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POLICING A WORLD WITHIN A CITY:

The Race Relations Initiatives of the Toronto Police Service

January 2003

Toronto Police Service

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.*

Policing a World Within a City:

The Race Relations Initiatives of the Toronto Police Service

Table of Contents

Mission Statement and Core Values

Foreword by Chief of Police Julian Fantino

Executive Summary

Section “A”: Historic Overview	3
The Evolution of Modern Toronto	3
Demographic and Socio-economic Impacts on Policing in Toronto.....	4
The Development of the Toronto Police Service.....	8
Community Consultative Process.....	11
Previous Reports Impacting Race Relations.....	14
The Advent of a Race Relations Policy.....	18
Implementation of the Race Relations Policy – The <i>Moving Forward Together</i> Process	18
Section “B”: Methodology of the Review	29
Introduction	29
Methodology of the Review	30
Internal Communication.....	35
Community Consultation	35
Communication Strategy	44
Monitoring & Audit Process	46
Annual Race Relations Report to the Police Services Board	46
Section “C”: Operational Model.....	47
Race Relations Co-ordinating Committee.....	47
Human Resources.....	48
Training & Education	50
Community Policing Support	53
Corporate Communications.....	58
Professional Standards	60

Table of Contents, Continued

Section “D”: Service Delivery.....	63
Community Policing.....	64
Service Delivery (Specialized Units)	65
Service Delivery (The Front Line)	74
Core Business and Service Priorities.....	79
International Initiatives.....	81
Inventory of Unit Initiatives by Command.....	83
Enhancing Field Command Activities	96
Practical Community Supports for TPS Activities.....	97
Other Factors Supporting or Impacting On Service Delivery.....	99
Racial Profiling	99
Section “E”: Recommendations – <i>Equal Opportunity Consultants</i>	103
Section “F”: Recommendations – <i>First Nations Consulting Inc.</i>	146
Section “G”: Recommendations – Metropolitan Auditor	196
Section “H”: Recommendations – Race Relations & Policing Task Force	280
Section “I”: Recommendations – National Black Police Association	294
Section “J”: Recommendations – Commission on Systemic Racism	303

Policing a World Within a City:

The Race Relations Initiatives of the Toronto Police Service

Foreword by Chief of Police Julian Fantino

For some years Toronto has been recognized as being the most diverse city in the world. It is a place where people from a myriad of backgrounds and cultures live, work and play in relative safety and harmony. To their credit this is in no small measure due to the ongoing efforts of the men and women of the Toronto Police Service who truly are *Policing A World Within A City*.

Since its inception in 1957, the Toronto Police Service has not only enjoyed an enviable reputation as a professional organization but also the support of the overwhelming majority of citizens. Furthermore, the relationship between its members and the public it serves is the single most important factor in its success. Accordingly, public support is the Service's most cherished asset.

Recent controversy has served to remind everyone of the fragile nature of this relationship and how potentially divisive allegations of racial bias can be. Unfortunately, even the perception of such bias has put in question the relationship between some segments of society and the police. Nevertheless, I remain steadfastly confident that systemic racism does not exist within the Toronto Police Service.

I am convinced that the vast majority of police officers undertake their sworn duties in exemplary fashion. Indeed, throughout my tenure as Chief of Police I have been consistently uncompromising in my expectations regarding the utmost in professional conduct. With respect to racism, I have been equally unequivocal. At the same time I acknowledge that, as human beings, we are not infallible. Nonetheless, where inappropriate behaviour is discovered, it is dealt with firmly, fairly and within the scope of the law. Simply put, I will not tolerate any manifestation of discriminatory conduct including racism on the part of any member of this Service.

Moreover, in my opinion *Policing A World Within A City – The Race Relations Initiatives of the Toronto Police Service* report is testament to the Service's exemplary record of performance in the field of race relations. While it is not exhaustive, this report presents an inventory of the highlights of race relations initiatives undertaken by the Service which are indicative of the degree of involvement between Service members and the community. This report also illustrates the accomplishments and responsiveness of our organization towards the issue, including recommendations for change, throughout the years. It is self-evident that by any standards the Service has been an innovator in the vanguard of police race relations for at least a quarter of a century.

As Chief of Police I am determined to ensure that the Toronto Police Service continues to promote and foster positive relationships with all citizens in all of the communities in the City of Toronto.

Policing a World Within a City:

The Race Relations Initiatives of the Toronto Police Service

Executive Summary

This report was prepared at the direction of Chief of Police Julian Fantino with the co-operation and involvement of senior officers and members from all commands of the Toronto Police Service.

Statistics Canada has referred to Toronto as “a world within a city”. Policing a richly multicultural and multiracial environment can be very rewarding, but can also present challenges for a police organization that is dedicated to delivering effective services to all stakeholders equally. This report outlines the most significant efforts made by the Toronto Police Service to ensure that it can meet these challenges.

The report is divided into ten sections, as follows:

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 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

Policing a World Within a City:

The Race Relations Initiatives of the Toronto Police Service January 2003

SECTION A: Historic Overview

The Evolution of Modern Toronto

The City of Toronto, indeed the Greater Toronto Area, has changed dramatically, particularly since the formation of the Municipality of Metropolitan Toronto in 1953.

At that time, what is now the City of Toronto was made up of 13 municipalities (Toronto, North York, East York, York, Etobicoke, Long Branch, Mimico, New Toronto, Forest Hill, Leaside, Weston and Swansea). The municipal government of Metropolitan Toronto was created in that year to handle issues that were common to the 13 municipalities and those that transcended their borders.

The late twentieth century was a time of evolution for Toronto. "Over the last quarter-century Toronto has undergone more visible changes than in any other short period of its history. Hundreds of fine old buildings vanished and the mid-century skyline of church spires, banks, offices, and two large hotels was engulfed and almost hidden by a dazzling downtown sculpture garden of towering shapes – black, silver, gold, and brilliant white."¹

As part of the Toronto's evolution process over the last quarter century, in addition to its visible changes, amendments to laws occurred which distanced Toronto from its conservative roots. "As Toronto finally began to shake off its Victorian manner and enjoy itself. [sic] The city's first cocktail bars opened in the late 1940s, Sunday sports were played for the first time, legally, in 1950 and in 1961 going to the movies on Sunday became lawful. In the 1960s there were only two professional live theatres in the city. Today, an eager public is treated to a choice of more than 200 theatre and dance companies performing on over 40 stages..."²

The years following the creation of the municipality in 1953 were a time of rapid growth for the city. During this period, Toronto was growing and developing in all areas. Changes in bylaws, economy, industry, and infrastructure, the development of roads, and growth in numbers and population diversity were transforming Toronto into the cosmopolitan city it is today.

In terms of population during this period, "[i]n Metropolitan Toronto, the population grew by an average of 50,000 annually in the 1950's and 1960's. Of this growth about half was due to natural increase (births minus deaths) and half was due to net migration (immigration minus emigration)."³ To illustrate this explosive growth further, the population of Metropolitan Toronto in 1961 was reported to be 1,620, 861. By 1981, it had grown to 2,137,395 and in 2001 it is reported as 2,456, 805.⁴

¹ Dendy, William and William Kilbourn. Toronto Observed: Its Architecture, Patrons and History. Toronto: Oxford University Press, 1986, page 254

² Filey, Mike and Rosalind Tosh, Toronto Then & Now. Ottawa: Magic Light Publishing, 2000, page 30

³ Metropolitan Toronto Planning Department, Key Facts, May 1982, page 1.0

⁴ The source for these numbers is Statistics Canada, through its web site and sources quoted in TPS documentation.

The cultural diversity of the city's population has also undergone enormous changes during this period. According to Census Canada information, 73% of the population in 1951 said they had British origins.⁵ In contrast, only 12% reported having British origins in 2001.⁶

In 2001, large portions of the population reported southern European origins (19%), east and southeast Asian origins (18%), south Asian origins (13%), and eastern European origins (6%).

"In 1951, only 85 Natives were recorded as residing in the city; by 1961 that number had grown to 1,196, and by 1971 to over 20,000. Today, the Native population in the Metropolitan Toronto area numbers 100,000, including status and non-status Indian, Metis and Inuit. They come from a wide range of tribal backgrounds and are to be found in all walks of life."⁷

Demographic and Socio-economic Impacts on Policing in Toronto

The City of Toronto has changed significantly over the years. The TPS 2001 Annual Report states that "[t]hrough Toronto was originally established by English and French settlers in the 1700's, its population is now made up of people from over 80 different ethnic backgrounds. The United Nations has declared that Toronto is the most diverse and multicultural city on earth. We have been accurately referred to as a 'World within a City.'"⁸

The evolution of Toronto as a richly multicultural city is emphasized through data released by Statistics Canada in January 2003. The *Globe and Mail* summarizes the findings in its January 22, 2003 edition:

Toronto is the most ethnically diverse big city in North America and probably in the world, data from the 2001 census released yesterday suggest...

Toronto, with 44 per cent of its population born on foreign soil, ranks higher in ethnic diversity than Miami, home to huge Cuban and Caribbean communities. Toronto and Vancouver outdistance Sydney, Los Angeles and New York, which are known for their large ethnic communities...

It has long been agreed that Toronto is, in ethnic terms, the most broadly based city on the continent and "perhaps in the world," said Edward Herberg, a sociology professor at the University of Toronto, after examining the census data.

"It's the destination for half of all immigrants [to Canada], including ones from Asia – every place – and that makes it so diverse..."

⁵ Census of Canada, 1951

⁶ Census of Canada, 2001. (Toronto Census Metropolitan Area), as cited in James T. Lemon, *Toronto since 1918: An Illustrated History*. Toronto, Lorimer and National Museum of Man, 1985 (Single origins only)

⁷ Toronto 200 Committee. *Community History: Native Community*, in *Toronto 200: 1793-1993*. Toronto Historical Board, 1993 (?)

⁸ Annual Report 2001, Toronto Police Service, page 1

*Nearly one in five people living in Toronto and Vancouver have been in the country less than 10 years. And more than a third of the people in those cities are members of visible minorities.*⁹

Community Demographics: The Police Perspective

The *Environmental Scan*, which is described later in this section, includes a chapter on demographic trends. This is important because information on demographic and social trends “provides a basis for good planning, identifying areas where changes are likely to occur...[and relating] population and social changes to possible service needs: what are the implications for current and future decisions regarding the delivery of police service, provisions of programs, allocations of resources, and so on”.¹⁰

Part of the role of the *Scan* is to make statements and recommendations about the provision of police service in Toronto, and a number of the findings of the *Scan* underscore the importance of effective police race relations¹¹.

- Toronto received more of the total newcomers to Canada in 2001 (42.0%) than in 1997 (35.4%). The number of newcomers to Toronto in 2001 was 15.1% greater than the number in 2000 and 41.0% greater than the number five years ago in 1997. Just under one-third of the newcomers to Toronto between 1997 and 2001 were children or youth and the greatest number of newcomers to Toronto in each of the past five years have come from Asia. The proportion of newcomers to Toronto unable to speak either English or French increased from 38.0% in 1997 to 46.8% in 2001 [page 1].
- One of the factors that make Toronto such a vibrant and dynamic city is its striking ethnic and racial diversity. According to Statistics Canada, the Toronto Census Metropolitan Area (CMA) has the highest concentration of visible minorities and immigrants in Canada, making it Canada’s most diverse CMA...[A]most two thirds (65.9%) of the visible minority population in the Toronto CMA live within Toronto itself. Visible minorities represented over one-third (37.3%) of Toronto’s population.
- The visible minority population is expected to continue to grow over the next few decades, as a result of high levels of immigration from non-European countries and a relatively young visible minority population.

While Statistics Canada does not seem to provide any information about the actual number of languages spoken in Toronto, they are able to say that of the 2,456,805 people in the city, 1,149,945 report having a first language other than English.¹²

The following supporting illustrations are taken from the 2001 *Environmental Scan*:

⁹ Galloway, Gloria, “Toronto most ethnically diverse in North America”, in *The Globe and Mail*, 2003.01.22

¹⁰ Toronto Police Service, *2002 Environmental Scan*, July 2002, page 1

¹¹ All of the material below is from Chapter 1 (“Demographic Trends”) of the *2002 Environmental Scan*, and was largely obtained from the Statistics Canada web site (www.statcan.ca)

¹² Statistics Canada web site (www.statcan.ca)

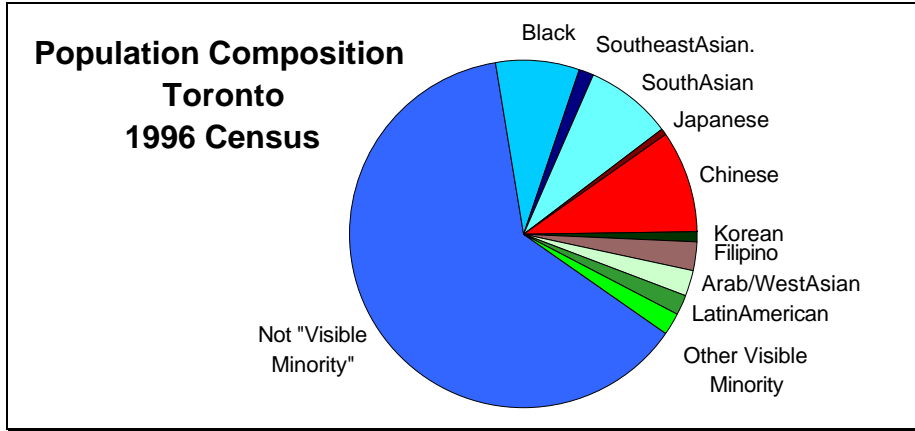


Figure 1.5

Source: Statistics Canada

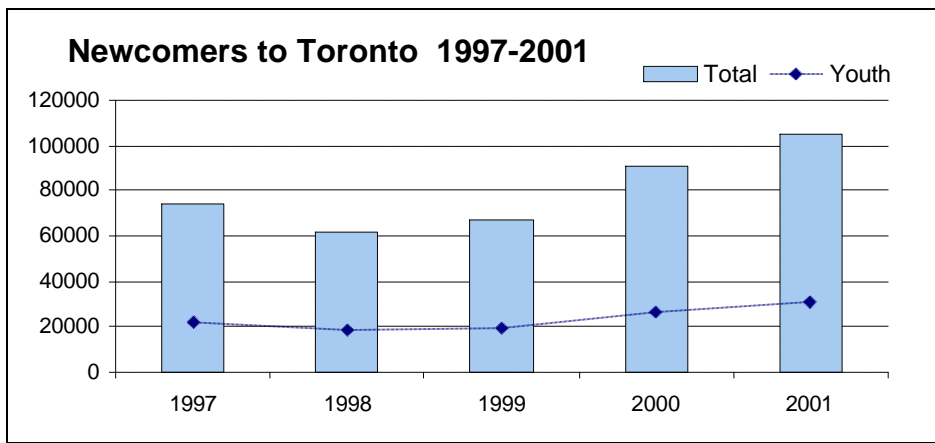


Figure 1.6

Source: Ministry of Citizenship and Immigration Canada
 *Newcomers' include all immigrants and refugees.

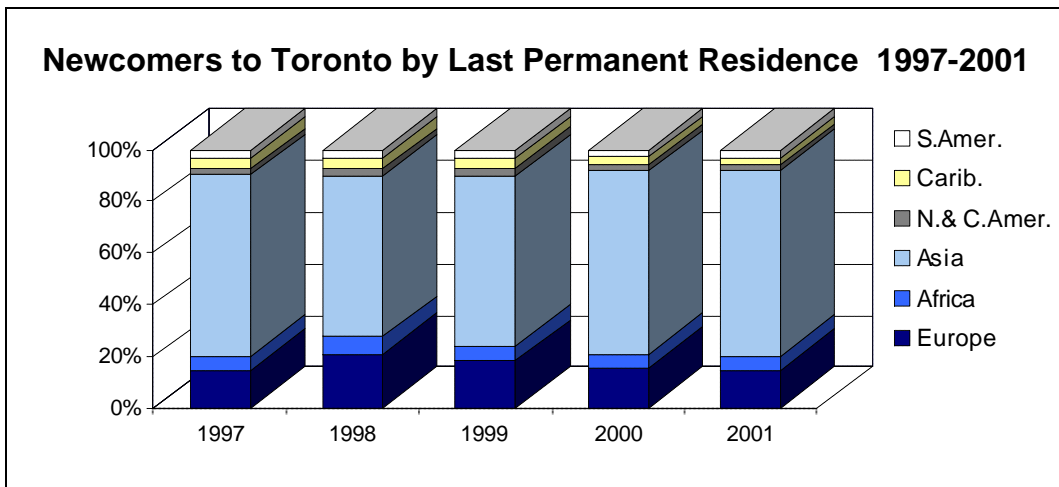


Figure 1.7

Source: Ministry of Citizenship and Immigration Canada
 *Newcomers' include all immigrants and refugees.

Table 1.2

**Major Sources of Immigrants and Refugees to Toronto
1997 & 2001**

1997	2001
Hong Kong	China*
China	India*
Pakistan	Pakistan*
India	Philippines*
Iran	Rep. of Korea*
Sri Lanka	Sri Lanka*
Philippines	United Arab Emirates*
Taiwan	Iran*
Saudi Arabia	Bangladesh*
United Arab Emirates	Saudi Arabia*
Russia	Romania*
Jamaica	Russia*
Romania	Ukraine
Bangladesh	Jamaica*
Rep. of Korea	Israel
United States	United States*
	Afghanistan
	England
	Albania
	Guyana

Source: Ministry of Citizenship and Immigration Canada

** These countries were sources of newcomers to Toronto in both 1997 and 2001. Hong Kong and Taiwan were the only countries from 1997 not included in 2001. Note: There were more than 1,000 immigrants & refugees from each of the above countries of last permanent residence. The table is arranged in descending order, with the first country the source of the most newcomers.*

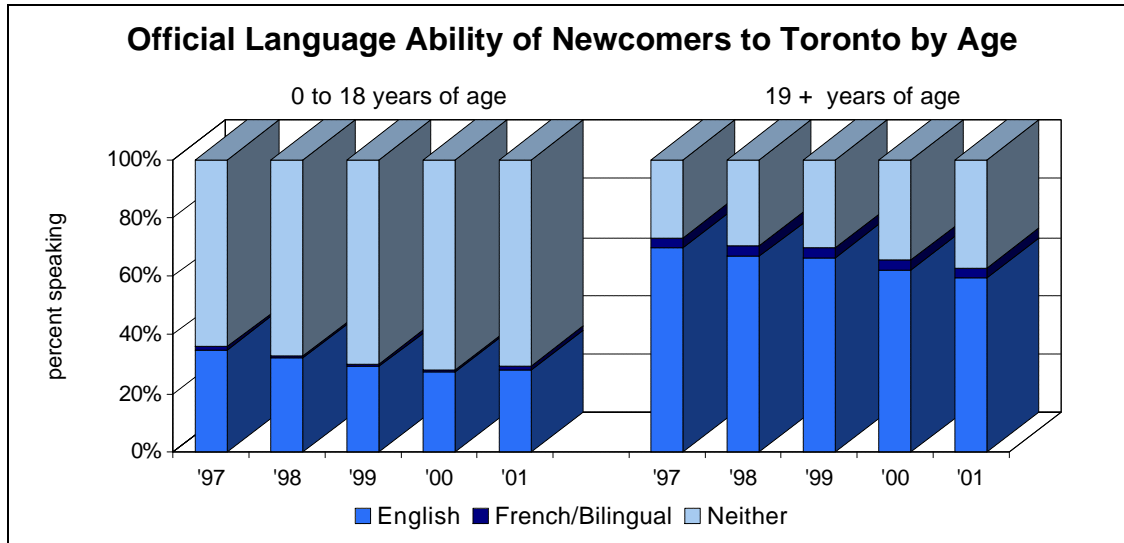


Figure 1.8

Source: Ministry of Citizenship and Immigration Canada

The *Scan* recognizes that “diversity within the population being served presents both opportunities and challenges for the Toronto Police Service. Opportunities, for example, relating to the potential for recruitment, volunteers and community partnerships. And, challenges such as the need to ensure that officers are aware of different cultures and sensitivities, and language barriers which could hinder crime prevention, information dissemination, and ability access services. *The Police Service must work to ensure that members of all communities in Toronto feel they are treated professionally and fairly* [emphasis added]¹³.

“Some awareness of the diversity of the populations being served is important to the provision of policing services. Many newcomers to Toronto have had political and economic experiences that are quite different from what is common in many Canadian cities...[and] may also bring different family role expectations and different experiences with and attitudes toward the police. Knowledge of where newcomers to Toronto have come from will assist in the planning for community liaison, officer training programs, community information/public education programs, and so on.”¹⁴

The “Demographic Trends” section of the *Scan* concludes with a number of recommendations, one of which is that “[w]ith the diversity of ethnic and cultural groups within Toronto, the Service must continue to develop or be involved in initiatives directed toward enhancing relations between the public and the police”.¹⁵

This statement is directly in line with the current race relations review process.

¹³ Toronto Police Service, *2002 Environmental Scan*, July 2002, page 6

¹⁴ *Ibid*, page 8

¹⁵ *Ibid*, page 10

The Development of the Toronto Police Service

Far-reaching changes have transformed the City of Toronto over the past half-century. The Toronto Police Service (TPS) has also evolved to keep pace.

On January 1, 1957, policing in Toronto entered a new era with the creation of a Metropolitan Toronto Police Force. The new service was born from the roots of 13 separate services in the Toronto area, each with [its] own proud history...

Amalgamation eliminated the artificial policing boundaries across the now sprawling Metro Toronto, which itself was formed in 1953. A single service also served to standardize police procedures and communications systems. The result was more effective and cost efficient policing.¹⁶

After coming together to provide consistent, efficient and effective policing to the citizens of Metropolitan Toronto, Toronto's police evolved in a number of ways:

- *Technology:* Moving from call-boxes (glorified telephones) on the beat to state-of-the-art police radios is only one of the ways the Service has taken advantage of modern technology to equip itself to serve the needs of a complex community. Forensic equipment, specialized vehicles, desktop computers with access to complete information systems, less-lethal force options and other technological advancements have helped Toronto's police officers to police the community more efficiently and effectively.
- *Personnel:* From a complement of 2,027 in 1953 (including 19 "policewomen", a separate category in those days!), the Service boasted 5,149 police officers and 2,275 civilian members at the end of 2001. Within the next year or so, the Service expects to meet its authorized complement of 5,255 police officers.
- *Budget:* In 1953, the Service's budget was \$12,659,813. The gross operating budget in 2001 had grown to \$600,934,100, reflecting economic inflation, increased staffing and the higher cost of doing business as we enter the 21st Century.
- *Equipment:* From a fleet of 407 vehicles (including 215 cars and 169 motorcycles) in 1953, the number of vehicles of various types has grown to 1,511 (including 1,228 cars, 138 motorcycles and 149 other vehicles such as golf carts and ATVs). The variety of police vehicles allows members to address virtually all of the city's geographic challenges.
- *Training:* In partnership with the Ontario and Canadian Police Colleges and many groups and individuals from the community, police training has expanded over the years to give members the practical and theoretical knowledge they need to work effectively. In particular, the diversity training that has evolved over the past decade provides specific knowledge and sensitivity to Service members working to solve problems in partnership with Toronto's complex demography.
- *Civilianization:* While police officers performed all but a few specialized and clerical functions in 1953, the Service has expanded its civilian membership to include a wide variety of duties. Many jobs across the Service have been "professionalized" and filled

¹⁶ Toronto Police Service, *Proud of our Past, Confident of our Future: A History of Policing in Toronto* (undated pamphlet)

with civilian members who have specialized education and experience in planning, information technology, human resources, training, forensics, the law, finance and administration. Civilian members with limited policing powers also hold other positions, such as parking enforcement, court security and prisoner care.

- *Race Relations:* Through its enhanced training processes, the creation of specialized units such as Community Policing Support, the aggressive hiring of women and members of visible minority groups, and the experiences of its front-line members, the Service has refined its ability – and continues to refine its ability – to serve an increasingly complex Toronto.

The Evolution of Police Procedures and Practices

As the City of Toronto grew and welcomed new citizens from all over the world, the Metropolitan Toronto Police also became increasingly more diverse. This necessitated changes to – and progress in – human resource procedures and practices to ensure that members of the organization were given guidance about their relations with each other and with members of the increasingly diverse community, and that discipline processes were in place to deal with unacceptable behaviour.

The Development of Police Rules, Regulations, Procedures and Guidelines

As the Service evolved into its modern form, it developed rules, regulations, procedures and guidelines to regulate its members in the performance of their duties. Perhaps some of the most important rules and guidelines pertain to dealing with diversity and race relations.

For example, Procedure 13-15 addresses stereotyping in the workplace viz:

The Toronto Police Service has a strict policy against stereotyping in the workplace. This policy extends to social functions or events attended by members. It also applies to all types of functions or events where members are making presentations or are participants on behalf of the Service. This procedure is intended to prevent stereotyping that can occur in written and verbal communication, as well as in pictorial displays...

Stereotyping of people can be projected through behaviour, verbal and written communication, and pictorial displays. Even though stereotyping may not be intentional, it may be perceived as discriminatory.

The following criteria shall be utilized to ensure that the work environment is free of stereotyping:

- *the language used in all forms of communication (i.e. policies, public information handouts, news releases, general conversation, presentations, videos, etc.) must be bias free;*
- *individuals portrayed in public information handouts, posters, pictorial displays and videos shall reflect the diversity of the community.*

When it is necessary to use handouts, videos or pictorial displays produced by an outside agency, the material shall comply with the policy described in this procedure.¹⁷

Procedure 13-14 is also relevant. Entitled *Workplace Harassment*, it states in part:

The Toronto Police Service is committed to providing a work environment that is free of discrimination and harassment to all its members. To that end, the Toronto Police Services Board enacted the Rule entitled 'Professional Conduct' (4.2.1), which prohibits discriminatory behaviour...

Harassment is a violation of an individual's self respect and is not tolerated. Members have a joint responsibility for understanding harassment and ensuring that the workplace is free from harassment ... Every member must avoid any expression or display of prejudice, bigotry, or discrimination on any of the prohibited grounds. Even the appearance of bias or prejudice can damage the mutual respect between co-workers...

The Service will respond immediately to complaints of harassment in the workplace. Each case shall be handled expeditiously and with confidentiality. If there is evidence indicating harassment, correcting action shall be taken that may include the termination of those responsible. Reprisals carried out against any member who has filed a complaint under this policy, or assisted with its delivery, shall be deemed to be a further breach and may result in severe disciplinary action against those responsible.¹⁸

Procedure 13-14 goes on to define key terms (such as "sexual harassment" and "racial harassment"), introduces key resources for victims of harassment and the options available to them, and outlines specific procedures for members to follow.¹⁹

The Service has implemented many rules, regulations, guidelines, priorities and other statements that underscore the importance of professional behaviour and the development and maintenance of good police-race relations. All are consistent with section one of the Ontario *Police Services Act*, 1990, which further reinforces the obligation on the Toronto Police Service to ensure that policing is provided in accordance with "the importance of safeguarding the fundamental rights guaranteed by the Canadian Charter of Rights and Freedoms and the Human Rights Code."²⁰

Community Consultative Process

On a daily basis, TPS members at all levels consult with members of the public from every walk of life. In keeping with its community-oriented policing philosophy and in addition to the countless information contacts that occur each day between police officers and members of the

¹⁷ Toronto Police Service, Policy & Procedure Manual, Procedure 13-15, *Stereotyping Prevention in the Workplace*, pages 1-2

¹⁸ Toronto Police Service, Policy & Procedure Manual, Procedure 13-14, *Workplace Harassment*, pages 1-2

¹⁹ Ibid, pages 2-4

²⁰ Letter dated November 7, 2002 to Chairman Gardner, TPSB, City Council motion Ref. 2002-08-J(9)

public, a formal and structured communication process has been established by the Service to ensure that the public has input into the policing of Toronto.

Active community consultative processes are not new to policing in Toronto. Formalized corporate-level processes that are still in place go back at least two decades, and others existed before that time. At the local level, some police divisions had Community Policing Liaison Committees (CPLCs) even before these groups were standardized by the *Beyond 2000* process. Over the years, however, the processes have been refined and formalized.

One of the ways in which this has happened is through a handbook for people involved with the Service in volunteer and consultative efforts. Groups involved in these processes are guided by a comprehensive *Community Volunteer and Consultation Manual*, which outlines the policies and procedures that are recommended when community members participate with the police to meet their joint goals and priorities.

The community consultative process currently operates at three different but complementary levels:

- Chief's Advisory Council (known in some documents as the "Chief's Community Advisory Council")
- Community Consultative Committees
- Divisional Community-Police Liaison Committees (CPLCs)²¹

This structure is consistent with a "Consultative Committee Review", which took place as part of an organizational review early in 2000. This review was conducted by 16 committee members, of whom nine were members of the Service, two were members of the Police Services Board and five were members of the community. The committee found that "Toronto is well served by the quality and extent of its public consultation program. After reviewing the material, it is apparent that the Toronto Police Service goes beyond virtually every other police organization in North America to reach its public in a fairly effective way"²².

The committee made twenty recommendations to make the process even more effective. Those recommendations support the Service's current consultation structure.

Chief's (Community) Advisory Council

The Chief of Police or his designate meets with a committee known as the Chief's Advisory Council. This group is made up of community members, and mirrors the diversity of the city's population. The mandate of the council is to *provide a forum through which the Chief of Police can obtain direct input, advice and assistance from a representative cross-section of the community on strategic issues affecting the delivery of equitable police services in the City of Toronto.*

²¹ Metropolitan Toronto Police, Report on Race Relations, CPSU, January 1997, page 36

²² Toronto Police Service, *Final Report of the Chief's Organizational Review* (Chapter Two), page 75

Community Consultative Committees

The Community Policing Support unit at Police Headquarters has established several community consultative committees to facilitate dialogue with communities that transcend police administrative boundaries. Ongoing, active committees have been established with representatives of the Aboriginal, Black, Chinese, French and South & West Asian communities. A staff superintendent is assigned to each committee as the Command Liaison to ensure linkage with the executive of the Service. Many other communities have established consultative structures to which a liaison officer from Community Policing Support has been assigned.

Community Police Liaison Committees

Each of the 16 police divisions in the City of Toronto has a Community Police Liaison Committee (CPLC) to provide input, advice and assistance to the local unit commander. The membership of these committees is intended to reflect the unique and diverse composition of the population in the geographic area served by a particular division. Participants in these committees may include representatives of distinct racial, cultural or linguistic groups, social agencies, businesses, schools, places of worship, etc. Officers from divisions also interact with other established organizations such as residents' associations and work with various ad hoc committees to address specific community issues.

The Environmental Scan: A Fourth Tier of Community Consultation

The Toronto Police Service produces a regular *Environmental Scan*, which is widely used by Service members and useful to many members of the community. The *Scan* is a regular review of the environment in which the TPS provides service, and covers a very wide range of factors that can impact on the services provided by the organization, and on its partnerships and relationships with the community.

Prior to preparing an *Environmental Scan*, Service planners consult with both TPS members and external representatives from a variety of public and private sector agencies, government departments and community services. Because of the extensive nature of this consultation, the scanning process can be considered to be a fourth element of the Service's community consultative process.

