Should the policy be changed, it would be necessary for the Board and the Service to make it clear what action they would take based on the results of statistical studies. This action would have to be absolutely free of the fact or perception of bias based on race, culture or ethnicity, and would have to have the approval of the community.

There are strong arguments on both sides of this issue, and persons and organizations working in good faith hold opinions on both sides of it. However, the position of the
Board and the Service for more than a decade has been that the dangers outweigh the benefits that come from gathering, processing and communicating race-based statistics related to crime. Furthermore, the JWG is concerned that releasing race-crime statistics would have the effect of racializing policing and exposing entire communities to unjustified labeling.

The current policy prohibiting these statistics seems to be supported by community groups interested in this issue, and (as was mentioned above) the JWG is not aware of specific requests from the community or from any level of government that this Board policy be changed.

Provincial adequacy standards are discussed in Section “C” (Race Relations Audits). This issue would be best be addressed province-wide if the Ministry of Public Safety and Security were to enact a comprehensive standard with respect to the type of data a police service should gather, and the types of statistics that should be garnered from those data. The province is best placed to review the issue with appropriate community partners to determine the best course of action on this issue.

Proposed Course of Action

- **Recommendation 8:** That the Board continue to prohibit the compilation and publication of statistics relative to the race, colour or creed of individuals involved in criminal activity, except in special circumstances approved by the Board, or with respect to the description of suspects wanted for criminal acts.

- **Recommendation 9:** That the Board request that the provincial government review the issue of whether police services should gather data and keep statistics on the race and ethnicity of offenders and/or victims of crime, and address it as part of the proposed adequacy standard on police-race relations.

Section “E”:

**Police Stop Statistics**

**Background**

The issue of gathering data and producing statistics on the race or ethnicity of persons involved in traffic stops and/or other police-initiated contacts is subject to many of the same issues as data on race and crime (dealt with in the previous section).

Again, there are perspectives on both sides of the issue, and it must be decided whether the advantages of gathering such data outweigh the disadvantages of doing so.

To date, the Service has considered itself to be prohibited by Board policy from keeping or publishing such statistics.
Perspectives on Police-Stop Statistics

Unlike the race-crime statistics, some community members are asking the Board and the Service to gather information on police stops:

- The Board has requested a re-examination of its policy (1989) prohibiting the compilation and publication of race-based statistics. It has asked the Joint Working Group to undertake this review.
- After the Board’s special public consultation meeting in November 2002, entitled “Where Do We Go From Here?”, the Chief was asked to “establish appropriate procedures, including self-identification by officers and record keeping of vehicle stops, when motorists are stopped by officers”. The Chief is also urged to examine best practices from other jurisdictions (e.g., the USA and the UK) in developing these procedures.

A number of public sources urge the TPS to gather information on police stops. One representative example is the City of Toronto Race and Ethnic Relations Community Advisory Committee, which states that the Board “must develop a protocol for keeping records of stops by law enforcement officers for traffic violations”, and wants those records to include [the list below is similar to the data collected in several American and British jurisdictions]:

- the reason for the stop
- alleged traffic infractions
- number of occupants in the vehicle
- race, gender, ethnicity and age of driver and/or vehicle occupants
- searches of vehicle and/or occupants, with or without consent
- alleged behaviour justifying the search
- items seized
- arrests, warnings, violations, citations or criminal charges resulting from the stop
- duration of the stop

Another example is Professor Scot Wortley, who has stated that “unfortunately, unlike England and the United States, the police in Canada are not required to record the race of the people they stop and/or search. Thus, official police statistics cannot be used to investigate the presence or absence of racial profiling in this country.”

Discussion

This is a contentious issue. Until recently, such statistics seemed to be unknown in the Canadian context, although early in 2003 the Kingston Police Service obtained approval from its Police Services Board to gather police-stop data. It is too early, of course, to comment on the Kingston experience, as results will not be available for some time.

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There is a great deal of literature from many parts of the world on this issue, and some police services in other jurisdictions do gather police-stop data, and publish statistics based on the information they capture. The information the JWG obtained from the literature and from foreign jurisdictions indicated, however, that the practice of gathering police-stop data and publishing statistics is controversial, and the issues connected with it very complex.

The JWG canvassed police agencies in Canada, the United States, the United Kingdom, Australia and New Zealand, and found a number of different models for gathering, processing and using information on the race and ethnicity of persons involved in police contacts.

In the United States, at least 17 states have legislation requiring the collection of such statistics, and several other states and city departments gather them voluntarily. This practice is supported by groups such as the Police Executive Research Forum (PERF), which states:

> However compelling, anecdotal evidence of racially biased policing is not sufficient to determine the nature and extent of the problem. Progressive policing is committed to accountability and openness, which can be reflected in efforts geared toward self-assessment. Data collection conveys to citizens that the agency will address community concerns.

PERF acknowledges, however, that statistics-gathering cannot be the only step a police organization takes to address the problem, and also comments that there are advantages and disadvantages to using such data.

A review of the literature and discussions with a number of people involved in the issue has resulted in the following list of advantages and disadvantages to gathering data and creating statistical information on police stops.

- **Advantages to Gathering Race-Based Statistics with respect to Police Stops:**
  - Through reliable hard data, this exercise could allow the TPS to determine the nature and extent of racially biased policing (if it exists among Toronto police officers), as long as the data are gathered, processed and presented in a way that is credible to all interested parties, including the police
  - A reliable process would allow us to move from “stories and anecdotes” to empirical evidence that would allow the TPS and other interested parties to evaluate the issue and agree upon solutions, if any are required
  - This process would help to identify any policies or practices that can lead to racially biased policing (or the perception of it)
  - It would also allow the TPS and other interested parties to evaluate police progress on the issue over time
  - It would reflect and demonstrate the commitment of the Board and the Service to bias-free policing *internally* and *externally*, and show good faith to community members who believe it to be a problem
  - It may deter improper police/community contacts
Entering into such a program voluntarily would likely preclude having one imposed from the provincial or federal level

- It would allow TPS management to evaluate training and resource deployment in matters connected with the issues of racially biased policing or some other unsatisfactory policing practices

- The forthcoming eCOPS system could be modified to gather the data to be used in the preparation of traffic-stop statistics, though the data gathering and entry processes would remain very labour-intensive (and therefore expensive)

- **Disadvantages to Gathering Race-Based Statistics with respect to Police Stops:**
  - This activity could have the effect of racializing activity that has, in reality, no racial aspect. For example, where officers are performing traffic enforcement in good faith without considering race, gender, age or any other prohibited area, this activity will artificially introduce race into the issue, which should really be limited solely to behaviour
  
  Different people could interpret the data and the resulting statistical information differently. It would be necessary to try to agree on how to interpret the data. For example, at what point is an officer considered to be demonstrating a racial bias? Is racially biased policing occurring if an officer stops 1% more than the baseline statistics suggest is appropriate? 2%? 20%?

  - Interpretation would be beyond the control of the Board and the Service. Like other data sets, race-based statistics could be used to cause unjustified harm to the reputation (and therefore the effectiveness) of the Service. They could also be used by individuals, the media or in lawsuits, and could lead to unfounded allegations of racially biased policing against the Service. All of this would be beyond the control of the organization

  - Police-stop statistics alone would not take into account all of the factors that contribute to an officer’s decision to stop a car or investigate a citizen in a given incident (e.g., an officer’s observation of suspect behaviour combined with knowledge of criminal activity in a given area)

  - This initiative could result in low morale and give rise to concerns among front-line officers that data could be used against them in disciplinary or legal action, especially if the data were collected in such a way that they could be linked to individual members

  - Concerns among front-line officers and/or action by the Toronto Police Association (TPA) could result in fewer traffic stops or citizen contacts due to unease about criticism or liability, leading to a reduction in public safety

  - Implementing such a process could be expensive – perhaps very expensive – as it would require the modification of Service information systems (probably eCOPS) to process the data, and the creation and printing of new forms to gather and communicate them (see below for a costing estimate)

  - The staff time needed to collect process, interpret and communicate the data would also be costly

  - There is a need to establish baseline data for comparison purposes (i.e., to establish the number if visible minority members who could be expected to be
stopped/contacted, statistically speaking). No costing for the performance of such a study is available, because the cost of the study would depend on its extent (e.g., the difference between a review of census data and actual counting of people in different areas of the city).

A preliminary estimate of the cost of gathering data and producing statistical information prepared by Corporate Information Services (working with the Crime Information and Information Technology Services units) shows that adopting this practice would cost more than $3.7 million per year, and significantly more than that in the first year.

<table>
<thead>
<tr>
<th>Item</th>
<th>Approx. Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>System Modification (startup cost)</td>
<td>$500,000</td>
</tr>
<tr>
<td>Printing of Forms ($4,000 per 100,000 forms)</td>
<td>$32,000</td>
</tr>
<tr>
<td>Analyst to oversee the process</td>
<td>$70,000</td>
</tr>
<tr>
<td>Data Entry (21 clerks)</td>
<td>$1,000,000</td>
</tr>
<tr>
<td>Officer time (735,000 contacts at five minutes each)</td>
<td>$2,645,000</td>
</tr>
<tr>
<td><strong>Estimated Total Annual Cost</strong></td>
<td><strong>$3,747,000</strong></td>
</tr>
<tr>
<td><strong>Estimated Year One Total</strong></td>
<td><strong>$4,247,000</strong></td>
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</tbody>
</table>

Under current financial conditions, these costs would be difficult for the Service to meet, either as an initial outlay or as an annual expense. One way to overcome this problem would be for the provincial government to fund this initiative.

The Joint Working Group takes the position that, as was the case with race crime statistics, the disadvantages outweigh any potential benefits, and the costs of a comprehensive, fair and credible process would be prohibitive. However, should the province require the collection of police-stop data, it would be necessary to also gather race crime data to enable the police-stop statistics to be placed into context.

Moreover, in the considered opinion of the JWG, the best way to guard against racially biased policing is to encourage professionalism supported by appropriate supervision and training.

*Alternative Measures*

The Joint Working Group has examined a number of other steps and initiatives that could garner some of the same advantages as the police-stop statistics. They could improve fairness (and the perception of fairness) with respect to traffic and person stops, and could be implemented in addition to or instead of the statistics initiative.

- **Public Education:** Chief Fantino has directed the creation of a web page for the TPS web-site to educate the public (and to remind police officers) about everyone’s rights and responsibilities during police-initiated contacts. This is crucially important; as PERF says, “Police executives should publicly acknowledge that the potential for racial bias exists in policing, and commit themselves to reducing that potential…police agencies should inform the
public about their responsibilities and rights during an encounter with the police. They should reinforce the idea that effective crime control strategies need to be compatible with the protection of human rights and civil liberties.”

✓ Cameras: Many American jurisdictions use car-mounted cameras to record traffic stops. In his deputation to the Board on 2003.02.20, David Mitchell of the Association of Black Law Enforcers (ABLE) pointed out this option as a way to promote “professional traffic stops”. This concept was also supported by the African Canadian Legal Clinic. The TPS found this option to be unworkable in the early 1990s, but the Ontario Provincial Police (OPP) have just begun a new study in the Toronto and Kenora areas. The cost of installation per vehicle would be about $10,000, which would mean a cost of about $2,700,000 to install the equipment in the Service’s front-line (divisional and traffic) marked fleet. There would also be ongoing costs associated with the retention and processing of images for evidence, training and discipline matters, and with the maintenance and routine replacement of the equipment. On the other hand, recording traffic stops would enhance accountability among officers performing them, and would demonstrate good faith on the Service’s part to those who feel that police methods are improper.

✓ Enhanced Supervision and Support: The Core Values of the Service include Fairness (“We treat everyone in an impartial, equitable, sensitive and ethical manner”) and Respect (“We value ourselves, each other, and members of our communities, showing understanding and appreciation for our similarities and differences”). These core values underscore the importance of demonstrating professionalism and respect in all public contacts. The Board and the Service will continue to demand the highest standards of conduct by members, supported by comprehensive supervision and effective training.

Proposed Course of Action

- **Recommendation 10:** That, pending the results of the review proposed in Recommendation 9, the Board and the Service continue not to gather, process, keep or publish statistics with respect to the ethno-racial or cultural background of persons involved in traffic stops and other police initiated contacts.

- **Recommendation 11:** That the Board, with the assistance of appropriate members of the Service, review the results of the current pilot of in-car video cameras being piloted by the Ontario Provincial Police to determine if a new Toronto-based pilot or study is justified.

- **Recommendation 12:** That the Board and the Chief continue to emphasize the supervision and accountability of members performing police stops. The Chief should continue to promote professionalism supported by training and supervision among all police officers as they deal with members of the public and with one another.

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10 Training is dealt with in detail in Section "H"
Section “F”:
Board and Service Consultative Processes

Background

The Board and the Service have both formal and informal consultative groups and processes by which they receive information, advice and assistance as they set policy, allocate resources and respond to community concerns.

These processes are central to the philosophy of community policing, to which both the Board and the Service dedicated themselves many years ago. It is crucial, however, to achieve a balance between receiving enough information and advice to make sound, informed decisions, and creating a system that is so expansive as to overwhelm Board members and Service managers.

Perspectives on the Board and Service Consultative Processes

The following summarizes the perspectives on the Board’s and the Service’s consultative processes that were brought to the attention of the JWG.

- After the Board’s special public consultation meeting in November 2002, entitled “Where Do We Go From Here?”, it was suggested that the Board “establish a Community Advisory Committee to provide community members an opportunity to discuss issues of common concern”. It was also suggested that the Board hold meetings at locations other than Headquarters from time to time to make Board members more accessible and “connected” to different communities.

- The “Where Do We Go From Here?” process also suggested that the Board and the Chief hold public consultations with Black youth about police/youth relations. It further asked that the Board assist with initiatives offering training and information for youth about their rights and responsibilities should they come into contact with the police.

- The “Where Do We Go From Here?” process also asked that the Board and the Chief establish outreach programs in the Black community specifically to find action-oriented solutions. It asked the Board to have more facilitated meetings with smaller groups in the Black community “specifically focused on limited topics”, and that the Board approach other agencies to facilitate such meetings.

- In early 2003, City Council asked the Board to establish a race relations policy advisory committee, reporting directly to the Board, that includes members of Toronto’s diverse community and also members of City Council.

- Chief Fantino has also suggested action-oriented solutions. In November 2002, for example, he agreed to a “ten-point strategy” that was designed to further enhance police-race relations. One of those points was to “enhance TPS efforts
at reducing violence in the black community through proactive initiatives and intelligence led enforcement initiatives (e.g., the ‘Gun Task Force’).

- In its “Saving Lives” report, the Urban Alliance on Race Relations makes a number of points about the nature of community consultation. Essentially, the report suggests that the police and communities be open to “seeing each other as people, not as stereotypes”, understand how perceptions affect actions, and “understand and recognize the factors that can bring our community members to a crisis point”. The perceived difference between the community and the police must be “erased” through transparency, awareness and open communication between the police and the communities, and there should be a “variety of forms” to gather the needs and concerns of the community “as equals”.

- The “Saving Lives” report also suggests that “community groups begin the process of engaging with police in constructive projects…that…remain under community control”.

- In its “Saving Lives” report, the Urban Alliance on Race Relations suggests a “citizens’ circle” to discuss specific issues, including:
  - reviewing all recommendations in the report;
  - vulnerable communities in need of focus;
  - outreach towards the various communities most in need of community policing initiatives;
  - resource-management and restructuring of police services;
  - understanding the consequences of community expectations of what the police do, and understanding what the police need to do it;
  - how police can work with community resources, including non-governmental organizations, community agencies, and constituency offices of elected representatives, toward solving conflicts locally without resorting to police;
  - collecting, analyzing and identifying effective community policing practices and conflict resolution programs both in Canada and abroad, and making recommendations for the best practices.