These consultations are an important part of the scanning process, and have consistently provided valuable information and insight regarding traffic safety, community patrols, emergency calls, assistance for victims of crime, violent and property crimes, community satisfaction, organized crime and youth violence and victimization. The intent is to focus on changing environmental and social conditions, and to anticipate issues that must be addressed in the future delivery of police services.²³ "Good race relations is a fundamental tool for effective policing in an increasingly diverse environment."²⁴

During the January to March 2002 scanning process, for example, eight consultations were held with members of the public, including city councillors. Representatives from a number of public

²³ Toronto Police Service, 2002 *Environmental Scan*, page 169

²⁴ Toronto Police Service Board Minute 379, August 25, 1994

and private sector organizations, the Chief's Advisory Council and Community Policing Liaison Committees (CPLCs) were also in attendance. A number of issues raised by this consultative process were considered in writing the Scan document.²⁵ "Input on current and future impacts on police service expectations and delivery was solicited through 19 consultations, 8 with representatives from a variety of public and private sector agencies (including government, schools, health care, banking, private security, transportation, academia, etc.) and members of the public in town hall meetings, and 11 with Service members, including front-line uniform and civilian personnel from all Commands and unit commanders."²⁶

The Scan document provides the Service with an assessment and review of major issues and trends, both internal and external, that may affect either the TPS or the delivery of police services within the community. The scan is used in conjunction with other sources of information in the setting and review of Service priorities and goals.²⁷

It is important to remember that there are also a large number of ongoing consultative processes that deal with specific issues. For example, the *Toronto Police Recruiting Coalition Committee*, which is made up of the senior officers of the TPS Employment unit and more than ten community members, helps the TPS with its strategies to recruit visible minority and Aboriginal employment candidates.

These consultations through the *Environmental Scan*, the creation of various levels of community consultative committees and the enhancements to Service policies and practices reflect the evolution of the Toronto Police Service, which is an ongoing process. The Service will continue to change with the times, and to advance in its ability to serve Toronto with excellence and sensitivity. The Service has a long, proud history and reputation, the result of progressive thinking and actions. Working with partners in the community, the Service has become a leader in many areas, including police-race relations. The TPS continues to be strong in its commitment to providing services that are sensitive to the needs of Toronto's diverse communities.

Race Relations was no exception to this evolution. The Service was fortunate to have a wealth of information, specifically in relation to race relations, available. Community consultations will continue specific to police-race relations.

Previous Reports Impacting Race Relations

Historically, the Service has welcomed internal and external input from its members and the community in many areas, including race relations. "There has been considerable research, studies, reports and recommendations aimed at addressing the issues of police-race relations".²⁸ These reports and recommendations helped to enhance the interaction between the TPS and its diverse constituents, well before the current police-race relations process began.

The Service has responded to the various studies and reports by taking appropriate action when necessary, without hesitation. This section of *Policing a World Within a City* outlines many of

²⁵ Toronto Police Service, 2002 *Environmental Scan*, page 8

²⁶ Toronto Police Service Board Minute P219, August 20, 2002

²⁷ Toronto Police Service, Intranet, Corporate Planning, 2003.01.06

²⁸ A Strategy to Enhance the Metropolitan Toronto Police Force's Profile with Racial Minorities, Equal Opportunity Consultants, page 11

the reports, publications, studies and discussion papers that have been written on the topic of police-race relations in the Toronto or Ontario context. Most originate outside the Service, but a selection of key TPS reports is also covered in the following pages.

In May 1974, the Metropolitan Board of Commissioners of Police asked Arthur Maloney, QC, to examine the complaint process used by the Metropolitan Toronto Police. This examination took place because of concerns brought before City Council regarding the actions of police officers assigned to the area of Rochdale College. This review was intended to address the ability of the police complaint bureau to adequately respond to and resolve complaints from the public regarding the conduct of police officers.

The *Report to the Metropolitan Toronto Board of Commissioners of Police* was published in 1975. It recommended that the process by which members of the community filed complaints about the conduct of police officers be altered to boost public confidence in it.

The Board adopted and implemented the majority of Justice Maloney's recommendations. Some of the recommendations, however, required substantial legislative changes by the Ontario government, and were therefore beyond the control of the Board of Commissioners. This was the first of reports outlining the need to change the complaints process and appoint an independent civilian Commissioner for complaints.

Later in 1974, The Board asked the province to conduct a public inquiry as a result of a number of citizen complaints against the police. The result was an Order in Council (October 1974) that appointed the Honourable Mr. Justice Donald Morand to lead an inquiry. In his report, Mr. Justice Morand wrote that he had been asked "to determine if there was a tendency or practice on the part of the Metropolitan Toronto Police Department [sic] to use excessive force in the arrest, detention or interrogation of suspects. After hearing all of the evidence summarized in Part I of this Report, I came to the clear conclusion that there is no such tendency or practice".²⁹ The report made recommendations with respect to procedures that "will, in my view, improve and regulate the conduct and procedures of the Force and hopefully will act as deterrents to the problems discussed in the body of this Report".³⁰

The report of the *Royal Commission into Metropolitan Toronto Police Practices* was made public on July 28, 1976. Justice Morand, once again, recommended that the province establish an independent civilian review of public complaints. As a result of the recommendations, the procedures that related to apprehension, arrest, detention and use of force by police were substantially reviewed and revised by both the Force and the Board. The recommendation for a civilian review of complaints was referred to the appropriate provincial authorities (Board Minute 451 of 1976 refers).

The evolution of the TPS complaint process is contained within *Ensuring Public Accountability: A Background Report on Initiatives of the Metro Toronto Police Services Board regarding Public Complaints against Police Officers*. This comprehensive report provided background information on the initiatives taken by the Toronto Police Services Board as well as an overview of the police complaints legislation and information on the Special Investigations Unit.³¹ It additionally provided a timeline of public complaint legislation.

²⁹ Mr. Justice Donald R. Morand, *Summary of Recommendations* from the report of the *Royal Commission into Metropolitan Toronto Police Practices, Part III, Chapter XXIV, page 266*

³⁰ Ibid

³¹ Toronto Police Services Board Minutes #541, dated 1992.09.10, page 1

Mr. Wilson Head was commissioned in 1975 to study discrimination in Metropolitan Toronto in response to reports and concerns about tensions between various diverse groups in the city. The result was *The Black Presence in the Canadian Mosaic: A Study of Perception and the Practice of Discrimination Against Blacks in Metropolitan Toronto*. Published through the Ontario Human Rights Commission, this report provided an overview of discrimination that had been found to exist in Metropolitan Toronto, and made 34 recommendations for change to school systems, media, police and community services and activities.

Metropolitan Toronto City Council commissioned a task force on human relations chaired by Walter Pitman in 1977. The Task Force was asked to prepare a comprehensive report on racism and violence within Metropolitan Toronto. This request came as a result of a series of beatings of individuals of South Asian heritage on the Toronto subway. The report by the Task Force, entitled *Now Is Not Too Late*, contained 41 recommendations, 18 of which dealt with policing issues. The report stressed that the police had to respond to the rapid demographic changes taking place in Metropolitan Toronto.

The Board of Commissioners of Police were in receipt of the Pitman report on December 8, 1977, and appointed a committee to study and analyze the 18 recommendations that dealt with policing issues (Board Minute 749 of December 8, 1977, refers). On January 19, 1978, the Committee presented its report to the Board, which unanimously adopted the recommendations.

Although the Force was initially resistant to the idea, *Now is Not Too Late* began a process that resulted in the removal of height and weight restrictions for police applicants. This was an important step to ensure that members of visible minorities whose height and weight often fell outside these parameters were not prevented from joining the Metropolitan Toronto Police. Other similar changes were also recommended by the study.

The adoption of a *Declaration of Concern and Intent*, which committed the police to combating all forms of discrimination within the Service, was in response to the Pitman report. This represented a significant step forward in the area of police-race relations.

The *Declaration of Concern and Intent* led to the creation of *Standing Order 24*, which conclusively prohibited discriminatory practices by police staff. It stated that "[e]very member of the Force must avoid any expression or display of prejudice, bigotry, discrimination, and sexual or racial harassment."³² This *Standing Order* was distributed to all members, who signed that they received their copy of this important document. The *Standing Order* was re-affirmed, revised and re-issued several times by successive Chiefs of Police until 1989. It was integrated into the new and completely revised Rules and Procedures in 1993.

Mr. Walter Pitman's *Now is Not Too Late* report had also recommended that a study and evaluation of psychological tests be completed to determine racial attitudes of applicants for police employment. As a result of this recommendation, the Committee recommended that the Board retain the services of Canadian psychologist Dr. Reva Gerstein to further study the needs of the Force relating to this recommendation. Dr. Gerstein chaired the Task Force on the Racial and Ethnic Implications of Police Hiring, Training, Promotion and Career Development, which submitted its report *Policing in Ontario for the Eighties: Perceptions and Reflections*, in 1980.

³² Metropolitan Toronto Police Services Board, Race Relations Policy booklet, November 1990

The report addressed the credibility of the police to effectively provide fair and just services in their contacts with members of the Black community. The report found that few individuals from racial minority groups were selected during the police recruitment process, and that the biggest barrier to attracting recruits was the negative perception that minorities had of the police.

The Task Force made 26 recommendations to the effect that all police forces institute positive recruitment programs with the purpose of reaching qualified individuals from minority groups. The Service took action on Dr. Gerstein's recommendations and has been involved since that time in positive recruitment programs to reach qualified individuals from minority groups. Further specifics on these recruitment strategies are detailed later in this report.

During this period, the Metropolitan Toronto Police refined and enhanced the diversity training that had been provided to its members since the 1970's. This training was supported by a book that was issued to all of Toronto's police officers. *Police, Race and Ethnicity: A Guide for Law Enforcement Officers* by Brian K. Cryderman and Chris N. O'Toole (published in 1986 by Butterworth and Company in Toronto) is a collection of essays and articles by many different authors. The chapters deal, among other things, with the sociological and historical background to the study of race and ethnicity, multiculturalism, immigration, ethnicity, the police culture, the relationship between the police and minority communities, dealing with incidents of discrimination, and minority community profiles. The Board purchased 5,300 copies of the book (Board Minute 364 of July 3, 1986 refers), which was distributed to all uniform members of the Service.

A motion from Metro Chairman and Board of Commissioners of Police member Paul Godfrey led to a report by His Eminence Gerald Emmett Cardinal Carter. "This Commission, therefore, requests the Solicitor-General to institute a review of the use of firearms by police forces throughout this Province, with particular reference to the function of the police in their relationships with all members of society, and to make recommendations in such areas as police training and procedures as may be justified, especially in circumstances where violence and confrontation place the police and public in conflict."³³ Cardinal Carter was asked to conduct this review because of his reputation for compassion and understanding, and for his credibility as a representative of the entire community.

The *Report to Civic Authorities of Metropolitan Toronto and its Citizens*, was released in 1979. The topics addressed in Cardinal Carter's report were the Board of Commissioners of Police, the role of the media, complaints against police, verbal insults, recruitment of police force, rights and protection of police officers and education.

"The establishment of a permanent committee to form a link between the Commission and the visible minorities of Metropolitan Toronto",³⁴ the expansion of the police officer foot patrols in the city, the request for implementation of a citizen complaint procedure (as recommended by Mr. Arthur Maloney and Mr. Justice Morand), and the continuation of training in human relations and specifically relations with minority groups were among the significant changes made within the police force as a direct result of the Cardinal Carter report.

³³ Metropolitan Board of Commissioners of Police, Board Minute #518, dated 1979.09.06

³⁴ Metropolitan Toronto Police Services Board letter dated February 11, 1980

The Advent of a Race Relations Policy

In 1989, the Metropolitan Toronto Police Force signed the Race Relations Policy document that illustrated the police commitment to race relations. In a special ceremony at Police Headquarters in November of that year, the Chair of the Police Services Board, the Chief of Police, the President of the Police Association and hundreds of community members pledged their commitment to assist in the process of developing a comprehensive race relations policy.

The participants specifically committed themselves to the principles and intent of enhancing police-community relations, and striving to ensure the Metropolitan Toronto Police Force remained at the forefront of the promotion of harmonious race relations, and that it continued to be an example to other police forces across Canada.

In September 1990, public consultations were held throughout Toronto, as community input was crucial to the development of the race relations policy.³⁵ Draft policies that were developed by the Committee were made available to the public for input and consideration through five public consultations. Suggestions and comments from the community were received, and were incorporated where appropriate.

The result was five policy statements that, along with *Standing Order 24*, formed the Police Services Board's *Race Relations Policy*. The five policy statements covered community relations, employment equity, staff development & training, media relations and the public complaints policy. When it was completed, the *Race Relations Policy* document was distributed to Service members.

The policy statements also identified the five major "program areas" that had a significant role in race relations issues. The five "program areas" (units) were Personnel Services (now Human Resources), Training, Education and Development (now Training & Education), Community Services (now Community Policing Support), Public Affairs (now Corporate Communications) and Professional Standards.

Standing Order 24 was replaced in 1993 by a Rule entitled "Professional Conduct". The rule remains substantially unchanged to this date:

4.2.1 PROFESSIONAL CONDUCT

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.³⁶

Implementation of the Race Relations Policy - The Moving Forward Together Process

Moving Forward Together: An Integrated Approach to Race Relations was approved by the Police Services Board in March 1995. The report represented the culmination of an intensive process of consultation, research and self-examination on the part of the Metropolitan Toronto

³⁵ Metropolitan Toronto Police Services Board, Race Relations Policy booklet, November 1990

³⁶ Toronto Police Service Rule 4.2.1

Police as it continued to work toward improved relationships with the visible minority, Aboriginal and other groups across the city that had taken place over the previous few years.

During the early 1990s, the Police Services Board had commissioned a series of external reports on the race relations policies, practices and procedures of the Force. Additional reports on the subject were received from other external sources.

The following five reports were examined in detail, and their recommendations addressed during the *Moving Forward Together* process.

- *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)

Equal Opportunity Consultants and Mukwa Ode First Nations Consulting Inc. were retained on October 3, 1991, by the Metropolitan Toronto Police Services Board to develop strategies to enhance the relationship between the Metropolitan Toronto Police and the racial minority and Aboriginal communities.

Equal Opportunity Consultants provided their report, entitled *A Strategy to Enhance the Metropolitan Toronto Police Force's Profile with Racial Minorities*, in January 1992. This report contained recommendations focusing on strategies for recruitment and organizational, policy and program, media and communications development. Recommendations also covered minority officers on the Force, the role of frontline supervisors, research as a means of monitoring police/minority relations, the role of the communities, the role of community consultative mechanisms, police service activities, and police partnerships. These recommendations were specifically responded to in the 1995 *Moving Forward Together* document.

Mukwa Ode First Nations Consulting Inc. completed its report, entitled *As We Were Told* in January 1992. This report contained recommendations, focusing on improvements in police perceptions of the Aboriginal community, perceptions of the police within the Aboriginal community, recruiting, and community access to police headquarters. These recommendations were specifically responded to in the 1995 *Moving Forward Together* document.

The Metropolitan Toronto Police Services Board in April 1992 asked Metropolitan Auditor Allan Andrews to conduct an audit of the policies, procedures, programs and practices of the Force which impact on racial minorities and the police-race relations climate. Mr. Andrews completed his report, entitled *Review of Race Relations Practices of the Metropolitan Toronto Police Force*, in September 1992. This report contained recommendations dealing with a variety of issues, including training, community relations, complaints, an audit process and hiring, evaluation and promotion practices. These recommendations were specifically responded to in the 1995 *Moving Forward Together* document.

In the late 1980s, Mr. Clare Lewis was appointed by the Solicitor General of Ontario to lead a task force on race relations and policing. The task force was mandated to explore ways in which the relationship between the police and minority communities could be improved, and focused on certain key areas such as police training, hiring and promotion.

Mr. Clare Lewis submitted his first *Report of the Race Relations and Policing Task Force* in April 1989. The report contained recommendations, most of which focused on resolving issues dealing with human resource practices including recruitment, hiring and promotion.

Mr. Stephen Lewis, Special Advisor on Race Relations to Ontario Premier Bob Rae, was asked to engage in a consultative process to assess and report on race relations issues across the province. This report, which was not limited to policing issues, was sent to the Premier on June 9, 1992. In his report, he outlined perceived inadequacies with the implementation of the recommendations of the 1989 *Race Relations and Policing Task Force*, led by Clare Lewis. The result was the re-constitution of that task force.

The Race Relations and Policing Task Force was re-instated and the second report of the Task Force was published in November 1992. This report contained the recommendations from the 1989 Task Force report as well as additional recommendations created during the most recent process. Although the majority of recommendations were directed at government agencies, the Service responded to those specifically directed to police services and their management in the *Moving Forward Together* document.

The National Black Police Association held a conference in Atlanta, Georgia in 1993. There were seven recommendations that emerged from the conference which addressed such things as opportunities for racial minorities in investigative areas and leadership roles, the amalgamation of the recruiting unit and the employment office, visible minority input into the content of the training curriculum and the active recruitment of qualified racial minority candidates as training instructors. These recommendations were specifically responded to in the 1995 *Moving Forward Together* document.

All of these reports were welcomed by the Toronto Police Services and Police Services Board because it had become apparent that while the development of a formal race relations policy was a significant challenge, a greater challenge still was to ensure that the policy had the desired effect not only on the organization but also on the public it serves. This proved to be a daunting though vitally important task, which was addressed by a series of committees and working groups both within and outside the Service.

In September 1992, former Deputy Chief James Clark was asked by the Police Services Board to develop a race relations action plan. To this end, he established and chaired a Race Relations Management Committee, which was made up of senior police personnel representing key areas of the Service.

The Race Relations Management Committee set out the following goals:

- Formulate a precise plan of action in response to the recommendations made through various reports [excludes the 1993 conference]

- Designate a unit of the Force with a mandate which includes overall responsibility for the ongoing co-ordination and integration of race relations activities, including monitoring and implementation of the Action Plan
- Enhance the Force's relationship with the Aboriginal and minority communities
- Ensure that Board policy and Force procedure, with respect to race relations and related issues, impact in a meaningful way on all aspects of organizational life

The initial priority of the *Moving Forward Together* process was to ensure that the 174 recommendations in the various external reports were specifically addressed. This was accomplished by distributing the reports for review and task identification by relevant program areas of the Service. Units were then assigned to formulate responses to the recommendations that applied to their program areas in terms of existing programs, pending initiatives and required action. The Race Relations Management Committee addressed the recommendations and issues that did not fall precisely within a specific unit's mandate, and also finalized all responses. Ultimately, over one hundred civilian and uniform members worked on this project.

To ensure that the voice of the community was heard, six community consultation sessions were hosted in January 1993. The sessions dealt with training, complaints and discipline, access and enforcement, community and media relations, Aboriginal issues and personnel practices and employment. Invitations were extended to ninety individuals and organizations including the Police Services Board to participate in the evening sessions or otherwise have input to the Committee's deliberations. All of the information received was considered and, where appropriate, it was incorporated into *Moving Forward Together: An Integrated Approach to Race Relations*.

On July 29, 1993, the Toronto Police Services Board received the Committee's interim report, which addressed the 174 recommendations included in the reports by the Metropolitan Auditor, Equal Opportunity Consultants, Mukwa Ode First Nations Consulting Inc. and the Race Relations And Policing Task Force. At the same meeting, the Board also directed that the recommendations which emerged from the National Black Police Association 1993 Conference be addressed, bringing the total number of recommendations to 181.

The five reports outlined above were the foundation of the *Moving Forward Together* process that was directed by the Race Relations Management Committee. Each report contained a series of recommendations, which were addressed during the process.

The Force agreed with the vast majority of the recommendations, and many were implemented during and shortly after the process. Even more have been implemented in the years since *Moving Forward Together* was released. There was a great deal of information contained in the response to the recommendations but they have not been replicated in this section for clarity and to avoid duplication. However, through the pages of *Policing a World Within a City*, the Service has updated its responses to all of the recommendations contained in 1995's *Moving Forward Together* document. The recommendations and the 2002 responses can be found in Sections "E" through "J".

In addition, a sub-committee of the Board was formed to develop a forward-looking implementation model. This committee was made up of the original Race Relations Management Committee and three members of the Board. Known as the Race Relations Implementation Committee, this group drafted a mission statement and articulated the

philosophical basis upon which to proceed. The Mission Statement and governing principles, established to guide the development of a management strategy to integrate race relations into core policing during the second phase of the *Moving Forward Together* process, were as follows:

Mission Statement

The Metropolitan Toronto Police is committed to providing an equitable service, by eliminating barriers to access and treating all persons within the community and the organization with respect and equality, with no expression or display of prejudice, bigotry, discrimination or harassment toward any person.

Governing Principles

In order to accomplish this, the Force will adhere to the following governing principles:

- race relations is the responsibility of every member of the Force
- race relations will be integrated into all aspects of organizational life as well as its operations through existing management structures
- Unit Commanders are responsible and accountable for ensuring that the Force Race Relations Policy is implemented in their area of command
- Personnel Services; Training, Education and Development; Professional Standards; Public Affairs; and Community Services will act in concert to support the race relations efforts of the balance of the Force
- the diverse communities of Metropolitan Toronto will have ongoing involvement in the design and application of the Force's Race Relations Policy Implementation Plan
- race relations is best addressed in the context of competent community oriented policing

Unfortunately, the availability of members of this group proved difficult, so progress on the project was delayed. In the spring of 1994, it was decided that a smaller group, known as the Race Relations Co-ordinating Committee, would take on the activities of the Race Relations Implementation Committee.

The smaller committee, which consisted of the unit commanders of the five units most directly involved in race relations (Personnel Services, Training, Education & Development, Professional Standards, Public Affairs and Community Services) then took over the work on the project.

The Race Relations Co-ordinating Committee prioritized four fundamental implementation objectives:

- Senior management is committed to, and accountable for, the integration of race relations into core policing activities.

- Within all of Toronto's diverse neighbourhoods and communities, each member performs his/her duties with sensitivity and effectiveness consistent with community oriented policing.
- In a manner that is consistent with Board policy, the organization establishes structures and processes to provide members with the necessary skills, resources, supports and rewards to ensure that members interact appropriately with all persons. The institution effectively supports community oriented policing.
- Neighbourhoods and their communities are continually consulted and actively involved in supporting and enhancing members' ability to work effectively within diversity.

In order to accomplish these objectives in a manner consistent with Board direction, the Race Relations Co-ordinating Committee engaged in additional formal and informal consultation with internal and external sources. This consultation included federal, provincial and municipal government bodies, a number of other police services, and community organizations.

Consequently, a model designed to facilitate the integration of race relations and core policing was presented to the whole Race Relations Implementation Committee in June 1994. This model, including the amendments garnered from that meeting, was incorporated into the final version of the *Moving Forward Together* document.

The overall purpose of the Race Relations Implementation Model was to ensure that the Race Relations Policy adopted in 1989 had a meaningful impact on every aspect of organizational life. Moreover, it was intended to integrate race relations into core policing activities, including policing operations. To do so, the Committee and each of the five units most involved in race relations issues each adopted specific mission statements, objectives and strategies that formed the basis of the model.

The 1995 model appears in Section "B" of this report. In addition, the vision that accompanied the model in the *Moving Forward Together* document (and which relates to individual members of the Service) is worthy of note:

Given the cosmopolitan environment of Metropolitan Toronto, the Force has an obligation to ensure that each of its members can undertake his/her day to day tasks confident in the knowledge:

- *THAT the Police Services Board and Command Officers regard race relations as a priority*
- *THAT the Force's discipline and reward systems reinforce positive race relations efforts*
- *THAT he/she has the skills and knowledge to interact appropriately with any citizen*
- *THAT administrative practices used for other functions are applied to race relations*
- *THAT service in race relations enjoys the same status as more traditional police roles*
- *THAT his/her career aspirations are attainable*
- *THAT the Force's reputation depends on its members acting ethically and professionally*

- *THAT specialized support and resources are readily available*
- *THAT members of the public expect to be treated with dignity and respect*
- *THAT his/her Senior and Supervisory Officers are also assessed on their competence in race relations*

In the latter part of 1994, the Program Review Team and the *Beyond 2000* Restructuring Task Force analyzed the *Moving Forward Together* document for consistency with the Toronto Police Services Board's overall strategic policy direction. The Chief's Community Liaison unit was amalgamated with Community Programs to form Community Services, with a mandate to coordinate and support the integration of the race relations policy by operational units of the Service. The initial deadline for implementation was January 1, 1996, but it was deferred to coincide with other Service organizational changes.

On January 23, 1996, the Police Services Board received a *status* report on the progress of the Service with respect to race relations. This report also provided a detailed internal and external communication strategy for *Moving Forward Together* and the Race Relations Policy Implementation Model.

The status report was divided into the following six parts:

- *Moving Forward Together* recommendations
- Program Areas
- Role of Community Policing Support
- Service-Wide Involvement
- Community Consultation
- Monitoring Process

In keeping with the original strategic direction of the *Moving Forward Together* process (to integrate race relations into all aspects of organizational life including operations), the Chief and other Command Officers assumed responsibility for race relations issues.

The formal document, entitled *Moving Forward Together - An Integrated Approach To Race Relations*, was thus the culmination of a process that had begun with the adoption of the Race Relations Policy in 1989. The development and introduction of the Race Relations Implementation Model was the capstone of a comprehensive undertaking that would profoundly impact the entire organization, and especially the units who deliver police service directly to the public. It is regarded as a crucial milestone in the development of the organization, addressing as it does an issue which is so fundamental to the relationship with the community served by the TPS.

The following, taken from the "Overview" section of *Moving Forward Together*, illustrates the importance attached to the task by the organization and the spirit in which the overview was approached.

Considerable effort has been expended by Force members at all levels to improve relations with the public and specifically with minority groups. Inroads have been made in many areas but with varying degrees of success. There have been isolated incidents which have not assisted in the furthering of positive police/community relations.

We must not allow these regrettable setbacks to cause us to lose sight of the fact the Force remains trusted and respected by the vast majority in every community. Notwithstanding that support, we also recognize it is not a time for complacency. On the contrary, the time is ripe for a "new departure".

The positive and negative experiences of the past have been critically evaluated and used to develop a means to improve relationships, not only with the community at large, but also with those who regard themselves as alienated from the police. The Force must work together with the community as a whole to improve the relationship in our mutual interest. As the motto on the cover of this report suggests, its time for "moving forward together".

In this spirit, the Race Relations Co-ordinating Committee is optimistic that the release of this report will eventually be regarded as a watershed in policing and race relations in Toronto. Such a willingness to affect fundamental changes, is demonstrative of the genuine desire of the Committee to do all things reasonably able to be done in furtherance of its self-imposed goals. This too was the approach taken towards the specific recommendations addressed to the Force in the various reports considered by the Committee. In short, all its work to date has been vigorously undertaken with a view to enhancing the Force's relationship with the minority and Aboriginal communities it serves. The only restriction in this regard was the common sense caveat, that changes could not be introduced which would unduly disrupt operations or compound fiscal difficulties...

The Committee does not subscribe to the view that [bias] is simply part of the inevitable human toll exacted upon those involved in the policing profession. On the contrary it is something which can and should be counteracted for the benefit of the community and the officers themselves. Firstly, the Force must continue to reinforce, through training, discipline and management practices, that unacceptable behaviour which may flow from such bias will not be tolerated. Secondly, consistent with the strategic direction of the Force as articulated in the Beyond 2000 initiative, through job rotation and an expanded role officers will be exposed to the general public in more positive circumstances.³⁷

As the *Moving Forward Together* process concluded, another race relations review was being undertaken at the provincial level that had an impact on all elements of the justice system in Ontario, including the police. In October 1992, Order-in-Council 2909 established the *Commission on Systemic Racism*. The Commission, co-chaired by David Cole and Margaret Gittens, was mandated to investigate and recommend on the extent to which systemic racism exists in the practices, procedures and policies of the Ontario criminal justice system.

The report of the Commission identified problems with systemic racism in the Ontario criminal justice system, and made recommendations intended to address these problems. Among the findings of the Commission was that visible minorities, and particularly Blacks and Aboriginals, were over-represented in the criminal justice system. The recommendations directed specifically to police services dealt with arrest, detention, conditional release powers, cautioning and charging, accountability to the community, police involvement in schools, race relations strategy and community policing.

³⁷ Toronto Police Service, *Moving Forward Together, An Integrated Approach to Race Relations*, "Overview", pages 2 and 3

Metro Council referred the report to the Chair, Metropolitan Toronto Police Services Board, for response. The Police Services Board directed then-Chief David Boothby to provide a report that responded to the policing recommendations. "Examination of the *Report* reveals that generally, the Metropolitan Toronto Police Service already meets the spirit of those recommendations directed to police services."³⁸ The responses to these recommendations were revisited during this 2002 process and updated accordingly in Section "J" of this report.

Towards a New Beginning – The Report and Action Plan of the Four-Level Government/African Canadian Community Working Group was a result of the initiation of a working group "to develop an integrated, strategic plan of action to address the urgent concerns of the Black community in Toronto."³⁹

The Report noted that there were many concerns which included issues such as policing, community relations, discrimination in employment and housing, training opportunities for youth as well as inadequacies in mental health and other social service related programs. In total forty-six recommendations were made, eight of which addressed issues of policing.

Good Beginnings – A Catalogue of Race Relations Initiatives in Ontario, 1996, was distributed by the Police-Race Relations Monitoring Board, Ministry of the Solicitor General and Correctional Services. Chairman Dr. Nazru Deen and his team catalogued the race relations initiatives of 61 police services and 11 community organizations. Forty-five race relations initiatives of the Toronto Police Service have been highlighted within this report, the largest amount supplied by any one police service in Ontario. These initiatives outline the significant work that has been undertaken by the Service and its community partners to enhance race relations in Toronto, and provides the rest of the province with further initiatives and ideas to assist in the enhancement of their police-race relations.

The Equal Opportunity Guideline for Ontario Police Services was a substitute for Ontario's employment equity regulation, specific to police services, which was repealed in 1995. The Board and the Service have followed the guideline, with the result that the Service's response to employment equity was every bit as rigorous as when the regulation was in force – even though there was no formal requirement that the Service do so.

Professor Scot Wortley made a presentation to the Toronto Police Services Board – Race Relations Sub-Committee on December 6, 1999. He "outlined the results of a survey conducted five years ago [1994] on police stops. His research showed Black respondents were more likely to have been stopped by police. He also spoke about the issue of who gets stopped and searched at Customs."⁴⁰ He left a number of academic papers as background information. This information was relayed to the Police Services Board, during their January 26, 2000 meeting. The Board requested a response from Chief Boothby about strategies on police stops, which was received at the February 24, 2000 Board meeting.

"In a survey of eight ethnic groups done for The Star by Goldfarb Consultants, black Torontonians said they faced more discrimination than any other ethnic group. Of the blacks polled, 88 per cent of Jamaicans perceived the greatest biases against them...According to the poll, nearly three in four Jamaicans believe their community is treated unfairly by police, 68 percent feel mistreated by Canada Customs and half perceive unfair treatment by the courts.

³⁸ Metropolitan Toronto Police Services Board Minute #407, dated 1996.12.12

³⁹ Letter to the City of Toronto, Policy and Finance Standing Committee, dated 2003.01.10, page 16

⁴⁰ Toronto Police Services Board Minute #15, dated 2000.01.26

Three-quarters of Jamaicans feel the media treat the black community unfairly.⁴¹ Such reports are routinely factored into the Service's training programs and are addressed in part in Chief Boothby's report to the Board mentioned in the preceding paragraph.

City of Toronto Audit Services, in 2002, released *Performance Audit: The Public Complaints Process Toronto Police Service*. In this report, City of Toronto Audit Services performed an audit of the public complaints process used by the TPS. Requested by the Police Services Board, the audit focused on conduct-related complaints against police officers.

The audit conclusion was that "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. Improvements have been recommended to further enhance the public complaints process and make it more effective towards achieving the business plan objectives of the Service."⁴²

However, the auditor's report identified a number of concerns, including the following:

- The current process does not involve sufficient civilian oversight. There is a feeling that complaints involving greater civilian oversight are more thorough and objective.
- Only the individual affected by the conduct of a police officer can formally complain under current legislation.
- Problems such as these can lead to a lack of confidence in the process, which in turn causes people not to take advantage of it. This makes it difficult for the Service to attain its goal of attaining a high degree of public confidence in the impartiality of the complaints process.

A great deal of public discussion is currently taking place about the police complaints system, and the Service and the Board are aware of and reviewing the 27 recommendations proposed by the City Auditor with respect to it. The Service has already begun to move forward on these recommendations by enhancing the information available to the public about the complaint process (Board Minute P265 of 2002.10.24 refers). TPS Professional Standards is responding to the recommendations made within the City audit and the Solicitor General is responsible for making changes to the legislation, rather than the Toronto Police Services Board.

As can be seen from the foregoing, individually and collectively, the members of the Toronto Police Service have a proud history in race relations. With the support of the community, the Service has achieved significant success in the field of race relations particularly with the development of the strategic plan articulated in the 1995 *Moving Forward Together – An Integrated Approach To Race Relations*.

This commitment to excellence has led to official recognition of the Service by outside agencies. One important recent example was the International Association of Chiefs of Police Civil Rights Award in Law Enforcement, which was awarded jointly to the Toronto Police Service and the Urban Alliance on Race Relations at the 109th IACP Conference in Minneapolis, Minnesota.

⁴¹ You don't have to be black to suffer prejudice. You just have to sound black. Ashante Infantry, 1999.07.03

⁴² Toronto Police Service s Board Minute P265, dated 2002.10.24

This award was conferred on the two agencies after the TPS was invited by the Urban Alliance on Race Relations and the Queen Street Patients Council to work together to alleviate concerns that followed police shootings that involved visible minorities or persons suffering from a mental disability. This productive process was led by the community groups, and while there often was not immediate agreement on some issues, all participants followed the motto, "Conflict handled responsibly leads to positive change". Positive change was certainly achieved, and this process was seen as a major step in police race and mental health relations in the city. A spirit of goodwill and improved communication between the Service and key community stakeholders remains in place almost three years after the process concluded.

In addition, over the years, individual members of the Toronto Police Service have also received numerous internal and external awards. Some examples include a commemorative medal for the Queen's Golden Jubilee, Chief of Police Excellence Awards, Grenada Association Achievement Award for Community Service, Barbadian Canadian Association Award, Human Rights and Race Relations Gold Medal, Eglinton Community Initiative Award for Community Service and the Zafar Memorial Trust Award.

The Service is committed to continuous improvement in the area of police race relations and strives to maintain its reputation as a world leader in this field as it serves the culturally diverse community of Toronto. The balance of this report outlines many of the positive strides that have been made over the years. The next section of this report "B" describes the most recent race relations review process which evinces the organization's desire to constantly seek ways to improve still further.

Policing a World Within a City

SECTION B: Race Relations Review Process 2002

Introduction

The City of Toronto is the most diverse urban centre in the world. For many years, its citizens and police have enjoyed a climate of harmonious race relations.

In the latter half of October 2002, however, fuelled by media reports alleging “racial profiling”, the Toronto Police Service found itself at the centre of controversy. Police relations with visible minorities, particularly the Black community, were suddenly the subject of widespread and sometimes acrimonious public debate.

In response, Chief of Police Julian Fantino consistently rejected the implication that the Service was a racist organization and outlined the significant work that its members have undertaken over many years to foster positive relations among all the communities it serves. In fact, Chief Fantino led a communications campaign throughout this period to both reassure and inform the public about the Service’s commitment to maintain and enhance its relationship with visible minority communities.

At the same time, the Chief and Senior Officers encouraged Service members to continue to perform their sworn duties with the utmost diligence and professionalism at a time of heightened sensitivity. Furthermore, every opportunity was taken, internally and externally, to underscore the Service’s consistent and unequivocal policy of zero tolerance toward racism or any other differential treatment.

Amid the unfortunate and negative rhetoric that characterized some aspects of this debate, the Service received numerous expressions of support and encouragement from the public, including leaders of the Black community, which also suffered from the controversy. Nevertheless, no matter how unwarranted the original allegations of racially biased policing, the harmful impact on both the community and the police was real. The perception that lingered in some quarters had to be addressed.

To this end, Chief Fantino directed an immediate, comprehensive review of the Service’s race relations policies, practices and procedures. This review, which was mandated to review initiatives and progress in police-race relations since 1989, was conceived as an opportunity to take stock of past progress with a view to the future.

As well as reviewing past accomplishments, therefore, this ambitious process was intended to identify resources throughout the Service and garner the maximum community input possible in the limited time available. When pressing issues were identified and where appropriate, immediate action was taken on elements of the project.

This review is more than a status report. It demonstrates that the Service has been diligent in its police-race relations efforts over the past decade, and that suggestions that the Service has not implemented recommendations from previous studies and commissions are not accurate.

This report is also the beginning of an ongoing process of renewal to respond to the needs of an ever-changing environment. More complex long-term corrective measures and initiatives, some

of which will require more time, resources and external consultation to implement, are being identified that will be pursued in the future.

Methodology of the Review

In early November 2002, Chief of Police Julian Fantino re-established the Race Relations Co-ordinating Committee, with a mandate to review and renew the Service's Race Relations Operational Plan. The Committee assumed overall responsibility for the ongoing co-ordination and integration of all race-relations activities, including the monitoring and implementation of the action-oriented operational plan found in Section "C" of this report.

This committee, chaired by Chief Fantino, is made up of the unit commanders of the program areas having the most direct strategic influence on race relations:

- Human Resources
- Training and Education
- Community Policing Support
- Corporate Communications
- Professional Standards

As well, the staff superintendents from Area and Central Field (which are primarily responsible for providing core police services to the public through the 16 divisions) bring a crucial operational perspective to the Committee. The Chief's legal counsel also sits on the Committee. Further support, assistance and input was obtained as required from civilian and uniform personnel throughout Service.

The Committee is supported by a Race Relations Review Team. The Team is led by a senior officer who is currently on secondment to the Ontario Civilian Commission on Police Services, and who also sits on the Committee.

One of the Committee's first tasks is to oversee the creation and approval of this report. In addition to the Committee itself, more than one hundred civilian and uniform Service members at all levels have participated directly in the review that produced this report, which attests to the widespread involvement of the organization as a whole. Indeed, every unit in the entire Service participated in the review process.

Moving Forward Together

Due to the exhaustive race relations review undertaken in the early 1990s by the Service and its community partners, the Committee had the benefit of the Service's race relations strategic plan, articulated in 1995 through the document *Moving Forward Together: An Integrated Approach to Race Relations*. *Moving Forward Together* is the product of a far-reaching and comprehensive self-examination and planning process designed to enhance the relationship between the Service and the visible minority and Aboriginal communities. It also addresses 181 recommendations from a series of independent external reports on police-race relations. The Police Services Board approved *Moving Forward Together* in March 1995.

At the outset of this process *Moving Forward Together* was critically evaluated against today's internal and external realities by the Committee and others, and was found to be fundamentally sound. Developed in collaboration with the community and the Police Services Board, the philosophical approach the *Moving Forward Together* process employed and the actual operational model it contained were found to be valid and relevant in 2002. Consequently, in the considered opinion of the Committee, *Moving Forward Together* can serve as a blueprint to guide the current review and help to update and enhance each aspect of the original foundation.

The Committee also re-affirmed the philosophical basis, mission statement, governing principles, vision and policy implementation model found in *Moving Forward Together*. These are described in more detail in Section "A" of this report.

Continued Relevance and Validity of Moving Forward Together

In order to confirm its support of the relevance and validity of the *Moving Forward Together* model, the Committee applied an objective three-part test. Simply put, would the *Moving Forward Together* approach contribute in a meaningful way to the letter and spirit of the Rule prohibiting racism, as well as the Service's Mission Statement and Core Values and the principal governing legislation, the *Police Services Act*?

The first part of the test was to compare *Moving Forward Together* to Rule 4.2.1 (Professional Conduct), which is a by-law passed by the Police Services Board prohibiting racism and discriminatory conduct. It reads:

"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."

Even a cursory review of *Moving Forward Together* shows that it unequivocally confronts the issue of racism and prescribes a means of improving police relations with visible minority and Aboriginal communities. Obviously, *Moving Forward Together* is consistent with Rule 4.2.1.

Secondly, the Committee compared *Moving Forward Together* to the Service's Mission Statement and Core Values (which are reproduced in full at the beginning of this report). Their purpose is to serve as a guide or self-check for service members when they are compelled to make decisions in circumstances that are not governed by a specific law or procedure. The Core Values make it clear that the Service is committed to honesty, integrity, fairness, respect, reliability, teamwork and positive attitude. These values were adopted and defined through a collaborative effort among the community, the Service, the Police Services Board, the Police Association and the Senior Officers' Organization. Two of the values – fairness and respect – are particularly applicable to the issue of race relations, and draw a close link between the Service's Core Values and *Moving Forward Together*.

The third element of the test compares *Moving Forward Together* to the mandate of the Toronto Police Service, which is derived from the *Police Services Act*, R.S.O. 1990, c. P.15. This legislation governs all aspects of policing in Ontario, and prescribes the role and responsibilities of members of the Police Services Board as well as of the Service. Accordingly the Declaration of Principles found in Part 1 of the *Act* is profoundly relevant to this process. It reads:

1. *Police services shall be provided throughout Ontario in accordance with the following principles:*

1. *The need to ensure the safety and security of all persons and property in Ontario.*
2. *The importance of safeguarding the fundamental rights guaranteed by the Canadian Charter of Rights and Freedoms and the Human Rights Code.*
3. *The need for co-operation between the providers of police services and the communities they serve.*
4. *The importance of respect for victims of crime and understanding of their needs.*
5. *The need for sensitivity to the pluralistic, multiracial and multicultural character of Ontario society.*
6. *The need to ensure that police forces are representative of the communities they serve. R.S.O. 1990, c. P.15, s. 1.*

These principles, especially 2, 3, 5 and 6, are addressed in detail in *Moving Forward Together*, and had a strong impact on its development. Therefore, following the application of these standards to the *Moving Forward Together* document and process, it is the considered opinion of the Committee that the process constitutes a worthy basis on which to conduct the 2002 review.

Continuing the Review Process

The fundamental purpose of the Committee is to strive towards a police organization in which race relations is a non-issue. In keeping with the Service's legacy as an instrument of social change, this latest effort will help to contribute to the eradication of racism in society at large. This report will be another significant milestone along the path toward that goal, and the Committee is confident that the established race relations structure will contribute to the Service's unqualified desire to deliver upon this commitment. In particular, the Race Relations Operational Model described in Section "C" of this report is designed to effect concrete, practical improvements to race relations at the service delivery level, where officers interact most with the general public.

Based on the conclusion that *Moving Forward Together* remains relevant at the beginning of the 21st Century, its process was enhanced during the last two months of 2002. To this end a "Race Relations Review Team" was formed at the Chief's direction to support the Race Relations Co-ordinating Committee and to be a nucleus for the project in furtherance of the strategic direction established in *Moving Forward Together*. Other representatives were also engaged to contribute to the venture from literally every unit of the Service.

Responses to Recommendations from External Sources

The 1995 *Moving Forward Together* document contained the Service's responses to 181 recommendations that were directed toward the police in a series of external reports on police-race relations. Of these recommendations:

- 41 were taken from the report of the Equal Opportunity Consultants
- 48 came from Mukwa Ode First Nations Consulting Incorporated
- 74 originated with the City Auditor
- 11 were found in the Race Relations and Policing Task Force
- 7 emerged from the National Black Police Association's 1993 Conference

In an effort to conduct the most comprehensive review of the Service's race relations initiatives, these 181 recommendations were re-visited, along with 28 additional recommendations from the Report of the Commission on Systemic Racism in the Ontario Criminal Justice System that are specific to policing. Consequently, 209 recommendations have been addressed during the current review.

This was accomplished by assigning each of these recommendations to the most appropriate unit or program area within the Service for review, update and response, having regard to the spirit and full text of each document. The Race Relations Co-ordinating Committee responded to eight of the recommendations that did not fall precisely within a specific unit's mandate.

Each of the other recommendations was assigned to the most relevant Service units with a request that staff update the status report connected to each one. Members of the units were asked to provide responses to the recommendations that pertained to their program areas in terms of existing programs and, where appropriate, pending initiatives. The Committee addressed the eight recommendations and issues that did not fit precisely within a specific unit mandate, and also finalized all responses.

As previously indicated, the majority of these recommendations were directed to the five units of the Service that have the most direct strategic influence on race relations:

- | | |
|--------------------------------|----|
| • Human Resources – | 58 |
| • Training and Education – | 26 |
| • Community Policing Support – | 48 |
| • Corporate Communications – | 14 |
| • Professional Standards – | 21 |

The recommendations that did not appropriately belong within the mandates of these five units were distributed across the Service as follows:

- | | |
|---|----|
| • Corporate Planning – | 10 |
| • Detective Services, Hate Crime Unit – | 3 |
| • Toronto Police Services Board – | 19 |
| • Area and Central Field Commands – | 2 |

While the Service welcomed (and in some case requested) the external reports under consideration, not all of the 209 specific recommendations were deemed appropriate for

implementation. Some approved recommendations have yet to be completely implemented, largely due to resource limitations and competing priorities.

The implementation status of the 209 recommendations is as follows:

• Implemented	170	(81.3%)
• Implementation in Progress	6	(2.9%)
• Implemented in Part	8	(3.8%)
• Not to be Implemented	20	(9.6%)
• Not Implemented	5	(2.4%)

The following are examples of the reason for which some of the recommendations have not been implemented:

Not Implemented:

- Recommendation is beyond the control of the Toronto Police Service and/or the Toronto Police Services Board
- Not implemented due to cost and practicability issues
- Governed by legislation, protocol or procedure
- Already addressed by existing systems, programs or processes

Not to be Implemented:

- The Toronto environment is unique and not suitable for the program suggested in the recommendation
- Governed by legislation, protocol or procedure
- Already addressed by existing systems, programs or processes

In sections E through J of this report, each of the 209 recommendations is reproduced along with its source, assignment and status, as well as the Service response.

Race Relations Operational Model

The essence of the *Moving Forward Together* process was to establish a cohesive, systemic approach to race relations that would integrate policy into all aspects of organizational life, including service delivery. To this end, the Committee reviewed the Policy Implementation Model in the *Moving Forward Together* document, and the revised version can be found in Section “C” of this report.

Delivery of Police Services

Given the paramount importance of the day-to-day delivery of police services to the public, another aspect of this review process was the compilation of an inventory of the race relations

activities undertaken by the entire Service. Every unit was required to provide the Committee with a report describing its operational contributions to the race relations efforts of the organization as a whole. Section “D” of this report discusses service delivery by the Toronto Police Service, and summarizes race relations initiatives undertaken throughout the organization.

Historic Perspective

Concurrent with the foregoing review process, the Committee also directed the Race Relations Review Team to examine the evolution of policing in Toronto with particular regard to race relations. Insofar as it was possible, this exercise included an examination of early studies of police race relations in Toronto and the Service’s response to them.

However, in light of the many years that have elapsed since some of them were published, a comprehensive review could not be performed. Nonetheless, as a general proposition the findings and recommendations in those early reports mirror the themes addressed during the *Moving Forward Together* process. This historic overview appears in Section “A” of this report.

Internal Communication

The re-establishment of the Race Relations Co-ordinating Review Committee was announced to the Service through a Routine Order that also encouraged all members of the Service to contribute to the review. Furthermore, on a number of occasions Chief Fantino communicated directly with members of the organization in person, by written bulletins and via video broadcast on race relations issues. By these means, the Chief urged members to continue to diligently, equitably and steadfastly perform their sworn duties in the service of the public.

Community Consultation

In addition to the widespread internal consultation undertaken during the review process, the Service recognized the need to garner as much input as possible in the time available from individuals and organizations throughout Toronto and beyond. Moreover from the outset of the review process, Chief Fantino personally led an outreach effort, particularly in the Black community. At the same time, he also spearheaded an aggressive multifaceted communication campaign in which he reiterated the Service’s commitment to serve the public lawfully, ethically, professionally and without any manifestation of racism whatsoever.

The Service included the long-established Community Consultative Committees, which are an important source public input. Included in this partnership are the Chief’s Advisory Council and Community Consultative Committees, and the local Community Police Liaison Committees. This formal community consultative process is described in detail in Section “A” of this report.

In addition, members of the Service at all levels sought input from the many formal and informal community contacts maintained with virtually every community in the city. Indeed, specifically during this review, unit commanders and other members of the Service were requested to reach out to community partners and seek their input. As well, numerous private individuals and community leaders chose to communicate their views directly with the Service via telephone, mail and e-mail with respect to the issue of police-race relations.

In light of the manner in which police-race relations became a matter of considerable public debate in late October 2002, priority was given to dialogue with concerned individuals and organizations, especially those representing the Black community. Consequently, the Service conducted or participated in extraordinary outreach and consultative processes during the review which are worthy of special note, including:

Chief's Community Meeting

On November 11, 2002, Chief Fantino invited a number of community representatives to dialogue and address pressing issues with respect to police-race relations. Forty-five community leaders welcomed the opportunity and attended Headquarters. Ten recommendations resulted from the discussion:

1. *Enhance the 'diversity' training programs that are presently being provided to all TPS members.*
2. *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.*
3. *Enhance existing TPS youth outreach initiatives and partner with community agencies to conduct outreach programs geared to the vulnerable youth in the black community.*
4. *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.*
5. *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.*
6. *Enhance the existing TPS "Human Resources Strategy" to increase the recruitment and staff development of black officers at all levels within the Service.*
7. *Review and publicly report on the TPS implementation of past race relations reports and recommendations.*
8. *Institute a new TPS policy to ensure that there is zero tolerance for 'racially biased policing'.*
9. *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.*
10. *Enhance TPS efforts at reducing violence in the black community through proactive initiatives and intelligence led enforcement initiative (i.e. the 'Gun Task Force').*

The Chief commented that the Service is committed to continuing to work with the Black community to bring these recommendations to fruition, and to bringing an end to violence in the community. The Chief of Police also encouraged all citizens to make a contribution by submitting their recommendations via the Toronto Police web site.

Chief's Multicultural Media Luncheon

The multicultural media luncheon is held annually. This event brings together the Chief of Police, Corporate Communications personnel and members of the ethnic and community media. On November 15th 2002, the group met and had discussions relating to current issues facing the police service and the community.

Resulting from this meeting were the following statements that were accepted by both the media representatives and the Chief.

- The media representatives made a commitment to report relevant and complete police-related information in the ethnic and minority community newspapers, thereby allowing the ethnic community to receive a more balanced report.
- Ethnic media keep new immigrants connected to their homeland by providing them with valuable information. Equally, Corporate Communications can supply helpful information that can assist them in the integration process.
- Corporate Communications will catalogue news and other interest items on a weekly basis from the ethnic newspapers.

Corporate Communications will maintain its liaison with the ethnic media and will continue to develop enhanced ways to deliver accurate information to the various communities.

Police Services Board Community Meeting

On November 16th 2002 the Toronto Police Services Board convened a special community consultation meeting facilitated by Hamlin Grange. The Chair and members received input from more than forty members of the community, representing organizations active in the field of race relations. The Chief of Police and approximately 20 senior staff who are engaged in the Service's 2002 Race Relations Review Process attended as observers.

Attendees expressed diverse opinions on a wide range of race relations and policing issues, including public complaints, racial profiling and violent crime. Mr. Grange is preparing a formal report on the proceedings for presentation during the regular meeting of the Police Services Board on February 20, 2003.

Community representatives were also invited to attend the next regular meeting of the Board in November, at which an audit of the public complaint process would be discussed.

Police Services Board Meetings

At its regular meetings of October 24 and November 21, 2002 the Police Services Board received a number of deputations regarding the City Auditor's report entitled *Performance Audit – The Public Complaints Process, Toronto Police Service*. These deputations included representatives from the Canadian Civil Liberties Association, African-Canadian Legal Clinic, Aboriginal Legal Services, Aboriginal Peoples Council, Parkdale Community Legal Services and Toronto Police Accountability Coalition. Many of these spokespersons stressed the importance of the public complaints process in terms of its impact on police race relations.

Subsequently, the Board decided to forward copies of the Auditor's report and written submissions provided by the debutantes to the Ministry of Public Safety and Security, and to request that they be reviewed with the intention of amending the present complaints system to create a more independent, civilian-oriented complaints process.

Summit on Policing, Race Relations and Racial Profiling

The mission of the Canadian Race Relations Foundation is to shed light on the causes and manifestations of racism, provide independent, outspoken national leadership, and act as a resource and facilitator in the pursuit of equality, fairness and social justice.

On November 25, 2002 the Toronto Police Service attended a closed-door summit on Policing, Race Relations and Racial Profiling chaired by the Honourable Lincoln Alexander, Chair of the Canadian Race Relations Foundation. Chief Fantino participated along with representatives from the federal, provincial and municipal governments, as well as several police services, associations and other organizations.

Chief Fantino addressed the summit, and the following day distributed a summary of his statement to all members of the Service. This message included the following:

1. *I recognized that an element of racism and discrimination exists in all elements of society.*
2. *I requested that racial profiling and racial bias policing be accurately defined.*
3. *I stated that there is zero tolerance respecting racism and other forms of discriminatory/biased police practices.*
4. *I expressed concerns about ending the violence in the black community.*
5. *I expressed support for the overwhelming majority of Toronto police officers who are performing their duties ethically and professionally every day and who feel they have been unjustly portrayed as racists by the Toronto Star and other elements of the community.*

Further, I ensured that every person who attended the Summit was provided with a copy of the remarks that I made at the November 11th meeting with representative of the Black community. This package outlined the many achievements/initiatives of the Toronto Police Service in the field of race relations. This information is available on the Toronto Police Service websites.

In addition, I proposed that the Provincial Government consider the following:

- a) *A review of training at the Ontario Police College to directly address racial biased policing issues.*
- b) *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 Services (OCCPS) to oversee the complaints process.*
- c) *A provincial recruiting campaign to attract racial minorities to policing.*

- d) *An examination of the current constable selection process to ensure that no inadvertent cultural/racial biases exist in the selection process.*⁴³

At a press conference following the summit several of the participants made public statements, including Chief Fantino who said, "I am pleased we have achieved consensus that a problem does exist, and that there must be zero tolerance for racism and all forms of discrimination in policing but I am also pleased we reached consensus that the overwhelming majority of police in Toronto (and across the country) do their jobs ethically and professionally, because they feel they have all been unjustly portrayed as racists. We are committed to working together with community and those gathered today to resolve the issues and improve police/community relations."⁴⁴

The Honourable Lincoln Alexander called the summit a "meeting of the minds", and announced that it would reconvene in about three months to discuss the status of the extensive positive recommendations and plans for action which had been put forward.

Conference on Racism in the Criminal Justice System

On November 29, 2002, a number of Service members attended a conference on systemic racism in the criminal justice system. The conference was held at the University of Toronto Faculty of Law.

Attendees were exposed to presentations on systemic racism, particularly as it affects Black youth and Aboriginal people. Some individuals related incidents in which they felt unfairly treated within the criminal justice system. There was also a panel discussion lead by members of the legal profession.

Participants determined that there is still much work to be done in the area of anti-racism. Recommendations were made about the police complaint system and the ongoing monitoring of race relations practices and initiatives.

Canadian Labour Congress

The Canadian Labour Congress (CLC) represents approximately 2.5 million workers across Canada. After an offer from the CLC, a meeting on race relations issues was held at Headquarters on December 6, 2002. The meeting included Service members from units from throughout the Service.

The CLC Secretary-Treasurer, Mr. Hassan Yussuf, explained that the CLC wanted to share its own organization's experience in promoting anti-racism with members of the Toronto Police Service. The CLC representatives presented an extensive overview of the process by which a task force of the CLC had sought to comprehensively address the issue of racism on a national basis during the mid-1990s.

⁴³ Chief Julian Fantino, *Message from the Chief*, 2002.11.26

⁴⁴ Canadian Race Relations Foundation, News Release 2002.11.25

During the course of the very positive meeting, it soon became apparent that most of the experiences shared by the CLC were similar to those of the Service. Indeed, many aspects of the CLC process coincided with those of the Service during the development of the *Moving Forward Together* strategic plan, as well as the current review.

The meeting concluded with an agreement to continue the dialogue and to develop a working partnership to share ideas and address matters of mutual concern. The CLC also agreed to supply copies of its report entitled *Challenging Racism: Going Beyond Recommendations* to members of the Service, and to facilitate the planning of future meetings focusing on specific aspects of the issue.

The Service also agreed to make copies of *Policing A World Within A City – The Race Relations Initiatives of the Toronto Police Service* available to the CLC as soon as it is approved.

Town Hall Meetings

As part of an ongoing consultative strategy, Chief Fantino scheduled a series of routine town hall meetings for the last quarter 2002 and first quarter 2003. Each meeting is intended to permit dialogue on policing issues directly with the communities served by the 16 police divisions in Toronto.

At the time of writing, four of these meetings had taken place at York Council Chambers (on December 9, 2002), the Christian Centre Church, North York (on January 7, 2003), Thistletown Collegiate, Etobicoke (on January 20, 2003) and Scarborough Council Chambers (on January 27, 2003).

At each meeting, Chief Fantino and other senior officers received input from those in attendance on a range of policing issues, including race relations. Eight similar meetings have been arranged for February and March 2003.

Call-in Show

Since November 2002, Chief Fantino has appeared on an hour-long call-in television program on Cable Pulse 24. The show, which airs live between 8:00 p.m. and 9:00 p.m. on varying weeknights, allows members of the public to call in and ask the Chief any questions or provide comments on any topic that they think appropriate and important. This format provides visible, accessible and open dialogue between the Chief and members of all of Toronto's communities.

Muslim Community Leaders

On December 8, 2002, Chief Fantino met with four leading clerics from the Muslim community. As a result of these discussions, it was decided to establish an ongoing partnership by the formation of a Muslim Community Consultative Committee in January 2003, in partnership with the Community Policing Support unit.

Somali Community Leaders

On January 4, 2003, Chief Fantino met with Somali community leaders at the Holiday Inn at Martin Grove and Dixon Roads in Etobicoke. Once again, the result was an open dialogue that fostered greater mutual understanding. The local unit commander accompanied the Chief at the meeting, at which unique problems were aired and potential solutions discussed.

Black Community Faith Leaders

Chief Fantino and other senior officers met with 35 faith leaders from the Black community on December 11, 2002. A wide range of issues of serious concern to both the police and the community were discussed, including the relationship between the police and Black youth.

The leaders undertook to devise a concrete plan of action, focused on youth, which would engage churches and police divisions throughout Toronto in 2003. Deputy Chief Michael Boyd, Policing Support Command, has been assigned to co-ordinate this initiative with the assistance of the Fellowship of Christian Police Officers.

Community Leaders' Forum (Faith Community)

On January 26, 2003, Chief Fantino accepted an invitation to address leaders from a number of faith communities in Toronto at the Community Leaders' Forum, which was held at the Japanese Cultural Centre.

This forum, which meets every couple of months, is mandated to increase understanding and cooperation across society, and strives to eliminate barriers that divide the various communities. It has been active since the aftermath of the September 11 tragedy in 2001.

Jamaican Canadian Association

On January 15, 2003, over 300 people attended a community farewell for His Excellency Raymond Wolfe, Jamaica's High Commissioner to Canada.

Chief Fantino was unavailable, but was represented by Staff Superintendent Emory Gilbert at this event, which was sponsored by the Jamaican Canadian Association and supported by a variety of Jamaican-Canadian organizations.

Many of the participants expressed concern about the community being unfairly characterized by the media, based on the violent behaviour of a criminal element. His Excellency conveyed his support for the Service, and indicated his desire to meet with Chief Fantino during the Chief's upcoming visit to Jamaica.

Canadian and Ontario Associations of Chiefs of Police

The Toronto Police Service will continue as an active participant in both of these policing organizations including the various committees and sub-committees which have a direct bearing

on race relations issues, including the CACP "Policing with Aboriginal Peoples Committee" on which the Service is represented by a Staff Superintendent.

International Association of Chiefs of Police

The Chairman of the Police Services Board and two members of the Service are members of the International Association of Chiefs of Police (IACP) Civil Rights Committee. This committee, which meets twice a year, is connected with a number of other civil rights organizations across North America.

Its purpose is to study, consider and determine programs, policies and initiatives that will enhance law enforcement's role in strengthening and protecting the civil rights of all people.

The committee works to set professional standards for civil rights policy, and intends to develop a clearing house of information for police agencies seeking to implement programs to increase efforts designed to safeguard civil rights.

The Committee has annual civil rights awards in a number of areas. Chief Fantino represented the Service in 2002 when the Service won one of these awards for its efforts and programs in support of civil rights.

Senior Officers' Organization

The Organization conveyed its unqualified support for the initiatives taken by Chief of Police Julian Fantino to address race relations issues. It also expressed confidence in the ability of all members of the Service to discharge their duties in an equitable and professional manner.

Toronto Police Association

On behalf of its membership, the Executive of the Association rejects as unfounded any portrayal of its members as racist. It also takes issue with allegations that the Service or its members profile citizens based on race or ethnicity. It is most concerned with the adverse impact that allegations of racism have had, not only on its own members' welfare, but also on their capacity to carry out their sworn duties.

Accordingly, the Association welcomes the support and encouragement that Chief Fantino has publicly and privately offered to the members of the Toronto Police Service.

Council of Police Against Racism (COPAR)

Chaired by the Anti-racism Co-ordinator of the Ontario Provincial Police, this is a recently-formed network of police trainers from the GTA who, along with colleagues at the Ontario Police College, exchange resources and information in the field of race relations and anti-racism. Staff at Toronto's C.O. Bick College will participate in this group's efforts in 2003.

Association of Black Law Enforcers (ABLE)

The Association of Black Law Enforcers (ABLE) is a volunteer community organization with members drawn from law enforcement and community services personnel across Ontario.

ABLE has developed a considerable level of trust among members of the Black community, particularly through initiatives with young people, recruiting and mentoring. ABLE is committed to remain an active partner in the fostering of positive relations between the police and the Black community, and especially with Black youth.

Government Agencies

During this review, various government agencies were canvassed with a view to identifying opportunities to establish mutually beneficial partnerships in the field of race relations.

Federal Government

The Department of Diversity and Multiculturalism, Ministry of Canadian Heritage, has lent support to the Service's race relations initiatives in years past. Included in the supported programs are training initiatives and the annual commemoration of the United Nations Day For The Elimination of Racial Discrimination on March 21st.

The Honourable Jean Augustine, Secretary of State for Multiculturalism and the Status of Women, attended the Canadian Race Relations Foundation's Summit and will be reporting further on Federal Government race relations initiatives when it reconvenes.

The Service will embrace any further opportunities presented to contribute to the enhancement of race relations in Toronto.

Ontario Government

As previously mentioned under the heading of "Canadian Race Relations Foundation's Summit", the Ministry of Public Safety and Security is reviewing the public complaints system, anti-racism training and the constable selection process.

In addition, the *Ontario Human Rights Commission* is currently seeking support to facilitate an inquiry to determine the effects of racial profiling in all its contexts on individuals, families and communities, and to explore solutions. In keeping with the Service's commitment to race relations and zero tolerance for racism, developments in all of these areas will be followed with keen interest.