- In November 2002, ten “action items” intended to further enhance police-community relations resulted from Chief Fantino’s involvement in public meetings. One of these action items calls for a conference to be arranged that will focus on problem solving processes that benefit young people.

- There have been comments made about the structure of the CPLCs. The City of Toronto Race and Ethnic Relations Community Advisory Committee suggests that the selection of CPLC members should be “democratized” so that there will be “equitable representation of diverse communities that it can speak to community-based concerns and recommend solutions to the challenges of police practice in specific ethno-racial communities”.

**Discussion**

A great deal of information about specific initiatives across the Service appears in *Policing a World Within a City*. Information on a wide variety of corporate-level and front-line processes, projects and initiatives can be found throughout the document, and especially in the “Community Consultation” chapter, starting on page 35.
Police Services Board Consultative Processes

The Board’s advisory group structure was reconsidered in 2001. At its meeting of 2001.05.24, the Board approved a recommendation that it no longer utilize a committee structure (Board Minute P137 of 2001.05.24 refers). The main reason for this decision was to ensure the openness of Board proceedings; the Board did not want to deprive the public of participating in matters of public interest by dealing with them in closed “committee” sessions, but rather wanted to discuss them in an open forum to which the public has access.

Instead of a formal structure, the Board agreed that special meetings of the Board be called on an “as needed” basis, especially on complex or timely matters. When the Board decided to no longer use its Race Relations Committee (Board Minute P137/01), the Chair established a less formal “Race Relations Advisory Committee to the Chair”, which continues to exist.

Although the Board’s formal consultative committee structure is no longer used, the Board and its members have access to the Service’s network of consultative groups, should they require specific information or advice on issues of concern. To create additional groups would duplicate key elements of the existing Service structure.

The Board regularly hears deputations on matters of interest to the public and of individuals and groups throughout Toronto. This practice provides a greater degree of openness and accessibility to the Board than a small group of advisors did. Public Board meetings are held monthly, and members of the public are welcome to make deputations on current matters.

The Board also holds focused sessions on specific issues, when necessary. An example is the November 2002 “Where Do We Go From Here?” session the Board held to deal with the issue of racial profiling.

To ensure that the Board retains an ongoing involvement in race-relations matters, it would be appropriate to request membership on the Race Relations Committee of the City of Toronto. Doing so would ensure that the Board has direct access to objective, comprehensive information and advice on community race relations at the City Council level.

Toronto Police Service Consultative Processes

The Toronto Police Service has a network of advisory groups that provide advice, support and even practical assistance to the Service on an ongoing basis. These groups provide public input on a variety of topics, including police-race relations, prioritizing resource use, and matters of local interest. Included in these groups are:

- Chief’s Community Advisory Council (made up of 20 members of various ethnic communities who advise Chief Fantino on community matters)
- Aboriginal Community Consultative Committee
• Black Community Consultative Committee
• Chinese Community Consultative Committee
• French Community Consultative Committee
• Gay, Lesbian Bisexual and Transgender (GLBT) Community Consultative Committee
• South and West Asian Community Consultative Committee
• Community Policing Liaison Committees (CPLCs) in each of the 16 divisions and at Traffic Services

In addition to the network of advisory groups, the Service also has a formal consultative process connected with its Environmental Scan, which is published every three years and updated annually. This process canvasses people and groups within and outside the TPS about matters that impact (or are likely to impact) upon policing in Toronto. Topics include demographic and crime trends, youth crime, victimization and groups at risk. Consultations take place at town-hall meetings and with politicians, CPLCs, members of the justice system, civil servants, social services, banks and corporations, and members of ethno-cultural groups across the city. The results are available to all members of the Board and the Service.

It is the position of the Joint Working Group that the Service should retain and maximize the value of its current consultative network. Through the corporate-level consultation process and local advisory groups, the Service has access to a comprehensive and effective network of advisors on a complete range of topics, including racial and cultural issues. To expand it would be unnecessary and would duplicate groups and processes already in place.

**Informal Consultation Processes**

Less formal contact occurs daily. The Service regularly deals with individuals and groups across the city on a variety of issues as they arise. Politicians, other emergency services, private businesses, social and community service groups, service clubs, members of the faith community, and community groups are only a few of the types of contacts that Service members make regularly when they need information, advice or support from the community.

These contacts are made at the local (divisional) level, by specialized squads and units, and by executive management. They deal with matters such as crime prevention, domestic violence, mental health, homelessness, traffic safety, recruiting, and other issues that affect the community.

Ad hoc or informal consultation helps the police and the community to deal with issues as they arise, but also help the Board, the police and the community to achieve a higher level of mutual understanding and respect.
Public Education

In response to the suggestion that the Service become more involved in public education (and particularly youth education) on citizens’ rights and responsibilities during police stops, the TPS web-site will shortly include a page designed to educate the public about everyone’s rights and responsibilities during police-initiated contacts.

Programs Supporting Youth

To the greatest extent possible within its limited resources, the Service provides programs designed to educate young people. There are too many specific examples to list them in this report, and many of them were already described in the January 2003 report Policing a World Within a City (especially in the “Service Delivery” section, starting on page 63).

The Service has always given youth a high priority in the allocation of its energies and resources, but over the past few years this priority has increased. Community Liaison and Community Programs continue to deliver a wide variety of services to young people (and particularly to youth-at-risk). Within Community Programs, moreover, a Youth Crime Coordinator works with a small staff to coordinate and enhance programs delivered to youth by field units. Among the ongoing services being delivered to youth across the city are:

- **Youth and the Law**: This program is part of the “Five Core Curriculum” that was implemented in September 2002. It is aimed at students in Grade Six, and provides a consistent message identifying issues that influence this age group. A uniformed police officer delivers a program that teaches them about the law and the role of the police, arrest and related processes, choices about drug use, and legal issues including the Criminal Code and Youth Criminal Justice Act.

- **TROOP**: The Toronto Recreational Outreach Outtripping Program involves a number of partner agencies, and takes high-risk youth aged 16-21 on rural canoeing trips that help them to gain confidence, develop a sense of belonging and discover their own potential.

- **SMILE**: Partnering with ProAction and the Toronto school boards, school liaison officers get together with high school students to discuss ways to improve the school environment. Included in the discussions are issues such as racism, harassment, bullying and gang culture.

- **ESP**: Empowered Student Partnerships encourages high school students to work with a police representative to plan, organize and execute a year-long safe-schools program in their schools and local communities.

- **City of Toronto Youth Cabinet**: The City’s Youth Cabinet (operated through Parks and Recreation) and the Justice for Children and Youth Agency have developed a “Youth Rights” card that details the rights and responsibilities of a young person when questioned by police. The cards are distributed to youth agencies, shelters, secondary schools and probation offices.

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11 More information about the results of TPS services focused on youth can be found in the 2002 Service Performance – Year End Report, May, 2003
• **TPS Web Site:** The TPS web site has a great deal of information of interest to young people specifically, and the community generally. The Service has prepared a new section on the rights and responsibilities of police officers and citizens during traffic stops or other street-level contacts.

• **Partnership with the GTA Faith Alliance:** The TPS, through Community Liaison and Community Programs working in partnership with the faith community represented by Reverend Don Meredith, are planning a youth conference for Saturday, 2003.11.01 at the North York Civic Centre. This conference, entitled *Best Practices in Youth Programs and Initiatives*, will be aimed at the faith community and other organizations involved in youth programs and the young clients of such programs, and will focus on best practices and existing programs and how best to maximize their benefits. Also in attendance will be the Community Response Unit staff sergeants from the divisions.

Some programs do not specifically focus on youth, but have the effect of improving quality of life for young people. In one of the ten “action points” that arose from the November 2002 public meetings, Chief Fantino underscores the importance of intelligence-led initiatives such as the Gun Task Force in reducing violence.

As the 2002 Toronto Police Service *Annual Report* points out, the Gun Task Force and its concurrent program, Operation Gun Stop, were the types of initiatives through which the police, media, government and the public can work together to improve quality of life.

> According to a 1998 Health Canada report, gunshot wounds were the leading cause of death among young people aged 15-24. It went on to state that Canada had the dubious honour of placing fifth among industrialised countries of the world in the firearm death rate for children under the age of 14…During the Operation Gun Stop initiative a number of high profile firearm crimes were brought to the attention of the public through enhanced media coverage and rewards for information.  [2002 Toronto Police Service Annual Report, pages 22 and 23]

Programs that link police, media, government, courts and other organizations, like the Gun Task Force and Operation Gun Stop, will continue to be important collaborative enforcement initiatives involving police-community partnerships.

**Programs and Processes Aimed at the Black Community**

It is important to note that, other than the Consultative Committees that exists to advise the Chief on matters affecting specific communities, the TPS designs its programs to be inclusive of all communities, races and ethnic groups.

It has been suggested that the police gear some efforts to the Black community specifically. The Service will continue to deal with specific communities on specific issues, but generally its programs, processes and policies are – and will remain – inclusive.

The Service encourages participation in public initiatives by members of all groups across society, and does not want to inappropriately compartmentalize anyone wishing
to become involved. The Service will continue to deal with people from across the community on the issue of youth-at-risk, no matter what their ethno-racial background may be.

While there has been a suggestion that a “citizens’ circle” be created to review the “Saving Lives” report from the Urban Alliance on Race Relations, the same purpose could be served through existing Service consultative groups. It is not necessary to create an additional group for this purpose, as doing so would both duplicate existing groups, and risk alienating them by not involving them in an important process. The Service remains committed to working together with well-meaning citizens and citizens’ groups to improve quality of life, crime and disorder issues, and police-community relations.

Programs Remaining Under Community Control

The Service continues to involve itself with initiatives begun and continued by outside groups, agencies and individuals. Under the community policing philosophy, the police are simply one resource the community can use to solve its problems and improve conditions in the community. Because the police have neither the time nor all of the expertise required to be the solution to all problems, community leadership is essential to solving complex community problems.

The spirit of community policing means that the police work in partnership with the community, rather than assuming all responsibility themselves. Embracing and cooperating with community leadership is fundamental to community policing.

Examples of key partnerships led outside the TPS include:

- **United Mothers Opposing Violence Everywhere (UMOVE):** This community-led group is working to reduce violent crime, which is seen as a serious problem by both the police and community members.
- **Crime Stoppers:** The police are major players in the Crime Stoppers program, but they don’t run it. Crime Stoppers is operated by an independent, charitable board of directors that is separate from any police organization.
- **GTA Faith Alliance:** The police are involved in a number of programs that have been initiated by the faith community, and continue to be operated by its members and institutions.
- **Mothers for Peace:** This group assists women and youth in difficult situations, drawing on the police for assistance.
- **City of Toronto Committees:** The City operates and leads a number of committees that involve the police. The Youth Safety Sub-committee, the Community Safety Task Force, the Youth Gang Work Group, the Youth Referral Program Implementation Team are examples of such non-police initiatives.
- **Choices Program:** The CHOICES for Positive Youth Relationships was developed by the Ontario-based Speers Society to provide a comprehensive youth relationship abuse program. It gives young people the skills they need to identify problems in relationships and to develop healthy, non-abusive personal...
relationships and helps support groups dealing with abusive relationships. TPS members support but do not lead this program

- **Stage Kids:** Since 1988, “Stage Kids: The Edu-Tainment Company” has performed musical theatre that provides valuable and relevant life lessons to young people aged 11-17. They deal with substance abuse, self-esteem, conflict resolution, violence prevention and safe schools, among other issues

- **Community Policing Liaison Committees (CPLCs):** The divisional and traffic CPLCs are co-chaired by community members, although the police are integrally involved with them. Many programs are initiated and led by CPLC members and groups, involving police in a supporting role

More information about community-led initiatives can be found in *Policing a World Within a City* (especially in the “Service Delivery” section, starting on page 63).

**Location of Police Services Board Meetings**

At its meeting of 1999.12.09, the Board considered a request to hold all future Board meetings at Toronto City Hall (Board Minutes 306 and 498 refer). The Board decided to continue to hold its meetings at Police Headquarters.

Key reasons for this decision included the following:

- It is important to underscore the fact that the Police Services Board is the governing body of the Service, and is independent of City Council

- Board meetings are broadcast live to police facilities across the city, and City Hall (like other public buildings across the city) is not currently set up to support this broadcast. Broadcasting meetings from buildings other than Headquarters would be costly

- The Toronto Police Services Board and the Service pride themselves on the progress that has been made in developing community partnerships, which are the cornerstone of community-based policing. One way of fostering strong community ties is to invite members of the community to police headquarters, the first two floors of which are designed to be public

- Police headquarters offers a secure environment for the public and is accessible by public transit. In addition, preferred parking can be provided for members of the public who require special assistance

- It is expensive and time-consuming to ask police staff to attend Board meetings at community venues, bringing the supporting material they need

Despite this, the Board has held public meetings and community consultations in locations such as the Council Chambers of the former municipalities of Etobicoke, York, and Scarborough and also in Toronto City Hall.

This practice can continue; while regular meetings are held at Headquarters, special meetings can be held in locations throughout the community when special circumstances make it appropriate to do so.
Options for Change: Formal Consultation Processes

The Joint Working Group endorses comments made in the Saving Lives: Alternatives to the Use of Lethal Force by Police report of June 2000, led by the Urban Alliance on Race Relations and the Queen Street Patients Council that pertain to police-community relations:

*Each community…should be open to seeing each other as people, not as stereotypes. We need to understand how perceptions affect actions…If the police are to be understood as true members of the broader community and, conversely, the community is to feel itself to be part of the police, then the perceived distinction between the two must be erased, and the community and the police must merge into a coherent whole…it is essential that there be transparency, awareness and open communication between the police and all the communities they serve.* [Recommendations, page 89]

This statement reflects the JWG’s feelings on the importance of effective, respectful, two-way communication between police authorities and their communities. It was in this light that the JWG reviewed the existing police-community consultation structure. As has been mentioned earlier in this report, the Board and the Service remain committed to constructive dialogue and public discussion with important groups such as the Urban Alliance on Race Relations.

Generally speaking, the Service’s formal consultation processes serve the organization and its decision-making processes well. As was mentioned earlier in this report, this structure is also available to Board members who wish to obtain information or advice on topical matters.

A centralized review of the structures and processes connected to CPLCs may provide options for change and improvement.

The Board and the Service remain open to ideas for continuing to improve their openness and communication with the community.

Proposed Course of Action

- **Recommendation 13:** That the Service, through the Community Programs Unit, review the structures and processes connected with the divisional and traffic Community Policing Liaison Committees (CPLCs) to ensure that they provide the maximum possible benefit in terms of both general policing and police-race relations, and that they reflect the community they represent to the greatest degree possible.

- **Recommendation 14:** That the Board continue to avail itself of the opportunity, whenever appropriate, of accessing the Service’s community consultative groups, and to invite specific input to gain information and input about topical issues, as necessary and appropriate.
• **Recommendation 15:** That the Board request that the City of Toronto appoint the City representative on the Toronto Police Services Board to the City’s Race and Ethnic Relations Community Advisory Committee.

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**Section “G”: Recruiting, Hiring, Promotion & Support for Members**

**Background**

The Toronto Police Service has well over 7000 members, more than 5000 of whom are police officers. While many of the members of the Service are from visible minority communities, the Human Resources directorate is still striving to ensure that the ethno-racial makeup of the Service reflects that of the community.

It also ensures that all members of the Service, including members who are from visible minority communities, have an equal opportunity to move through the ranks or into specialized positions.

**Perspectives on Recruiting, Hiring, Promotion and Support for Members**

The City of Toronto and other community members remain interested in the Board’s and the Service’s human resource processes and practices, and their level of success with respect to the recruitment, hiring, support and promotion of Service members from visible minority communities.

• City Council has asked for a review of the Board’s (i.e., the Service’s) “operational practices and guidelines; recruitment policies; promotional practices; and diversity training programs to ensure police officers have the appropriate skills and training for policing within our diverse communities…”

• City Council has asked the City representatives on the Board to “identify what methods are currently in place respecting employment equity”, and to inform them how the Service proposes to make itself reflect the “ethnic compilation of the City of Toronto”.