City of Toronto

In the past, the Service has enjoyed a long working relationship with successive municipal committees that have operated in the field of race relations. However, since the restructuring of municipal government, these committees have been less active and police involvement limited.

As a consequence of the present review, a meeting was held with Councillor Sherene Shaw, Chair of the *Community Advisory Committee on Race and Ethnic Relations*. Councillor Shaw was provided with a brief overview of the Service's race relations initiatives. She outlined the work of the current committee and shared her perspective on police-race relations issues in Toronto.

At the conclusion of the meeting, it was agreed that it would be mutually beneficial to re-establish linkages between Councillor Shaw's City of Toronto committee and the Community Policing Support unit of the Service.

TPS Race Relations Co-ordinating Committee

Throughout the race relations review process, the Race Relations Co-ordinating Committee's approach was always to identify opportunities to improve on the Service's race relations policies, procedures and practices, and if possible take immediate action to make appropriate changes.

All of the information received from the various sources was given due consideration during the Race Relations Co-ordinating Committee's deliberations and, where practical and appropriate, the information has been incorporated into this report.

It should also be noted that the Committee, and in fact the entire Service, were encouraged by the number of expressions of goodwill and support which were received from the public during the course of this review. Equally welcome was the amount of constructive criticism received from both internal and external sources.

Communications Strategy

During the course of the review, it became apparent to the Committee that the *Moving Forward Together* process and its accomplishments are no longer widely known to the public.

It would appear the original communications strategies have been effective internally, but it seems that after the initial publicity, which was both positive and considerable, public knowledge of the Service's race relations efforts and progress has waned.

Should the Police Services Board approve this report, therefore, the Committee proposes that Corporate Communications co-ordinate an aggressive and sustained campaign to inform stakeholders within and outside the Service about the contents of this report. This strategy should include the following components:

Distribution of Report

Copies of *Policing a World Within a City – The Race Relations Initiatives of the Toronto Police Service* will be provided to all Senior and Command Officers. The report will also be available to all Service members and to the general public via the TPS Internet site.

Through the Community Policing Support Unit, copies will be made available to members of the Chief's Advisory Council, Community Consultative Committees and the local Community Police Liaison Committees.

The report will also be made available to interested community organizations as well as other police services and related agencies.

Ten-Four

Through Corporate Communications, information about *Policing a World Within a City – The Race Relations Initiatives of the Toronto Police Service* will be included in the Service's Ten-Four internal weekly publication.

Presentations

Members of Community Policing Support will incorporate information about this report into presentations to members of both the Service and the public.

Computer Access

Through Corporate Communications, information regarding this report will be made accessible to Service members through the Intranet, and to the general public through the Internet.

Training

Diversity training is provided on an ongoing basis at both the C.O. Bick College in Toronto and the Ontario Police College in Aylmer. The Race Relations Co-ordinating Committee will ensure that the report is supplied to both facilities as a resource to teaching staff and students.

Routine Order

A Routine Order will be published announcing *Policing A World Within A City – The Race Relations Initiatives of the Toronto Police Service*. The Order will highlight its contents to the Service, and tell members how to get access to a copy.

Media

Corporate Communications will access media outlets, including those serving specific and local communities, to promote public knowledge of *Policing A World Within A City – The Race Relations Initiatives of the Toronto Police Service*.

Meetings

By conducting meetings with members of the community and with members of the Service, the Race Relations Co-ordinating Committee and other personnel will promote understanding of and commitment to the Service's Race Relations policy and practices.

Live Link

Through Live Link, a live and interactive television network reaching members of the TPS and other selected police services, the Race Relations Co-ordinating Committee and others will have an opportunity to participate in panel presentations and discussions about race relations initiatives with other police personnel.

Pamphlet Version

A précis version of *Policing A World Within A City – The Race Relations Initiatives of the Toronto Police Service* will be made available in pamphlet form for widespread distribution.

Monitoring and Audit Process

The Quality Assurance unit of Professional Standards, which currently conducts audits of Service programs, will be utilized to measure and assess race relations issues on behalf of the Command.

The scope and degree of sophistication of these audits will be dependent on available resources. However, it is anticipated that audit funding which was previously reallocated to the City of Toronto will be returned to the Service during the course of 2003, and may be assigned to this task. The findings of any such audits undertaken will be reported to the Chief of Police.

Annual Race Relations Report to the Police Services Board

An inventory of all community and neighbourhood initiatives (including race relations initiatives) has been forwarded to Corporate Planning annually since 1997. This information is reported through the *Environmental Scan*. The TPS also reports annually to the Police Services Board on the status of race relations initiatives across the Service.

The Service will continue the established practice of providing an annual report on race relations to the Police Services Board each March.

The Service will be applying to be excused from preparing a 2003 annual report on race relations, as *Policing a World Within a City* will serve the needs of this report for this year.

Costs

For the most part, the initiatives and operational plan outlined in this report are to be executed with existing human and fiscal resources. However, exceptional additional expenditures, reallocations of resources or proposals for additional resources will be advanced through the established approval process by the involved unit.

Policing a World Within a City

SECTION C: Operational Model

An operational model based upon the *Moving Forward Together* race relations implementation model has been designed to reflect the 2002 environment and contemporary organizational conditions.

Like its predecessor, it is intended to ensure that Board policy and Service procedure with respect to race relations and related issues impact in a meaningful way on all aspects of organizational life. Most importantly, it will act as a strategic management plan to further integrate race relations into core policing activities, including the day-to-day delivery of police service to the public. Service delivery is addressed in detail in Section “D” of this report.

As previously discussed, the program areas or units of the Service identified as having the most direct strategic influence on race relations are Human Resources, Training & Education, Community Policing Support, Corporate Communications and Professional Standards. It is because these units are crucial to the Service’s race relations efforts that their unit commanders and divisional service delivery colleagues form the nucleus of the Race Relations Co-ordinating Committee.

During this latest review process, the Committee and its component units have re-examined their role in the Service’s ongoing race relations efforts. Each has reviewed and, where necessary, renewed its Race Relations Mission Statement, Objectives and Strategies, which are set out under separate headings in this section. With the exception of the Race Relations Co-ordinating Committee itself, this section also presents an overview of each unit’s role with respect to race relations.

The Race Relations Co-ordinating Committee

Mission Statement

The Race Relations Co-ordinating Committee will do everything it reasonably can to integrate the Service’s race relations policy into all aspects of organizational life.

Objective No. 1

The Race Relations Co-ordinating Committee will co-ordinate, support and assist the implementation of the race relations policy by all units in the organization.

Strategies

- prescribe race relations activities through existing structures and systems
- provide unit commanders with strategic direction on race relations issues

- require unit commanders to report regularly on their race relations efforts
- develop internal and external communications strategies to keep all stakeholders informed of activities that support police-race relations, and to ensure that the activities remain active and effective

Objective No. 2

The Race Relations Co-ordinating Committee will monitor, audit and report upon the race relations policies and practices of the Service.

Strategies

- obtain public input through the existing consultative process and from other sources of information
- measure the level of community satisfaction with the Service's race relations activities
- direct the Quality Assurance unit to include race relations in the self audit and program audit systems
- oversee the preparation of reports on race relations issues as required

Human Resources

The Service recognizes its men and women as its most valuable asset. About 90% of the Service's operating budget is directed to the salaries and benefits of its members, and the success of any police organization is directly dependent on the calibre of its members, given the people-oriented nature of policing. Not surprisingly, therefore, this Service has well established human resources practices to attract, hire and retain the services of quality personnel.

Two functions performed by Human Resources are worthy of specific mention. Human rights co-ordination and employment equity each have a direct bearing on race relations.

Human Rights Co-ordinator

The Service adopted a Workplace Harassment Policy in May 1992. In February 1993, a Human Rights Co-ordinator with previous experience with the Ontario Human Rights Commission was appointed to administer this program.

The Human Rights Co-ordinator is responsible for co-ordinating the resolution of internal complaints alleging contravention of the Ontario Human Rights Code, 1981, related legislation, and the Service's Workplace Harassment Policy. The Co-ordinator is responsible for developing and administering various training programs to advance and support a work environment free of harassment and discrimination. He also provides support and advice to management on developments and trends in equity and human rights, risk management in the workplace, and compliance with policies and procedures.

Employment Equity and Visible Minority and Aboriginal Recruiting

During the early 1980's, the Service began to take the initiative to increase the representation of females and minorities within the organization. Outreach recruitment strategies were devised, and the TPS hiring and selection processes were modified to enhance equal opportunity for all candidates.

In 1986, the Service appointed an employment equity manager to develop these efforts further, and to set hiring goals for females, racial minorities and Aboriginal persons. Outreach into the community has been aggressively pursued in order to meet the goal of being reflective of the community.

As a result of these pioneering efforts, the Service was well prepared when the employment equity regulation to the *Police Services Act*, 1990, came into effect in July 1992. This regulation covers four prescribed groups: Aboriginal persons, racial minorities, females and persons with disabilities.

The Toronto Police Service is under contract with the Ontario Association of Chiefs of Police to use the tools of the provincial Constable Selection System. The purpose of this standard for hiring police officers is to ensure that testing and selection are based on bona fide job-related criteria to minimize potential bias or the perception of bias.

The Toronto Police Service is experiencing unprecedented hiring. Partnerships with the community have been developed in order to achieve hiring goals. The Employment unit recognizes that only with community involvement and partnerships will the goal of being truly representative of the community be achieved.

Initiatives such as the Toronto Police Recruiting Coalition Committee, partnerships that promote targeted recruiting and mentoring through influential groups such as the Association of Black Law Enforcers (ABLE) and Ontario Women in Law Enforcement (OWLE), and the ongoing efforts of the Recruiting section of the Employment unit (described in Sections "D" through "G" of this report), will help to ensure that the Service remains on track with its efforts to reflect the diversity of the community. Important mentoring efforts also take place through the Community Crime Awareness Association (a mentoring program aimed at working with Chinese youth to attract them to a career in policing), and the Great Six Nations Grand River Employment and Training Centre (with which the Service has a partnership to reach out to a large number of Aboriginal communities and organizations).

Mission Statement

Human Resources will promote an atmosphere of racial harmony and equality within the organization.

Objective No. 1

Human Resources will continue efforts to have the membership of the Toronto Police Service reflect the community it serves.

Strategies

- maintain outreach recruiting programs within prescribed communities
- eliminate systemic barriers to selection of persons from prescribed groups
- implement positive measures to retain prescribed group members
- review promotional processes to ensure that every reasonable effort is made to achieve composition goals

Objective No. 2

Human Resources will implement mechanisms that support minority members in the workplace.

Strategies

- develop an evaluation system for all members that demonstrates a commitment to race relations, and a system for supervisors that allows management to assess their commitment to the development of minority members
- implement support mechanisms to develop, mentor and assist minority members
- continue to train employees on human rights in the workplace
- maintain processes that foster a work environment which is free of harassment and discrimination

Training and Education

The Toronto Police Service has always sought to attract the best available candidates to its ranks, and to support them with high-quality training. During the past decade, demands on the TPS training infrastructure have increased dramatically; the province has mandated a great deal of training, the Service is hiring at an unprecedented rate, and traditional sources of outside training have been eliminated.

In response to these pressures, the Toronto Police Service has developed a learning strategy and system that is aligned with Service priorities, addresses identified learning needs, and incorporates the principles of adult learning. The system is described in the Toronto Police Service Skills Development and Learning Plan, which is required by the Adequacy and Effectiveness of Policing Regulation (Ontario Regulation 3/99).

Toronto is a very racially and culturally diverse city. As a result, the Toronto Police Service has committed considerable training resources to increase members' ability to deliver effective, responsive, and appropriate police services.

Diversity Training

Quantity of Diversity Training: Since 1995, the Toronto Police Services Board has required that all sworn and civilian members complete diversity training. This training is mandatory under the Toronto Police Service Skills Development and Learning Plan.

Currently, there are about 5,000 police officers employed by the Toronto Police Service. At the present time, 90 percent of all senior officers and 83 percent of other ranks have been trained in diversity. It is planned that every police officer will have completed this training by the end of 2003.

Delivery Methods: Diversity is integrated into the curriculum of the following courses for police officers:

- Advanced Patrol Training
- Uniform Policing and Diversity
- Recruit Training
- Coach Officer Training
- Supervisor Training

Advanced Patrol Training: This is a mandatory three-year curriculum that includes Use of Force, First Aid, Crisis Intervention, Policing and Diversity and general refresher update material. The curriculum is developed in co-operation with the Ontario Police College. Each officer receives one four-day course per year. In 2002, about 2700 officers received this integrated, skills-based training. Diversity and other subject areas are woven into discussions and practical exercises to improve learning transfer and application to the workplace.

Uniform Policing and Diversity: Policing & Diversity is a mandatory multi-year training initiative. When diversity training started in the mid-1990s, priority was given to police leaders and front-line uniform officers. In 2001, the mandatory Advanced Patrol Training (APT) course replaced this course for front-line uniform police officers holding the ranks of constable to staff sergeant. These officers are now given policing and diversity training each year. With the advent of APT, the target group for the dedicated Uniform Policing and Diversity Course was shifted to police officers in support roles such as administration and investigation, as these officers do not attend the Advanced Patrol Training Course.

Recruit Training: Most recruit training is conducted at the Ontario Police College, where new police officers receive 15 hours of anti-racism training. In addition, diversity issues are integrated into the entire 60-day mandatory program. The elements of recruit training delivered by the TPS Training & Education Unit focus on local issues, procedures and field training.

Coach Officer Training: Coach officers work with recruits during field training. Diversity and human relations skills are stressed during coach officer training, which is mandatory for police officers before they assume coaching duties.

Supervisor Training: Supervisor training is mandatory for all newly promoted sergeants and civilian supervisors. Community policing and diversity are major themes. Valuing diversity and human rights in employment are stressed.

Quality of Diversity Training: Training & Education has adapted a course evaluation system developed by the Ontario Police College. The purposes of evaluation are to:

- evaluate curricula for effectiveness
- continuously improve educational materials and programs
- provide a sound basis for decision making about police learning initiatives
- justify the need for specific training programs and challenge the legitimacy of others
- evaluate the ability of students to successfully transfer knowledge and skills to the workplace to improve job performance

In 1999, Training & Education evaluated the Policing and Diversity Course with the help of the Ontario Police College. Bearing in mind the sensitive, challenging, and personal nature of the material covered within this course, the feedback was positive and indicated that the training remains worthwhile.

Mission Statement

Through partnerships and contemporary adult learning initiatives, Training & Education will ensure that high-quality and relevant learning opportunities are delivered to members of the Toronto Police Service in a timely and effective manner. This will prepare members of the Service to deliver equitable and competent police service to the diverse community in Toronto.

Objective No. 1

Training & Education will increase the training available on ethics and professionalism to ensure a high standard of behaviour when members of the Service deal with members of the public.

Strategies

- review existing curricula to identify additional opportunities to integrate ethics and professionalism issues into all training programs
- incorporate specific "ethics and professionalism" modules into existing training programs
- continue to deliver the existing specific programs on ethics and professionalism
- measure and evaluate the effectiveness of the programs and integrated modules

Objective No. 2

Training & Education will integrate and deliver "Policing and Diversity" training to all members of the Service.

Strategies

- review existing curricula to identify opportunities to integrate policing and diversity into other Service training programs
- incorporate specific "Policing and Diversity" modules into existing training programs
- integrate and deliver the existing specific "Policing and Diversity" modules
- measure and evaluate the integration of the modules

Community Policing Support

On February 16, 1993, with the approval of the Chief of Police and the Police Services Board, the Chief's Community Liaison Unit and Community Programs units were amalgamated to form Community Services. This created a single focal point in the Service's organizational structure for units with strong community-orientated mandates and linkages.

Before this organizational change took place, the Service, through its Community Services Unit, had sub-units dedicated to community programming and inter-community relations. The sub-units dealt with various issues and concerns within various ethno-specific groups, including the Italian, Spanish, Black and Chinese communities.

In 1995, a program review of Community Services was conducted and subsequently approved by Command. As a result of this review, Community Services became the Community Policing Support Unit (CPSU), and with this name change came a revised mandate which recognizes the evolving trends in policing.

Community Policing Support is located at Police Headquarters, and is made up of four main sections: Community Relations, Community Programs, Volunteer Resources and Special Constable Liaison. Two senior officers, a superintendent and an inspector, oversee all aspects of the unit.

Collectively, the unit acts as a centralized resource to the rest of the Service for an array of services provided to the public by the organization. It also maintains, establishes and enhances partnerships with many community stakeholders. The various sections of CPS deal with issues such as youth services, domestic violence, child and elder abuse, mental health and homelessness, victim services, the School Patrollers Program, ProAction Liaison, the Crimestoppers Program, the Auxiliary Police, volunteers, the Civilian Police College program and liaisons with Community Police Liaison Committees and Special Constables. Ethno-cultural issues are the responsibility of the Community Relations Section.

The mandate of CPS is to provide centralized support to field and other Service personnel ensuring the continued co-ordination, consultation and development of specialized programs and initiatives delivered throughout the Service with respect to community based policing.

Over the years, the Community Relations section of CPS has been instrumental in helping operational units evolve from the philosophy that only specialized units deal with ethno-cultural issues to one in which front-line uniform and non-uniform officers address such issues as an integral part of their daily routine.

Community Policing Support was examined in 2000 as part of the Uniform Staffing Review process, and while some restructuring will be taking place, the mandate of the unit and the resources it has to achieve its mandate will not be adversely affected.

Community Relations

For some thirty years, the Community Relations Section of CPS has undergone fundamental organizational change. In recent years, the section has experienced several name changes, revised operational mandates and reduced staffing levels relative to the *Beyond 2000* Strategic Plan (which called for an emphasis on front-line program and service delivery).

In the past, the section has acted relatively independently of the rest of the Service, and its "modus operandi" was largely operational. By continuing to maintain a degree of operational effectiveness for the Service within the various ethno-racial communities and by drawing upon established links and partnerships with those communities and on the experience of its own members, the section now provides practical support, assistance and resources to operational units with respect to race relations.

Currently, Community Relations officers maintain relationships with the following communities: Lesbian/Gay/Bisexual/Transgender, Black, Aboriginal, Chinese, Italian, Greek, French, Spanish, Indian, Pakistani, Sikh, Tamil, Vietnamese, Korean, Japanese, Filipino, Iranian, Iraqi, and Jewish.

The Community Relations Section provides both internal and external support by:

- maintaining community profiles, a resource library, and an ethnic media outreach strategy, in partnership with the major ethnic community media sources
- producing and distributing translated Service pamphlets on topics such as 9-1-1, domestic violence, elder abuse and crime prevention
- co-ordinating and participating in major cultural events both at Headquarters and in the community, such as Black History Month, International Day for the Elimination of Racial Discrimination, Khalsa Day Parade, Caribana, CHIN International Picnic, Filipino Independence Day, Gay Pride Week, Franco-Fête, National Aboriginal Day and the Canadian Aboriginal Festival, Chinese New Year Celebrations and Diwali Festival of Lights
- conducting presentations and lectures for newcomers on topics such as traffic safety, organized crime, hate crime, elder and child abuse, domestic violence, firearms, youth violence & victimization, and English as a second language
- providing Intranet updates
- providing written and verbal translations wherever possible
- providing support to the Service's Community Consultative Committees (French, Aboriginal, Black, Chinese, Southwest Asian and Lesbian/Gay/Bisexual/Transgender)

- partnering with other Service units (Human Resources, Recruiting, Corporate Communications, Training & Education, Professional Standards, Homicide, Fraud, Intelligence Services, Sex Crimes and all front line divisions) to identify and address needs and concerns within the various diverse communities

Community Relations maintains constructive partnerships and initiatives with the Training and Education unit and with partner agencies such as the University of Toronto Police. This section also maintains constructive partnerships and initiatives with police services not only from the Greater Toronto Area but also provincially, nationally and internationally.

French Services

The existence of two official languages in Canada for almost two centuries has had a significant impact on Canadian society. Despite the official status of the French language, however, Francophones in the Toronto area have experienced frustration with the lack of services in French.

A common misconception has been the belief that the city's French community is comprised solely of native French Canadians. In fact, recent immigration patterns indicate a much larger increase in the number of new Canadians whose native language is French. Statistics now indicate that the total French-speaking population is about 75,000.

In 1989, in response to Francophone concerns over language barriers, the Metropolitan Board of Commissioners of Police and the Force entered into a dialogue with representatives of the Francophone community. A series of meetings culminated on June 21, 1990, with the Board and the Force publicly endorsing a Declaration of Principle, which acknowledged the duality of the Canadian nation as established by the Constitution. This Declaration of Principle also emphasized that the heritage, language, and culture of Canada's two founding peoples would be so recognized.

Since then, there has been ongoing communication between members of the Service and the French-speaking community. In September 1993, the Police Services Board officially endorsed the formation of a French Services sub-unit within the Community Relations Section of Community Services. The mandate of French Services includes establishing a rapport with members of the multicultural French community, and dispelling negative views of police and government authority as a result of experiences in their countries of origin.

Ensuring easy access by the entire community to the full range of police services is a priority for the Service. Outreach by French Liaison officers include services to the French-language school boards, participation in major cultural events such as Franco-Fête, the distribution of translated police literature to various individuals and organizations, regular participation with the Francophone media outlets (paper, radio and TV) and a whole host of lectures and presentations across the community. This has helped to create support and trust in the Francophone community. French liaison officers have also provided much-needed linguistic support and assistance to most of the specialized units within the Service, and to many front-line units as well.

Grants from the community and various levels of government have enabled Service members to attend French-language courses, permitting them to support the delivery of service to the community and to work jointly with other police services throughout Canada.

The French Community Consultative Committee provides an opportunity for members of the Francophone community to become involved in a formal consultation process that exists within the Toronto Police Service. A staff superintendent from the Service, along with the French liaison officer, are assigned to this consultative committee, and along with committee members, a process of positive and constructive dialogue is established to address issues within the greater Francophone community.

Aboriginal Peacekeeping Unit

Some of the estimated 100,000 Aboriginal residents of Toronto, and a proportion of those who migrate here from First Nations communities, have difficulty coping with urban life. In divisions with significant Aboriginal populations, officers are aware of problems such as substance abuse and poverty, which tend to bring many members of this community into contact with the police.

Less understood by police, however, were the historical and cultural barriers that prevented Aboriginal people from interacting more positively with the police. The net result was that Aboriginal community members did not gain access to the full range of police services routinely available to the community at large.

In 1989, William McCormack, then Chief-Designate of the TPS, recognized that more must be done to address the needs and concerns of Aboriginal people. To this end, an Aboriginal officer, who had extensive professional and volunteer involvement with his community, was assigned to the task on a full-time basis. The role evolved and expanded to become the Chief's Native Liaison. In September 1992, the Police Services Board approved the establishment of the Aboriginal Peacekeeping Unit.

Members of the unit have established a rapport with the Aboriginal community, and dispelled much of the "negativism" which has persisted over the years. Through formal and casual contact with Aboriginal people in all walks of life, members of the unit have worked hard to develop the community's trust. As a result of this outreach, a two-way educational process is ongoing whereby the community learns about the policing service and officers are informed of Aboriginal customs, values and modes of behaviour.

Within the Service, the unit has gained credibility as an invaluable resource to operational units and specific program areas. In the field, members of the unit are called upon regularly to help their colleagues improve service delivery to the Aboriginal community. This help has taken a number of forms. For example, a protocol was established to ensure an Aboriginal officer can be summoned to the scene of any potentially volatile situation involving Aboriginal people. Also, the unit makes presentations at C.O. Bick College and other police and community facilities to promote awareness of and sensitivity towards the Aboriginal community.

Members participate in the Service's recruiting strategy, and have made personal representations to many First Nations communities in the province as well as actively promoting policing careers among Aboriginal residents of Toronto. Members act as mentors, assisting and supporting Aboriginal officers when they embark on their careers with the Service. Aboriginal Peacekeeping also supports the Aboriginal Community Consultative Committee.

Perhaps the most important goal of the Aboriginal Peacekeeping unit is to overcome the community's fear and mistrust of authority, which has distanced its members from police services. To this end, since September 1993, members of the unit have been conducting regular police clinics on premises operated by agencies serving the Aboriginal community.

Through these ongoing efforts, a climate of trust has developed in which Aboriginal people feel more comfortable accessing police services. They are encouraged to report crime, and informed about how complaints about police service may be remedied. Publications explaining the complaint process have been made available in Aboriginal languages, and translation services are accessible by police 24 hours per day.

The Aboriginal Peacekeeping unit maintains a liaison with other agencies serving the community, and has compiled a referral directory. Copies of the directory have been supplied to front-line and specialized units within the Service to help them provide better service to the community.

Aboriginal people are taught that in order to progress they must look back at where they have been. Through the process of responding to the Mukwa Ode First Nations Consulting Inc. and other reports, the Service has drawn on this lesson and acknowledged the shortcomings of the past. Significantly, in May 1993, the Aboriginal Peacekeeping unit moved to the main floor of Headquarters with ready access to the street, a much more inviting location than its previous location on an upper floor.

Further to the efforts to increase the comfort of the Aboriginal community in accessing the organization, the Police Services Board has amended Rule 4.11.11 entitled "Prescribed Uniform to be Worn" to permit Aboriginal members to wear their hair in traditional braids. This amendment recognizes an important Aboriginal religious practice.

In 2002, a review of many of the Service's support units was conducted, including Community Policing Support. The objective of the review was to identify efficiencies and to increase the effectiveness of existing resources.

Since 1992, the Aboriginal Peacekeeping unit has had a complement of one sergeant and three police constables. Over the years, the unit has created significant partnerships with the Aboriginal community not only locally but also provincially and nationally. The unit has also provided invaluable support to Service members in the area of Aboriginal awareness. This combination has produced mutual respect and understanding between the community and the police service.

As a result of the Uniform Staffing Review, Aboriginal Peacekeeping will be part of the new Community Liaison unit, based at Police Headquarters. Aboriginal Peacekeeping will retain one liaison officer to work within the community. This staffing level is consistent with other liaison positions currently within the Community Relations Section. Service delivery such as support of the Service's Aboriginal Community Consultative Committee, media outreach and joint partnerships with the many community agencies and organizations will continue within the community with this dedicated officer.

Mission Statement

Community Policing Support will provide practical support, assistance and resources to operational units with respect to race relations.

Objective No. 1

Community Policing Support will continue to establish, maintain and enhance positive and constructive partnerships with individuals and organizations in the community.

Strategies

- establish strategic alliances with federal, provincial and municipal agencies involved with race and diversity issues
- obtain community feedback through the Service's consultation processes and committees
- maintain working relationships with police services and other institutions actively involved in race and diversity issues
- maintain and cultivate relationships with media outlets serving the diverse communities of Toronto

Objective No. 2

Community Policing Support will continue to introduce effective systems to support Service members with respect to race relations.

Strategies

- facilitate the elimination of cultural and linguistic barriers to access the Service
- co-ordinate an outreach program to introduce newcomers to the role of the police
- maintain and enhance a database of pertinent race relations information, including community profiles and other pertinent race relations information, for dissemination to Service members
- support Service recruitment strategies within the diverse communities of Toronto

Corporate Communications

The media play a critical role in influencing public opinion, public agendas, as well as attitudes about the daily operations of the Toronto Police Service and its members.

Over the years, the Service has enjoyed a very high public opinion rating and a positive working relationship with most media outlets. Members of the Service are aware, however, of the media's ability to quickly create a positive or negative impression about policing in the minds of citizens.

As the population of Toronto continues to grow and the Service evolves, the TPS must proactively seek ways to effectively publicize and communicate the efforts of the organization and its members in the field of race and diversity relations. In addition, every opportunity must be taken to depict the Service as an inviting and desirable workplace for members of all communities.

Corporate Communications remains committed to interacting with the media and the community in an open, impartial, sensitive and timely manner. Every effort is made to provide comprehensive media training for all members to help ensure they understand race relations issues and to enable them to fulfil their individual responsibilities to communicate effectively with the public through the media.

Corporate Communications is responsible for seeking opportunities to make known the Service's priorities and commitment to ongoing improvement of race relations. Corporate Communications has support from the Race Relations Co-ordinating Committee to continue its efforts to be more directly involved in race and diversity relations.

Mission Statement

Through both electronic and print media, Corporate Communications will promote positive race and diversity relations initiatives undertaken by the Service, both internally and to the wider community.

Objective No. 1

To ensure that information supplied to the media balances the service aspects of the police role with the more traditional portrayals.

Strategies

- review the format and content of material currently disseminated to ensure that it is accessible to minority communities and that it supports the objective
- enhance the media's access to information about the full range of services provided by the police, and actively encourage the media to publish proactive and positive police news
- ensure that media outlets serving the ethno-racial and Aboriginal communities are included in all information distribution systems, and that special efforts are made to assist and reach out to the ethnic media in order to facilitate positive police relations and access to the TPS within the ethnic communities
- educate and encourage Service members to access the media to foster positive race and diversity relations

Objective No. 2

To demonstrate to the diverse population of Toronto that the Service is a desirable and welcoming place to work.

Strategies

- ensure that members of prescribed groups are frequently depicted in various roles and ranks within the Service, and publicize prescribed group role models within the organization
- promote the public recognition of members' achievements in race, diversity and community relations
- provide information about the role of the police and career opportunities available
- encourage ethno-racial and Aboriginal communities to tour police facilities and the TPS Web Site

Professional Standards

All members of the Service are obligated, from the first day of their employment, to conduct themselves in a professional manner. The requirements of this professional conduct are dictated in Rule 4.2.1 ("Professional Conduct"), and emphasized as part of the Core Values of the Service.

In addition, the Service Priority dealing with "community safety and satisfaction" underscores the obligation by stating the Service's commitment to "ensure officers continue to display a high level of professionalism during any type of contact with members of the public." Thus, members are obliged to treat all citizens with courtesy, sensitivity and respect, and in a non-discriminatory fashion.

The Service regards any breach of this priority as abhorrent, and requires managers and supervisors to initiate disciplinary measures against any member who contravenes this standard. In fact, Service procedure dictates that where a supervisory officer has failed to take appropriate measures to address inappropriate behaviour, the sanctions to be imposed against the offending supervisor should be more severe than those imposed against the first offending member.

The requirement to report discreditable acts is not limited to managers or supervisors, but is extended to every member of the Service. Rule 4.2.3 requires this reporting structure, and in the case of police officers does not limit the scope of discreditable acts to on-duty activities. When members of the public feel that they have been subjected to discriminatory treatment, they may file a complaint. When matters of this nature come to the attention of the Service through external complaints, they are investigated and, when appropriate, disciplinary action is taken.

For the most part, breaches of conduct can be regarded as departures from the norm by misguided individuals involved in isolated incidents. Fortunately, very few members of the Service find themselves involved in disciplinary processes due to discriminatory conduct. In fact, the number may be considered negligible when compared to the huge number of interactions that take place daily between the public and Service members, especially as many of these contacts occur under less-than-ideal circumstances.

When it is necessary to discipline a civilian member of the Service, the process is conducted in accordance with provincial labour practices. In the case of a police officer, statutory and regulatory provisions contained in the Police Services Act, R.S.O. 1990, prescribe the discipline process. Regardless of the mechanism used to correct unprofessional behaviour, the ultimate goal is to ensure that all members of the Service continue to conduct themselves in a professional, non-discriminatory manner.

Finally, in keeping with the Core Values of this agency, the Service remains accountable to the community by allowing its actions, and those of its errant members, to be publicly scrutinized by agencies outside the police organization.

The provincial Special Investigations Unit (SIU), for example, investigates incidents where police officers are involved and an individual has suffered serious injury or death. The SIU is responsible for isolating any criminal liability attributable to a police officer, and their reports identify times when action taken was discriminatory in nature.

Another outside agency involved in police oversight is the Ontario Civilian Commission on Police Services (OCCPS), which oversees the complaint system for police agencies across the province. The Commission has the authority (and has exercised it for certain matters) to overturn decisions made by Chiefs of Police with respect to public complaints, or to order additional investigations or hearings into complaint matters. A discriminatory act could form the basis for OCCPS to exercise this authority.

Mission Statement

Professional Standards will ensure that Service standards concerning the administration, promotion and support of professionalism (including the practices, conduct, appearance, ethics and integrity of its members) help to strengthen public confidence in and co-operation with the police.

Objective 1

Professional Standards will ensure that appropriate disciplinary action is taken against members who contravene Rule 4.2.1 (Professional Conduct).

Strategies

- develop and implement a computer-based program to track data pertaining to complaints of discreditable conduct
- establish and maintain a Service-wide disciplinary standard for discreditable conduct
- monitor complaint files to ensure that appropriate investigations are conducted, and that warranted disciplinary action is taken in cases of discreditable conduct

Objective 2

Professional Standards will provide feedback to Command and Senior Officers about systemic, repeated or ongoing discriminatory issues in order that appropriate corrective measures can be introduced.

Strategies:

- develop and implement a computer-based program to track data about complaints filed against officers, individually and collectively
- analyze complaint and other behavioural data to identify trends, and report on those trends as required
- disseminate findings to appropriate Command or Senior Officers for action
- co-operate with Training & Education to create training modules designed to eliminate problems identified through the analysis of trends in complaints or misconduct cases

Policing a World Within a City

SECTION D: Service Delivery

Over the past decade, the Toronto Police Service (TPS) has planned and implemented a number of initiatives designed to improve the efficiency and effectiveness of the services delivered by the organization.

Several of these initiatives are reflected in the previous section, where the activities of the five program areas that are “key” to police-race relations are highlighted. These initiatives often influenced race relations among Service members, among Toronto’s communities and between the Service and the public. They represent a continued effort on behalf of the Service to review its activities and practices in order to improve the relationship between the Service and the communities of Toronto.

This section summarizes these projects and programs and, where possible, outlines the effects they have had on the services delivered by (and the priorities of) the Toronto Police Service.

This information is taken from a number of long-term internal initiatives, including the following:

- *Beyond 2000*: Early in the 1990s, the Service built on the progress it had made in the previous decade by defining and implementing *Community Policing*. *Beyond 2000* was a comprehensive and thorough examination of the organization that resulted in a significant restructuring process in the mid-1990s. The strategic planning and restructuring process were intended to structure the organization and its services and processes in a way that would give *practical reality* to Community Policing.
- *Moving Forward Together*: In 1995, again after an extensive internal and external consultation process, the Service published a document called *Moving Forward Together - An Integrated Approach to Race Relations*, which was designed to improve the working relationship between the Service and the communities it serves. (More information about the *Moving Forward Together* process can be found in Section “A” of this report.)
- *Chief’s Organizational Review Task Force*: In the spring of 2000, Chief Fantino directed that a review of the organization take place to ensure that the TPS was working efficiently, effectively and economically, and that it continued to provide appropriate services in accordance with community needs. This process was continued with the *Chief’s Investigative Review Task Force*, also in 2000 (which concentrated on investigative units) and the *Uniform Staffing Review* in 2002 (concentrating on specialized units containing sworn members with ranks between constable and staff/detective sergeant).
- *Environmental Scanning*: For many years, the Service has published an *Environmental Scan* each year or two. Prepared using an extensive research and consultation process, the *Scan* is an overview of the policing environment in and around Toronto. Each *Scan* reviews demographic and crime trends and concentrates on factors such as youth crime, traffic, calls for service, technology and resources.

Community Policing

Strategic Planning: Beyond 2000

In September 1991, the Service (then known as the Metropolitan Toronto Police Force) published *Beyond 2000: The Strategic Plan of the Metropolitan Toronto Police*. This document “provides the framework for moving the Metropolitan Toronto Police into the next century”, and describes how the Service “will expand its initiatives into a framework compatible with Neighbourhood Policing”⁴⁵.

The *Beyond 2000* strategic plan articulated a long-range vision for the Service. Using 2011 as a target date, *Beyond 2000* was intended to set the strategic organizational direction for the following twenty years. The ideas in *Beyond 2000* were not intended for immediate implementation. Rather, it was intended that some of its concepts would be implemented right away, while others would be phased in over a period of as much as two decades.

The *Beyond 2000* planning and implementation processes were in place from 1990 through 1994. A number of reports resulted from the process that dealt with setting, implementing and evaluating the strategic direction chosen for the Toronto Police.

Neighbourhood Policing and Community Policing

Beyond 2000 had a number of highlights, all of which were intended to steer the Toronto Police toward the service delivery philosophy known as *neighbourhood policing*, which was based on the concept of *community-based policing*. Central to neighbourhood policing was the “neighbourhood officer”.

The term “neighbourhood policing” was used during the *Beyond 2000* process. While the term “community” generally refers to a group of people associated by virtue of their culture, demographic characteristics or special interests, “neighbourhood” refers to people associated by geography (where they live or work).

The basic idea of “neighbourhood policing” was as follows:

In the early 1980's, Zone Policing was introduced...As well as being assigned to a division, each officer was placed into a specific zone within the division. Officers were assigned to their zones for a minimum of twelve to eighteen months, and were responsible for getting to know the area in detail, and for developing an interest in [and were held accountable for] the result of policing efforts within the zone...

Stability, accountability, the in-depth knowledge of an area, some community involvement and consultation and generalization of duties were important to the program, but the actual policing methods still followed the traditional model. The zones themselves were simply administrative boundaries set up within the divisions, instead of being areas with unique characteristics [as the neighbourhoods were intended to be].

⁴⁵ Toronto Police Service, *Beyond 2000: The Strategic Plan of the Metropolitan Toronto Police*, page ix.

In the mid and late 1980's, the concept of Community Based Policing was gradually added to the zone policing program. Community Based Policing was intended to solve local problems through strategies determined in consultation with the public and through the use of a broad range of community resources.

All field officers were expected, as part of their duties, to become involved in the Community Based Policing initiatives... [Neighbourhood policing will] keep the positive elements of modern policing – the technology, the investigative methods, the experience – and add to them an operational structure that will allow us to improve even further the lines of communication between the police and the community...

Police officers are to be assigned to and responsible for an individual neighbourhood. They are to be responsible for getting to know the problems in the neighbourhood and assisting that neighbourhood in the development of viable solutions. They are to be responsible for the development, in concert with community members, of effective crime prevention measures. The neighbourhoods themselves will share the responsibility for preventing and dealing with local problems and for preventing crime... Acting as facilitators, the neighbourhood officers will assist in obtaining the necessary resources, both internal and external to the police, to address the concerns of their neighbourhoods.

Neighbourhood Police Officers are uniform officers responsible for a wide range of policing duties within the boundaries of a geographic area defined as a neighbourhood. They provide highly visible, professional police service, building partnerships with the community based on mutual understanding, trust and joint problem-solving. Neighbourhood Officers foster teamwork and perform their duties with enough autonomy to focus resources and activities on addressing the needs and concerns of a specific geographic area.⁴⁶

Community policing and neighbourhood policing represented an expansion of the role of the Toronto police officer. As well as enforcing the law and *responding* to problems, front-line police officers became responsible for proactive, preventive, consultative methods intended to *prevent* crime and disorder and improve quality of life throughout the city.

Service Delivery: Specialized Units

Front-line divisions are supported by specialized units working at a number of levels. Some support the divisions from one of the two "Field Command" areas (downtown and suburban), while others work from Police Headquarters.

Some support units are administrative, some investigate crimes, and some help divisional officers provide community-oriented police services. The resources that directly support community policing originate with each of the Service's commands, as follows:

⁴⁶ Ibid (various sections)

Corporate Support Command – Executive Support

Corporate Support Command includes four areas, three of which are administrative in nature. Human Resources, Finance & Administration and Information Technology Services provide supports that do not relate directly to police-race relations. The fourth area, Executive Support, has a number of units that contribute to the Service's police-race relations efforts.

- *Training & Education:* Working from the police college in Scarborough, the Training & Education unit provides training programs to front-line police officers and support units that include modules on diversity, community policing, crime prevention, investigation, law, leadership, officer safety, and others. The current unit commander is a founding member of United Mothers Opposing Violence Everywhere (UMOVE), and represents the Service on the Black Business Professional Association. He is an active member of the Association of Black Law Enforcers (ABLE), and is actively involved in a number of outreach programs targeting young people and visible minorities, often through schools, sports events, churches and the media. He is often involved with the Chief's Black Consultative Committee. He also works regularly with Camp Gumoke, which supports Sickle Cell research and people with Sickle Cell Disease, and leads Service members who provide security for the annual walk in support of Camp Gumoke.
- *Corporate Communications:* Working from Headquarters, Corporate Communications is involved in formal and informal efforts and initiatives that promote police-race relations. Dealing regularly with the ethnic media is only one way that this unit promotes good relations. It also organizes an annual ethnic media lunch, acts as a standing member of the TPS race relations committee and supports the efforts of other units (including Employment and Community Policing Support). The current unit commander is a member of a number of boards and committees, including the National Black Police Association International Conference, the Spirit of the People Aboriginal Centre, and the Toronto Police Recruiting Coalition Committee, which is designated to help the Employment unit to recruit minority officers. He is also a member or former member of the Association of Black Law Enforcers, the Jamaican Canadian Association and the Black Business Professional Association.
- *Corporate Information Services:* Although Corporate Information Services is an administrative support group, its members come from communities all over the world, and demonstrate an interest in developing a greater understanding of one another's cultures. The members participate in a "cultural lunch" at which they share food and information from a variety of cultures including the Philippines, Guyana, India, Sri Lanka, China, Trinidad, Afghanistan, Greece, Vietnam and Portugal.
- *Employment:* The Employment unit is key to the Service's strategy of aggressively recruiting visible minority candidates to the Toronto Police Service. Employment was an important element of the Service's three-year race relations plan, the third and final report of which was submitted to the Police Services Board in February 2002. The report outlines a wide variety of strategies Employment used to make itself accessible to visible minority communities and potential recruits in minority communities. Among the strategies used by Employment (some but not all of which were reported in the race relations report to the Board) are:
 - An ongoing *Toronto Police Recruiting Coalition Committee*, which is made up of the senior officers of the TPS Employment unit and more than ten community members, who are private citizens or people representing government or private organizations

- Displays, presentations and recruitment pamphlets in key accessible areas and facilities, including schools, festivals, community centres, churches and other religious facilities
- Involvement in several job fairs across the GTA
- An Internet web-site
- Mentoring and information sessions that provide information and guidance to potential recruits⁴⁷
- Advertisements for television, movie theatres, billboards, public transit, newspapers, magazines and the electronic BMO-TRON at King and Bay Streets
- Interviews on television and radio
- Continued outreach programs with racial minority churches and mosques
- An interactive CD-ROM entitled "Mutual Respect", which invites members of visible minority communities to apply to the police and other emergency services
- A quarterly recruiting newsletter
- Providing weekly practice testing sessions at the Applicant Testing Site in Downsview
- Recruiting through Human Resources departments in large GTA corporations, especially those experiencing staffing reductions
- A comprehensive and ambitious recruiting action plan for 2002 through 2004, with the goal of increasing the diversity composition in police hiring to better reflect the community
- Community partnerships to assist with recruiting and mentoring target groups

Corporate Support Command – Other areas

While for the most part Human Resources, Finance & Administration and Information Technology Services provide internal support only, some interaction takes place that may have an impact on police-race relations.

- *Facilities Management:* Among its other duties, Facilities Management provides input and expertise in the design and construction of new police facilities. In addition to the professionals and other experts they consult when planning new facilities (architects, engineers, police officers, etc.) they consult local Community Police Liaison Committees, which are representative of the communities served by each division.

⁴⁷ Mentoring initiatives are available to all applicants, but are seen as valuable for visible minority applicants as the Service continues to strive to reflect its community. Without giving anyone an unfair advantage, mentoring initiatives promote awareness of the employment process, including how and when to re-apply, how to prepare for the process, etc. Mentoring activities also take place through partner organizations such as the Association of Black Law Enforcers and Ontario Women in Law Enforcement.

Policing Support Command – Operational Support

Units in Operational Support provide direct specialized services to the front line and to other specialist units across the TPS. While much of this support is reactive, there is a preventive element to each unit that is often reflected in their contribution to police-race relations in Toronto.

- *Community Policing Support (CPS):* CPS works from Headquarters, and includes specialists who are mandated to support front-line and other specialized officers with advice, information and joint service delivery. Areas of specialization include the following:
 - *Community Programs:* Crime prevention, school patrollers, youth services, Crime Stoppers, family services, domestic violence, homeless issues, elder & child abuse issues, and mental health issues
 - *Community Relations:* The Community Relations section is very important to police-race relations in Toronto. The section includes:
 - Community Liaison (which maintains a liaison with more than 15 communities across Toronto)
 - Special Events (responsible for Headquarters VIP visits and events, many of which include ethnic communities, and for co-ordinating resources such as police musical groups and historic police vehicles)
 - Aboriginal Peacekeeping

The Community Relations section of CPS provides support in the area of race and diversity to TPS members while also maintaining relationships with organizations and individuals outside of the Service. The list of community contacts maintained by the section is impressive, and facilitates partnerships with these groups on matters ranging from crime and victimization to media relations.

This section creates systems to support Service members who deal with race relations issues. It also provides logistical support to the Service's six ethno-cultural consultative committees⁴⁸, and facilitates communication among them.

The section's involvement in various ethno-cultural events, programs and outreach initiatives helps to build bridges among the diverse communities in Toronto. It also provides translation services as needed, and distributes translated police pamphlets to the community. It provides investigative support relative to ethno-cultural issues, and also promotes various police initiatives through an extensive ethnic media strategy.

The Service's recent Uniform Staffing Review proposed the realignment of some elements of Community Policing Support. Community Relations, however, was not changed, as the Service recognized the value and effectiveness of the section in its current form.

⁴⁸ The six consultative communities represent the Black, Chinese, South-west Asian, Aboriginal, French and Lesbian/Gay/Bisexual/Transsexual

The communities currently represented are:

- Aboriginal
- Black
- Chinese
- French
- Gay, Lesbian, Bisexual and Transgender
- Greek
- Hispanic
- Iranian
- Italian
- Japanese
- Korean
- Filipino
- South and West Asian
- Vietnamese

The Service values the relationships that have been developed and maintained over the years with each of these communities. These partnerships have reduced barriers and increased information exchange, which has been a benefit to everyone involved.

- *Volunteer Resources:* CPS co-ordinates the Auxiliary Police and other adult and youth volunteers who provide practical support to the police. Members of the community from all walks of life help the police in a number of volunteer programs across the city.
- *Special Constables:* CPS is responsible for the co-ordination and support of special constables (i.e., TPS special constables, TTC security, Toronto Community Housing Corporation Security and the University of Toronto Police).
- *Community Policing Support: Headquarters-specific Activities:* CPS also co-ordinates many events at Police Headquarters throughout the year that are intended to either promote positive relations between the police and diverse communities, or to showcase advances and partnerships in this area. These events are frequently undertaken in partnership with community groups and other TPS units. Among these regular events are the following:
 - *Black History Month Kick-off (January or February):* Since 1994, the Toronto Police Service has been celebrating the contributions of members of the Black community through a formal ceremony held at Toronto Police Headquarters. Members of the Black community and other community members are invited and participate in event programming. In addition to their year-long efforts to promote understanding and good relations, Community Relations Officers from Community Policing Support also conduct outreach within the Black community during this nationally recognized month.
 - *International Day for the Elimination of Racism (March 21st):* Since March 1996, the Toronto Police Service has been celebrating the International Day for the Elimination of Racism with a ceremony at Headquarters. Community Relations co-ordinates participation in this event, which has included displays of artwork supplied by the Multicultural History Society of Toronto. The artwork features interpretations of immigration and refugee experiences of diverse community members. Through this annual ceremony, the Service and attending community members reaffirm their commitment to eradicating all forms of racism.
 - *National Aboriginal Day Celebration (June):* The Toronto Police Service was the first urban police service in Canada to establish a distinct unit to respond to the emerging needs of Aboriginal people. Since 1992, Aboriginal Peacekeeping has been bridging

- the gap between police and Aboriginal people through various partnerships. The Aboriginal Peacekeeping Unit co-ordinates a ceremony at Toronto Police Headquarters every June, recognizing National Aboriginal Day in Canada. Members of the community attend this ceremony and also participate as active members with traditional song and dance. This is another example of the Toronto Police Service committing its resources to providing service delivery to the Aboriginal community.
- *Police Week Kick-off (May)*: Annually throughout the province, Police Week is an opportunity for community members from all communities to interact with their local police. Everyone is invited to Police Week activities. Police Week helps citizens understand the role that Service members play in their community. An official ceremony is held at a police headquarters to launch this weeklong celebration. Many other front-line Service units conduct various activities and outreach programs for local community members.
 - *Toronto International Carnival (Caribana) Kick-off (August)*: Since 1994, the Toronto Police Service has been celebrating Caribana festivities, in partnership with the community, through an annual kick-off ceremony held at Toronto Police Headquarters. Many community members, especially from the Afro-Caribbean community, attend and participate in the ceremony. Through funding from the Toronto Police Services Board, the Service also enters a float during the parade. Caribana was re-named *Toronto International Carnival* during 2002.
 - *Christmas Trees Around the World*: Since the early 1990's, the Toronto Police Service and the Community Folk Art Council of Toronto host an annual "Christmas Trees Around the World" celebration in the foyer of Headquarters. Members of various communities promote cultural awareness of their ethnic backgrounds by decorating Christmas trees supplied by the Toronto Police Service. Following the tree decorating, a formal celebration of song and dance is held in the foyer. The Community Relations Section of Community Policing Support assists these community groups with their efforts at Headquarters. This has encouraged ongoing partnerships with these ethnic communities while at the same time enhancing the holiday spirit within the Headquarters building.
 - *Volunteer Appreciation (April)*: Community Policing Support – Volunteer Resources hosts an annual Volunteer Appreciation Night. During this ceremony, community members who have volunteered their time to the community through the Service are recognized for their efforts.
 - *Rogers Pumpkin Patrol Ceremony (October)*: Each autumn, Rogers Cable Inc. and the TPS host a ceremony in the lobby of Police Headquarters at which information about the safety of children at Halloween is communicated to all community members. The commitment of Rogers Cable to distributing fluorescent armbands and operating street patrols throughout the city helps to ensure a safer Halloween. This ceremony is broadcast over the Rogers network as Halloween approaches, and highlights an important partnership between the police, Rogers and Toronto families.
 - *Civilian Awards (November)*: Professional Standards hosts an award ceremony to recognize the efforts of community members who have assisted the police through acts of bravery. This ceremony is normally hosted twice a year and recipients are presented with a plaque from the Service in recognition of their actions. Sixty community members were honoured in 2002.

- *Remembrance Day Ceremony (November):* In honour of Canadian war veterans, Community Relations helps to co-ordinate the annual Remembrance Day Ceremonies held in the foyer of Headquarters. Many community members are invited to attend.
- *Aboriginal Christmas Tree Ceremony (December):* Every year since 1992, Aboriginal Peacekeeping has hosted a Christmas tree decoration and lighting ceremony with Aboriginal youth outside the office of the Aboriginal Peacekeeping unit at Police Headquarters. Young Aboriginal people are brought to Headquarters in police vehicles, and decorate two trees with traditional ornaments. Along with members of Community Policing Support, they then perform carols in Aboriginal languages and in English, and are invited to lunch with TPS members. This ongoing partnership has been important to the effort to build positive partnerships and perceptions with this vulnerable group.
- *Public Safety Unit:* Public Safety has a number of complex roles in support of the front line. In addition to planning for large-scale emergencies and disasters, they also have responsibilities with respect to crowd control and keeping the peace at large events. This has led to their involvement with the planning and implementation of the Toronto International Carnival (the former Caribana festival). In addition, specialized Industrial Liaison officers go beyond dealing with strikes, as they also take a proactive role in ensuring smooth relations between the police and groups involved in demonstrations or other large gatherings. The Community Oriented Response (COR) section of Public Safety has also been involved in divisional festivals, including No. 42 Division and No. 13 Division (the *Junior Carnival*).
- *Duty Operations and Communications Services:* While the services of Duty Operations and Communications Services are largely reactive, they take police-race relations very seriously in the support services they provide.
 - *Communications Services Language Line:* The TPS began using a Language Line Service in September 1991. This service provides 24-hour, on-demand telephone interpretation in over 140 languages through AT&T, and is used in both emergency and non-emergency situations. This service provides easier access to all emergency services (police, fire and ambulance) for speakers of other than English across Toronto.
 - *Communications Services Employee Training:* Although most of the members of these units are civilians, they are addressed regularly by their own supervisors on race relations issues, and are also enrolled in the Diversity Training program at the police college.
 - *Involvement in Cultural Events:* The Central Alternate Response Unit (CARU) is made up of police officers who take reports over the telephone to improve the efficiency of the Service. Although doing so is not within their formal mandate, many CARU officers become involved each year in the Portuguese Cultural Parade, the Gay Pride celebration and Taste of the Danforth.
 - *Public Relations Activities:* Communications Services members regularly take part in educational activities with the public. Appearances are scheduled at mall and cultural centre special events, including the annual Emergency Services Week. Training staff answer questions, and an informative photo display is included. Pamphlets explaining the 9-1-1 emergency process are distributed in more than 15 languages, and recruiting information about careers in police emergency communications is also made available.

- *Court Services:* The role of Court Services staff is largely limited to dealing with persons in custody awaiting trial. Persons in custody come from every culture in the city, so Court Officers (uniformed civilian members responsible for the care of persons in custody) take the Civilian Diversity Course offered by the Training & Education Unit. Court Services members have also attended multicultural community events, including the Pow Wow at the Toronto SkyDome and the Jamaican Canadian Centre Career Day.
 - It is worth noting that a detective from Court Services was awarded the Chief of Police Excellence Award in 1999 for his efforts to advance the appreciation of cultural diversity. The same officer received the Queen's Golden Jubilee Commemorative Medal in 2002 to recognize his work as the Chair of the Race Relations Committee for the Town of Markham.
- *Emergency Task Force (ETF):* To encourage interest in the ETF and to help the community to understand the unit and its operations, the ETF works in partnership with Toronto Culture and Tourism to open the unit about four times each year. Participants are given a lecture, presentation and tour of the facility. One member of the ETF has also been involved in a high-profile community activity; through ProAction, the member is involved in the "Street Buds" program at No. 31 Division. As a group, the ETF has been involved in more than ten cultural and other special events in the past year, including career and safety awareness days, community and fun fairs, CPLC meetings, open houses, appreciation days and the First Nations Day in Regent Park.
- *Marine Unit:* Like other specialist units that perform their duties in uniform, members of the Marine Unit are often involved in the policing of the Toronto International Carnival (Caribana) festivities. Because the festival takes place largely along the waterfront, the Marine Unit provides emergency support for participants near the water. The unit also becomes involved in special requests, including one from the Hindu community. In February 2002, for example, a Hindu Temple was vandalized, resulting in damage to religious statues, which then had to be interred under the water. The Marine Unit, along with the unit commander of No. 14 Division and the Chief of Police, supported Temple authorities in the dignified disposal of the damaged relics.
- *Mounted Unit:* Like Public Safety, the Mounted Unit is involved in a number of events each year in which large groups of people gather for cultural, racial, religious or political reasons. Community events include the Dragon Ball, St. Patrick's Day Parade, Kalsa Day Parade, the Driftwood Multicultural Festival, Toronto Fiesta, Toronto International Carnival (Caribana and Junior Caribana), the Jane/Finch and Flemingdon Community Carnivals, the Philippine Independence Day ceremony and the Canadian Hispanic Parade.
- *Traffic Services:* Because members of Traffic Services are in daily contact with members of the public, often in enforcement situations, unit management ensures that good race relations practices are reinforced regularly with members on training days. The unit is also involved in many cultural activities throughout the year. Groups with which they partner for community events, include the Greek, Irish, Buddhist, Jewish, Portuguese, Ukrainian, Aboriginal, Italian, Chinese and Korean communities.
- *Parking Enforcement:* The Service's Parking Enforcement Unit has three systems by which the needs of groups are addressed across the city.
 - *Customer Service:* A small customer service staff is responsible for making special arrangements with respect to parking enforcement during cultural or religious festivals, holidays and special events. Working with the community or group

involved, the customer service staff work to find a balance between the safe and orderly movement of traffic and the special needs of the group involved.

- *Disabled Liaison:* A permanent Disabled Liaison office works with individuals and groups in the disabled community to deal with general and specific parking issues across the city.
- *Area Supervisors:* Eight Area Supervisors, each responsible for a part of the city, work with people and groups who live and work in their areas to find permanent solutions to long-term parking issues. Included in their work are issues respecting parking around religious and other cultural buildings to ensure that proper balance between safe and effective traffic flow and the needs of each community is found.

Some of these sections were reviewed by the Uniform Staffing Review Team (USRT) in 2002. The USRT was mandated to find ways to ensure that the front line is appropriately staffed and supported. Some changes to the centralized units may result from the USRT recommendations.

Detective Support

Detective Support is made up of a variety of investigative functions, many of which have ongoing relationships with groups representing Toronto's ethnic, racial and other communities. One of the priorities of centralized investigative units in the Service is ensuring that activities such as investigations, follow-up and victim support are culturally sensitive.

The following is a sample of the initiatives in place in investigative units across the Service.

- *Homicide:* The Homicide Squad is involved in many community events and activities throughout the year, although few are targeted to specific ethnic, racial or cultural communities. At the same time, the squad becomes involved with a number of communities as a result of their having suffered loss through murder, including giving presentations and attending memorial services. The nature of homicide investigation is largely reactive, so the Homicide Squad engages itself in outreach activities that are appropriate to the incidents in which it is involved.

Homicide is also active in *United Mothers Opposing Violence Everywhere (UMOVE)*, which was created in the summer of 2001 by the superintendent in charge of Community Policing Support. With the cooperation and ongoing involvement of the police (and of the Community Policing Support unit in particular), UMOVE supports victims and reaches out to young people to promote peace in all communities, and is very active in Toronto's visible minority communities. Despite its name, UMOVE is not gender-specific, and is growing across Ontario. In addition to providing direct support to victims, it involves itself in initiatives that support violence prevention, including a candlelight march at Toronto City Hall in December 2002.

- *Hate Crime Unit:* Intelligence Services' Hate Crime Unit educates various groups and communities with respect to hate crime. Often, groups call for advice on how to deal with incidents or to inquire as to what constitutes a hate incident. The unit also receives requests for statistical information and for advice on current hate-related topics. In addition, the unit is called upon to make presentations and to participate in public forums (especially since the terrorist strikes of September 11, 2001). Over the past year, the

Hate Crime unit has been involved with more than 35 groups across Toronto, including the faith community, school boards, human rights organizations, the media, and support groups for cultural, racial and ethnic communities.⁴⁹

- *Special Investigation Services (SIS)*: Staff from SIS have been involved in several major initiatives over the past year that impact on police-race relations. In particular, the Gang Task Force works in co-operation with a number of community groups. Although the Task Force has only existed since May, it works closely with the Caribana Cultural Committee, Canadian Tamil Youth Development (Can-Tyd), Tamil-Hindu Temples and the Safe School Program.
- *Combined Forces Asian Investigative Unit (CFAIU)*: The CFAIU is a partnership among Toronto Police, other police agencies and the Asian community. The CFAIU is involved with a variety of Asian community groups within the GTA. It meets regularly with some (such as the Community Crime Awareness Association), and occasionally with others. An annual dinner meeting is held (most recently in October 2002) with the unit and sixteen local Chinese community organizations to discuss specific crime problems.
- *Sex Crimes Unit*: The Sex Crimes Unit continually reaches out to the community to dispel myths and educate the public on issues connected with sexual assault. It is also a priority of the unit to ensure that investigators have the ability to deal sensitively with victims as well as to investigate offences, prevent crimes and apprehend offenders. Since April 2000, the unit has met with representatives of more than 50 community groups representing Toronto's ethnic, professional, youth, education, women's and gay/lesbian/bisexual communities. The unit responds to requests for presentations and answers inquiries about sexual assault, sexual exploitation, and sexual behaviour and threat assessment. The unit also gives presentations on personal safety and the protection of children.

Service Delivery: The Front Line

After *Beyond 2000*, the Service's divisions were structured to maximize their ability to provide both *reactive* services (answering radio calls, responding to service requests from citizens, etc.) and *proactive* services (consulting with community members, predicting and de-escalating potential problems, etc.).

The services provided by each of the 16 TPS divisions include the following:

- *Primary Response*: Most of the police officers in each division are assigned to Primary Response. Five platoons of officers provide emergency coverage 24 hours per day, 365 days per year, and answer emergencies and other calls that require personal police attendance.
- *Alternate Response*: Some calls from citizens, though important, do not require immediate police response. These calls are answered by Alternate Response officers, often at a time convenient to the caller.
- *Community Response*: Proactive, preventive, consultative work at each division is handled by Community Response officers, who meet with community members,

⁴⁹ The Service takes incidents of hate crime very seriously, and Intelligence Services is not the only area dealing with it. See also the section on *graffiti eradication*, found in Section "D" of this report.

research community problems, and take appropriate action to solve or prevent them. This action can include enforcement, community education programs, or other appropriate activities. There is more information on this important sub-unit later in this report.

- Primary Response officers are involved, where possible, in some community response initiatives. For example, Primary Response officers are assigned to individual schools for a six-month period, and visit the schools on a regular basis to interact with students and staff and to deal with day-to-day issues that arise. Ongoing or long-term problems are referred to Community Response or Street Crime officers. This program is intended to break down barriers and increase safety – and the perception of safety – in the schools.
- *Investigative Response:* Investigators and undercover officers also work in each division, performing investigations or involving themselves in preventive activities. Investigative offices include detective offices, youth bureaux, and street crime and major crime units. Each divisional investigative function also includes a hate crime specialist, who focuses on crimes against persons and property that are motivated by hate against identifiable groups, including members of racial and ethnic groups and others identified under human rights legislation. They provide support to victims, and reinforce the importance of thorough investigations and victim care to front-line uniformed officers, and follow all occurrences through investigative and court phases. By doing so, they ensure that hate crime occurrences are handled thoroughly and appropriately, and that they are seen as hate crimes and given appropriate attention at the police and court levels.
- *Traffic Response:* Each division has a traffic office, mandated to address traffic safety issues throughout the division. Traffic officers are involved in enforcement and public education activities, and often investigate more serious collisions and traffic problems.
- *Crime Analyst:* Each division has a crime analyst, who is an experienced police officer tasked with tracking crime trends and disorder issues, and, where possible, predicting future issues. All other members of the division rely on the crime analyst for information to support their preventive activities.
- *Divisional Training Sergeant:* Each division also has a sergeant dedicated to ensuring that the training provided to divisional members is up-to-date, and that additional training specific to the division and its particular problems is identified and provided as needed. This training can (and often does) include material specific to the makeup of each divisional area.
- *Community Relations, Crime Prevention and Schools Officers:* This important group of officers deals with young people, community groups, victims and other groups and individuals within the community who require special support from the police.

To the greatest degree possible within staffing limitations, all of these generalist and specialist police officers work together to provide a wide variety of services to the entire community and its individual groups.