• The City’s Race and Ethnic Relations Community Advisory Committee also is on record as supporting “the hiring of more visible-minority police officers”.

• After the Board’s special public consultation meeting in November 2002, entitled “Where Do We Go From Here?”, it was suggested that the Board direct the Chief to “examine the number of racial minority officers being promoted to higher ranks and the process being used for promotion”.

• In November 2002, ten “action items” intended to further enhance police-community relations resulted from Chief Fantino’s involvement in public meetings.
One of those points was to “enhance the existing “Human Resources Strategy” to increase the recruitment and staff development of black officers at all levels within the Service”.

Discussion

The priority given by the Board and the Service to this issue is reflected by the Service Priority for 2002-2004 entitled Human Resource Development:

Human resources are central to our organization. Although the members of the Toronto Police Service generally enjoy the good opinion of the communities we serve, we must always strive to preserve and improve this positive regard. The Service must ensure that members have the skills and abilities they need to provide effective, professional services to our diverse communities.

- Increase training dealing with ethics and professional behaviour.
- Continue efforts to have the membership of the Toronto Police Service reflect the community we serve.
- Given service demographics and expected retirement levels, develop succession planning processes for units requiring specialized skills.

Human Resources staff, with the cooperation of members across the Service, continue to strive to make this Priority a reality.

The TPS has had an employment equity program since 1986, when it implemented a voluntary survey form by which members and candidates could identify themselves as racial minorities, females, persons with a disability or (later) aboriginal persons. Between 1991 and 1995, the province had an employment equity regulation, and the Service program remained in place even after the provincial regulation was repealed. The Service also participates in the provincial Constable Selection System, which was designed to be as fair and as free of bias as possible. The Service monitors its level of success in recruitment and other staffing initiatives.

Information on the Human Resources Directorate and its initiatives are also frequent topics in Policing a World Within a City. They are most specifically dealt with in the “Human Resources” section that starts on page 48.

Recruitment

The Service continues to reach out to recruits who will help to achieve the organizational goal of reflecting Toronto’s diverse community. The Employment Unit (part of Human Resources) tracks statistical data to help to determine how best to plan future recruitment initiatives.

Among the recruiting activities being undertaken in 2003 are:
• **Employment Office:** Recruiting officers are available to answer questions from potential applicants, including civilian members of the TPS

• **Career Fairs and Visits to Educational Facilities:** Presentations are being made and general career fairs are being attended at high schools, colleges and universities

• **Liaison with Toronto’s Faith Communities:** Recruiting officers focus on young people from many of Toronto’s diverse congregations

• **Community Outreach:** Recruitment presentations are being made to organizations representing many of Toronto’s diverse communities. As well, partnerships with Community Policing Liaison Committees and a civilian Recruiting Coalition Advisory Committee help to attract visible minority recruits to the TPS. Partnerships also exist with the Association of Black Law Enforcers, who mentor and recruit qualified candidates to the Service, and a large number of non-ethnic agencies, including other emergency services, women’s groups and boards of education. The Canadian Association of Black Lawyers (CABL) has also expressed an interest in becoming involved with the Service’s recruiting efforts

• **Internet and Intranet:** Information about recruiting and the provincial Constable Selection System is available on the TPS web-sites, and all inquiries are responded to by members of the Recruiting Section of the Employment Unit

• **TPS Recruiting Newsletter:** Distributed through TPS web sites, divisions and command officers as well as through youth and community centres, the newsletter represents a coalition of communities including the Arab, French, Tamil, Sikh, Asian, South Asian, Japanese and Muslim communities

• **Advertisements:** Various media are targeted for recruiting ads aimed at all facets of Toronto’s multicultural community. Information pamphlets in several languages are also distributed through community centres, fitness and health centres, food courts and ethnic businesses

• **Follow up with unsuccessful candidates:** The Service stays in touch with candidates from prescribed groups who are unsuccessful in their employment application to mentor them and to keep them interested and motivated to re-apply

• **Recruiting Coalition Advisory Committee:** The Recruiting Coalition Advisory Committee is a valuable resource that provides practical information and advice about recruiting members of visible minority communities. The chairs of the Chief’s consultative committees are on this group, as are representatives of a number of community organizations. About half of the members represent Toronto Residents in Partnership (TRIP), which is mandated to improve race relations throughout the city and is affiliated with the government of the City of Toronto

• **Information Sessions:** Two-hour bi-monthly sessions are held at Headquarters in partnership with the Recruiting Coalition Advisory Committee

• **Mentoring:** Sessions are conducted to help candidates to prepare for the application process. Specific sessions are held for candidates who are female and for members of various communities, including Black, Aboriginal, South Asian, Asian and other identified groups
• **Outreach:** In a “Message from the Chief” on the Internet dated 2002.11.26, Chief Fantino wrote that he has proposed that the provincial government consider, among other things, a provincial recruiting campaign. This campaign would be intended attract racial minorities to policing, and to examine the current constable selection process to ensure that no inadvertent cultural/racial biases exist in the selection process.

**Staff Development**

The Service’s staff development program relies on the initiative of both the organization and its individual members. Accordingly, part of the responsibility for achieving advancement within the organization lies with each individual member, though the organization makes it a priority to ensure that opportunities are accessible to all qualified personnel on an equitable basis.

While it would be unfair (and unlawful) to give preference to one group of employees over another for staff development purposes, Human Resources has committed the Staff Planning and Development Section to review the ability of the Service to monitor staff development processes, including recruit placement, transfers and secondments.

This review will include the Association of Black Law Enforcers and the Ontario Women in Law Enforcement. These organizations will be encouraged to discuss ways in which they might encourage and support their members to take an active role in their own professional development, as well as how the Service might support their developmental goals.

**Promotion**

The Service holds regular promotion processes, administered by the Employment Unit, whose members are experienced in diversity issues. Members are promoted by the Board on the recommendation of the Chief after a comprehensive and equitable four-step process that includes application, a unit commander’s assessment, an exam and an interview.

The promotion procedures and processes are reviewed regularly; at the present time, reviews of the sergeant and staff sergeant processes are taking place. These reviews include determining whether unnecessary barriers exist in these processes and identifying ways the Service can encourage participation by all groups.

The Association of Black Law Enforcers and the Ontario Women in Law Enforcement are active participants in the review, and also encourage their members to compete and provide support for them when they do.

Promotional process reviews are only one way in which the Service continually re-evaluates its processes. It also tracks the ethno-racial background of candidates, where this is known, to determine the proportion of visible minority and Aboriginal members being promoted to each rank.
Proposed Course of Action

It is the position of the Joint Working Group that by following the Service Priority on human resource development and continuing to improve its systems and processes, the Human Resources directorate is doing everything reasonably possible to enhance the opportunities available to motivated and capable members of the Service. It is also continually working to ensure that barriers to advancement and enrichment do not creep into the promotion and staff development systems.

It is also the position of the JWG that to create processes that give advantages to certain groups of members would create inequality rather than prevent it. The Service should therefore continue to ensure that its staff development and promotion processes are equitable, barrier-free and accessible to all members of the Service.

The Service should also continue to recruit aggressively from visible minority communities, with the ultimate goal that the Service reflect the community it serves. To support this effort, the Service should strive to enhance its working relationships with partner groups such as the Association of Black Law Enforcers (ABLE), Ontario Women in Law Enforcement (OWLE) and the Canadian Association of Black Lawyers (CABL).

The Joint Working Group is recommending continuing diligence on the part of Human Resources rather than reviews or changes to this area.

Section “H”: Training

Background

Along with effective supervision and discipline and appropriate professionalism among members, training is key to ensuring that members’ behaviour is consistent with the expectations of the community, and that it is free of any type of inappropriate bias.

Perspectives on Training

The following summarizes the perspectives on training that were brought to the attention of the JWG.

- In November 2002, ten “action items” intended to further enhance police-community relations resulted from Chief Fantino’s involvement in public meetings. One of those points is to “enhance the ‘diversity’ training programs that are presently being delivered to all TPS members”.
- Another element of Chief Fantino’s ten-point strategy is to “enhance the TPS recruit orientation and training programs by arranging face to face meetings with
police recruits and members of the black community” prior to the members’ graduation.

- City Council has asked for a review of the Board’s (i.e., the Service’s) “operational practices and guidelines; recruitment policies; promotional practices’ and diversity training programs to ensure police officers have the appropriate skills and training for training within our diverse communities…”

- The City of Toronto’s Race and Ethnic Relations Community Advisory Subcommittee is on record as supporting “extensive diversity training for all Police Officers”.

- City Council has asked those involved in current police inquiries to “include, in their analysis, the education and training of officers in relation to the exercise of discretion”.

- After the Board’s special public consultation meeting in November 2002, entitled “Where Do We Go From Here?”, it was suggested that the Chief examine current material on anti-racism in the diversity course.

- In its “Saving Lives” report, the Urban Alliance on Race Relations suggests that “comprehensive and mandatory training of mid-ranking, entry-level and newly-hired officers” should serve to bring about willing and constructive interactions between the police and the community and sensitize the police at all levels to community needs.

- The “Saving Lives” report also suggests that, to base better relations among communities, all the affected communities – and their members – should commit to a policy of non-violence.

**Discussion**

Most of the issues raised above have already been addressed through the Training & Education Unit.

*Policing a World Within a City* also contains a great deal of information about the history and current status of centralized and unit-level police training. A wide variety of training issues appear throughout the document, and diversity training is discussed in some detail between pages 50 and 53. In addition, 26 of the 209 recommendations updated in *Policing a World Within a City* are specific to the Training & Education function.

**Diversity Training**

The Service has been delivering training to its members on policing and diversity for many years. The program was significantly updated in 1995, when the Service instituted a multi-year, mandatory *Policing and Diversity* program for all police officers and civilian members. The same material is also delivered to all newly hired police, court and parking officers as part of their recruit training.

Beginning in January 2001, all front-line police officers up to and including the rank of staff sergeant receive annual diversity training in the Advanced Patrol Training program.
In addition, diversity is a key component integrated into other high-impact courses such as coach officer and leadership training.

At the present time, about 80% of all Service members have completed diversity training. Every remaining police officer is scheduled to receive the training before the end of 2003.

To ensure that they receive ongoing training that keeps the material fresh in their minds, all front-line police officers up to the rank of staff sergeant receive diversity training as part of their annual Advanced Patrol Training program. Over a period of several years, the entire Policing & Diversity program is delivered to them in this way.

Detectives and other specialized police officers continue to receive the entire program all at once. New elements of the Policing & Diversity Program include hate crime, racial profiling and youth policing issues.

A 1998 review of the Policing & Diversity program showed that members considered the training to be worthwhile and useful to them as they carried out their duties.

Another review was carried out early in 2003 by the City’s Auditor General’s Office and the Service’s Human Rights Coordinator. The reviewers indicated that they were pleased with the program, and recommended further enhancements such as more student-centred approaches. Several syndicate exercises have been added to give students a high level of interaction. Also enhanced were the modules on hate/bias crimes and gay and lesbian issues.

Modules on disabilities and elder abuse, ethics, and the Employee and Family Assistance Program have been maintained. To enhance the ability of the Service to provide diversity training effectively and efficiently, two facilitators with education and experience in the field of diversity have been added to the Training & Education Unit.

**Enhancing Diversity Training**

After Chief Fantino’s “Ten-Point Plan” came out in November 2002, the Unit Commander of the Training & Education Unit ordered the creation of a new module that deals directly with racially biased policing and racial profiling.

The module covers these issues from a number of perspectives, including their history and characteristics, as well as relevant definitions (e.g., predictors, descriptors, stereotypes, discrimination, raw racism, hate, prejudice, culture, and biased policing). Also covered are public perceptions and the development of police culture.

Perhaps most importantly, the module provides practical ideas on how to avoid and guard against racial profiling and racially biased policing. Officers examine their motivations and practices in their relations with visible minorities in common policing situations. They are encouraged to reflect on their attitudes and behaviour to ensure that all of their actions serve a legitimate policing purpose. Culturally appropriate two-way communication is stressed to explain, justify and minimize the impact of police intervention with members of the public.
As well as the new 90-minute module, the Training & Education Unit is working with the Ontario Police College, the Ministry of Public Safety and Security and the Ontario Provincial Police to determine the feasibility of modifying a comprehensive American training tool (created by the Simon Wiesenthal Center of Los Angeles) to make it relevant and appropriate in the Canadian policing context.

**Face-to-Face Meetings Between Recruits and the Black Community**

Training & Education is adding a structured but informal dialogue session between recruits and youth. This session will be held during the post-Aylmer segment of the recruit-training program, as newly hired police officers reach the end of their initial training.

The session will involve discussions on perceptions of police and policing. Young people from high schools and community groups will be encouraged to discuss their perceptions on matters such as encounters between young people and police, perceptions of the police among various communities, what young people would like the police to know about them and their communities, and what various communities expect of the police.

At the end of the session, recruits should be more aware of the existence and impact of expressions of racist behaviour and the possibility of racialized biases in themselves. They should be able to make the connection between equitable policing and effective policing, and should come away from the program with a deeper knowledge of the needs, culture and obligations of the police.

**Training on Discretion**

The Service does not offer a module specifically dealing with “discretion”. Officers receive training on the use of police discretion throughout their careers; the issue permeates much of the recruit, in-service and specialized training delivered to all police officers.

In particular, courses dealing with arrest and release, investigative techniques, legislation and related topics deal with the existence and use of the historical discretionary authority of police officers. To create a specific module on “police discretion” would duplicate material already being delivered to members at various stages of their careers.

Training & Education also delivers a module on ethical decision-making that also guides officers in the appropriate use of their legal authorities. Ethics training is delivered to sworn and civilian members during several different courses.

The concept of ethical decision-making is crucial to all police work. In addition to background material on ethics and its application to police work, the module gives members practical ideas or “thought models” on how to ensure that ethical elements of issues are appropriately considered whenever police officers make decisions that affect others.
Training on Use of Force and Non-Violence

While the nature of police work is that it sometimes requires its practitioners to use force, officers are specifically trained and required throughout their careers to minimize its use to the greatest degree possible. The Board and the Service do not tolerate the use of unjustified violence or force at any time.

The Crisis Resolution Course has developed over the years to focus on the principles of non-violence. In 2001, the crisis intervention material became a key component of the ongoing Advanced Patrol Training (APT) Course, which all field officers take each year. Officers receive integrated crisis resolution, diversity, use of force, and scenario-based judgement training as part of the annual APT course. This training stresses non-violent crisis intervention within a diverse community.

One of the recommendations from the “Saving Lives” report dealt with responding to issues and incidents involving psychiatric survivors. While this issue is beyond the scope of the JWG, again, this is something the Board and the Service take very seriously. The Service has updated its Status of the Initiatives of the Toronto Police Service that Deal with Mentally-ill, Emotionally Disturbed Persons report to 2003.04.10. This document provides an overview of how the Service’s policies and practices have evolved over the years to respond to public input and increased knowledge regarding emotionally-disturbed persons and how police interact with them.

Outreach

In a “Message from the Chief” dated 2002.11.26 and available on the Internet, Chief Fantino writes that he has proposed that the provincial government consider a review of training at the Ontario Police College to directly address issues of racially biased policing.

Proposed Course of Action

The Service will continue to deliver its training on policing and diversity, ethical decision-making and discretion. It is the position of the Joint Working Group that these programs should continue to be reviewed in an ongoing way to ensure that they remain relevant, responsive and up-to-date.

The Service, under the direction of the Board, is already involved in an ongoing process of review, and the Training & Education Unit has already responded to requests that training regarding racially biased policing be enhanced. The Joint Working Group is therefore not recommending any changes to the processes around training Toronto’s police personnel.
Section “I”:
Adherence to Previous Recommendations

Background

Since their creation, the Board and the Service have received a great deal of information and advice from people and groups across the community. This is an important and legitimate process, and is one of the ways they can be sure that the programs and services they deliver are consistent with the needs and expectations of the community.