Specialist police officers within the divisions are also involved in activities that support positive police-race relations. One example is the Community Relations Officer (CRO) position, which *Beyond 2000* placed within the Community Response Unit. Among the duties of the CRO are to maintain a current profile of the ethnic/racial composition of the division and its neighbourhoods,

to establish ongoing communication with organizations and agencies throughout the community, and to record the results of all contacts.⁵⁰

Enhanced Race Relations Outreach Program

The Service worked hard over the years to improve race relations, both among groups in Toronto and between those groups and the police. Most recently, in the closing weeks of 2002, Chief Fantino proposed the deployment of 18 additional police officers and two additional civilians.

The program, tentatively known as the "Race Relations Outreach Program", was proposed to enhance race relations between the Toronto Police Service and the citizens of Toronto. The program places a permanent senior officer (an inspector) on the Chief's Staff, specifically responsible to act as a liaison for the Chief with leaders of racial minority communities.

A sergeant, supported by two civilians (an analyst and an administrative assistant), is made responsible for co-ordinating the activities of one police constable in each of the sixteen divisions. The constables' mandate is to act as liaisons for the divisional unit commanders with the local racial minority leaders.

The Board decided not to proceed on this plan until more information about it becomes available.

Field Command Supports

There are also specialists at the Field Command level. These specialists are mandated to support field (divisional) police officers as they deal with community problems, crime and disorder. One example is the *Youth Crime Co-ordinator*. Responsible to the Area and Central Field Commands, the Youth Crime Co-ordinator (a detective sergeant) and his staff provide information and advice to field officers involved in education and enforcement programs that involve young people (as victims or suspects). He also develops, coordinates and evaluates youth referral programs and programs for the field, and works closely with municipal and provincial committees dealing with relations between the police and young people.

Community Police Liaison Committees, Community Response Units and Street Crime Units

As part of *Beyond 2000* and in order to ensure that the Service was in a position to deliver community-oriented police services, changes were made to the organizational structures of the Service and its divisions.

Some of those changes do not impact on this report. For example, *Beyond 2000* created efficiencies by instituting alternate response methodologies and refocusing the organization chart to facilitate community policing.

⁵⁰ Metropolitan Toronto Police, *Beyond 2000 Community Response Unit Project Team Final Report*, April 1996

Other changes significantly improved the Service's ability to deliver community-oriented police services, and to further develop community relationships. One of these changes was the addition of a Community Police Liaison Committee (CPLC) in each division. While a small number of divisions had CPLCs before *Beyond 2000*, most did not. Now, all Toronto Police divisions include these influential consultative groups.

Made up of a representative cross-section of people who live and work in each division, the CPLCs are an important source of information and advice to divisional unit commanders and the members of their units. They help unit commanders set and communicate priorities, and provide information that is crucial to both the reactive and proactive aspects of policing in each division. Over the next year, a pilot initiative involving CPLCs will take place by which one or two representatives from each divisional CPLC will meet with a central group facilitated by the staff superintendent at Central Field Command. These meetings will deal with issues that cross divisional boundaries.

Another organizational change involved the addition of a Community Response Unit (CRU) to each front-line division. CRUs evolved into the means by which community or neighbourhood policing would become real at the field level. Each of the 16 divisions still has its own CRU.

Under the direction of a dedicated staff sergeant and a supervisory staff of sergeants, each CRU continues to deliver problem-solving services designed to reduce crime and disorder and improve police/community relationships and the quality of life in each division. While the concept of "neighbourhoods" was not fully implemented, each member of each CRU is responsible for becoming and remaining familiar with high-need and high-demand areas of the division.

CRU officers involve themselves in a wide variety of problem-solving activities, including (but not limited to):

- Community consultation (directly or through groups such as the divisional CPLC)
- Preventive, high-visibility uniform patrol in high-demand areas
- Enforcement activities (when enforcement is the most appropriate tactic)
- Community activities (including open-houses, school and sports activities, etc.)
- Joint operations with partner service-providers

CRU officers are supported by a wide variety of divisional resources, including investigators, undercover officers, and specialists such as school officers, crime analysts and community relations officers.

Another important element of the *Beyond 2000* process was Street Crime units. Intended to play a role in enhancing the relationship between police and young people, Street Crime units in each division were designed to bridge the gap between police authorities and their younger constituents, who were statistically more likely to be both victims and perpetrators of crime and disorder. The vision of *Beyond 2000* about the Street Crime function was articulated in one of the recommendations of the *Beyond 2000* Final Report:

- (17.3) That the street crime function be performed by the constables in the Community Response Office, who will develop working relationships with school officials and

students in their neighbourhoods. Using a community problem-solving approach, the officer will exert a positive influence on local youth through a mix of communication, education, and, when necessary, enforcement.⁵¹

Beyond 2000 removed Street Crime officers from the district level and decentralized them to the divisional level, giving them a more local mandate to identify and improve youth problems in each individual division:

*The Street Crime function has been a source of some flexibility of resources to the District Commander. Street Crime units were originally mandated, however, to provide educational and enforcement services specific to youth gang activity, street assaults and street-level violent crime. Since these elements fall within the scope of the Neighbourhood Officer, the street crime function will operate from the divisions.*⁵²

Street Crime units continue to operate within each division, and although they now report through the investigative offices, their focus on *prevention* and *relationship-building* between police and young people remains important. While these units have a focus on enforcement and follow-up activities with respect to high schools and their students, they also continue their preventive efforts to the greatest degree possible within the limitations of time and workload.

“60/40” Staffing Model

The very first recommendation of the Chief’s Organizational Review in 2000 was, in part, that “the Service implement a Primary Response Unit (PRU) staffing model that provides for a target time allotment of 60% of an officer’s time utilized for reactive activities and 40% utilized for proactive activities”⁵³. Proactive, problem-solving activities are crucial to community policing; by being proactive, police and community partners should predict and prevent crime and disorder problems.

The “60/40 staffing model” is still very much alive. At the Police Services Board meeting of 2002.12.11, Chief Fantino presented the first semi-annual report on the 60/40 staffing model, covering the period January to June 2002.

Because front-line units have been staffed well below their established strength over the past few years, it has not been possible to achieve the 60/40 standard, and therefore to provide the proactive efforts foreseen by the Chief’s Organizational Review. The following table illustrates the staffing shortages that the Service experienced over the past decade:⁵⁴

Year	Total Uniform Strength
1991	5,666
1992	5,618

⁵¹ Metropolitan Toronto Police, *Beyond 2000 Strategic Plan: Final Report*, page 124

⁵² Metropolitan Toronto Police, *Beyond 2000 Strategic Plan: The Implementation Process*, Executive Summary, page 10

⁵³ Toronto Police Service, Chief’s Organizational Review, *Final Report*, June 2000, page 14

⁵⁴ The source for this information is the Toronto Police Service *Annual Reports* that cover the period 1991 to 2001.

Year	Total Uniform Strength
1993	5,450
1994	5,287
1995	5,059
1996	4,746
1997	4,940
1998	4,904
1999	5,111
2000	5,149
2001	5,028

However, the Service is currently recruiting and hiring in an attempt to return to its full strength of 5,255 police officers. Staffing numbers are increasing steadily, and the goal should be achieved within the next couple of years. When the Service is at authorized strength, it is anticipated that the twice-yearly 60/40 service delivery Board reports will show more proactive work by front-line police officers.

Core Business and Service Priorities

Many of the initiatives the Service has undertaken in the past few years have focused on the priorities and core business of policing in Toronto. For example, the message provided by the Chief's Organizational Review Task Force in 2000 was "that the Toronto Police Service is returning to its core values of providing excellent police services where accountability and integrity are the cornerstones of the organization⁵⁵".

The core business of policing in Toronto is articulated in part by subsection 4(2) of the *Police Services Act*, which states:

(2) Adequate and effective police services must include, at a minimum, all of the following police services:

1. Crime prevention.
2. Law enforcement.
3. Assistance to victims of crime.
4. Public order maintenance.
5. Emergency response.

The Service has also articulated service priorities through its *Service Priorities* pamphlets. These priorities have been widely distributed throughout the Service and the community in the form of colour pamphlets, most recently the *2002-2004 Service Priorities* document. The current priorities are as follows:

- Youth Violence and Victimization of Youth
- Organized Crime
- Traffic Safety
- Drug Enforcement and Education

⁵⁵ Toronto Police Service, *Annual Report 2000*, page 12

- Human Resource Development
- Service Infrastructure
- Community Safety and Satisfaction

The pamphlet provides a summary of how the Service hopes to excel in all of the above priorities. It also states that:

- ...the Mission of the Toronto Police Service is *“We are dedicated to delivering police services in partnership with our community to keep Toronto the best and safest place to be”*
- ...the Core Values of the Service are *Honesty, Integrity, Fairness, Respect, Reliability, Teamwork and Positive Attitude*
- ...these Priorities result from extensive consultation with members of both the Service and the community, and from a comprehensive analysis of trends and anticipated challenges to the delivery of police services in the coming years
- ...many issues and problems cannot be addressed by the Service alone, as we are *all* responsible for ensuring that Toronto remains a good and safe place to live, work and visit

The focus on prevention and consultative processes is consistent with the values of community policing (which call for a proactive, consultative response to crime and disorder) and important to the priorities and actions of the Service with respect to police/race relations. This is especially true of the values of *fairness* and *respect*, and also with:

- ...the priority of *youth violence and victimization of youth*, which focuses on prevention and partnership efforts with schools and others to address the safety and security needs of those most vulnerable to victimization (including children and youth), and which incorporates relationship-building protocols between the police and youth across society
- ...the priority of *community safety and satisfaction*, which promises efforts to improve satisfaction with police services, and especially to increase police visibility and professionalism and to “strengthen the confidence of the public and Service members in the impartiality and integrity of the Service’s administration of...the complaints system”.

Expectations

The changes to the Service that resulted from *Beyond 2000* and its related initiatives included broader responsibilities for individual police officers. Rather than just responding to crime and disorder problems, divisional officers found themselves responsible for helping to *prevent* them. In order to ensure that they had the knowledge, skills and abilities to handle the larger role, *Beyond 2000* ensured that the Service reviewed the following areas:

- *Police officer functions*, which had to assume a more intense community focus both to support community policing and to comply with sections 41 and 42 of the *Police Services Act*
- *Deployment*, to ensure that divisions were adequately staffed (and that the staff was appropriately deployed within the divisions)

- *Training, Education and Skill Requirements* to support the expanded roles and responsibilities of police officers
- *Recruitment and Selection*, to ensure that new members of the Service had the potential to become neighbourhood officers, and that efforts continued to create a police service that reflects the community to the greatest extent possible in terms of race, ethnicity and gender
- *Performance Evaluation Systems*, to ensure that front-line officers reflect the realities of community policing
- *Management and Supervisory Responsibilities*, to ensure that supervisors and managers have the skills and the mandate to support community policing activities

International Initiatives

The Toronto Police Service became involved in a number of international initiatives after the Police Services Board approved TPS involvement in an ongoing series of peacekeeping and other outreach initiatives.

The Board allowed ten members of the Service to be involved in such efforts at any one time. This is a significant contribution to international efforts that demonstrates the importance placed by the Board and the Service on international and intercultural support and co-operation.

The benefits of these initiatives are not limited to the communities being served by TPS members (although they certainly benefit from the experience and skills they brought into their communities). Each of the countries involved is significantly represented in the Toronto community, and people in Toronto are able to see that their home communities benefit from the Service's involvement there.

In addition, TPS members return with skills and enhanced understanding of the cultures in other parts of the world whose people are represented in Toronto. Another benefit, of course, is that the profile of the Toronto Police Service is raised both at home and abroad.

Examples of the involvement of the Service and its members on the international stage are as follows.

Lithuania

Over a decade ago, Lithuania became the first of a series of Soviet-occupied countries to reassert its independence from the Soviet regime.

In the years that followed, Lithuania received various types of aid from western countries, including Canada. The Canadian International Development Agency (CIDA) was instrumental in the implementation of a recent, ongoing project, deemed crucial to Lithuania's democratic growth.

Superintendent Ted Price, now retired from Toronto police, envisioned the "Police to Lithuania" project and worked with CIDA and the TPS to make it happen. In October 2001, eleven Toronto members and one OPP member travelled to Lithuania to share with them the principles of

community policing. Over two two-week periods, the team of instructors met with more than 160 police officers from five Lithuanian cities; Siauliai, Panevezys, Klaipeda, Kaunas and the capital, Vilnius. The trainees were receptive to new ideas and sincere in their desire to learn and implement them.

The project also involved hosting a group of 15 Lithuanian police officers, who visited Canada in February 2002 to witness Canadian policing philosophies in action. The Lithuanian officers also met extensively with members of the Lithuanian community in Toronto, and attended community, CPLC and "town hall" meetings. Toronto-based Lithuanians were important to the initiative, as they contributed both moral and financial support to the effort.

The Lithuanian-Canadian police project, which is continuing into 2003, marks the first time Canadian police agencies have pooled their resources and pledged support to assist a country in transition. Sharing ideas and information so that police are better equipped to respond to the community is the ultimate achievement.

This exchange project has helped to secure a position for the Toronto Police Service on the global map. Participating in projects that develop healthy cross-cultural relations is an excellent learning opportunity for Toronto Police personnel. Having an awareness of global concerns also helps the Service to provide better policing to the residents of Toronto.

The Lithuania project demonstrates that long after the *Beyond 2000* planning was completed, the TPS continues to strive to deliver community-oriented police services. One of the ways the Toronto Police Service has demonstrated its continued commitment to community policing is by reaching out to promote it not only in Toronto but also in other jurisdictions.

Among the highlights of this program were⁵⁶:

- Funding was provided by CIDA to "provide assistance to the Lithuanian police in their ongoing efforts to take their police organizations through an effective transition to a democratic community-policing model" by "[introducing] the Lithuanian police to the philosophy, strategies and tactics of community policing"
- Partners in the program were the CIDA, Toronto Police Service, RCMP, Vancouver Police Service, British Columbia Justice Institute, Lithuanian Canadian Community Association of Toronto and Sheridan College
- Benefits to the TPS and the community in Toronto included "[providing] the Toronto Police Service with national and international recognition for our leadership in this area" and "building stronger ties in the diverse ethno-cultural communities within Toronto, through the demonstration of our commitment to the principles of community based policing"
- The project brought together "Canadian and Lithuanian police leaders, front-line police officers and community leaders to share experience on community policing in an interactive forum for learning and dialogue"

⁵⁶ Board Minute P312, 2001.04.19

Kosovo

For several years now, the Service has been involved in the United Nations peacekeeping efforts in eastern Europe. Police officers from 53 nations all over the world were sent to work in the troubled regions in and around Kosovo.

Canadian police officers – and in particular, TPS members – were assigned key roles in the UN initiative. “Our officers have been assigned critical roles in the rebuilding of this devastated society, including training of local police to take over when the UN mission is concluded. They are all committed to their mission and to the people of Kosovo. Each officer has found that this assignment is the ‘greatest course’ they have ever taken. The professional experience and enhanced perspective they bring back will benefit our organization immensely. Chief Fantino [who visited the region and the TPS officers stationed there] is committed to supporting the international police force in Kosovo. As he stated on his return, ‘It is critical that we are part of this international community. We have a moral, ethical professional duty to do this. We have ties with these people. We have many citizens from this country living in Canada. My desire is to ensure that the Toronto Police Service renews its commitment to this mission.’”⁵⁷

Other Initiatives

As this report is being written, the Service is involved in planning international efforts in East Timor, Tanzania and Jamaica, which are expected to benefit the communities at home and abroad. There is also an ongoing liaison with the New York Police Department that involves an exchange of police officers between the two jurisdictions. We also have TPS members serving in East Timor and with the Canadian military.

The international co-operation in which the TPS is involved continues to mirror community partnerships at home. It also reflects the Service’s international reputation as being at the forefront of community policing delivery models. In fact, the TPS is viewed internationally as a model for community policing and race relations concepts and initiatives.

Inventory of Unit Initiatives by Command

Specific initiatives and activities by the specialized units with the greatest impact on police-race relations are outlined in the “Overview” section of this report. These units are Human Resources, Training & Education, Community Policing Support, Corporate Communications and Professional Standards.

The following pages outline the initiatives being undertaken by the Service’s two Field Commands:

- *Area Field Command*, which covers the divisions outside the downtown core (22, 23, 31, 32, 33, 41, and 42)
- *Central Field Command*, which covers the downtown divisions (11, 12, 13, 14, 51, 52, 53, 54, and 55)

⁵⁷ Toronto Police Service, *Annual Report 2000*, pages 24-25

In preparation for this report, each of the two Field Commands was asked to answer a series of questions about their divisions' race relations-related activities. Specifically, each unit commander was asked about:

- Training and officer awareness
- Crime, disorder and public safety partnerships with the cultural community
- Unit commander or senior officer outreach into the cultural communities
- Divisional members receiving community awards for cultural or race relations activities
- Divisional involvement in cultural events
- Other divisional cultural or race relations initiatives
- Composition of each divisional Community Police Liaison Committee (CPLC)
- Community Response Unit status report (comparing each CRU with the CRU model from *Beyond 2000* in 1996)
- Any additional information available regarding divisional activities

The following is a summary of the responses offered by divisional unit commanders to these issues. The activities listed in this section are, of course, in addition to the countless community-building initiatives, both planned and spontaneous, in which Service members involve themselves almost daily, both on and off duty, including Rookie Ball, Junior Blues Hockey, Breakfast Clubs, and so on.

Central Field Command

Training and Officer Awareness

In addition to the diversity training that is available through the Training & Education unit, divisions in Central Field regularly invite social agencies and support units to speak to platoons on issues including youth at risk, the homeless, street outreach programs, mental health, hate crime, ethnicity and other topical issues. Discussion is often not focused exclusively on race relations issues, but encompasses social, crime, disorder and quality of life issues that affect the entire community.

Speakers have included members of Community Policing Support, the Hate Crime Unit and the Aboriginal Peacekeeping Unit. Guest speakers are also invited from outside the Service. Recently, for example, No. 51 Division hosted a guest speaker from Dixon Hall, an outreach facility that embraces all cultural communities. During these sessions, representatives from the Regent Park Community Centre (which facilitates many programs) and members of the Afro-Caribbean and Somalian communities discussed their cultural heritage and ways in which the police and community could work together.

Following the recent media articles regarding perceived police racial profiling, some divisions seized the opportunity to reaffirm the Service's Core Values and held discussions with platoon members on integrity, professionalism and the importance of positive community relations. No. 12 Division officers watched the video presentation "Police Relations in Cincinnati", which was followed by a discussion on the implications of racial profiling on policing and the community.

Crime, Disorder and Public Safety Partnerships

Through the Crime Management process, divisions work closely with their community groups to identify and respond to crime in the community. Most divisions meet regularly with their cultural communities, attending monthly meetings with CPLCs and BIAs to discuss crime prevention and work together to identify community problems and strategies.

No. 55 Division is presently working with the South Asian and East Indian communities to address crime problems in these communities. Community Response officers have held crime prevention seminars for merchants and residents in these communities, and have addressed problems with language barriers, fear of reporting crime and lack of understanding of how to report a crime. No. 55 Division has entered into an agreement with merchants in East Chinatown to report all crimes in their area.

Officers at No. 12 Division meet regularly with the Muslim, Somali and Jamaican communities to address crime, disorder and cultural issues including the use and trafficking of Khat in the Somali community. Members of No. 12 Division and their CPLC participated in "Conversation Café", a discussion group held in a local church to openly discuss public safety, economic and social issues. This church is located in Weston, which contains a large Jamaican community.

In No. 53 Division, the unit commander attends resident and tenant meetings, where positive race relations are emphasized. Disorder issues are identified, and "broken windows" type complaints are addressed through directed patrols by the police and community security.

The St. Jamestown Services Network works with the police to identify problems faced by No. 51 Division's Tamil community. In the Regent Park area, "Parents for Better Beginnings", supported by the police, offer programs for parenting support and education to create a safe neighbourhood. This organization was the impetus behind the "Toys Not Guns" initiative, where toy guns were turned in and children were given suitable replacement toys. This initiative increased gun awareness, strengthened police/community relations and fostered hope for safer streets.

City-Wide Partnerships

While the police divisions spearhead initiatives and partnerships in their own areas, similar activities also take place Service-wide. One of the prime examples of a partnership that deals with crime and disorder across the city is the current Graffiti Eradication Program, which is a Service initiative focusing on reducing the crime, fear and physical disorder caused by graffiti.

The purpose of the program is to encourage Service and community members to work co-operatively toward offender interdiction, graffiti counter-culture erosion and urban beautification.

As the Graffiti Eradication Program defines it, "graffiti" is the unlawful defacing of private or public property through writing dealing with many things, including:

- Satanic cults
- Political activism
- Hate crime
- Gangs
- Folk epigraphy
- Latrinalia
- Hip Hop culture
- "Tagging"
- "Throw-ups"
- "Pieces"

The program was developed during the summer of 2000, after Service members and community stakeholders identified graffiti vandalism in Toronto as a growing concern. Focus groups (in-person and by telephone, involving members of the community, the Police Service and various agencies) were conducted to gather information on causes, concerns and possible solutions. Academic works, social/cultural research papers and programs of other law enforcement agencies were also reviewed.

The result of the focus groups and partnerships was specific processes to deal with individual occurrences and with continuous improvement across the city. The program focuses on *eradication, education, empowerment, enforcement and economic development*. In addition to a dedicated police officer at each of Toronto's sixteen divisions, its stakeholders include *police, community, media, city agencies and politicians*. The program enjoys vibrant partnerships with community stakeholders, media persons, agency members, and local politicians.

Since its inception in October 2000, the program's objectives have been exceeded. Over 175,000 square feet of heavily vandalized wall space, laneway and bridge abutments have been reclaimed during the past two years. Cleanups involved volunteers from the Chief of Police and Toronto Mayor to high school students and prisoner work program personnel.

Over the past two years, 204 arrests have been made and 475 charges laid as a result of the program. 3.5 million Canadians have been introduced to the program through an aggressive integrated media campaign.

The public has also been informed and educated through letter campaigns, community meetings and Toronto City Council. In all, this program has resulted in perceptions of safer communities and recognition and support from all three levels of government.

Although hate crime issues result in only five percent of visible graffiti, it is a priority for the program. When Service members are made aware of hate graffiti, they take immediate action. They have the graffiti photographed and submit an occurrence report to have it investigated, and then ensure that it is removed immediately.

The importance the Service and its partners place on hate crime graffiti can be illustrated through a few highlights.

- The July 2002 edition of the *Jewish Tribune* contained an article written by a Service member dealing with the Hate Crime issue, and particularly anti-Semitic graffiti and the need to ensure that it is removed immediately.
- On December 10, 2002, the Service's director of the Graffiti Eradication Program presented the program in its entirety to an assembled audience at B'nai Brith Canada for their League for Human Rights Youth Conference. Apart from the general program, the emphasis in this workshop was hate crime graffiti.
- On January 20, 2003, a meeting was held between the Jamaican Consul General and the Service's graffiti program director to address hate crime graffiti aimed at visible minorities, and in particular Toronto's Black community.

Unit Commander & Senior Officer Outreach Initiatives

Unit commanders in Central Field are involved with the community on a daily basis, attending meetings in the business and residential community, participating in walkabouts, and attending special events, parades and activities at cultural centres.

Specific initiatives include:

- The staff superintendent in Central Field Command is the Deputy National Commissioner of Scouts Canada, representing over 90,000 young people and adults from across Ontario and Quebec. As such, he is very much involved in diversity issues and various ethno-cultural groups.
- The unit commander of No. 55 Division and the staff superintendent at Central Field Command work closely with CPLCs on a strategy sponsored by the Toronto Police Service and Scouts Canada, encouraging older youths within the ethnic communities to become police officers, and younger people to become Vocational Venturers, which may lead them to work in the field of emergency services.
- Officers at No. 55 Division continue to encourage youth from social housing areas to participate in basketball programs sponsored by Pro Action. The unit commander of No. 55 Division has attended these activities in the past and continues to support the return of the program in 2003.
- The unit commander of No. 52 Division was involved in the planning and opening of a safety centre in the Chinatown Community. He recently retired, completing a twelve-year period where he served as a Director of Covenant House.
- The unit commander of No. 14 Division is a member of the Scadding Court Race Relations Task Force, which meets monthly to discuss and implement anti-racism initiatives. The Task Force is currently planning a dinner-fundraiser to offer scholarships to students who demonstrate leadership in fighting racism. This Task Force is also piloting a community-oriented complaint intake system as well as designing a training program in race relations for police officers for implementation in 2003.
- The unit commander of No. 12 Division hosts annual events including a community picnic in the rear parking lot of No. 12 Division, and the No. 12 Division Town Hall meeting. This event is held at the York Civic Centre, and is an opportunity for members of the community to discuss policing issues.
 - The unit commander also attends “Neighbours Night Out”, an initiative that involves the police and CPLC working together to identify communities with policing issues. The police go into the community using the mobile community station, and provide light refreshments to encourage communication. The goal of the initiative is to provide information on how the community can participate in identifying, prioritizing and addressing policing issues in their areas, and encourages the community to interact with their neighbours.
 - The unit commander and his staff also help the community leaders to plan a number of cultural events held in No. 12 Division, including

Jamaican Independence Day, the Marcus Garvey Festival and the Syme-Woolner Community Event.

Community Awards for Divisional Members

Community Awards: Divisions in Central Field are in receipt of certificates, letters of recognition, plaques and awards presented by the community for their continuing support and involvement.

No. 53 Division was awarded the City Scroll by Mayor Mel Lastman for the design and delivery of the Thorncliffe Youth/Police Activity Day in Thorncliffe Park.

Examples of other award recipients include:

- A Primary Response Staff Sergeant at No. 11 Division who is extensively involved in the Muslim and South Asian communities, and has received two community awards and countless letters of thanks and recommendation for his time and efforts.
- A Community Response Staff Sergeant at No. 53 Division who was a nominee for the J.S. Woodsworth Award, presented by the Ethnic Liaison Committee of the Ontario NDP for his efforts in anti-racism and anti-racial discrimination advocacy.

Service Awards: The following major internal awards have been given to Service members.

- A Sergeant at No. 53 Division was awarded the Chief of Police Award by former Chief David Boothby for his efforts in Toronto's Asian Community.
- The unit commander of No. 55 Division is receiving the Chief of Police Award for his community involvement.

Divisional Involvement in Cultural Events

Each division within Central Field is host to a number of local cultural events.

Examples include:

- Ukrainian Day Festival in No. 11 Division
- Jamaican Independence Day and Marcus Garvey Day in No. 12 Division
- York Children's Festival and Portuguese Festival in No. 13 Division
- Toronto International Carnival (Caribana) in No. 14 Division
- Moss Park Festival in No. 51 Division
- Chinese New Year in 52 Division
- Black History Month in 53 Division

- Taste of the Danforth in 54 and 55 Division
- Diwali and Vaisakhi Indian Festivals in 55 Division

In addition to policing and supporting local divisional events, Community Response and Primary Response officers perform policing duties at cultural events outside their divisions.

Other Divisional Cultural or Race Relations Initiatives

Examples of cultural and race relations initiatives in the field are:

- Officers from No. 14 Division attend multicultural adult ESL (English as a Second Language) classes to speak on street proofing, reporting crime and partnerships with the community.
- No. 52 Division officers conducted a five-week program in the Asian community to address traffic safety, alcohol and drug abuse, shoplifting, gambling and theft from cars.
- In the East Indian community of Thorncliffe Park, members of No. 53 Division addressed sectarian violence in the community by speaking with community leaders, elders, and faith community representatives, resulting in decreased violence and victimization. To address an increasing trend of domestic violence in the East Indian community, No. 53 Division held a series of workshops on law and culture with the community. Discussions regarding religious and cultural issues impacting domestic violence were also held with officers at the divisional level to increase officer awareness.
- Officers at No. 55 Division participate in new immigrant programs at the Woodgreen Community Centre, which services up to 80% of all new immigrants in No. 55 Division. They also participate in ESL programs, safety seminars and cultural events.

Community Police Liaison Committees

Community Policing Liaison Committees in Central Field are representative of the communities they serve. Many ethnic cultures are represented on the committees, as are representatives from distinct neighbourhoods, the business community, the faith community, the elderly, youth and the gay/lesbian community. Examples of CPLCs being reflective of the ethnic communities they serve include:

- No. 12 Division CPLC includes representatives from the Jamaican, Filipino, Italian and Portuguese community.
- No. 55 Division has representation from the Indian, Sikh, Chinese, Vietnamese, Greek, Japanese, Macedonian, gay/lesbian and faith communities. Members from the elderly and youth communities are presently being sought to bring further balance to the committee.

- No. 11 Division CPLC has representation from the Asian, Maltese, Polish and Ukrainian communities.

Status of Community Response Units

Although some divisions do not maintain a formal profile of their units' ethnic and racial composition, they instead reference other sources including Service-wide demographic studies, the *Environmental Scan* and the ongoing liaison with ethnic services in the community. The Community Liaison section of Community Policing Support maintains community profiles, which are available to Service members on the Intranet. Many divisions maintain records of interactions with the community on the daily Unit Commander's Morning Report, minutes of meetings, the Year-End Report, and divisional journals.

Additional Information on Divisional Activities

In addition to initiatives directed at specific ethnic groups, many divisions also participate in projects targeting youth at risk, including those belonging to ethnic groups. Examples of this type of community involvement include:

- The Thorncliffe Park Youth/Police Activity Day in the spring of 2000 and 2001, which was intended to benefit young people at risk. This event attracted over 5000 young people, who participated in a number of sports and craft activities. This event was so well received by the city that Mayor Mel Lastman presented a scroll to No. 53 Division in honour of their work.
- Officers at No. 12 Division organized and participated in several youth programs, including Junior Blues Hockey program, Kicks for Kids, a soccer camp run by officers in the Weston community for under-privileged kids, and "Have Your Say", a joint video production with a local high school dealing with youth violence.
- As the police participation in the "Stay in School-Keep the Peace" youth-at-risk basketball program and computer mentoring for youths, No. 13 Division provided computer training for young people aged 14 to 16.
- No. 51 Division runs the Youth Basketball program for youth at risk at the Regent Park Recreation Centre.

Divisional personnel are also involved in many community and cultural events in Central Field Command. The list of specific events is long and varied, and includes:

- Faith events, including parades and festivals such as 2002's World Youth Day
- Cultural events such as dinners and concerts, including the Taste of Italy, the Chinatown Festival and Taste of the Danforth
- Other events with several ethno-cultural elements, such as the Warrior's Day Parade and the CHIN Picnic

- Special events, such as Ed Mirvish's birthday party, Johnny Lombardi's funeral and the *Safe Haven on Bloor* charity event

Area Field Command

Training and Officer Awareness

Every division in Area Field conducts some form of race relations training with its officers. Throughout the year, members attend the C.O. Bick College on a regular basis for community policing training, diversity courses or Advanced Patrol Training.

All divisional Community Relations Officers attend local community meetings, and in turn provide feedback to all the platoons concerning issues facing the minority groups. Speakers from the various communities are invited to attend divisions on training days and educate the officers on the customs and beliefs of the particular ethnic group.

No. 41 Division has established the Tamil Community Watch Program, whereby the divisional Crime Prevention Officer works in partnership with members of the Tamil Community to identify and provide solutions to problems affecting this community. Community members provide information workshops to No. 41 Division officers in order to educate them about the Tamil culture and to express their concerns.

Recently, No. 42 Division had a guest speaker from the Sri Lankan community who spoke about the customs and beliefs of this community and what it was like to be a member of a visible minority in this city.