Perspectives on Adherence to Previous Recommendations

The Board and the Service have been asked to review their progress in a number of areas.

- The Board asked the Chief (in Board Minute P283 of 2002.10.24) to provide a report on the Service’s initiatives since 1989 in the areas of community outreach, recruiting, training in diversity and anti-racism, bias in policing and minority recruitment and hiring, and current policies and procedures.

- The City of Toronto has also asked the Board to report on the extent to which the Board has complied with several reports dating back to the mid-1970s. Please see Appendix “A” (items 17 through 40) for a complete list of these reports.

Discussion

The Service addressed this request shortly after it was made.

On 2003.02.20, the Board received Policing a World Within a City: The Race Relations Initiatives of the Toronto Police Service. This comprehensive report covered the topics listed above in the context of external reports and recommendations received over the last quarter-century or so. It demonstrates that the Service has been overwhelmingly responsive to recommendations in areas such as community outreach, recruiting and hiring, training, and policies & procedures.

In particular, Sections E through J of Policing a World Within a City provides updated responses to 209 recommendations from previous reports. The following is an excerpt from the Executive Summary to Policing a World Within a City:

[In an effort to conduct the most comprehensive review of the Service’s race relations initiatives, the 181 recommendations responded to in Moving Forward Together were re-visited, along with 28 additional recommendations directed to the police from the Report of the Commission on Systemic Racism in the Ontario Criminal Justice System, for a total of 209 recommendations. These sections provide updated responses to these recommendations from a 2002 perspective,
and, in many cases, revisions to the status, where it has changed since the original responses were prepared. The sources of the recommendations are:

- Section “E”: Equal Opportunity Consultants
- Section “F”: Mukwa Ode First Nations Consulting Inc.
- Section “G”: Metropolitan Auditor
- Section “H”: Race Relations and Policing Task Force
- Section “I”: National Black Police Association 1993 Conference
- Section “J”: Commission on Systemic Racism in the Ontario Criminal Justice System

Many of the issues covered in the other reports specified in Appendix “A” are also covered in *Policing a World Within a City*.

Since *Policing a World Within a City* was received, Board staff and the Joint Working Group have reviewed the information contained in it and determined that the report was substantially complete with respect to the issues above (and others).

*Policing a World Within a City* showed that the Service has been attentive to the recommendations it has received from across the community. The Service agreed with about 90% of the 209 recommendations contained in key external reports since the 1970s, and has implemented more than 90% of the agreed initiatives. Since *Policing a World Within a City* was made public, the Service has begun to implement the Professional Standards Information System (PSIS), which addresses a number of recommendations dealing with discipline and complaint processes. This increases the percentage of implemented recommendations substantially, to about 96%.

Anyone interested in specific details on the Service’s accomplishments can refer to the report itself, which is available through the Service’s web site.

**Proposed Course of Action**

- **Recommendation 16:** That the Board provide copies of *Policing a World Within a City* to interested external groups, including the Council of the City of Toronto, the City’s Race and Ethnic Relations Community Advisory Committee, all Community Policing Liaison Committees and Service advisory groups, and any others interested in their subject matter.
Section “J”:
Non-Police Community Programs

Background

The community has a number of resources that it can use to solve its problems and address the issues that face it. Where those issues deal with crime and disorder, and in some cases that impact on quality of life, the police are the appropriate resource, but in most other cases the most appropriate resource is a service provider other than law enforcement.

Because of the importance and vulnerabilities of the younger elements of the population, services aimed at youth are particularly important. The first Service priority for 2002-2004 is “Youth Violence and Victimisation of Youth”, which states, in part, that “violence committed by and upon youth continues to be an issue of great concern to the Toronto Police Service.” The Service therefore commits to “[increasing] education and outreach efforts focusing on ‘at-risk’ youth to deter and prevent involvement in violent crimes”.

Perspectives on Non-Police Community Programs

The issue of available community resources is a concern of the City of Toronto as well as of the Board and the Service.

- The City and Chief Fantino have both ordered studies of programs and processes that support youth in the community. Chief Fantino’s direction covered Toronto’s police divisions, while the City’s asked the Chief Administrative Officer to report on the current youth programs and current partnerships with the provincial and federal governments on youth programs.
- In November 2002, ten “action items” intended to further enhance police-community relations resulted from Chief Fantino’s involvement in public meetings. One of those points was to “enhance existing TPS youth outreach initiatives and partner with community agencies to conduct outreach programs geared to the vulnerable youth in the black community”.
- Another element of Chief Fantino’s ten-point strategy is to “enhance the role of the ‘faith community’ in working with the TPS on youth outreach, race relations, minority recruitment and reducing crime in the community”.

Discussion

Community Involvement

Under the community policing philosophy, it is important that a whole range of community resources – including the police – become and remain involved with solutions for problems related to crime, disorder and quality of life. The police have neither the resources nor all of the skills needed to solve the range of problems with
which the community is faced. Community, government and social groups and agencies need to remain active in community solutions, using the police as a resource when appropriate.

The Service has a wide network of operational police officers mandated to partner with community groups to find solutions to community problems. The Service cannot control the existence, mandates, budgets or activities of outside community resources, but can – and should – encourage them to work toward solutions for youth-at-risk, vulnerable communities and the community at large.

**Programs and Resources Available**

Recognizing the importance of community resources supporting youth, Chief Fantino ordered the Youth Crime Coordinator and each divisional unit commander to perform a “crime prevention audit”.

Part of the purpose of this audit was to identify available resources and gaps in the social structure available to young people in Toronto and to those responsible for their well-being. The final report is currently being prepared at the Corporate Planning unit, and will be available in the coming months.

Specific information required by the audit included the following:

- Programs and facilities available through the two boards of education
- Corporate-level police involvement in initiatives that focus on youth-at-risk and vulnerable neighbourhoods
- Divisional police involvement in initiatives that focus on youth-at-risk and vulnerable neighbourhoods
- School involvement in initiatives that focus on youth-at-risk
- Faith community involvement in initiatives that focus on youth-at-risk
- The number and scope of programs that have been cut back or eliminated over the past couple of years, where those cutbacks impact on the delivery of police service

A preliminary overview of the responses to the survey indicates that there are not as many community resources as would be ideal to support young people or neighbourhoods with crime and disorder problems. Related issues include a lack of suitable resources for new Canadians and minority groups, whether visible or not. A significant number of cutbacks have reduced the number and quality of programs available to police and other social services to provide community support.

As the report is completed and the results reviewed in greater detail, gaps in available programs (and police involvement in them) can be identified.
Involvement of the Faith Community

The involvement of the faith community in community policing continues to increase. Chief Fantino and the Community Liaison Unit are working with the Reverend Don Meredith in a group called the GTA Faith Alliance. This group is made up of 15 congregations within the Greater Toronto Area, and is mandated to help the community to deal with concerns such as violence.

While this group supports the entire community, it has particularly strong ties with the Black community within the GTA. It will be actively involved in several initiatives throughout 2003, including a march against violence and a Law Enforcement Day worship service. In addition, they will be involved in the one-day Best Practices in Youth Programs and Initiatives forum set for 2003.11.01 at the North York Civic Centre, which will focus on young people, and showcase the best practices of faith and other community groups as well as police units across the city.

In October 1999, a chaplaincy was established at Headquarters. As well as acting as a coordinator for local volunteer chaplains at the divisional level, the Chaplain helps to keep the lines of communication open between the Service and faith groups. Divisional chaplains serve the needs of Service members, and also support divisional outreach programs, when it is appropriate for them to do so.

The faith community will continue to take part in the Service’s corporate and local consultative processes, and to provide opportunities for Service members to be involved in community initiatives that do not originate with the police.

A great deal of information about the Service’s involvement in community programs and initiatives can be found in Policing a World Within a City. A large section is devoted to Service Delivery, starting on page 68.

Proposed Course of Action

• **Recommendation 17:** That the Service continue to work in partnership with boards of education, social services, service clubs and other proactive community groups to expand the programs and resources available to youth in order to address crime, disorder and quality-of-life issues.

• **Recommendation 18:** That the Board continue to encourage and support the Service’s involvement in community programs and initiatives, and that it support the Best Practices in Youth Programs and Initiatives conference at North York Civic Centre on 2003.11.01.
Section “K”: Budgeting

Background

Budgeting and resource allocations impact on the ability of any publicly funded organization to prioritize and deliver service. The police are no exception; without sufficient funding and resources to operate all of the proactive and reactive functions expected of them, the police are forced to reduce or even eliminate services that are seen as low priority.

Perspectives on Budgeting

The Urban Alliance on Race Relations has proposed changes to the budget process.

- In its “Saving Lives” report, the Urban Alliance on Race Relations suggests that “police services budgets themselves reflect a commitment of resources directed at working with communities most in need”. The report also suggests that recommendations developed in meetings between law enforcement and community representatives “should guide police priorities and should be accurately reflected in the Police Service budget”.

Discussion

While the Board and the Service both strive to be responsive to the needs and priorities of the community, they do not have an independent budgeting process that is easily changed. In fact, the Board and Service budgets are integral elements of the larger City of Toronto budget process. Any significant changes to the TPS system would impact on the City system. Changes to these interconnected processes would have to be considered within the larger context.

Having said this, it is also important to remember that the entire budget of the Toronto Police Service is allocated with the idea that the service delivery philosophy of community policing applies to all members and units within the organization. While the nature of policing requires that a large proportion of the budget be spent on reactive activities, specific branches (including the Community Programs Unit, the Community Liaison Unit and each division’s Community Response section) are dedicated to targeted, proactive, community-oriented programs.

In addition, the Police Services Board provides an allocation of $1000 per year to the Community Policing Liaison Committees in each of the 16 divisions and Traffic Services. This allocation helps to ensure that the input of the community is heard at the front-line, where the most visible police services are delivered. Even those handling reactive activities are exposed to community input to ensure that unstructured time is spent in accordance with the expectations of the community.
Responsive Nature of the Current Process

The TPS budget process is, to the greatest extent possible, already responsive to the needs of the community. The budget is based on a process that includes:

- ...a priority-setting and planning cycle, which considers identified community needs and the Mission and Values of the Service
- ...extensive internal and external consultations
- ...an exhaustive environmental scan
- ...the development of strategies to deal with community issues within resource limitations and base budgets
- ...the allocation of supplementary funds to support initiatives that target special issues including those involving communities in need

By directing funds to proactive divisional Community Response and Street Crime units and to individual units with problem-solving mandates such as Community Programs and Community Liaison, the Board and the Service work within the City’s budget process to devote as many resources as possible to communities most in need of them.

Additional changes are not possible due to the requirement that the Service remain within the current municipal budget process. Such changes would be of limited value anyway, as the Service already devotes as many resources as it can to proactive, preventive ventures supporting communities in need.

Proposed Course of Action

It is the position of the Joint Working Group that the Board and the Service are already working within the current budget, scanning and consultation processes to ensure that as many resources as possible are devoted to communities most in need, particularly where the skills, abilities and authorities of the Service are most likely to produce specific, measurable results. The Board and the Service strive continually to provide services that meet the needs and expectations of the entire community.

Section “L”: Future Actions

Background

The issues that are dealt with in this report have been a priority of the Board and the Service for many years, and require continued attention from all levels of the organization.
The Joint Working Group believes that it is appropriate to take a *strategic* approach by dedicating more resources to enhanced police-race relations initiatives at both the corporate and field levels.

**Perspectives on Future Actions**

This report has considered a number of community members’ recommendations to enhance the Board’s and the Service’s efforts on police-race relations, including the following.

- After the Board’s special public consultation meeting in November 2002, entitled “Where Do We Go From Here?”, it was suggested that the Board and the Chief hold public consultations with Black youth about police/youth relations. It was also suggested that the Board assist with initiatives offering training and information for youth about their rights and responsibilities should they come into contact with the police.
- The “Where Do We Go From Here?” process also asked that the Board and the Chief establish outreach programs in the Black community specifically to find action-oriented solutions. It asked the Board to have more facilitated meetings with smaller groups in the Black community “specifically focused on limited topics”, and that the Board approach other agencies to facilitate such meetings.
- Chief Fantino has also suggested action-oriented solutions. In November 2002, for example, he agreed to a “ten-point strategy” that was designed to further enhance police-race relations. One of those points was to “enhance TPS efforts at reducing violence in the black community through proactive initiatives and intelligence led enforcement initiatives (e.g., the ‘Gun Task Force’)”.
- In its “Saving Lives” report, the Urban Alliance on Race Relations makes a number of points about the nature of community consultation. Essentially, the report suggests that the police and communities be open to “seeing each other as people, not as stereotypes”, understand how perceptions affect actions, and “understand and recognize the factors that can bring our community members to a crisis point”. The perceived difference between the community and the police must be “erased” through transparency, awareness and open communication between the police and the communities, and there should be a “variety of forms” to gather the needs and concerns of the community “as equals”.
- The “Saving Lives” report also suggests that “community groups begin the process of engaging with police in constructive projects…that…remain under community control”.
- The City and Chief Fantino have both ordered studies of programs and processes that support youth in the community. Chief Fantino’s direction covered Toronto’s police divisions, while the City’s asked the Chief Administrative Officer to report on the current youth programs and current partnerships with the provincial and federal governments on youth programs.
- In November 2002, ten “action items” intended to further enhance police-community relations resulted from Chief Fantino’s involvement in public meetings. One of those points was to “enhance existing TPS youth outreach initiatives and
partner with community agencies to conduct outreach programs geared to the vulnerable youth in the black community”.

- Another element of Chief Fantino’s ten-point strategy is to “enhance the role of the ‘faith community’ in working with the TPS on youth outreach, race relations, minority recruitment and reducing crime in the community”.

- The City’s Race and Ethnic Relations Community Advisory Committee also is on record as supporting “the hiring of more visible-minority police officers”.

**Discussion**

All of the issues above call for a long-term, strategic “Race Relations Outreach Program”, mandated to enhance race relations between the Toronto Police Service and the citizens of Toronto.

The Program would support the Service Priority on *Community Safety and Satisfaction*, which articulates the importance of community involvement in policing:

> Effective policing is a partnership between the police and the community. Community issues cannot be dealt with solely by police, and community members often have a better understanding of the problems and concerns in their neighbourhoods…Effective police response and the community’s input and cooperation are vital to the prevention and investigation of…crimes…which can have a negative impact on the community’s perception of safety and quality of life. Effective policing…should…decrease fear of crime and enhance the quality of life in the community.

The Race Relations Outreach Program will support this priority by enhancing the connection between the Service and the community at both the corporate and local levels. It will seek long-term solutions to ongoing problems and allow the police and the community to work proactively to prevent problems in the future.

This initiative will support and continue the work of the JWG, and will support the Service’s recruiting efforts by exposing potential recruits to positive police role models and encouraging qualified people to apply.

**Resources Needed**

If approved, the initiative will permanently assign a second sworn senior officer (an inspector) to the Community Liaison Unit. This Senior Officer will be specifically responsible to act as a liaison between the Service and leaders of Toronto’s ethnic, cultural and racial minority communities.

Police constables from this program will be assigned to each of the 16 police divisions across the city (one officer per division). These officers will create connections between the divisional unit commanders and the local ethnic, cultural and racial minority community leaders and organizations.
The divisional constables will also be responsible for identifying community leaders to support the race relations initiatives undertaken by the Service and its divisions. They will determine emerging trends to allow the Service to be proactive and to identify areas that need attention. The officers will also be mandated to analyze the demographics and the ethnic and cultural makeup of each division to better address local community needs and expectations.

The divisions already have Community Relations Officers, but these members are already tasked to the limit with a broad range of community initiatives and activities. Only some of their duties specifically address police-race relations. The Race Relations Outreach Program will add a dedicated police officer to each division to ensure that police-race relations receives the time and attention it needs.

The Race Relations Outreach Program will be centrally supported by a sergeant, a civilian analyst and an administrative assistant, all located at the Community Liaison Unit at Headquarters. This support group will be dedicated to co-ordinating proactive responses to emerging issues, identifying and communicating best practices, and developing corporate support programs such as training, research and professional support.

Service personnel have estimated the cost of such a program. The estimated total start-up and one-year operating cost for the Program would be about $1.9 million.

The Need for a Strategic Response

Section 1 of the Police Services Act expresses the need for police services to involve themselves in programs such as this. In fact, five of the six principles in this section are directly pertinent to the Race Relations Outreach Program:

- The importance of safeguarding the fundamental rights guaranteed by the Canadian Charter of Rights and Freedoms and the Human Rights Code
- The need for co-operation between the providers of police services and the communities they serve
- The importance of respect for victims of crime and understanding their needs
- The need for sensitivity to the pluralistic, multiracial and multicultural character of Ontario society
- The need to ensure that police forces are representative of the communities they serve

Without the additional resources required for this initiative, the Service’s ability to contribute to the letter and spirit of the principles above would be limited, as would its ability to comply with the new provincial adequacy standards proposed elsewhere in this report.
In addition:

- **Limited Capacity**: The Service’s ability to provide proactive responses to existing and emerging community problems will be limited
- **“Silos”**: Individual units across the Service will find it more difficult to work in a coordinated fashion to address common issues or problems that transcend unit boundaries. They will not be able to benefit to the same extent from knowing each other’s “best practices”
- **Limited Development**: The resources available to develop Service-wide programs specifically for police-race relations will continue to be limited
- **Ongoing Communication**: The Service will be less able to maintain an appropriate level of dialogue with individuals and organizations representing the ethno-racial and cultural groups in the neighbourhoods of the city

The Program would be consistent with the PSA section above, and also with the work of the City of Toronto’s Race and Ethnic Relations Community Advisory Committee, which has been seeking ways to enhance relationships and services within Toronto’s ethno-racial communities for some time. It would be another way for the Board and the Service to demonstrate in a tangible way their commitment to improving police-race relations.

There is presently an unfortunate but necessary reliance on ad hoc task teams to address important strategic issues with respect to police-race relations. This proposal will result in appropriate dedicated resources to provide a comprehensive and strategic approach to police-race relations issues.

The program would also help to address the concerns that have been expressed about police-race relations by further improving the consultation processes, creating and implementing new “action-oriented approaches”, and enhancing partnerships and proactive efforts to solve problems, promote order and improve quality of life.

**Proposed Course of Action**

- **Recommendation 19**: That the Board seek the resources needed to create a strategically focused Race Relations Outreach Program within the Community Liaison Unit and across the 16 Toronto Police Service divisions as a priority during the 2004 City of Toronto budget process.
Notes
The Toronto Police Services Board and the Toronto Police Service are both very concerned with being responsive to the needs and expectations of the community. This concern has been foremost in the minds of the members of the Joint Working Group throughout the preparation of this report on police-race relations.

There are no easy answers with respect to police-race relations. The Board and the Service both remain committed to continuing to work together with one another and with government agencies and community groups to improve the ability of the police and the community to communicate and cooperate with one another. Only in this way can the Board, the Service and their partners continue to advance police-community relations and the effectiveness of police service in Toronto.

In its findings, the JWG has focused on fostering goodwill and positive relationships, and on building on the accomplishments of the past with an eye to the future.

- **Zero Tolerance**: The Board and the Command Officers of the Service are unanimous that racially biased policing is abhorrent and unacceptable. In every case, in every context and in every contact, police officers must treat people with dignity, respect and professionalism. Unprofessional conduct is inappropriate conduct, and will be dealt with as such.

- **Complaint Processes**: The police complaint process has undergone a number of substantial changes over the past quarter-century, and will likely continue to evolve over time. The current system, while basically sound and accountable, can be improved by making it easier for people to get information about it. The system could also benefit by enhanced accessibility, and it is appropriate for the Province of Ontario to review Part V of the *Police Services Act* to ensure that the system is appropriately accessible.

- **Auditing Police-Race Relations**: Auditing the effectiveness of police policies, programs and initiatives is important to police organizations and their community partners. Asking the provincial government to create standards for police-race relations initiatives and to audit the compliance and effectiveness of such
initiatives throughout Ontario will allow everyone to make informed decisions about their success, and where changes need to be made.

- **Race and Crime Statistics:** While knowing about the ethno-cultural background of people who commit and are victimized by crime might allow police and community resources to be better focused to solving problems, such statistics would also be subject to misinterpretation and misuse. The dangers of race-crime statistics outweigh their potential benefits. The police must not get involved in activities that could prove divisive in the community.

- **Police-Stop Statistics:** Only one Canadian jurisdiction has just begun to keep statistics with respect to the ethno-racial background of people stopped and investigated by police. Some jurisdictions in other countries collect police-stop data, but have been doing so for only a few years. The Joint Working Group feels that the methods and practices in use elsewhere with respect to interpreting police-stop statistics are not sufficiently reliable to be used in Toronto. There are also many potential disadvantages, including "racializing" issues that should be based on people’s behaviour only. Because management, training and discipline processes are in place to deal with inappropriate behaviour when it occurs, the gathering of data or the use of statistics on police stops would be counterproductive at this time.

- **Board and Service Consultative Processes:** Meaningful, ongoing dialogue with respect to community relations, crime and disorder is fundamental to community policing. The network of advisory groups open to the Board and the Service exists at corporate and local levels, and includes people and groups from across Toronto’s multicultural and multiracial community. The consultative processes and structures must remain in place and continue to be an important source of information and advice to police officials. These structures should be reviewed from time to time to ensure that they remain representative and relevant.

- **Human Resources:** The procedures, processes and practices connected with the recruitment, hiring, development and promotion of Service members are continually and diligently reviewed by Human Resources staff, with the involvement of advisors from within and outside the organization. This continual review helps to ensure that the processes remain barrier-free and equally accessible to everyone, and that the Service continues to become more and more reflective of the ethno-racial makeup of the community.

- **Training:** By maintaining a proactive position on racially biased policing, the Training & Education Unit has taken steps to address concerns about the training available to deal with racial profiling and bias in service delivery. The unit continually reviews its material for recruit training, diversity, management and other programs to ensure that members have the information and guidance they need to make appropriate and ethical decisions.

- **Previous Recommendations:** The January 2003 report *Policing a World Within a City* demonstrated that the Service has complied overwhelmingly with recommendations made by outside sources over the past few years. On reviewing *Policing a World Within a City* after its release, Board staff found it to be a complete and comprehensive record of these recommendations and the Service’s response to them. Of the 90% of the earlier recommendations the Service accepted, the implementation rate stands at about 96%.
• **Non Police Community Programs:** The philosophy of community policing means, in part, that the police service is only one of the many resources the community can use to improve quality of life and to solve problems related to crime and disorder. The TPS will continue to lend the expertise of its members to a wide variety of programs and initiatives that are led both from outside and inside the police community to promote harmony and order in the city.

• **Budgeting:** Because the Service is integrally involved in the City’s municipal budgeting process, it cannot substantially change its budgeting methods. However, the current process is consultative and responsive to community needs. As many specialized and front-line resources as possible are continually devoted to proactive activities in communities most in need of them.

• **Future Action:** While the Board and the Service continue to strive toward better and more productive relationships throughout the community, more can always be done. Deploying a new, strategically focused team of police officers dedicated to police-race relations across the city will allow the Service to enhance these worthwhile efforts in the coming years.

The Toronto Police Services Board and the Toronto Police Service are devoted to continually improving their relationship with the community. Effective police-race relations is crucial to this complex and important relationship.

The Board and the Service do not tolerate discriminatory conduct or any inappropriate bias in the delivery of police service. They will therefore continue to improve their members’ ability to support positive relationships with Toronto’s diverse communities through constructive dialogue, sensitive training, comprehensive management, and, where necessary, effective discipline.
## Report of the Board/Service

### Race Relations Joint Working Group

### Appendix “A”:

**List of Recommendations and Issues**

Note that this list of recommendations does not include historical recommendations, such as those made in 1989 that led to the Board’s prohibition on race-based statistics. Some recommendations are duplicated, but have been retained to ensure that all sources are reflected.

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<tr>
<th>No.</th>
<th>RECOMMENDATION</th>
<th>STATUS AND COMMENTS</th>
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<tbody>
<tr>
<td>1</td>
<td>That the Chief provide the Board with a report on all initiatives the Service has developed since 1989 in the following areas of race relations:</td>
<td>Complete</td>
<td>See Section “I”</td>
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<td></td>
<td>• Community outreach</td>
<td>Contained in <em>Policing a World Within a City</em>, presented to the Police Services Board 2003.02.2012</td>
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<td></td>
<td>• Recruiting</td>
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<td></td>
<td>• Diversity training &amp; anti-racism training</td>
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<td></td>
<td>• Current policies &amp; procedures</td>
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<td></td>
<td>• Bias in policing and minority recruitment &amp; hiring</td>
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<td><em>(PSB in Minute P283 of 2002.10.24 – Motion 1)</em></td>
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12 There are a number of references to *Policing a World Within a City* throughout this table. Note that this report recommends that *Policing a World* be submitted to City Council along with the Report of the Joint Working Group on Police-Race relations after approval of the latter by the Police Service Board.
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<th>No.</th>
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<tr>
<td>2</td>
<td>That the Board request the Toronto Star to provide the Board with a copy of the report of the complete statistical analysis of the data it received from the Toronto Police Service and the Toronto Star also identify the expert or experts it consulted <em>(PSB in Minute P283 of 2002.10.24 – Motion 2)</em></td>
<td>Complete</td>
<td>N/A</td>
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<td>2002.12.10</td>
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<td>3</td>
<td>That the Board request Board staff to re-examine the Board policy prohibiting the keeping of race-based statistics(^{13}) and determine what the reasons were for the policy and whether the reasons are still valid today <em>(PSB in Minute P283 of 2002.10.24 – Motion 3)</em></td>
<td>Complete.</td>
<td>See Sections “D” and “E”.</td>
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<td>4</td>
<td>That the Board agree to meet with Mr. Honderich of The Toronto Star to discuss the matter <em>(PSB in Minute P314 of 2002.11.21 – Motion 1)</em></td>
<td>Complete</td>
<td>N/A</td>
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<td>5</td>
<td>That the Board members provide dates when they are available to meet with Mr. Honderich to the Board office in order to schedule the meeting <em>(PSB in Minute P314 of 2002.11.21 – Motion 2)</em></td>
<td>Complete</td>
<td>N/A</td>
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<td>2002.12.10</td>
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<td>6</td>
<td>That the information gathered from the race relations community consultations be forwarded to a joint working group between the Board and the Chief to identify the areas where action may be required and develop draft recommendations for public comment prior to final Board approval <em>(PSB in Minute P315 of 2002.11.21 – Motion 1)</em></td>
<td>Complete</td>
<td>All deputations were considered in the Report of the Joint Working Group.</td>
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<td>2002.11.21</td>
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<td>7</td>
<td>That the foregoing [information gathered from the City’s race relations community consultations] be forwarded to the joint working group…for consideration <em>(PSB in Minute P315 of 2002.11.21 – Motion 2)</em></td>
<td>Complete</td>
<td>All consultations were considered in the Report of the Joint Working Group.</td>
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<td>2002.11.21</td>
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<td>8</td>
<td>That the correspondence from Councillor Shaw be received <em>(PSB in Minute P315 of 2002.11.21 – Motion 3)</em></td>
<td>Complete</td>
<td>All consultations were considered in the Report of the Joint Working Group.</td>
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\(^{13}\) “It is the policy of the Board that the Board and the Force not compile or publish statistics relative to the race, colour or creed of individuals involved in criminal activity, except as approved by the Board. This policy does not affect the releasing of descriptions of suspects wanted for criminal acts.” [Board Minute 132 of 1989.02.12]
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<tr>
<td>9</td>
<td>…that the Council of the City of Toronto recognizes the community crisis created by the findings of Toronto Star investigative articles regarding fairness, impartiality and credibility of policing activity in Toronto, and that there is an urgent need for all involved (Minister of Public Safety and Security, City of Toronto Council, Toronto Police Services Board, Canadian Race Relations Foundation, and other interested stakeholders) to come together to review this current situation and pursue positive, measurable, and corrective action in an open, sensitive and non-judgmental manner <em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 2)</em></td>
<td>Input from all of these sources was included in the Joint Working Group discussions, research and deliberations.</td>
<td>Material with respect to this idea appears in various parts of the report.</td>
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<tr>
<td>10</td>
<td>…that the Council of the City of Toronto adopt a principle of zero tolerance of racial profiling for policing within the boundaries of Toronto and the Toronto Police Services Board be requested to also adopt this principle <em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 3)</em></td>
<td>Complete.</td>
<td>Section “A”</td>
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<tr>
<td>11</td>
<td>…that the Council of the City of Toronto strongly request the Toronto Police Services Board immediately review its operational practices and guidelines; recruitment policies; promotional practices; and diversity training programs to ensure police officers have the appropriate skills and training for policing within our diverse communities in light of the changing demographics of our City <em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 3)</em></td>
<td>Complete.</td>
<td>Sections “G” and “H”</td>
</tr>
<tr>
<td>12</td>
<td>…that the Council of the City of Toronto express its strong support for, and request the establishment of the Toronto Police Services Board Race Relations Policy Advisory Committee, reporting directly to the Toronto Police Services Board on policing issues within the Toronto Community, and that this Race Relations Policy Advisory Committee comprise members of the diverse communities, members of the Toronto Police Services Board, and members of Toronto City Council <em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 3)</em></td>
<td>Complete.</td>
<td>Section “F”</td>
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<td>13</td>
<td>...that the Council of the City of Toronto direct the City Auditor, within his mandate to the Toronto Police Services Board, to undertake an updated audit of Police policies, procedures, programs and practices that impact on racial minorities similar to that undertaken by the former Metro Auditor, Allan Andrews, in 1992, including an audit of the implementation of recommendations made at this time, and to report back to the Council of the City of Toronto, through the Policy and Finance Committee, on its findings and request the Board’s cooperation in this audit (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 3)</td>
<td>This is a City of Toronto proposal, but audits are considered in the Report of the Joint Working Group</td>
<td>Section “C”</td>
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<td>14</td>
<td>…that the Council of the City of Toronto express its concerns to the Ontario Public Safety Minister, the Honourable Bob Runciman, regarding the implementation of the recommendations of the Report of the Commission on Systemic Racism in the Ontario Criminal Justice System (1995) which reported the evidence that members of the black community are more at risk in Toronto of experiencing systemic discrimination in their dealing with the police and criminal courts (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 3)</td>
<td>This is a City of Toronto proposal, but audits are considered in Policing a World Within a City</td>
<td>Section “I”</td>
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<tr>
<td>15</td>
<td>…that the Council of the City of Toronto request that the Ontario Minister of Public Safety and Security, The Honourable Bob Runciman, review and amend existing legislation governing civilian complaints regarding police conduct, in light of the current audit conducted by the City of Toronto Auditor which was presented to the Toronto Police Services Board on October 24, 2002, noting that members of the public ‘did not, for the most part, view the complaints process to be impartial or fair’ and also noting that ‘the lack of an investigative process independent of the Police is regarded as a significant impediment in regard to public confidence in the system’ (Page 29) (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 4)</td>
<td>This is a City of Toronto proposal, but the complaints process is discussed in the Report of the Joint Working Group</td>
<td>Section “B”</td>
</tr>
<tr>
<td>16</td>
<td>…that City Council request the Dubin Inquiry, the Toronto Police Services Board and the former Lieutenant Governor Lincoln Alexander’s Task Force to include, in their analysis, the education and training of officers in relation to the exercise of discretion (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 4)</td>
<td>Complete. Discussed in the Report of the Joint Working Group.</td>
<td>Section “H”</td>
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| 17  | …that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on:  
*the extent to which the Board has complied with the recommendations of the 1992 report of the Metro Auditor which documented systemic racism within the Toronto Police Force*  
*(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 4, Request 9)* | Complete  
Contained in "Policing A World Within a City"  
2003.02.20 | Section “I” |
| 18  | …that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on:  
*the extent to which the Board has complied with the 1975 report of the late Arthur Maloney to the Metropolitan Toronto Police*  
*(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 4, Request 1)* | Complete  
Contained in "Policing A World Within a City"  
2003.02.20 | Section “I” |
| 19  | …that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on:  
*the extent to which the Board has complied with the 1976 Morand Commission report on Metropolitan Toronto Police Practices*  
*(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 4, Request 2)* | Complete  
Contained in "Policing A World Within a City"  
2003.02.20 | Section “I” |
| 20  | …that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on:  
the extent to which the Board has complied with the 1997 Walter Pitman report on incidents of conflict between Blacks and the Police  
*(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 4, Request 3)* | Complete  
Contained in "Policing a World Within a City"  
2003.02.20 | Section “I” |
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<tr>
<th>No.</th>
<th><strong>RECOMMENDATION</strong></th>
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<th><strong>SECTION REFERENCE FOR THIS REPORT</strong></th>
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<tr>
<td>21</td>
<td>…that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on: the extent to which the Board has complied with the 1980 Report of the Task Force on the Racial and Ethnic Implications of Police Hiring, Training, Promotion and Career Development by Dr. Reva Gerstein</td>
<td>Complete</td>
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<td></td>
<td><em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 4, Request 4)</em></td>
<td>Contained in “Policing a World Within a City”</td>
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<td>22</td>
<td>…that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on: the extent to which the Board has complied with the 1989 Report of the Race Relations and Policing Task Force, chaired by Clare Lewis</td>
<td>Complete</td>
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<td></td>
<td><em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 4, Request 5)</em></td>
<td>Contained in “Policing a World Within a City”</td>
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<tr>
<td>23</td>
<td>…that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on: the extent to which the Board has complied with the 1992 Stephen Lewis Report to the Premier on Race Relations</td>
<td>Complete</td>
<td>Section “I”</td>
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<td></td>
<td><em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 5, Request 6)</em></td>
<td>Contained in “Policing a World Within a City”</td>
<td>2003.02.20</td>
</tr>
<tr>
<td>24</td>
<td>…that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on: the extent to which the Board has complied with the 1995 Studies for the Commission on Systemic Racism in the Ontario Criminal Justice System which found that Black men were particularly vulnerable to being stopped by the Police</td>
<td>Complete</td>
<td>Section “I”</td>
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<td></td>
<td><em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 5, Request 10)</em></td>
<td>Contained in “Policing a World Within a City”</td>
<td>2003.02.20</td>
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<td>25</td>
<td>…that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on: the extent to which the Board has heeded the 1999 research undertaken by Professor Scott [sic] Wortley</td>
<td>Complete</td>
<td>Sections “D”, “E” and “I”</td>
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<td></td>
<td>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 5, Request 7)</td>
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<td>26</td>
<td>…that the Chair of the Toronto Police Services Board be requested, with the cooperation of the Toronto Police Services Board, to submit a report to Council, through the Policy and Finance Committee, on: the extent to which the Board has taken into account the 1999 Goldfarb Survey which indicated that only 38 percent of respondents in the Black community felt that their community had been treated fairly by the Police</td>
<td>Complete</td>
<td>Section “I”</td>
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<td></td>
<td>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 5, Request 8)</td>
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<td>27</td>
<td>…that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:</td>
<td>This is a City of Toronto proposal.</td>
<td>Section “I”</td>
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<td></td>
<td>(a) 1975 – The Ontario Human Rights Commission report, “The Black Presence in the Canadian Mosaic: A Study of Perception and the Practice of Discrimination Against Blacks in Metropolitan Toronto” (reported on discriminatory treatment by the police)</td>
<td>Contained in “Policing a World Within a City” 2003.02.20</td>
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<td></td>
<td>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 5)</td>
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<td>28</td>
<td>…that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations: (b) 1975 – The report of the late Arthur Maloney to the Metropolitan Toronto Police</td>
<td>This is a City of Toronto proposal. Contained in “Policing a World Within a City” 2003.02.20</td>
<td>Section “I”</td>
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<td>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 5)</td>
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<td>29</td>
<td>…that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations: (c) 1976 – The report to the “Royal Commission into Metropolitan Toronto Police Practices”, conducted by Justice Donald R. Morand</td>
<td>This is a City of Toronto proposal. Contained in “Policing a World Within a City” 2003.02.20</td>
<td>Section “I”</td>
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<td>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 5)</td>
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<td>30</td>
<td>…that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations: (d) 1977 – A number of incidents of conflict between Blacks and the police were documented and confirmed by Walter Pitman in his report, “Now Is Not Too Late”, to the former Municipality of Metropolitan Toronto</td>
<td>This is a City of Toronto proposal. Contained in “Policing a World Within a City” 2003.02.20</td>
<td>Section “I”</td>
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<td></td>
<td>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 6)</td>
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| 31  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:   
  