Crime, Disorder and Public Safety Partnerships

All divisions within Area Field have formed partnerships with representatives from the cultural communities to work together to identify, prioritize and address crime, disorder and public safety issues.

Members of divisional CPLCs include representatives of all nationalities that include (but are not limited to) the Jamaican, Arabic, East Indian, Persian, Iranian, and Tamil communities. These meetings are generally held monthly and help unit managers to identify unit strategies and address crime and disorder issues.

No. 23 Division continuously works with community groups and local social agency representatives. Officers are endeavouring to enhance communication between the police and the community and to mobilize the community to take personal action against crime. The North Etobicoke Environmental Awareness and Community Identity Group is geared towards "selling" the area to attract employers and businesses to the area. The rationale is that if legitimate opportunities for meaningful employment exist, then individuals will be less likely to pursue criminal activity.

No. 41 Division's Crime Prevention Officer participated in a one-hour radio show broadcast by the Tamil Work Radio Organization. The show engaged the officer in a live question-and-answer format on crime prevention.

No 41 and 42 Divisions are involved with the Tamil Watch program. This committee deals with crime and disorder issues within the Tamil community.

Unit Commander & Senior Officer Outreach Initiatives

Unit commanders within Area Field are actively and regularly involved with their communities. In addition to being members of their local Community Police Liaison Committees, they attend meetings in the business and residential communities, field specific community concerns requiring immediate attention, participate in walkabouts, and attend parades and cultural events.

The following examples illustrate the type of initiatives with which the divisional senior officers are involved:

- The unit commander in No. 22 Division is involved in a Youth Outreach Program in the Lakeshore community that includes children at risk from various racial backgrounds.
- The unit commander in No. 22 Division also supports a mentoring program on drug awareness that was initiated by Reverend Veta Saunders from the Church of God of Prophecy and funded by ProAction. At-risk children up to the age of 18 from the Black, Asian, East Indian, Polish and Eastern European communities were partnered with children from different ethnic backgrounds to put on a staged musical performance.
- The unit commander of No. 31 Division is involved with a variety of stakeholders in working towards improving race relations. Through the CPLC, No. 31 Division administers a bursary program that provides education funding to disadvantaged students who require financial assistance to continue their education.
- For the past five years, No. 42 Division has held an annual community picnic. This picnic is led by the local CPLC and Chinese CPLC, but is driven and was initiated by the senior officers in No. 42 Division. The success and attendance of this picnic grow every year. This function has proven to be an excellent method for improving relations between the police and the community within No. 42 Division.

Community Awards for Divisional Members

Community Awards: Units within Area Field issue and receive certificates, letters of recognition, plaques and awards to and from community partners for their continued effort, support, and involvement in the community.

- Respect Certificates were issued by members of No. 22 Division to:
 - Mr. Mike Barbisan, manager of IKEA
 - Mr. Joseph Wambach for his appearance as a guest speaker at a CPLC Town Hall Meeting on bullying
 - Mr. Frank Dimflimier for his involvement in the “Gun Play No Way” initiative

- Mr. Joseph Bisser for his work in helping No. 22 Division with its crime management initiatives

Examples of awards received by members of the Service include:

- A constable at No. 22 Division received the Queen's Jubilee Commemorative Medal for the work and personal commitment he demonstrated by organizing community programs in the Lakeshore community, both on and off duty.
- The unit commander of No. 23 Division received the Queen's Golden Jubilee Medal for Community Service.
- A constable at No. 31 Division received the Jack Sinclair Award for his innovative police community program for children in the City of Toronto.
- No. 32 Division received an award for the sickle cell training video for first responders. This award was received as a result of the division's work with the North York Committee on Race and Ethnic Relations.
- The No. 41 Division unit commander received a community award in February 2002 from the Toronto Committee on Race and Ethnic Relations for recruiting efforts in the Black Community.
- The unit commander of No. 42 Division received the Queen's Golden Jubilee Medal for his work within the community.
- The TPS constable who developed the program "Ask a Cop" has been nominated for an Independent Order of Daughters of the Empire award for his work with Black youth.

Service Awards: Some Divisions within Area Field have received the following Service Awards:

- Chief's Community Award for Supporting Children in High Risk Communities
- Two constables in No. 42 Division received the Chief of Police Excellence Award for their initiative and development of the Titan soccer program

Divisional Involvement in Cultural Events

On average, every division within Area Field participates in or supports at least ten cultural events throughout the year. The following are some examples of the types of events that currently take place within the divisions:

- The Mimico Festival and The Lakeshore Festival in No. 22 Division are annual events that encourage local community members from a variety of racial backgrounds to come together and enjoy a day of cultural festivities.
- No. 23 Division participates in the Kipling Acres fundraiser and the Caribbean Naparima Canadian Alumni five-kilometre run.

- The Weston Santa Claus Parade has been an annual tradition in No. 31 Division.
- Mel Lastman Square, which is located in No. 32 Division, hosts yearly cultural events such as Finnfest, Caribbean Sunfest, Polish Independence Day and Greekfest.
- In 2002, No. 41 Division recorded 25 occasions where officers attended, participated in or been involved with cultural events within the division. Some of these include the First Nations Meetings and Awareness Day, South Asian Heritage Day and the Annual Celebration of Diversity hosted by the Scarborough General Hospital.
- No. 42 Division plays host to the Guyana Independence Festival, presented by the Guyana Consulate and several Guyanese community organizations. It is the largest festival of its kind in the world outside of Guyana.
- In addition to policing and supporting their own events, Area Field divisions are frequently called upon to assist at events outside of their divisions, such as the annual Toronto International (Caribana) Festival, the Taste of the Danforth and the Santa Claus Parade.

Other Divisional Cultural or Race Relations Initiatives

Crime, disorder, and public safety concerns are continuously addressed by the divisional crime management teams. The following are examples of initiatives, which focus on victimization within the cultural communities:

- No. 22 Division meets monthly with the management committee of 362 The East Mall, which is a predominately Black community, to address the crime and disorder concerns of the tenants.
- The No. 22 Division Community Response Officer meets regularly with and provides assistance to Women's Habitat, which houses abused women and women in need and their children. It helps them to re-establish themselves in the community. These women represent a wide variety of racial backgrounds.
- No. 23 Division initiated many crime, disorder and public safety programs such as Project Big Al, Alliance, Project 7, Wallo, Serene, and Top Ten.
- No. 31 Division commenced the "Lets Talk Guns" project three years ago. This initiative targeted geographical locations identified through crime analysis to be "at risk" areas.
- No. 33 Division provided members, especially seniors, of the Armenian community with personal safety-related information.
- No. 41 Division Youth Services attended a Muslim school within the division and lectured the students and teachers on victimization, the need to report crimes, hate crimes and the role of police within the Muslim community.
- Number 42 Division initiated a project dealing with violence within the Tamil Community, specifically relating to Tamil gangs. Officers address ESL

classes in local schools and through Culture Link programs, in order to educate cultural groups about domestic violence.

Community Police Liaison Committees

Each division within Area Field ensures that its Community Police Liaison Committee represent the cultural, business, resident and political composition of the community it serves.

Members of each CPLC come from a variety of ethnic backgrounds, age groups, educational levels and occupations.

Status of Community Response Units

The *Beyond 2000* Report "Community Response Unit Project Team – 1996", contained job descriptions for various functions within the divisions. The Community Relations job function identified the following responsibilities of the Community Relations Officer:

- Maintain a current profile of the ethnic/racial composition of the division and its neighbourhoods
- Keep an inventory of the organizations/agencies, including contact persons, within those communities
- Establish ongoing communication with those organizations/agencies and maintain a record of this interaction

Some divisions do not maintain a current profile of the ethnic/racial composition of the division because of the difficulty they have encountered by keeping it up-to-date. A few divisions have found that their multicultural community is transient in nature. New Canadians arrive and live in the neighbourhoods for a short period of time. Keeping records up-to-date is nearly impossible. As was mentioned earlier in this section, the majority of the divisions rely instead on census figures and on similar information available through the Community Policing Support unit and the Toronto Police *Environmental Scan*.

Every division maintains an inventory of community organizations and agencies, including the names and numbers of specific contact persons. The lists include local contacts, business and community groups, social service agencies providing support for communities, schools, faith groups, etc. Most Community Relations Officers keep a list of agencies and organizations that provide interpreting services and integration assistance to newcomers.

All communication and interaction with any agencies and organizations is documented in journals, occurrence reports, faxes, e-mail, CPLC meetings, the Unit Commander's Morning Report (UCMR) and sub-unit quarterly reports.

Additional Information on Divisional Activities

In the past year, every division in Area Field has created some type of an initiative or program to address cultural or race relations issues within their areas. The following examples illustrate some of the initiatives and/or programs that were created:

- In conjunction with ProAction and the Etobicoke-Lakeshore Youth Group, Community Response officers from No. 22 Division work closely with the Sirius Theatrical Company. This theatrical forum presents plays to young people in the community to encourage leadership, promote racial harmony and establish and maintain friendships among young people of all backgrounds.
- In No. 33 Division, the Community Response Unit is very involved with the Muslim Cultural Centre. This centre is being built in the south-west corner of the division. It is a massive project that will have an impact throughout the country. Officers feel that having been involved from the beginning of this project has built a foundation of trust that should be the foundation of a long-term partnership.
- In No. 41 Division, the Community Relations officer organizes an annual camping trip in association with the Warden Woods and West Scarborough Boys and Girls Club. The youth are taken for a six-day camping trip in Minden. The purpose of this program is to promote youth leadership within this community.

Like Central Field Command, Area Field divisional personnel are involved in many community and cultural events. The list of specific events and contacts is long and varied (more than 60 groups and institutions are represented), and includes:

- Faith events, including events at a number of religious institutions
- Educational events at elementary and high schools, community centres and Board of Education offices
- Cultural events involving ethnic organizations and people from many parts of the world
- General events, such as a Walk of Hope and Heart & Stroke Foundation activities

Enhancing Field Command Activities

To enhance the proactive strategies being undertaken by front-line members, Chief Fantino sent a memorandum on January 27, 2003, to all unit commanders asking them to devote themselves and the members under their direction to “renewed efforts in the area of community outreach, uncompromised ethical conduct and positive community relations”.⁵⁸

The memo goes on to say:

I am ... encouraging all Unit Commanders and supervisors to elevate your presence and involvement with both our people and within the community. Our people need positive reinforcement, guidance and leadership while the

⁵⁸ Chief Julian Fantino. *Directive – Proactive Strategies* (internal memo), 2003.01.27

community is looking for us to demonstrate a caring and sensitive approach in all our dealings with citizens, especially those who feel marginalized or otherwise disadvantaged.

We must also remember that out of the recent "Racial Profiling" controversy, many people from the racial communities especially have come forward to support and encourage us during these difficult times. That really must be kept in perspective also.

Taking these issues into account and having listened to the input and advice that I have received from many sources, I am requesting your personal support respecting the following:

- 1) Increased personal dialogue, interaction [sic] and involvement in the daily routine of supervisors and front-line officers within your respective Command.*
- 2) Identify and reach out to racial, religious and other minority groups and institutions located within your community.*
- 3) Increase your visible presence in the community, especially with respect to vulnerable people, youth-at-risk, disenfranchised neighbourhoods and schools.*
- 4) Increase your efforts to communicate "good news" stories of events and achievements to Corporate Communications in a proactive and timely fashion.*
- 5) Ensure that your CPLC better reflects the demographic make-up of the community in the Division and is both active and fully engaged in accomplishing the actual tasks intended to achieve greater Police-Community Relations, mutual respect, support and tangible results.*
- 6) Step-up your dialogue and relations with local politicians respecting issues of crime and disorder, inadequate services, programs and facilities, as well as engaging them in problem solving initiatives within their respective wards.*
- 7) Ensure that all your personnel perform all duties in accordance with uncompromised, ethical conduct and promptly and effectively deal with exceptions.*

Admittedly, you may already be doing all of the above and more, however, as you well know, we can always rise to greater achievements in all that we do...⁵⁹

⁵⁹ Chief Julian Fantino. *Directive – Proactive Strategies* (internal memo), 2003.01.27

Practical Community Supports for TPS Activities

Socio-economic Support

The philosophy of community policing recognizes that crime and disorder problems in the community have causes and solutions that go beyond the purview of the police. The problems and issues faced across society have socio-economic roots, and their solutions often must come from other community resources, often working in partnership with the police.

In October 2002, because of the complexity of the causes and solutions of crime and disorder, Chief Julian Fantino asked all his staff superintendents and divisional unit commanders to prepare a comprehensive and detailed environmental assessment of all areas of police responsibility. The Chief's purpose in doing so was to evaluate the effectiveness of existing support systems for Toronto's vulnerable communities and at-risk youth.

Each area of command is required to report on issues that are linked in some way to the cycle of crime and disorder in the community, including:

- The maintenance and upkeep of public housing and public spaces
- The availability of recreation facilities (basketball courts, etc.)
- The availability of youth programs (sports activities, mentoring programs, etc.)
- The nature and extent of facilities available for youth programs in publicly funded institutions (community centres, schools, etc.)
- The fee structures/policies for the use of publicly funded facilities
- The degree of police involvement in youth at-risk programs and vulnerable neighbourhoods
- The involvement in youth-at-risk programs by the faith community, schools, etc.
- The nature of after-school programs sponsored by the Boards of Education for youth at risk
- The degree of involvement and support by local, provincial and federal politicians in solving chronic crime and quality-of-life problems, and their support for youth-at-risk programs and other initiatives such as education and job training and creation
- Any other information that will assist in this assessment

Respondents have also been asked to articulate "other factors, such as social, economic and environmental conditions that [they] feel contribute to crime and disorder...[and to] give some serious thought to the underlying causes that are evident and about which policy makers at all levels of government and publicly funded institutions, including police, can improve"⁶⁰.

A study such as this is a significant undertaking, but a worthwhile one that could help to enhance the relationship between the police and the communities they serve. The results should be available early in 2003.

⁶⁰ Memo from Chief Julian Fantino, 2002.10.30

ProAction Role and Involvement

Parameters: Police-community partnerships are a cornerstone of community policing. One example of a partnership that is designed to benefit young people across the community and to promote healthy relations between the police and young people of all socio-economic and ethno-cultural backgrounds is ProAction. Operated by a Board of Directors drawn from the community (including businesses, government, athletics and volunteerism), “ProAction is a charitable organization dedicated to supporting Toronto police officers in creating positive relationships with kids at-risk”⁶¹.

Grants: ProAction’s primary role is to fund programs that build relationships between police and youth. “In evaluating funding requests we ask: ‘Will this program result in a better understanding between police officers and at-risk youth?’...Programs that qualify for funds should include direct interaction between officers and youth at-risk. [At-risk youth are young] people who are or may be involved with lifestyles that lead to crime and violence, e.g., drugs, guns, bullying, gangs, precocious sex or other risk factors...Programs are initiated by members of the Toronto Police Service who identify a community need in their day-to-day observations.”⁶²

Between January and May 2002, ProAction provided \$64,647.10 to fund 17 programs in 11 divisions, and three in Community Policing Support. Partnerships such as the one between the Service and ProAction have the potential to improve relations between the police and young people of all backgrounds.

Support by Service Members for Community Initiatives

Every Command of the Service is involved in the annual United Way campaign, through which members of the Service raise hundreds of thousands of dollars each year to support a huge variety of programs that benefit the entire community, including Toronto’s minority communities. In 2002, members of the Service raised \$485,000 for the United Way, an amount that far exceeds the ambitious goal of \$360,000.

Other Factors Supporting or Impacting on Service Delivery

Racial Profiling

The philosophy of community policing, the service priorities of the Toronto Police Service, and the way TPS members deliver service to the public are all dependent on partnerships with individuals and groups in the community. Mutual trust and respect among the police and the people they serve is a cornerstone of policing in Canadian society.

Nonetheless, much has been made recently about the issue of racial profiling in the Toronto policing context. It is necessary to deal with this issue directly, and to ensure that all stakeholders understand it in the same way. However, there appears to be no universally accepted definition of the term “racial profiling”. The use of the term can, therefore, be

⁶¹ ProAction web site (www.torontopolice.on.ca/cos/proaction)

⁶² ProAction web site (www.torontopolice.on.ca/cos/proaction)

confusing and misleading because it means different things to different people, from being a legitimate investigative technique at one end of the spectrum to outright racial discrimination at the other.

The term itself appears to have its genesis in the United States, where, in the late 1960's, a relaxation of the legal standard governing police stops and searches, combined with a strong Federal policy targeting drug trafficking has been empirically shown to have led to an increase in the number of police stops and searches of minorities, especially Blacks and Hispanics.

In Toronto, the Service is specifically prohibited by Board policy from keeping race-based statistics. It is, therefore, not possible to determine if a similar pattern exists in Toronto. Regardless, whether or not a disproportionate number of visible minorities are stopped in Toronto, it is undeniable that there is an honestly held belief among minorities that such is the case. Anecdotal evidence tends to support this belief although to what extent no one can accurately say.

The harm that results from this belief, whether it is fact or perception, is that it creates and perpetuates a mutual feeling of mistrust between police and minority groups. It is essential, therefore, to distinguish legitimate investigative profiling techniques from profiling in the sense of racial discrimination.

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

Over the past few months, Chief Fantino has articulated the need for professional behaviour among police officers in contact with the public. In his *Ten Four* newsletter to all members of the Service in November 2002, he provides the following advice to all of the police officers under his command. With respect to the issue of racial profiling:

Our greatest tool to overcome this and any challenge is our professional conduct. It has always been my belief that, at all times, we must perform our duties in a professional and ethical manner because even the odd expression can result in diminished public trust, and as I have stated many times: 'If we lose the public trust – all is lost'.

...I have been researching the issue of racial profiling and consulting with experts in the area – both community and police. Under the circumstances, I feel that it is appropriate to share with you a perspective on racial bias that has been documented by the Police Executive Research Forum in the publication 'Racially Biased Policing'. This excerpt effectively illustrates the nature and complexity of the problem of race biased policing and the types of inappropriate conduct that could be construed to be racial profiling misconduct:

- *Targeting motorists for traffic stops on the basis of race;*
- *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;*
- *Assuming someone is dangerous on the basis of race;*
- *Providing different levels of police patrol and protection on the basis of race, or because of unfounded racial fears;*
- *Providing different levels of service on the basis of race.*

We must be aware that social and institutional pressures can lead to unacceptable instances of racial bias in policing. Police officers must make their decisions to engage the public based on the actions or conduct that they observe, on actual witness information and/or on hand evidence. Police officers must have articulable cause or reasonable grounds in order to pursue legitimate law enforcement activities with a member of the public. We must not make any decision to stop, question and/or search citizens based solely on a person's race. All of us, at all times, must provide equitable and respectful service to all persons regardless of race.

I believe that the best way to deal with this and all other issues is simply by always treating people, all people, professionally. Let's continue to treat all people and each other with dignity and respect. Professional conduct means that we will never go wrong or be found wanting in our dealings with all components of our diverse society.⁶³

The Training & Education unit, which has for many years provided a wide range of training on policing and diversity, has prepared a training module and video to help police officers to deal with traffic stops and other public contacts. The module, being delivered to members across the Service and particularly at front-line units, covers the decision-making process that leads to a police officer addressing a member of the public, and how best to conduct interviews and investigations on the street.

⁶³ Toronto Police Service, *Ten Four from Chief Fantino*, 2002.11.20, pages 1 and 2

Effective communication throughout the Service, along with effective supervision and quality training, will help to ensure that members conduct themselves at all times with appropriate authority combined with respect for everyone with whom they come into contact.

Policing a World Within a City

SECTION E: Updated Responses to Previous Recommendations

Strategy to Enhance the Metropolitan Toronto Police Force's Profile with Racial Minorities **Equal Opportunity Consultants**

Total Recommendations 41

Total Implemented	36
Total Implemented in Part	3
Total Not Implemented	1
Total Not To Be Implemented	1

Recommendations by Assignment

Human Resources	22
Training and Education	2
Community Policing Support	4
Corporate Communications	9
Corporate Planning	1
Detective Services – Hate Crime Unit	1
Area Field and Central Field	1
Race Relations Co-ordinating Committee	1

“Recruiting efforts be strategically focused, not on generating a large pool of candidates, but on the best candidates for the limited number of vacancies.”

Source: Equal Opportunity Consultants Recommendation No. 1

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Recruiting initiatives concentrate on attracting and mentoring all interested persons to employment opportunities within the Service. Although all applications are welcome and receive prompt attention, many initiatives and comprehensive outreach programs focus on the organizational needs of the Service. The organizational needs include visible minority, female and Aboriginal candidates, residents of the City of Toronto and candidates who speak a second language.

The Service has worked closely in partnership with the community to identify the best candidates for the limited number of vacancies. The recruiting team has benefited from its ongoing liaison with the Recruiting Coalition Committee, religious organizations, community colleges and universities as well as strategic partnerships with the media. The Recruiting Coalition Committee is comprised of community leaders, community members and representatives of diverse agencies who assist the Recruiting Unit with strategies to attract new applicants.

Candidates who meet the organizational needs of the Service are awarded additional points in the screening process and are given first opportunity to be interviewed.

“Targeted Recruiting, particularly of Black and South Asian students be undertaken in Senior High Schools, Community Colleges and Universities.”

Source: Equal Opportunity Consultants Recommendation No. 2

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Service is committed to hiring the best-qualified candidates that reflect the organizational needs of the Service. Enhanced partnerships with the Ministry of Education core curriculum advisors provide opportunities to discuss and promote a career in policing with high school students and their guidance counsellors.

Colleges and universities are a central focus of the Recruiting Unit. The recruiting team travels to colleges and universities within the GTA to attend career days, job fairs and information sessions to provide information about careers in policing with the Toronto Police Service.

The information sessions highlight the organizational needs of the Service. In addition, the applicant testing team travels to colleges and universities for the purpose of testing applicants in their own environment. Candidates are also invited to attend the testing centre to practice the physical component prior to their test day, with individual instruction by the testing team.

“The monitoring and evaluation mechanism already developed should be implemented quickly in order to track recruiting strategies.”

Source: Equal Opportunity Consultants Recommendation No. 3
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

Members of the Recruiting Unit compile recruiting statistics on a weekly basis. A compilation of statistics is maintained and reported on a regular basis. The number and composition of potential candidates at each event is assessed and entered into a database.

The Employment Unit uses an Applicant Tracking System to monitor applicants through the process. This method enables the recruiter to track the progress of applicants through each stage of the hiring phase and assist with difficulties, if required. The recruiter is able to identify applicants who are not successful but close to a passing grade in order to develop initiatives such as specific or individual mentoring.

“Particular attention be given to those recruiting techniques involving interpersonal and community contact with racial minority groups”.

Source: Equal Opportunity Consultants Recommendation No. 4
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The recruiting team uses many diverse interpersonal methods to assist new and current candidates who meet the organizational needs of the Service.

Officers have developed hands-on mentoring sessions including information on the Constable Selection System, an opportunity to try the physical test, and one-on-one feedback by members of the testing team.

Candidates who were unsuccessful but close in the written and interview stages are contacted with offers of mentoring. The recruiting team works closely with the Recruiting Coalition Committee, which involves members of the community to develop new strategies. Developing a positive rapport with potential candidates is an important part of the mandate of the recruiting team.

“Comparative cost-benefit analysis to be undertaken of the recruitment strategies pursued by the Metropolitan Toronto Police Force (eg: advertising versus mobile recruiting teams).”

Source: Equal Opportunity Consultants Recommendation No. 5

Response: Agree

Assigned to: Human Resources

Status: Implemented in Part

Existing Program

The Toronto Police Service agrees that a cost analysis of recruiting strategies is beneficial, and steps are currently taking place to accurately collect necessary data to undertake this cost analysis.

Historically, a voluntary recruiting survey has been distributed to all applicants requesting personal information including information on what motivated them to apply to the Toronto Police Service. The Employment unit is unable to quantify and qualify the results of this survey due to the voluntary nature of the form.

The Employment unit has recently modified the Application Form that all applicants must complete. A page has been added that requires applicants to identify whether or not they attended a presentation, information session or mentoring session with the Service. The form also asks for the name and badge number of a Toronto Police Service member who made a referral.

The Service has recently undergone a recent Human Resources Management System (HRMS) computer upgrade, and this information can now be entered and captured for future statistical analysis.

The Employment unit is confident that the information collected will assist with an overall cost-benefit analysis pursuant to this recommendation.

“Following the principle of employment equity as articulated in the Police Services Act, an employment equity statement be inserted in all advertising and recruitment materials of the Metropolitan Toronto Police Force.”

Source: Equal Opportunity Consultants Recommendation No. 6

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Toronto Police Service continually strives to ensure that it represents the diverse community that it serves. The Service has outlined its organizational needs, which include racial minorities, females, Aboriginal people, language skills and residents of Toronto and the Greater Toronto area.

A statement outlining the organizational needs of the Service is inserted into recruiting materials produced by the Service. Visual images used in advertising also highlight representatives of various communities in their respective roles.

“Recruitment efforts with minority groups should include strong emphasis on the service, non-crime aspects of policing.”

Source: Equal Opportunity Consultants Recommendation No. 7
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The Toronto Police Service presents a balanced recruitment approach to employment opportunities within civilian and uniform careers. Recruiting teams, through their presentations at educational institutions and community events, discuss the service aspect of policing as well as the variety of career opportunities available within the organization. This strategy presents a balanced approach towards policing and the careers available within policing.

With over 180 job assignments available, the Toronto Police Service offers excellent career opportunities for individuals seeking professional and personal satisfaction in their work.

“Recruitment materials go beyond information about the basic requirements of the job and focus more on the qualities, skills and challenges of policing.”

Source: Equal Opportunity Consultants Recommendation No. 8

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Recruiting materials published by the Toronto Police Service focus on excellent career opportunities for individuals seeking professional and personal satisfaction in their work. The hiring process, salary, benefits and the organizational needs of the Service are highlighted.

The material describes the rewarding and challenging career opportunities within the Service, emphasizing that members have the opportunity to make a difference in the community.

In addition, posters and billboards provide a visual display of opportunities available within the Service which include a variety of uniform functions (e.g., bicycle, mounted and traffic patrol) and also a range of civilian careers.

“Recruitment efforts stress the variety of technical and professional careers available in the Force.”

Source: Equal Opportunity Consultants Recommendation No. 9
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

Recruitment literature and web page links promote the exciting career opportunities within the Toronto Police Service.

With over 180 job assignments available, the Toronto Police Service offers career opportunities for both civilian and uniform candidates seeking professional and personal satisfaction. A twenty-four hour job hotline has also been in place for a number of years to advertise professional and technical careers. Interested persons can call the hotline to learn what jobs are available at any time.

“Consideration be given in supporting academic and skills development upgrading for ‘borderline’ racial minority applicants.”

Source: Equal Opportunity Consultants Recommendation No. 10
Response: Disagree
Assigned to: Human Resources
Status: Implemented in part

Existing Program

Candidates who meet the organizational needs of the Service and are unsuccessful but close in their attempts with the testing or interview are counselled and offered one-on-one mentoring with a recruiter. Their files are reviewed and information is offered on how to improve in each area.

If further academic upgrading is required, the availability of continuing education opportunities is discussed with the candidates.

“Consideration be given to the development and implementation of an upgrading course for ‘borderline’ racial minority applicants at C.O. Bick College.”

Source: Equal Opportunity Consultants Recommendation No. 11

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Candidates who meet the organizational needs of the Service and are unsuccessful but close in their attempts with the testing or interview are counselled and offered one-on-one mentoring with a recruiter.

Their files are reviewed and information is offered on how to improve in each area. If further academic upgrading is required, the availability of continuing education opportunities is discussed.

While this initiative does not involve the C.O. Bick College, it is undertaken by appropriate Employment Unit staff.

“Sensitive and skilled counselling be provided to minority recruits.”

Source: Equal Opportunity Consultants Recommendation No. 12
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

A member of the recruiting team mentors candidates who meet the organizational needs of the Service. The organizational needs include visible minority, female and Aboriginal candidates, residents of the City of Toronto and candidates who speak a second language.

All efforts are made to ensure the composition of the recruiting team reflects the Toronto community. As such, attempts are made to link visible minority candidates with a uniform member from their community.

In addition, policing and diversity training, conducted at C.O. Bick College, is mandatory for all police officers. Enhanced communication skills, sensitivity to others and ethics are strong components of this training.

“The feasibility of establishing the Recruiting Unit as part of the Employment Office be explored.”

Source: Equal Opportunity Consultants Recommendation No. 13

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Recruiting Unit has been part of the Employment Unit since November 1995. It is made up of a staff sergeant, a sergeant and four constables who reflect the diversity of the city.

The recruiters have an in-depth knowledge of the Constable Selection System and play a fundamental role in the strategic direction of recruitment planning and outreach at the Employment Unit.

“Police officers working in the Recruiting Unit be posted for an extended period of time and be given adequate financial compensation and/or promotion.”

Source: Equal Opportunity Consultants Recommendation No. 14

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Assignment to the recruiting function varies in length of time, depending on the needs of the unit, the member, and the Service.

Compensation is determined by the collective agreement, and applies to an officer's rank rather than his or her specific assignment. The contribution of recruiting officers is taken into account when the member participates in the promotional process.

“Support materials (both written and audio visual) be developed to support recruitment efforts.”

Source: Equal Opportunity Consultants Recommendation No. 15

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Recruiting promotional materials are available that depict the organizational needs and core values of the Toronto Police Service. The materials include, but are not limited to, handouts, folders, bookmarks, posters and billboards, which display a diverse representation of personnel in the Service. Also included is a web-site that includes multimedia and video presentations.

The Toronto Police Service and the Ontario Association of Chiefs of Police developed the materials in relation to the Constable Selection System. They are used during job fairs, information sessions, career days, community events and one-on-one mentoring.

“The feasibility of the Recruiting Unit distributing application forms in the community and processing and testing candidates before referrals to the Employment Unit be undertaken.”

Source: Equal Opportunity Consultants Recommendation No. 16

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Information packages and application forms are distributed to potential candidates at presentations, career fairs and community events attended by members of the Recruiting Unit.

The testing team from the Employment Unit attends interested community colleges and universities within the GTA to collect applications and test applicants as a group. In addition, there is a private agency sanctioned by the Ontario Association of Chiefs of Police Constable Selection System which travels the province, administers the same written and physical tests and issues a certificate of results which is recognized by the Toronto Police Service and other participating police agencies.

“The workloads and human resource needs of the Employment Unit be undertaken.”

Source: Equal Opportunity Consultants Recommendation No. 17

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Employment Unit is mandated to recruit and hire uniform and civilian staff for the Toronto Police Service with the objective of reflecting the diverse communities within the City of Toronto.

In recent years, the Service has experienced an unprecedented demand for hiring. Uniform hires have risen from 143 in 1998 to 360 in 2001 (an increase of 152%), while the application rate has risen from 1,391 in 1999 to 2,196 in 2001 (an increase of 60%). As of September 30, 2002, 310 hires have been completed. Increases of a similar magnitude have also occurred with respect to civilian hiring over this period.

Workload Projections:

The human resources strategy currently projects a need to hire 373 officers in 2003. Approximately 4000 applications will have to be processed to meet this hiring goal. In addition, the Employment Unit is also responsible for hiring for approximately 500 civilian members, including parking enforcement officers, communication officers, court officers, temporary personnel, co-op placements, auxiliary officers, contract personnel, lifeguards and special constables. Approximately 1200 background investigations will be performed to achieve this goal.

There are presently twenty-eight interviewers and background investigators assigned to the Employment Unit who are mandated to achieve Service's hiring goals. As the workload increases, retired police officers are hired on contract to assist with background investigations. When the hiring returns to normal rates, the workload will again be evaluated with the anticipation of returning uniformed members to the divisions or other units.