  (e) 1979 – The “Report to the Civic Authorities of Metropolitan Toronto” on race and policing, was submitted by Cardinal G. Emmett Carter | This is a City of Toronto proposal.  
  
  Contained in “Policing a World Within a City”  
  
  2003.02.20 | Section “I” |
| 32  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:   
  
  (f) 1980 – The “Report of the Task Force on the Racial and Ethnic Implications of Police Hiring, Training, Promotion and Career Development”, by Dr. Reva Gerstein, for the Ontario Ministry of the Solicitor General addressed the issues of the credibility of the police to effectively provide fair and just services in their contacts with members of the Black community | This is a City of Toronto proposal.  
  
  Contained in “Policing a World Within a City”  
  
  2003.02.20 | Section “I” |
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| 33  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:  
(g) 1989 – The “Report of the Race Relations and Policing Task Force”, chaired by Clare Lewis, was submitted to the Ontario Solicitor General                                                                                       | This is a City of Toronto proposal, but is mentioned in *Policing a World Within a City*, 2003.02.20                                                                                                                                  | Section “I”                      |
|     | (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 6)                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                       |                                  |
| 34  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:  
(h) 1992 – Allan Andrews, Metro Auditor, submitted his “Review of Race Relations Practices of the Metropolitan Toronto Police Force”, to Metro Council                                                                                        | This is a City of Toronto proposal, but is mentioned in *Policing a World Within a City*, 2003.02.20                                                                                                                                  | Section “I”                      |
|     | (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 6)                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                       |                                  |
| 35  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:  
(i) 1992 – Clare Lewis submitted a further “Report of the Task Force on Race Relations and Policing”, to the Government of Ontario                                                                                       | This is a City of Toronto proposal, but is mentioned in *Policing a World Within a City*, 2003.02.20                                                                                                                                  | Section “I”                      |
<p>|     | (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 6)                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                       |                                  |</p>
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| 36  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:  
  
(j) 1992 – Stephen Lewis submitted his “Report to the Premier on Race Relations”  
(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 6) | This is a City of Toronto proposal, but is mentioned in *Policing a World Within a City*, 2003.02.20 | Section “I” |
| 37  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:  
  
(k) 1995 – Studies for the “Commission on Systemic Racism in the Ontario Criminal Justice System”, found that Black men were particularly vulnerable to being stopped by the police. About 43 percent of Black male residents, but only 25 percent of White and 19 percent of Chinese male residents reported being stopped by the police in the previous two years  
(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 6) | This is a City of Toronto proposal, but is mentioned in *Policing a World Within a City*, 2003.02.20 | Section “I” |
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<td>…that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:</td>
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<td>(l) 1999 – These reports are also consistent with further research undertaken by Professor Scott [sic] Wortley, Centre for Criminology, University of Toronto who also found that when they are stopped, Black people are more likely to be subject to rude or hostile police treatment</td>
<td>Complete</td>
<td>Sections “D” and “E”</td>
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<td></td>
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<td>This is a City of Toronto proposal, but is mentioned in Policing a World Within a City, 2003.02.20</td>
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<td></td>
<td>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 7)</td>
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<td>39</td>
<td>…that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:</td>
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<td>(m) 1999 – In a Goldfarb Survey ... for the Toronto Star, 83 percent of all Torontonians felt that they had been treated fairly by the police [while] only 38 percent of respondents in the Black community felt their community had been treated fairly... The above evidence is an indication of why there exists solid grounds for this disturbingly low level of regard and trust for the police by members of the Black community</td>
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<td></td>
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<td>Complete</td>
<td>The subject matter of this survey is covered throughout both Policing a World Within a City and the Report of the Joint Working Group.</td>
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<td></td>
<td>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 7)</td>
<td></td>
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<td>No.</td>
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| 40  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, in January 2003, summarizing the outstanding recommendations from the following studies and reports, as listed in the Backgrounder document prepared by staff of the Strategic and Corporate Policy Division, Healthy City Office, Chief Administrator’s Office, and distributed to all Members of Council by Councillor Shaw, and the steps which can be taken to implement such recommendations:  
  
(n) 2002 – The present City Auditor (Audit of the Toronto Police Service’s Public Complaints Process, September 10, 2002) notes that “discipline imposed against police officers is not being monitored. In two out of the ten files we reviewed where complaints were substantiated, discipline as adjudicated was not imposed”. In addition, the impartiality of the Public Complaints Process is generally seen as being severely compromised (it entails the police investigating the police). The present City Auditor notes “that civilian oversight provides a more thorough and objective investigation of complaints than those conducted by the police”  
  
(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 7)                                                                                                                                                                                                                                              | Complete.                                                                           | Section “B”                        |
<p>| 41  | …that City Council request the Chairman of the Toronto Police Services Board to ensure that, at such time as the matter is debated by the Toronto Police Services Board, the meeting is held in public (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 7)                                                                                     | Complete.                                                                           | Introduction                      |
| 42  | …that City Council instruct the representatives of the City of Toronto on the Toronto Police Services Board to identify what methods are currently in place respecting employment equity, given that the numbers of visible minority in the Toronto Police Service is 11 percent, and how the Toronto Police Services Board proposes to accomplish hiring the required number of Police officers to reflect the ethnic compilation of the City of Toronto (Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 7) | Complete.                                                                           | Section “G”                        |</p>
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<th>SECTION REFERENCE FOR THIS REPORT</th>
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</table>
| 43  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee on:  
   (1) current youth initiatives, projects and programs, particularly with respect to effectiveness, equitable distribution and funding sustainability; and  
   (2) current partnerships of the Federal and Provincial Governments in the area of youth programs  
   *(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 8)* | This is a City proposal. These initiatives (as they pertain to the Toronto Police Service) are mentioned in the Report of the Joint Working Group. Many specific programs are also described in *Policing a World Within a City.* | Section “J” |
<p>| 44  | …that the Chief Administrative Officer be requested to submit a report to the Policy and Finance Committee, no later than January 2003, on the progress in implementing the Council-approved recommendations of the January 2000 Report of the Task Force on Access and Equity <em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 8)</em> | This is a City proposal, beyond the mandate of the Joint Working Group. | N/A |
| 45  | …that City Council, when making its appointments to the Toronto Police Services Board, give consideration to including representation of the entire community on the Toronto Police Services Board <em>(Letter from City Clerk to Chairman Gardner, 2002.11.07 – Page 8)</em> | This is a City proposal, beyond the mandate of the Joint Working Group. | N/A |
| 46  | That the Board approve an exception to the policy <em>[with respect to policy from Board Minute 132/89 regarding race-based statistics]</em> for the purposes of providing the Chief the authority to prepare a report in response to the newspaper articles published by the Toronto Star regarding racial profiling for its meeting on February 20, 2003 <em>(PSB Minute P24 of 2003.01.30, Motion 1)</em> | Complete | Introduction 2003.02.20 |
| 47  | That the Board send correspondence to all members of Council and the TPA and invite them to attend the February 20, 2003 Board meeting and to make deputations if they desire <em>(PSB Minute P24 of 2003.01.30, Motion 2)</em> | Complete | Introduction 2003.01.30 |
| 48  | That the three reports *[Toronto Police Services Board Community Consultation – November 16, 2002, Board Policy Prohibiting the Keeping of Race-Based Statistics, and <em>Policing a World Within a City]</em> be approved <em>(PSB Minute P33 of 2003.02.20, Motion 1)</em> | Complete | Introduction 2003.02.20 |</p>
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<td>49</td>
<td>That the report on the results of the independent review conducted by Professor Harvey and Mr. Gold be received and referred to the Board/Service Race Relations Joint Working Group for information <em>(PSB Minute P33 of 2003.02.20, Motion 2)</em></td>
<td>Complete</td>
<td>Introduction</td>
</tr>
<tr>
<td>50</td>
<td>That the deputations and written submissions be received and referred to the Board/Service Race Relations Joint Working Group for information <em>(PSB Minute P33 of 2003.02.20, Motion 3)</em></td>
<td>Complete</td>
<td>Introduction</td>
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<tr>
<td>51</td>
<td>That the Board/Service Race Relations Joint Working Group also consider whether or not the Board should adopt a principle of “zero-tolerance to bias-based policing” <em>(PSB Minute P33 of 2003.02.20, Motion 4)</em></td>
<td>Complete. Discussed in the Report of the Joint Working Group.</td>
<td>Section “A”</td>
</tr>
<tr>
<td>52</td>
<td>That the Board schedule an opportunity for members of the public to present deputations on the results of the independent review conducted by Professor Harvey and Mr. Gold prior to the Board/Service Race Relations Joint Working Group developing its recommendations <em>(PSB Minute P33 of 2003.02.20, Motion 5)</em></td>
<td>Complete</td>
<td>Introduction</td>
</tr>
<tr>
<td>53</td>
<td>That the Chairman, Police Services Board, be authorized to determine the most appropriate format for the deputations noted in [the above motion] such as a special evening meeting or at a time reserved during a regularly scheduled public Board meeting <em>(PSB Minute P33 of 2003.02.20, Motion 6)</em></td>
<td>Complete</td>
<td>Introduction</td>
</tr>
<tr>
<td>54</td>
<td>That the Board receive the...report Where Do We Go From Here? – A Community Consultation, prepared by Mr. Hamlin Grange <em>(Toronto Police Service Board Community Consultation – November 16, 2002, Recommendation 1)</em></td>
<td>Complete</td>
<td>Introduction</td>
</tr>
<tr>
<td>55</td>
<td>That the Board authorize the Chairman to conduct a comprehensive review to provide comments on each of the recommendations contained in the abovenoted report <em>(Toronto Police Service Board Community Consultation – November 16, 2002, Recommendation 2)</em></td>
<td>Complete. Discussed throughout the Report of the Joint Working Group.</td>
<td>No specific reference; the Grange material appears in most sections of this report</td>
</tr>
<tr>
<td>56</td>
<td>That the Board authorize the Chairman to forward the abovenoted report including comments to the Board/Service Race Relations Joint Working Group <em>(Toronto Police Service Board Community Consultation – November 16, 2002, Recommendation 3)</em></td>
<td>Complete</td>
<td>Introduction</td>
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<td>57</td>
<td>That the Toronto Police Services Board hold a special meeting to review the police complaints process and the issue of racial profiling and make recommendations (“The Police Complaints System” in the “Where Do We Go From Here?” report, Recommendation 1)</td>
<td>Complete</td>
<td>Introduction</td>
</tr>
<tr>
<td>58</td>
<td>That the Toronto Police Service Board and Chief of Police communicate with the provincial government advising that the present police complaints system is not satisfactory and that community representatives have indicated their desire to have an independent civilian complaints process (“The Police Complaints System” in the “Where Do We Go From Here?” report, Recommendation 2)</td>
<td>Complete</td>
<td>Section “B”</td>
</tr>
<tr>
<td>59</td>
<td>That the Toronto Police Services Board hold further discussions with selected key community leaders to aid in the process of having community input in the review of the police complaints process (“The Police Complaints System” in the “Where Do We Go From Here?” report, Recommendation 3)</td>
<td>Complete</td>
<td>Introduction and Section “B”</td>
</tr>
<tr>
<td>60</td>
<td>That the Toronto Police Service Board urge the provincial government to introduce legislation to prohibit racial profiling (“Racial Profiling” in the “Where Do We Go From Here?” report, Recommendation 1)</td>
<td>Complete</td>
<td>Section “A”</td>
</tr>
<tr>
<td>61</td>
<td>That the Toronto Police Service Board and the Chief of Police develop a zero tolerance policy for racial profiling by members of the Toronto Police Service (“Racial Profiling” in the “Where Do We Go From Here?” report, Recommendation 2)</td>
<td>Complete</td>
<td>Section “A”</td>
</tr>
<tr>
<td>62</td>
<td>That the Toronto Police Service Board request the Chief of Police to establish appropriate procedures, including self-identification by officers and record keeping of vehicle stops, when motorists are stopped by officers (“Racial Profiling” in the “Where Do We Go From Here?” report, Recommendation 3)</td>
<td>Complete</td>
<td>Section “E”</td>
</tr>
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<td>63</td>
<td>That the Chief of Police examine best practices from other jurisdictions, including the United Kingdom and the United States, in developing the above noted procedures (“Racial Profiling” in the “Where Do We Go From Here?” report, Recommendation 4)</td>
<td>Complete</td>
<td>Section “E”</td>
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<td>64</td>
<td>That the Chief of Police examine the content, specifically on anti-racism, of current diversity training for new officers at C.O. Bick College and report his findings to the Board (&quot;Racial Profiling&quot; in the &quot;Where Do We Go From Here?&quot; report, Recommendation 5)</td>
<td>Complete.</td>
<td>Section &quot;H&quot;</td>
</tr>
<tr>
<td>65</td>
<td>That the Toronto Police Services Board request the Chief of Police to examine the number of racial minority officers being promoted to higher ranks and the process being used for promotion (&quot;Racial Profiling&quot; in the &quot;Where Do We Go From Here?&quot; report, Recommendation 6)</td>
<td>Complete.</td>
<td>Section “G”</td>
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<tr>
<td>66</td>
<td>That the Toronto Police Services Board assist with initiatives that offer training/information sessions for youth to teach them of their rights and responsibilities should they come in contact with the police (&quot;Youth&quot; in the &quot;Where Do We Go From Here?&quot; report, Recommendation 1)</td>
<td>Complete.</td>
<td>Section “E”</td>
</tr>
<tr>
<td>67</td>
<td>That the Toronto Police Services Board and the Chief of Police hold public consultations with black youth to have a frank and open discussion of their concerns as it relates to police/youth relations (&quot;Youth&quot; in the &quot;Where Do We Go From Here?&quot; report, Recommendation 2)</td>
<td>Complete.</td>
<td>Section “F”</td>
</tr>
<tr>
<td>68</td>
<td>That the Toronto Police Services Board establish a Community Advisory Committee to provide community members an opportunity to discuss issues of common concern (&quot;Community Shootings&quot; in the &quot;Where Do We Go From Here?&quot; report, Recommendation 1)</td>
<td>Complete.</td>
<td>Section “F”</td>
</tr>
<tr>
<td>69</td>
<td>That the Toronto Police Services Board and the Chief of Police establish outreach programs in the black community specifically to find action-oriented solutions (&quot;Community Shootings&quot; in the &quot;Where Do We Go From Here?&quot; report, Recommendation 2)</td>
<td>Complete.</td>
<td>Section “F” and “L”</td>
</tr>
<tr>
<td>70</td>
<td>That the Toronto Police Service Board have more facilitated meetings with smaller groups in the black community specifically focused on limited topics (&quot;Conclusions and Next Steps&quot; in the &quot;Where Do We Go From Here?&quot; report, Recommendation 1)</td>
<td>Complete.</td>
<td>Section “F”</td>
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<td>71</td>
<td>That the Toronto Police Services Board approach other agencies to help facilitate meetings and discussions with the black community as it impacts policing in the City of Toronto (“Conclusions and Next Steps” in the “Where Do We Go From Here?” report, Recommendation 2)</td>
<td>Complete.</td>
<td>Section “F”</td>
</tr>
<tr>
<td>72</td>
<td>That the Toronto Police Service Board hold Board meetings, from time to time at locations other than Police Headquarters, in order for Board Members to be more accessible and “connected” to different communities (“Conclusions and Next Steps” in the “Where Do We Go From Here?” report, Recommendation 3)</td>
<td>Complete.</td>
<td>Section “F”</td>
</tr>
<tr>
<td>73</td>
<td>That the Board refer [the Board policy prohibiting the keeping of race-based statistics] to the Board/Service Race Relations Joint Working Group (“Recommendations” in the Board Policy Prohibiting the Keeping of Race-Based Statistics report in Board Minute P33 of 2003.02.20, Recommendation 1)</td>
<td>Complete 2003.02.20</td>
<td>Sections “D” and “E”</td>
</tr>
<tr>
<td>74</td>
<td>That the Board/Service Race Relations Working Group examine the current Board policy regarding the keeping of race-based statistics and the validity of the policy upon completion of their mandate (“Recommendations” in the Board Policy Prohibiting the Keeping of Race-Based Statistics report in Board Minute P33 of 2003.02.20, Recommendation 2)</td>
<td>Complete.</td>
<td>Sections “D” and “E”</td>
</tr>
<tr>
<td>75</td>
<td>That the Board receive [Policing a World Within a City] and refer it to the Board/Service Race Relations Joint Working Group (“Recommendations” in the Policing a World Within a City report in Board Minute P33 of 2003.02.20, Recommendation i)</td>
<td>Complete 2003.02.20</td>
<td>Introduction</td>
</tr>
<tr>
<td>76</td>
<td>That the Board receive for information the names of Service members assigned to the joint working group between the Board and the Chief (Board Minute P315/02 refers) (“Recommendations” in the Board Policy Prohibiting the Keeping of Race-Based Statistics report in Board Minute P33 of 2003.02.20, Recommendation ii)</td>
<td>Complete 2003.02.20</td>
<td>Introduction</td>
</tr>
<tr>
<td>77</td>
<td>That the Board refer [Saving Lives: Alternatives to the Use of Lethal Force by Police] to the Board/Service Race Relations Joint Working Group (“Recommendations” in the Board Response to the “Saving Lives” report in PSB Minute P34 of 2003.02.20, Recommendation 1)</td>
<td>Complete 2003.02.20</td>
<td>Reference to this subject material appears throughout this report</td>
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<td>RECOMMENDATION</td>
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<td>78</td>
<td>That the Board/Service Race Relations Working Group provide comments directly to the Chairman on recommendations #1, 2, 4, 19, 20, 21, 22 and 23 contained in the report, <em>Saving Lives: Alternatives To The Use Of Lethal Force By Police</em> (“Recommendations” in the Board Response to the “Saving Lives” report in PSB Minute P34 of 2003.02.20, Recommendation 2)</td>
<td>All of these items are covered as separate items in this table.</td>
<td>(See following items)</td>
</tr>
<tr>
<td>79</td>
<td>As a guiding principle on which to base better relations among the communities, all the affected communities – and their members – should commit to the policy of non-violence (Recommendation 1, from “Guiding Principles: Changing Attitudes” in the “Saving Lives: Alternatives to the Use of Lethal Force by Police” report)</td>
<td>Ongoing policy, covered in the Report of the Joint Working Group</td>
<td>Section “H”</td>
</tr>
<tr>
<td>80</td>
<td>Each community – ethno-racial, psychiatric survivor and police – should be open to seeing each other as people, not as stereotypes. We need to understand how perceptions affect actions. And we also need to understand and recognize the factors that can bring our community members to a crisis point (Recommendation 2, from “Guiding Principles: Changing Attitudes” in the “Saving Lives: Alternatives to the Use of Lethal Force by Police” report)</td>
<td>Ongoing practice, covered in the Report of the Joint Working Group</td>
<td>Sections “F”, “H” and “L”</td>
</tr>
<tr>
<td>81</td>
<td>If the police are to be understood as true members of the broader community and, conversely, the community is to feel itself to be part of the police, then the perceived distinction between the two must be erased, and the community and the police must merge into a coherent whole. If such merging is to happen, it is essential that there be transparency, awareness and open communication between the police and all the communities they serve (Recommendation 4, from “Guiding Principles: Changing Attitudes” in the “Saving Lives: Alternatives to the Use of Lethal Force by Police” report)</td>
<td>Ongoing practice, covered in the Report of the Joint Working Group</td>
<td>Section “F”</td>
</tr>
<tr>
<td>82</td>
<td>Police and Police Services Board members be given the opportunity to be exposed to a variety of forums that will allow them to gather the needs and concerns of the community as equals (Recommendation 19, from “On Fostering Community Awareness” in the “Saving Lives: Alternatives to the Use of Lethal Force by Police” report)</td>
<td>Complete.</td>
<td>Section “F”</td>
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<td>83</td>
<td>Police service budgets themselves reflect a commitment of resources directed at working with communities most in need (Recommendation 20, from “On Fostering Community Awareness” in the “Saving Lives: Alternatives to the Use of Lethal Force by Police” report)</td>
<td>Complete.</td>
<td>Section “K”</td>
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| 84  | To encourage ongoing dialogue, a broad spectrum of law enforcement officials meet with various sectors of the community in regular, informal and non-adversarial forums. A complementary process should be undertaken in the interests of bringing about willing and constructive interactions between the police and the community and to sensitize the police at all levels to community needs. This process should consist of:  
  (a) Meetings of high-ranking police officials with the community, designed to influence policy-making;  
  (b) Comprehensive and mandatory training of mid-ranking, entry-level and newly hired officers;  
  (c) The recommendations developed during these meetings should guide police priorities and should be accurately reflected in the Police Service budget  
| 85  | Community groups begin the process of engaging with police in constructive projects. To maintain a relationship of equality between the police and the community, it is important that these projects remain under community control  
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<td>86</td>
<td>The Urban Alliance on Race Relations bring together community members, police and elected representatives to form a Citizens’ Circle [to discuss] issues relating to:</td>
<td>Complete</td>
<td>Section “F”</td>
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<td>• reviewing all recommendations in this report;</td>
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<td>• vulnerable communities in need of focus;</td>
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<td>• outreach towards the various communities most in need of community policing initiatives;</td>
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<td>• resource-management and restructuring of police services;</td>
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<td>• understanding the consequences of community expectations of what the police do, and understanding what the police need to do it;</td>
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<td>• how police can work with community resources, including non-governmental organizations, community agencies, and constituency offices of elected representatives, toward solving conflicts locally without resorting to police;</td>
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<td>• collecting, analyzing and identifying effective community policing practices and conflict resolution programs both in Canada and abroad, and making recommendations for the best practices.</td>
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<td></td>
<td>By the end of a six-month period, this Citizens’ Circle will design a process that will provide alternatives to lethal force by police and lead to better relationships between the police and the community (Recommendation 23, from “On Fostering Community Awareness” in the “Saving Lives: Alternatives to the Use of Lethal Force by Police” report)</td>
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<td>87</td>
<td>That the Board receive the Policing a World Within a City Report in lieu of the 2003 Annual Race Relations Report (Chief Fantino in PSB Minute P35 of 2003.02.20 – Single Recommendation)</td>
<td>Complete</td>
<td>Section “I”</td>
</tr>
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<td>88</td>
<td>That the Board confirm its position and recommendation with respect to the “Administration of the Public Complaints Process” (Chairman Gardner in PSB Minute P39 of 2003.02.20, Recommendation 1)</td>
<td>Complete.</td>
<td>Section “B”</td>
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Complete

This is a proposal of the Urban Alliance on Race Relations, but is dealt with in the Report of the Joint Working Group.
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<tr>
<td>89</td>
<td>That the Board reaffirm its position and recommendation with respect to “Third Party Complaints” which was presented to the Standing Committee to the Administration of Justice with respect to a review of Bill 105 – <em>Police Services Act Amendments, 1997</em> (Chairman Gardner in PSB Minute P39 of 2003.02.20, Recommendation 2)</td>
<td>Complete.</td>
<td>Section “B”</td>
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<td>90</td>
<td>That the Board forward this report to the Ministry of Public Safety and Security for review with the intention of amending the <em>Police Services Act</em> public complaints process to include “third party” complaints <em>Chairman Gardner in PSB Minute P39 of 2003.02.20, Recommendation 3)</em></td>
<td>Complete.</td>
<td>Section “B”</td>
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<tr>
<td>91</td>
<td>The Toronto Police Services Board consider the concerns raised by the general public with respect to the complaints process, specifically, the administration of the public complaints process by the police and the ability to investigate complaints filed by third parties <em>Letter from Toronto Auditor Jeffrey Griffiths to Chairman Gardner, 2003.01.06, as referred to in PSB Minute P39 of 2003.02.20, Page 1)</em></td>
<td>Complete.</td>
<td>Section “B”</td>
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<tr>
<td>92</td>
<td>The Toronto Police Services Board take the necessary action to deal with these [complaint] issues [as in the previous recommendation], including communicating these concerns to the Ministry of the Attorney General for consideration and appropriate action <em>Letter from Toronto Auditor Jeffrey Griffiths to Chairman Gardner, 2003.01.06, as referred to in PSB Minute P39 of 2003.02.20, Page 1)</em></td>
<td>Complete.</td>
<td>Section “B”</td>
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<tr>
<td>93</td>
<td>Council requested the Toronto Police Service to provide Council with the reports that have been requested on the implementation of the Toronto Police Service race relations initiatives <em>Letter from City Clerk to Chairman Gardner, 2003.02.19, covering letter, request 1)</em></td>
<td>Dealt with in the Report of the Joint Working Group</td>
<td>Section “H”</td>
</tr>
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<td>94</td>
<td>Council requested the Toronto Police Service to invite the Diversity Advocate, and other Members of Council on the Reference Group on Access and Equity, to attend the Board meeting at which the aforementioned report are [sic] considered <em>Letter from City Clerk to Chairman Gardner, 2003.02.19, covering letter, request 2)</em></td>
<td>Complete.</td>
<td>Introduction</td>
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<td>95</td>
<td>In addition to the directions of Toronto City Council in the Notice of Motion approved at its meeting on October 13, 2002, the Toronto Police Services Board provide City Council with the reports that have been requested on the implementation of the Toronto Police Service race relations initiatives and that the Toronto Police Services Board also be requested to invite the Diversity Advocate, and other Members of Council of the Reference Group on Access and Equity, to attend the Board meeting at which the aforementioned report is considered <em>(Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 1)</em></td>
<td>Complete 2003.02.20 These groups will also be invited to the November 20 Board meeting.</td>
<td>Introduction</td>
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<tr>
<td>96</td>
<td>The Task Force on Community Safety include race relations issues as part of its consideration of community safety issues and work with the Community Advisory Committee on Race and Ethnic Relations and community organizations as appropriate <em>(Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 2)</em></td>
<td>This is a Task Force on Community Safety proposal, but the Service is always prepared to act as a resource to such initiatives.</td>
<td>Section “F”</td>
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<td>97</td>
<td>The Chief Administrative Officer be requested to maintain a watching brief on the matter of racial profiling and report to Council regularly <em>(Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 3)</em></td>
<td>This is a City proposal, but the TPS would be willing to participate in such an initiative.</td>
<td>Section “F”</td>
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<td>98</td>
<td>The appropriate City officials be authorized and directed to take the necessary action to give effect thereto <em>(Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 4)</em></td>
<td>This is a City proposal, but the TPS would be willing to participate in such an initiative.</td>
<td>Section “F”</td>
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| 99  | At its meeting on October 29, 30 and 31, 2002, City Council approved a motion on the principle of zero tolerance of racial profiling for policing in the City of Toronto. Council requested that the following reports be provided:  
  - the Auditor undertake an updated report similar to the 1992 former Metro Auditor’s report on police policies, procedures, programs and practices that impact on racial minorities *(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Request 1)* | This is a City initiative, but the issue is discussed in the Report of the Joint Working Group.                                                                                                               | Section “A” and “C”                      |
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| 100 | At its meeting on October 29, 30 and 31, 2002, City Council approved a motion on the principle of zero tolerance of racial profiling for policing in the City of Toronto. Council requested that the following reports be provided:  
   the Chair, Toronto Police Services Board, with the cooperation of the Toronto Police Services [sic] report to Council on the degree of compliance with the recommendations of the reports and studies referenced in the Council motion [see Appendices II and III to the report from which this recommendation comes] | Completed  
   Discussed in both Policing a World Within a City and the Report of the Joint Working Group | Sections “A” and “I”                                      |
| 101 | At its meeting on October 29, 30 and 31, 2002, City Council approved a motion on the principle of zero tolerance of racial profiling for policing in the City of Toronto. Council requested that the following reports be provided:  
   the Chief Administrative Officer report on the outstanding recommendations and steps required to complete implementation of the recommendations of the reports and studies referenced in the Council motion | City proposal  
   Discussed in both Policing a World Within a City and the Report of the Joint Working Group | Section “I”                                              |
| 102 | At its meeting on October 29, 30 and 31, 2002, City Council approved a motion on the principle of zero tolerance of racial profiling for policing in the City of Toronto. Council requested that the following reports be provided:  
   the Chief Administrative officer report on the current youth programs and on current partnerships with the provincial federal governments on youth programs | This is a City proposal, but the “policing” aspect of this initiative is referenced in the Report of the Joint Working Group and also discussed in Policing a World Within a City | Sections “I” and “J” |

(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Request 1)

(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Request 3)

(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Request 4)
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| 103 | At its meeting on October 29, 30 and 31, 2002, City Council approved a motion on the principle of zero tolerance of racial profiling for policing in the City of Toronto. Council requested that the following reports be provided:  
the Chief Administrative Officer report on the progress of implementation of the recommendations of the 1999 Report of the Task Force on Community Access and Equity  
(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Request 5) | This is a City proposal.                          | N/A                               |
<p>| 104 | [City Council] adopted the principle of zero tolerance of racial profiling for policing within the City of Toronto and requested the Toronto Police Services Board to adopt this principle (Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Action 6) | Complete.                                        | Section “A”                        |
| 105 | [City Council] requested the Toronto Police Services Board to review its practices, guidelines and training to ensure that police officers have the skills and training for policing within a diverse community (Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Action 7) | Complete.                                        | Section “H”                        |
| 106 | [City Council] requested the Toronto Police Services Board to establish a race relations policy advisory committee which reports directly to the board with members of Toronto’s diverse communities and Toronto City Council (Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Action 8) | Complete.                                        | Section “F”                        |
| 107 | [City Council] expressed Council’s concerns to the Ontario Minister of Public Safety and Security regarding the implementation of the recommendations of the 1995 Commission on Systemic Racism in the Ontario Criminal Justice System (Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Action 9) | This is City proposal, and is discussed in Policing a World Within a City, 2003.02.20 | Section “I”                        |</p>
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<tr>
<td>108</td>
<td>[City Council] requested the Ontario Minister of Public Safety and Security to review and amend legislation regarding civilian complaints regarding police conduct in light of the legislation regarding civilian complaints regarding police conduct in light of the 2002 report of the City Auditor on the complaints process <em>(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Action 10)</em></td>
<td>Complete.</td>
<td>Section “B”</td>
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<td>109</td>
<td>[City Council] requested the Toronto Police Services Board and former Lieutenant Governor’s Task Force to include in their analysis the education and training of officers in relation to the exercise of discretion <em>(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Action 11)</em></td>
<td>Complete.</td>
<td>Section “H”</td>
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<td>110</td>
<td>[City Council] requested City Council’s representatives on the Toronto Police Services Board to identify the methods being used to achieve a workforce representative of the city’s composition <em>(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Action 12)</em></td>
<td>Complete.</td>
<td>Section “G”</td>
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<td>111</td>
<td>[City Council] requested that the appointments made by Council to the Toronto Police Services Board reflect the composition of the city <em>(Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Action 13)</em></td>
<td>This is a City initiative, and is beyond the mandate of the Joint Working Group</td>
<td>N/A</td>
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<td>112</td>
<td>[That] an Independent Police Complaints and Oversight Body be established to hold police accountable and address community concerns respecting racial profiling <em>(Deputations to Task Force on Community Safety, 2002.11.15, quoted in Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 1)</em></td>
<td>Not a police initiative, but covered in the Report of the Joint Working Group</td>
<td>Sections “A” and “B”</td>
</tr>
<tr>
<td>113</td>
<td>[That] the provincial government work with the federal government to provide adequate resources to the Black Community to develop and implement a community-based documentation project whereby African Canadians can gather the stories and complaints from African Canadians who are victims of racial profiling <em>(Deputations to Task Force on Community Safety, 2002.11.15, quoted in Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 2)</em></td>
<td>This is a City proposal, but is discussed in the Report of the Joint Working Group</td>
<td>Section “B”</td>
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<td>114</td>
<td>[That] a process be established to implement the recommendations in the reports on policing, along with an independent audit mechanism to review the effectiveness of this implementation process every two years <em>(Deputations to Task Force on Community Safety, 2002.11.15, quoted in Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 3)</em></td>
<td>Complete.</td>
<td>Section “C”</td>
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<td>115</td>
<td>The City of Toronto support and implement recommendations from “Towards a New Beginning” report outlining specific actions <em>(City recommendations to Task Force on Community Safety, 2002.11.15, quoted in Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 1)</em></td>
<td>This is a City initiative, but the subject matter is dealt with in <em>Policing a World Within a City, 2003.02.20</em></td>
<td>Section “I”</td>
</tr>
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<td>116</td>
<td>The City of Toronto support a process to implement the recommendations made in previous reports that fall within the City’s mandate <em>(City recommendations to Task Force on Community Safety, 2002.11.15, quoted in Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 2)</em></td>
<td>This is a City initiative, but the subject matter is dealt with in <em>Policing a World Within a City, 2003.02.20</em></td>
<td>Section “I”</td>
</tr>
<tr>
<td>117</td>
<td>The City of Toronto take a leadership role in advocating at senior levels of government for the practice of equitable policing to help ensure community safety for members of the African Canadian communities <em>(City recommendations to Task Force on Community Safety, 2002.11.15, quoted in Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 3)</em></td>
<td>This is a City initiative, but the subject matter is dealt with in <em>Policing a World Within a City, 2003.02.20</em>, and the <em>Report of the Joint Working Group</em></td>
<td>Sections “A” and “F”</td>
</tr>
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<td>118</td>
<td>The City of Toronto convene an interdepartmental committee comprised of community members, politicians, various departments, etc., to review and develop a process to action recommendations in previous reports where City Departments have responsibility or influence <em>(City recommendations to Task Force on Community Safety, 2002.11.15, quoted in Appendix 1 to Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 4)</em></td>
<td>This is a City initiative, but the subject matter is dealt with in <em>Policing a World Within a City, 2003.02.20</em>, and the <em>Report of the Joint Working Group</em></td>
<td>Section “F”</td>
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<tr>
<td>No.</td>
<td>RECOMMENDATION</td>
<td>STATUS AND COMMENTS</td>
<td>SECTION REFERENCE FOR THIS REPORT</td>
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<td>119</td>
<td>The Race and Ethnic Relations Committee, at its meeting held on December 18, 2002, requested that the Policy and Finance Committee be advised that the Race and Ethnic Relations Committee:</td>
<td>This is a City initiative, but the subject matter is dealt with in <em>Policing a World Within a City</em>, 2003.02.20, and the <em>Report of the Joint Working Group</em></td>
<td>Section “I”</td>
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<td></td>
<td>(a) endorses the action taken by City Council on October 20, 30 and 31, 2002 with respect to the Principle of Zero Tolerance of Racial Profiling for Policing in the City of Toronto; and</td>
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<td>(b) considers that sufficient studies and reports have been prepared on the subject of racial profiling and systemic racism over the last 27 years, some of which are listed in the Notice of Motion adopted by City Council on October 29, 30 and 31, 2002, and, based on the recommendations of these various reports, believes that it is now time for action on this important matter</td>
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<td><em>(Race and Ethnic Relations Committee recommendations, communicated by the City Clerk on 2003.01.07 to the Policy and Finance Committee, quoted in Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 1)</em></td>
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<td>120</td>
<td>The Race and Ethnic Relations Committee, at its meeting held on December 18, 2002, requested the Policy and Finance Committee, when considering the report from the Chief Administrative Officer summarizing the outstanding recommendations of the various studies and reports requested by City Council for submission to its January 23, 2003 meeting, invite groups such as the African Legal Clinic, the Toronto Police Services Board and other stakeholders, as well as members of the Race and Ethnic Relations Committee, to make deputations <em>(Race and Ethnic Relations Committee recommendations, communicated by the City Clerk on 2003.01.07 to the Policy and Finance Committee, quoted in Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 2)</em></td>
<td>This is a City proposal beyond the mandate of the Joint Working Group</td>
<td>N/A</td>
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<td>121</td>
<td>The Race and Ethnic Relations Committee, at its meeting held on December 18, 2002, requested that the Policy and Finance Committee be advised that it supports amendments to the Police Services Act that would improve the present governance of police complaints and that it also supports the hiring of more visible-minority Police Officers and extensive diversity training for all Police Officers, and that the Toronto Police Services Board be so advised (Race and Ethnic Relations Committee recommendations, communicated by the City Clerk on 2003.01.07 to the Policy and Finance Committee, quoted in Clause 16, Report No. 1 of the Policy and Finance Committee, from City Council Meeting on 2003.02.04-06, Recommendation 3)</td>
<td>This is a City initiative, but the subject matter is dealt with in Policing a World Within a City, 2003.02.20, and the Report of the Joint Working Group</td>
<td>Sections “B”, “G”, “H” and “I”</td>
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<td>122</td>
<td>Enhance the “diversity” training programs that are presently being provided to all TPS members (Chief Fantino’s “Ten Points” from 2002.11.11, Point 1)</td>
<td>Complete. Discussed in the Report of the Joint Working Group.</td>
<td>Section “H”</td>
</tr>
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<td>123</td>
<td>Enhance the TPS recruit orientation and training programs by arranging face to face meetings with police recruits and members of the black community prior to their graduation (Chief Fantino’s “Ten Points” from 2002.11.11, Point 2)</td>
<td>Complete. Discussed in the Report of the Joint Working Group.</td>
<td>Section “H”</td>
</tr>
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<td>124</td>
<td>Enhance existing TPS youth outreach initiatives and partner with community agencies to conduct outreach programs geared to the vulnerable youth in the black community members (Chief Fantino’s “Ten Points” from 2002.11.11, Point 3)</td>
<td>Complete. Discussed in the Report of the Joint Working Group.</td>
<td>Sections “F” and “L”</td>
</tr>
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<td>125</td>
<td>Enhance the role of the “faith community” in working with the TPS on youth outreach, race relations, minority recruitment and reducing crime in the community members (Chief Fantino’s “Ten Points” from 2002.11.11, Point 4)</td>
<td>Complete. Discussed in the Report of the Joint Working Group.</td>
<td>Section “F”</td>
</tr>
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<td>126</td>
<td>Enhance public confidence in the police complaint system through TPS initiatives to better educate the public about the system and to create new reporting options. Note – This recommendation will also be pursued by black community constituents at the level of the provincial government for changes to the existing complaints system members (Chief Fantino’s “Ten Points” from 2002.11.11, Point 5)</td>
<td>Complete. Discussed in the Report of the Joint Working Group.</td>
<td>Section “B”</td>
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<td>127</td>
<td>Enhance the existing TPS “Human Resources Strategy” to increase the recruitment and staff development of black officers at all levels within the Service (<em>Chief Fantino’s “Ten Points” from 2002.11.11, Point 6</em>)</td>
<td>Complete.</td>
<td>Section “G”</td>
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<td>128</td>
<td>Review and publicly report on the TPS implementation of past race relations reports and recommendations (<em>Chief Fantino’s “Ten Points” from 2002.11.11, Point 7</em>)</td>
<td>Complete.</td>
<td>Section “I”</td>
</tr>
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<td>129</td>
<td>Institute a new TPS policy to ensure that there is zero tolerance for “racially biased policing” (<em>Chief Fantino’s “Ten Points” from 2002.11.11, Point 8</em>)</td>
<td>Complete.</td>
<td>Section “A”</td>
</tr>
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<td>130</td>
<td>Co-ordinate a “Race Relations Conference” in Toronto where the TPS, the black community and all levels of civil society/government focus on problem solving (<em>Chief Fantino’s “Ten Points” from 2002.11.11, Point 9</em>)</td>
<td>Complete.</td>
<td>Section “F”</td>
</tr>
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<td>131</td>
<td>Enhance TPS efforts at reducing violence in the black community through proactive initiatives and intelligence led enforcement initiatives (e.g., the “Gun Task Force”) (<em>Chief Fantino’s “Ten Points” from 2002.11.11, Point 10</em>)</td>
<td>Initiatives such as these are ongoing and will be continued</td>
<td>Section “F”</td>
</tr>
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<td>132</td>
<td>…that the Board refer the portion of Recommendation No. (127) of City Council’s motion contained in Clause No. 2 in Report No. 2 of the Policy and Finance Committee, entitled “City of Toronto 2003 Operating Budget” with respect to the Race Relations Outreach Program to the Board/Service Race Relations Joint Working Group (<em>PSB Minute P123 of 2003.04.24, Motion 1</em>)</td>
<td>Complete.</td>
<td>Section “L”</td>
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<td>The recommendation concerning the Race Relations Outreach Program is described in the Report of the Joint Working Group.</td>
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<td>133</td>
<td>…that the Board advise City Council, through the Policy and Finance Committee, that the Board is not in a position to respond to program requirements from the outcome of the Canadian Race Relations Foundation Summit on Policing, Race Relations and Racial Profiling chaired by the Honourable Lincoln Alexander and that the portion of Recommendation No. (127) be forwarded to the Canadian Race Relations Foundation for consideration (PSB Minute P123 of 2003.04.24, Motion 2)</td>
<td>Complete. The recommendation concerning the Race Relations Outreach Program is described in the Report of the Joint Working Group.</td>
<td>Section “L”</td>
</tr>
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<td>134</td>
<td>…that the Board receive the [report An Independent Review of the Toronto Star Analysis of the Criminal Information Processing System (“CIPS”) Data Provided by the Toronto Police Service (TPS), by Edward B. Harvey, Ph.D., University of Toronto] and that a copy be provided to the Board/Service Race Relations Joint Working Group (PSB Minute P126 of 2003.04.28)</td>
<td>Complete. The issue of race/crime statistics is dealt with in the Report of the Joint Working Group.</td>
<td>Sections “D” and “E”</td>
</tr>
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<td>136</td>
<td>…that the Board receive the deputations and the written submissions [with respect to the Chief’s report on the status of recommendations from the City Auditor’s report, “Audit of the Toronto Police Service’s Public Complaint Process”]; and that the Board defer consideration of the foregoing report until the October 16, 2003 meeting when it is anticipated that the Board will also consider the final recommendations of the Board/Service Race Relations Joint Working Group (PSB Minute P193 of 2003.07.17, Motions 1 and 2)</td>
<td>Complete. The complaints process is discussed in the Report of the Joint Working Group</td>
<td>Section “B”</td>
</tr>
</tbody>
</table>