“A collaborative, coordinated and integrated relationship be established between public affairs, the employment office and the recruiting unit.”

Source: Equal Opportunity Consultants Recommendation No. 18

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The recruiting team at the Employment Unit collaborates with Public Affairs (now known as Corporate Communications) to ensure that appropriate media releases are issued for recruiting initiatives.

In addition, the recruiting section maintains an Internet web-site through Corporate Communications to disseminate information regarding the constable selection system and hiring process for both uniform and civilian opportunities.

"A systematic and comprehensive review of all public relations materials produced and disseminated by the MTPF be undertaken, with the intent of developing a coordinated, consistent and comprehensive multi-media communications strategy."

Source: Equal Opportunity Consultants Recommendation No. 19

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The Service has been represented on The Council Action Committee to Combat Racism, which has developed policy principles and guidelines to ensure advertising and communications by city agencies, boards and commissions reflect the racial diversity of Toronto and are free from bias, discriminatory or stereotyping content.

Community Policing Support works closely with other Service units to support and/or coordinate various strategies involving public relations materials produced and disseminated to the diverse communities, including include brochures, pamphlets, videos, newspaper articles as well as radio and TV appearances.

Community Policing Support, in conjunction with Corporate Communications, maintains an extensive Ethnic Media Outreach Strategy along with a vast production and dissemination of translated material to the various ethnic communities in Toronto.

Pending Initiatives

The new unit commander of Corporate Communications is conducting a review of corporate communication strategies, which will ensure compliance with Service policies and community expectations. During and following this review, the Service will endeavor to enhance the production and dissemination of public relations materials to the community in a timely and effective manner.

“All public relations and recruitment materials present a dynamic, service related image of policing.”

Source: Equal Opportunity Consultants Recommendation No. 20

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

A recruitment material package has been developed for distribution to interested candidates, which presents a dynamic, service-related image of policing. This material includes posters, presentation folders, information booklets and bookmarks.

Community partnerships have greatly assisted in the development of dynamic recruiting material. Citytv has created a video presentation in the form of a news serial focusing on organizational needs as well as the service side of policing.

The Proverb Heritage Organization of the Underground Railroad has donated a large recruiting display to the Toronto Police Service that depicts dynamic job opportunities. Presentation folders focus on many uniform positions available throughout the Service including bicycle patrol, the Marine Unit and Parking Enforcement.

"The Public Affairs Unit should provide information on service and community-related activities to the media."

Source: Equal Opportunity Consultants Recommendation No. 21

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

Corporate Communications forwards all Service and community-related stories to the media via news releases, news conferences and electronic postings on the Toronto Police Service Web site. In addition, the Service website offers a substantial audience of over 2,500 people daily who access complete versions of information released.

The Service has no control over how much of the information provided is published by the media. Corporate Communications' analysis of media coverage indicates community related issues are not always given priority. This is also true with ethnic/community media outlets. Corporate Communications personnel work with the ethnic/community media to seek better coverage of these events.

The Chief hosts two media meetings annually with ethnic/community media in an effort to gain support for the type of coverage suggested in this recommendation. The agenda at these meetings includes an information session on current race relations issues.

Corporate Communications has upgraded the computer/fax/net system in order to more effectively and efficiently reach smaller, local media.

"Consideration be given to change in the name of the police to the Metropolitan Toronto Police Services."

Source: Equal Opportunity Consultants Recommendation No. 22
Response: Agree
Assigned to: Race Relations Co-ordinating Committee
Status: Implemented

Existing Program

On March 2, 1995 the Toronto Police Services Board formally approved the change of the Force's name to the Metropolitan Toronto Police Service.

With the amalgamation of the Municipality of Metropolitan Toronto into the City of Toronto, the name changed again to the Toronto Police Service.

“Consideration be given to a job shadowing and/or mentoring program throughout the training period for racial minority recruits.”

Source: Equal Opportunity Consultants Recommendation No. 23

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Field training for all uniform members is conducted by experienced coach officers. Coach officers are trained through a formal program conducted at C.O. Bick College. Coaches are selected, in part, on their having demonstrated interest and ability in training and mentoring new police officers. Coach officers are given a stipend while they are engaged in coaching as a way of recognizing the importance of their function.

The Coach Officer Training Program was developed in 1997 as the number of officers hired was increasing dramatically and the average service time was decreasing. The impact on front-line service was recognized and the program came into being. Additionally, divisional sergeants and staff sergeants play an integral part in mentoring and guiding officers. After about three years in uniform, officers have an opportunity to ‘job shadow’ during the general constable training program, where they are exposed to a variety of specialized functions within their division.

Mentoring for racial minority and female members is conducted on an informal basis by peers as well as through organizations such as the Association of Black Law Enforcers (ABLE) and the Ontario Women in Law Enforcement (OWLE), at the request of the member.

Unit Policy 19 of the Training & Education Unit (C. O. Bick College) sets out a process to deal with recruits (cadets in training) who do not meet conduct or performance standards during recruit training. In addition to providing remedial training, cadets in training may be paired with high achievers who act as peer mentors to assist students with areas of concern. In addition to peer assistance, a recruit training staff member is assigned as a liaison officer both at the Ontario Police College and at C. O. Bick College to assist students having difficulty during any stage of their training.

The Toronto Police Service and Ontario Police College provide employee assistance programs and other resources for employees who may need them to deal with employment, family or personal problems. Visible minority recruits do not seem to have more problems than other recruits do.

“Employment Equity Goals be reviewed with respect to quantity quality issue.”

Source:	Equal Opportunity Consultants	Recommendation No. 24
Response:	Agree	
Assigned to:	Human Resources	
Status:	Implemented	

Existing Program:

The purpose of employment equity is not to generate statistics but to ensure that all candidates hired to join the Service are fully qualified, and that members of prescribed groups are supported when required to achieve their full potential in the organization.

The search for high-quality candidates begins at the recruitment stage, where the Constable Selection System has been implemented, to ensure that testing and selection are based on bona fide, job-related criteria to minimize potential bias. Prescribed group candidates who successfully complete the testing are offered mentoring and are accelerated to an interview. Those who are unsuccessful with a test or interview but whose results are close to a pass are offered additional mentoring and feedback upon request to assist them should they wish to re-apply at a later date.

All new recruits receive instruction on diversity as part of their recruit training, and are placed with a qualified coach officer to assist them with their development when they begin their field assignments. Throughout their careers, members are also subject to regular performance appraisals to encourage and support high performance. To ensure that their potential is not hampered inappropriately, a number of support mechanisms are available to ensure equality of treatment for all members, including the Workplace Harassment Policy, a full-time Human Rights Co-ordinator, and a Stereotyping Policy. Members may also access informal groups in the organization such as the Association of Black Law Enforcers and the Ontario Women in Law Enforcement for assistance and mentoring.

Quality is also sought through the promotional processes, which, up to and including promotion to the rank of Staff Sergeant, include both a written examination and an interview component. “Valuing Diversity” is part of the competency profile for these ranks, and the promotional processes affords the opportunity to probe the candidates on this topic to ensure that only those who reflect this value and other leadership qualities are promoted.

Through these methods and policies, the equity program of the Service focuses on the quality of all the candidates, including those from the target groups, prior to hiring and advancement in the organization.

"Information on MTPF efforts to eradicate racism in the provision of policing services (i.e. employment equity, training, use of firearms, race relations policy, independent complaints system, etc.) be more widely promoted."

Source: Equal Opportunity Consultants Recommendation No. 25

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

The Service promotes all race relations initiatives. Websites, brochures, public displays, and public relations events are used to promote employment equity strategies and provide opportunities for visible minorities and Aboriginal people within the organization.

Community groups, media and government agencies are all making a great effort to promote and improve race relations training and the public complaint process.

A number of events and initiatives are undertaken by units throughout the Service to promote positive racial/diverse projects/programs, including Black History Month (February) and the International Day for the Elimination of Racial Discrimination.

Corporate Communications assists units in developing and implementing communications strategies for the events, and informs all media outlets about them.

Corporate Communications has also adopted new and enhanced communication strategies using the Internet and the ethnic media to address this recommendation. An enhanced computer-based system to meet the needs of media outlets serving Toronto's diverse communities has been introduced. The Internet also provides opportunities to send and receive unfiltered race relations communication.

"It is recommended that the Force...recognize racial incidents and racially motivated crime as a serious crime requiring serious police attention...."

Source: Equal Opportunity Consultants Recommendation No. 26

Response: Agree

Assigned to: Detective Services – Hate Crime Unit

Status: Implemented

Existing Program

On January 1, 1993, the Metropolitan Toronto Police Force entered into a process for the full and proper investigation of hate bias crimes within the community. Such crimes are defined as "...any criminal offence that is motivated by the victim's race, religion, nationality, ethnic origin or sexual orientation."

A Service procedure was developed and communicated to field officers to establish the responsibilities of each officer involved in hate or bias crime investigations. The protocol provided for the collection of crime information to assist with the identification of perpetrators and the level of victimization of a particular community.

Intelligence Services' Hate Crime Unit is responsible for monitoring hate-motivated crimes and for providing resources to the Service and the Crown Attorney's office for the prosecution of such activity.

The Hate Crime Unit has provided hate/bias training to police and civilian members of the Service since 1994. This training has enhanced the ability of Service members to recognize and respond appropriately to hate or bias incidents. This training has also frequently been made available to other police agencies and government departments.

Since 1994, the Hate Crime Unit has engaged in a comprehensive program of consultation with a wide variety of community groups and other interested agencies and organizations. In 1997 the League for Human Rights of B'nai Brith Canada presented the unit with a plaque that credited the unit with "*Alerting, informing and sensitizing the public to the nature and impact of hate/bias crimes, and developing co-operative community partnerships to counteract hate in Metro*" between 1993 and 1996.

In conjunction with the Community Policing Support Unit, the Hate Crime Unit assisted in the development of an anti-hate/anti-violence curriculum for delivery by school liaison officers, beginning in September 2002, to every grade eight class in the public and separate school boards. This initiative touches about 970 classes across the city.

In 2002, twenty hate/bias crime presentations for Service members were provided, resulting in the training of approximately 450 personnel. This was primarily through the Policing and Diversity course offered at C.O. Bick College.

Also in 2002, nineteen presentations or consultations took place with outside agencies. Among the groups with which the unit worked during this time are the 519 Church Street Community Centre, B'nai Brith Canada, Statistics Canada, the Urban Alliance on Race Relations, CFMT TV, TV Ontario, Council of Agencies Serving South Asians, Canadian Jewish Congress and 'Salam Toronto', a Farsi-language newspaper.

"Beyond 2000 be widely promoted and disseminated within the minority communities."

Source: Equal Opportunity Consultants Recommendation No. 27
Response: Agree
Assigned to: Corporate Communications
Status: Implemented

Existing Program

The *Beyond 2000* strategic planning process included a specific communications strategy to ensure that Service members and the general public were advised of developments. The strategy included each unit having a liaison officer who was responsible for educating and reporting within the community and throughout the Service about the implementation process.

Pamphlets and booklets were also widely distributed internally and externally, a public hotline (also accessible to members) was created, and regular information was relayed through the media. Presentations were made to a variety of community groups.

Corporate Communications also helped Community Policing Support personnel to conduct meetings with the minority community, to ensure that all interested parties had input in the development of a key pilot project in Etobicoke, and to foster a two-way exchange of information.

A video was used to inform the public of the pending improvements in policing. The video was made available to schools, libraries, business and professional groups, and widely distributed throughout the community.

Corporate Communications facilitated media coverage of all public meetings and ensured appropriate key messages were included in news releases and statements issued by the Service.

“MTPF initiate public consultations in the minority communities in the process of developing the implementation strategy for Beyond 2000.”

Source: Equal Opportunity Consultants Recommendation No. 28

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

An integral part of the process to develop the *Beyond 2000* strategic plan included widespread consultation with members of the Service and the community. Public input was encouraged through informal contact, letters, formal meetings, a telephone hotline and a questionnaire.

Virtually all of the feedback received was consistent with, and/or incorporated into, the strategic direction of the Service as articulated in the *Beyond 2000* Plan.

During the Implementation Pilot Project, which began in Etobicoke on March 29, 1993, representatives of institutions and organizations in the community were consulted on an ongoing basis. In addition, the Police Services Board conducted public meetings at various locations throughout Toronto to encourage public consultation in the development process of the implementation strategy.

"The Public Affairs Unit be adequately resourced to monitor and analyze media coverage of policing issues."

Source: Equal Opportunity Consultants Recommendation No. 29

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

The Video Services Unit currently monitors evening television newscasts and current affairs programs seven days a week. However, the Video Services Unit is a separate unit from Corporate Communications as of 2002.

Members of Corporate Communications conduct analyses of print media from all major daily newspapers, weekly and bi-weekly newsmagazines and ethnic and community papers. A searchable computer-based newspaper clipping service, which is filed by subject matter, is maintained within the Corporate Communications office and reviewed daily. This service provides immediate access to information when either Service members or other media sources make inquiries. Service members can also easily access these clippings via the Intranet.

Corporate Communications also produces weekly ethnic and community "news clippings" for the TPS to better monitor and monitor emerging ethnic and local community issues.

Pending Initiatives

Corporate Communications is presently preparing a business case to incorporate an information and media analysis sub-unit, dedicated to properly monitor, analyse and manage emerging communication issues on behalf of the Chief and the TPS.

While additional human resources would be welcomed by Corporate Communications, the unit has been able to satisfy the spirit of this recommendation. It always seeks ways to improve these services to the organization and the community still further.

"The Public Affairs Unit review its policy and procedures regarding the content of the daily Police Blotter that will help to combat the "urban battlefield" media image and more adequately reflect the totality of policing activities."

Source: Equal Opportunity Consultants Recommendation No. 30

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

Corporate Communications and Duty Operations provide all media releases and newsworthy items to the media verbally and electronically on a real-time basis. The unit ensures that positive, proactive police stories are submitted to the media in order to balance the "urban battlefield" image which can sometimes be perceived by the consumer of media and police services.

Corporate Communications does not control the Major News Report, which is specifically prepared as a record of incidents for information used by investigators and administrators of the Service. This is made available to the media as a courtesy.

A computerized "Unit Commander's Morning Report", is networked throughout the Service. Corporate Communications monitors these reports to identify newsworthy stories, which illustrate proactive initiatives and promote a positive image of the service.

Pending Initiatives

The Corporate Communications Unit is making a business case for an information/media analysis sub-unit with dedicated staff. This initiative will allow the unit to properly monitor and analyze all internal information to proactively generate communication strategies and provide a regular series of balanced stories for the media.

"The Public Affairs Unit be adequately staffed to organize and develop "human interest" and positive police story lines that reinforce its community policing vision."

Source: Equal Opportunity Consultants Recommendation No. 31

Response: Agree

Assigned to: Corporate Communications

Status: Implemented in Part

Existing Program

Corporate Communications personnel organize and develop stories as outlined in this recommendation as they relate to specific units and to community-based policing within the Service. Additional personnel enables the unit to provide a more extensive variety of positive police and human-interest information to the media at all levels. This will be an enhancement to the existing program identified in the response to Equal Opportunity Consultants Recommendation No. 21. It would be necessary to restructure Corporate Communications in order to provide appropriate information to all levels of the media on a timely basis.

Pending Initiatives

The Corporate Communications Unit is making a business case for an information/media analysis sub-unit with dedicated staff. This initiative will allow the unit to properly monitor and analyse all internal information to proactively generate communication strategies and provide a regular series of balanced stories for the media.

"A series of Media Seminars be sponsored by the Police Services Board for senior media staff."

Source: Equal Opportunity Consultants Recommendation No. 32

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

Corporate Communications and the Office of the Chief have implemented several initiatives to improve working relations and to develop closer partnerships with all media outlets in order to promote a more balanced reporting on police and community-related issues across the service.

Members of the major media outlets (including television and radio stations and large newspapers or magazines) are thoroughly familiar with the Service's structures and systems, and how to access appropriate members of the organization. Smaller media outlets often do not have the same level of contact with the Service as do the larger ones, so a seminar is provided to them twice a year to ensure that they are sufficiently familiar with the Service to access it adequately.

Pending Initiatives

Corporate Communications members will continue to work specifically with ethnic media senior staff to foster improved working relations and expand communication opportunities with ethnic communities.

"Linkages be established with youth media to reinforce MTPF commitment and initiatives with youth issues."

Source: Equal Opportunity Consultants Recommendation No. 33
Response: Agree
Assigned to: Corporate Communications
Status: Implemented

Existing Program

Corporate Communications facilitates media requests for police officers to appear on youth programs and participate in interviews that are designed to promote youth issues through education and awareness.

Corporate Communications also has a link to the "youth media" outlets, and is affiliated with universities and colleges and the journalism department at these institutions.

The unit will continue to build on opportunities to partner with youth-oriented media, including the colleges and universities, to offer equal access to available information. Efforts will be made to better address and publicize current Service priorities as they relate to youth crime and victimization.

Pending Initiatives

Corporate Communications will incorporate youth-oriented messages into communications from the Chief and Command while at public events, and encourage young people to attend and actively participate at these events.

"A weekly MTPF video be produced on the "new" policing to be distributed throughout Metro's community cable system."

Source: Equal Opportunity Consultants Recommendation No. 34

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

The Service recognizes the benefits of developing sound and appropriate partnerships with all sectors of the community. This is demonstrated by the number of initiatives undertaken over the years in the area of informing the public about issues that are helpful to all communities. The Service's continued efforts to foster such partnerships have resulted in a great deal of positive feedback.

The Video Services Unit initiated a monthly live broadcast called "Inside Metro Police" on Rogers Cable 10. The program used pre-produced video clips, but most of the telecast was live, affording viewers the opportunity to call in and speak with members of the Service or the Board. This format proved to be superior to a video presentation because it allowed two-way communication and addressed the concerns of the viewers. It was estimated that this television broadcast reached more than 250,000 viewers each episode.

Information about *Beyond 2000* was extensively disseminated both internally and externally using a wide variety of methods. The concept of community policing is widely understood and is now an integral part of everyday policing, so the continuation of this recommendation specific to "*new policing*" is not necessary.

Corporate Communications and Video Services now produce live broadcast feeds and video tapes of Toronto Police Service events (e.g. Police Services Board and Town Hall meetings) that increase the transparency of police operations and policy-making while building public trust.

Corporate Communications and the Video Services Unit will continue to produce video images of police events that will be broadcast live on the Internet as a grassroots, unedited means of communicating with the public.

“Research should therefore be undertaken amongst a sample of racial minority officers presently in the Force as well as a comparable sample who have recently resigned in order to find out how satisfied and/or dissatisfied they are/were with their jobs/careers in the Force. Additionally, the study should focus on reasons for dissatisfaction as well as possible strategies and techniques which might be implemented to better serve the needs of minority officers.”

Source: Equal Opportunity Consultants Recommendation No. 35

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

While no specific survey of minority members has been conducted, the Compensation and Benefits section has dedicated personnel to conduct exit interviews and retirement counselling. Everyone leaving the Service is scheduled to attend an exit interview. During this time, members have the opportunity to provide reasons or express concerns connected with their departure, and their remarks are documented on their termination form and in the Human Resources Management System.

No racial minority members who have separated from the Service in recent years have expressed dissatisfaction for reasons of discrimination or harassment. If any such complaints were identified, they would be investigated immediately.

“A study designed to show if front line supervisors, such as Staff Sergeants do, in fact, play a role in creating discomfort for minority officers should be undertaken. Moreover, there may be a need for additional race relations training for such personnel.”

Source: Equal Opportunity Consultants Recommendation No. 36

Response: Disagree

Assigned to: Training and Education

Status: Not To Be Implemented

Existing Program

The Toronto Police Service has a permanent Human Rights Co-ordinator who is responsible for developing and implementing the Service’s policies with respect to harassment. The Service also has a Workplace Harassment Committee to provide guidance and monitor compliance with Service policy.

Any member who feels that he or she has not been treated in an equitable manner may seek advice from the Human Rights Co-ordinator, the Workplace Harassment Committee or the Ontario Human Rights Commission.

Training & Education and the Ontario Police College provide training to all police recruits on their rights and obligations concerning human rights legislation, TPS and OPC Policies on Workplace Harassment and discrimination, professional conduct, and ethical decision-making.

The Toronto Police Service and the Ministry of Public Safety and Security have comprehensive and effective policies and processes in place to deal with any human rights complaint. The Toronto Police Service Human Rights Co-ordinator monitors all human rights complaints involving or affecting any member of the Service to ensure that appropriate remedial action is carried out.

Members are under increased scrutiny before achieving the rank of Staff Sergeant. They must demonstrate their competency in the areas of leadership, teamwork and valuing diversity as part of the formal examination or interview process.

All Toronto Police Service supervisors have received significant training concerning their duties under the Human Rights Code and related Service policies.

“A carefully designed longitudinal study designed to measure police/minority relations be undertaken to provide the framework necessary for ongoing monitoring.”

Source: Equal Opportunity Consultants Recommendation No. 37

Response: Agree

Assigned to: Corporate Planning

Status: Not Implemented

Existing Program

The ability of the Service to conduct the recommended study in a comprehensive way is limited by the Board by-law prohibiting the collection of race-based statistics. Any data available to the Service would be anecdotal and subjective, making it difficult for the study results to be useful and credible.

Instead, the Service garners whatever information it can on an ongoing basis from outside sources, such as Statistics Canada and surveys conducted for the media or outside organizations. Related information is also obtained during the consultation process leading to the *Environmental Scan*.

Given that longitudinal studies typically involve repeated measurements over many years, funding, whether derived from government grants or from the Service's operating budget, would have to be guaranteed for the agreed upon time span of the study. Depending on what, exactly, the Service would be interested in measuring or monitoring within the broad area of "police/minority relations", stratified sampling of groups in the Service's annual community telephone survey might address part of this recommendation. The increased ongoing costs required for the survey may be less than required for a separate long-term (longitudinal) study.

"A research document be prepared which will analyze the ways in which racial minority communities can play a more proactive part within the context of community policing initiatives."

Source: Equal Opportunity Consultants Recommendation No. 38

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The *Beyond 2000* Strategic Plan and The Toronto Police Service *Moving Forward Together: An Integrated Approach to Race Relations* document (1995) analyzed the ways in which all community members, including members of racial minority communities, could play a more active role in community policing and the initiatives connected with it.

The Chief's Organizational Review on Community Consultation was completed in May 2002. This research included canvassing members of the community and of other police jurisdictions locally, nationally and internationally.

The result was a comprehensive Community Volunteer and Consultation Manual, which outlines the policies and procedures involved when community members participate with the police to meet the goals and priorities of the Service.

The manual was widely distributed throughout the Service and to members of the community through Community Policing Support.

"An international review of community consultative mechanisms be undertaken in countries such as the U.K. and U.S. in order to provide the Board and the MTPF with various options and alternative approaches to community consultation that could be pursued by the Police Services Board and the MTPF."

Source: Equal Opportunity Consultants Recommendation No. 39

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

At various conferences, seminars and training sessions, there have been informal discussions between members of the Service and officers from other jurisdictions. The Service has made significant progress by developing opportunities and mechanisms for community consultation. The Service and the Police Services Board hold public consultations on the issues and priorities for policing as part of their ongoing environmental scanning process. Race relations has been one of the issues discussed.

In addition, senior officials of public and private agencies and organizations are invited to a full-day session to provide their perspectives on major issues. All of the information obtained during these sessions is considered in the preparation of the Service Priorities and *Environmental Scan*.

At a local level, officers in the divisions meet regularly with community-police liaison committees to determine jointly the problems and priorities within neighbourhoods, and to develop problem-solving strategies. Service Community Consultative Committees deal with ethno-specific issues on a city-wide level, and the Chief's Community Advisory Council is a reference point between the Chief of Police and community leaders from across the city. Race relations has been identified as a major issue in a number of divisions and has been the focus of a range of initiatives as a result of this consultation process.

In March 2000, the Chief of Police directed that an organizational review be conducted that would look at all aspects of the Services operations. One such review centred on community consultation. As a result, the consultation review team conducted extensive research and review of community consultation within various Canadian and American police jurisdictions. As a result of this research, the Community Volunteer and Consultation Manual was produced and approved by Command and received by the Police Services Board in 2002.

At various levels of the formal and informal community consultation process within the Service, community and police members co-operate in initiatives and outreach within the community to address and resolve community problems. Community Police Liaison Committees, Service Community Consultative Committees and the Chiefs Community Advisory Council are some of the consultative mechanisms that all provide a means by which members of the community can become active partners with police in problem identification and resolution.

"Further research be undertaken to identify, document and describe the nature and range of police service activities as it relates to police/community relations for the purpose of:

- **helping to reinforce and clarify the newly defined role of the community police officer**
- **contributing to more effective training**
- **providing a rich source of information for public relations and communication**
- **providing a number of exemplary models and approaches to community policing."**

Source: Equal Opportunity Consultants Recommendation No. 40

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

The *Beyond 2000* Implementation Team incorporated extensive training modules to prepare the Neighbourhood Officer for their enhanced policing role. Along with an evaluation methodology for implementation, a private consulting firm, Elliott Research Corporation Ltd., was approved by the Police Services Board to assist in the process.

Communication strategies utilized by the *Beyond 2000* Implementation Team included internal and external newsletters, a telephone hotline, a pamphlet and a summary booklet for distribution.

Currently, the Recruit Training Section of Training & Education conducts a number of multi-level joint police/community member courses aimed at developing problem solving strategies and identifying community safety concerns.

This training is delivered to all community response, recruit, parking enforcement and auxiliary officers.

"Analysis, within the context of community policing, of the potential for cooperative partnerships that could be developed with other public sector agencies and institutions be undertaken."

Source: Equal Opportunity Consultants Recommendation No. 41

Response: Agree

Assigned to: Area Field and Central Field

Status: Implemented

Existing Program

In June 2001, the City of Toronto instituted the "Problem Property Program". The program was designed to co-ordinate the efforts of municipal agencies and services into a multidisciplinary, collaborative approach to dealing with problem properties. The approach includes partnerships with other levels of government.

This strategy has formalized many of the informal working relationships that existed previously, and has fostered increased interaction among city agencies, municipal services, and other levels of government.

Policing a World Within a City**SECTION F: Updated Responses to Previous Recommendations*****As We Were Told***
Mukwa Ode First Nations Consulting Inc.**Total Recommendations 48**

Total Implemented	39
Total Not Implemented	3
Total Not To Be Implemented	6

Recommendations by Assignment

Human Resources	14
Training and Education	4
Community Policing Support	24
Corporate Communications	2
Professional Standards	1
Toronto Police Services Board	2
Race Relations Co-ordinating Committee	1

"Increased involvement of the Native community in solving police/Native problems."

Source:	Mukwa Ode	Recommendation No. 1.1
Response:	Agree	
Assigned to:	Community Policing Support - Aboriginal Peacekeeping	
Status:	Implemented	

Existing Program

Since 1994, the Service has established an Aboriginal Community Consultative Committee which is comprised of a Senior Officer (Staff Superintendent), a member from the Community Policing Support - Aboriginal Peacekeeping Unit and representatives from a broad spectrum of the Aboriginal community.

The mandate of this Committee is for the Service and the community to engage in proactive partnerships and dialogue about issues and concerns within the community. The senior level of police participation speaks to the commitment of the Service to all aspects of Aboriginal-police issues.

Members of the community also participate with Aboriginal Peacekeeping Unit officers when conducting cultural training at the Service's C.O. Bick College. Interaction and involvement of community members takes place on a daily basis, especially with members of the Aboriginal Peacekeeping Unit.

Community members have assisted in the production of the Aboriginal Peacekeeping Unit and Consultative Committee brochure. Community members have also assisted in the production of The Discovery of Human Remains Handbook, which deals with cultural awareness of Aboriginal burial grounds within Toronto. The handbook was disseminated as a resource to front-line and specialized Service units in 2002.

Community members are also involved with celebrations, such as the National Aboriginal Day Celebrations held at Police Headquarters every June. The Toronto Police Service also participates in the Toronto Aboriginal Festival, held at the SkyDome each November. Aboriginal youth are frequently invited to be part of other celebrations within the Police Headquarters atmosphere.

Aboriginal agencies, such the Native Men's Residence and Pedahbun Lodge, have supplied members of the Aboriginal Peacekeeping Unit with Street Help Directories. The directories have been disseminated to all front-line Service members to help them to deal with issues at the local level.

Community members have also made presentations to visiting police personnel who are dealing with Aboriginal issues within their jurisdictions. Members of the Aboriginal Peacekeeping Unit have ongoing involvement with all major agencies and organizations within the Aboriginal

community, and these partnerships have resulted in positive programming and strategies used within the Aboriginal community.

The Aboriginal Peacekeeping Unit's community outreach programs and initiatives, such as Aboriginal awareness training, special events programming and consultative collaboration, are designed to include input from community members such as elders. The Aboriginal Peacekeeping Unit has expanded its outreach program wherever possible in an effort to increase communications and trust between the community and the Service.

The Aboriginal Peacekeeping Unit continues to act on solutions and programs developed through community involvement.

"Establishment of a data base of Native community contacts for the police to access when dealing with situations in the Native community."

Source: Mukwa Ode Recommendation No. 1.2

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Since 1992, the Aboriginal Peacekeeping Unit has maintained an extensive community contact list for the use by all Service members when necessary.

An Aboriginal community profile containing cultural information along with demographic and contact information is maintained in a resource library at Community Policing Support-Community Relations Section. This profile is kept updated and as complete as possible in both hardcopy and electronic format. Elders, Aboriginal educational facilities, community centres, community media contacts and all community service organizations are listed in this profile. Further, a Service pamphlet about the Aboriginal Peacekeeping Unit has been developed and disseminated to Service and community members.

A recent Street Directory published by the Native Men's Residence and Pedhauban Lodge, containing pertinent information on services within the Aboriginal community, has been disseminated to all front-line Service units. The Street Directory has also been disseminated to specialized Service units that require the information.

Information on major Service and community events connected with the Aboriginal community is routinely communicated by either Service routine order or via the Intranet.

Cultural information is also disseminated at the C.O. Bick College when the Aboriginal Peacekeeping Unit officers conduct training.

The Service's Aboriginal Community Consultative Committee recently drafted a pamphlet which outlines the role and mandate of the Committee. This pamphlet, developed by the community in conjunction with Committee representatives from the TPS, has been disseminated to Service members and to the greater community.

Aboriginal Peacekeeping officers continue to establish more extensive partnerships with community members and organizations. Information gained through these relationships is recorded and disseminated to Service personnel as often as possible.

Aboriginal Peacekeeping officers will continue to review and enhance all methods of information-sharing to ensure an optimum level of support and resources can be passed on to Service members.

"The establishment of a formal partnership between the police and the Native community as symbolized in a Memorandum of Understanding."

Source: Mukwa Ode Recommendation No. 1.3

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Although no formal memorandum of understanding currently exists, a partnership between the Police and the Aboriginal community was recognized at the opening ceremonies of the Aboriginal Peacekeeping Unit on April 27, 1993.

A "wampum belt" was presented to Chief William McCormack in the presence of more than 250 community members to symbolize a "starting point" between the police and the Aboriginal community. Another formal partnership has taken place with the official establishment of an Aboriginal Community Consultative Committee within the Service's formal consultation process.

Partnerships between Aboriginal Peacekeeping officers and the community have added to the success of the Canadian Aboriginal Festival held at the Toronto SkyDome.

Partnerships with community media outlets are also important. For example, in October 2002 the community newspaper *Native Canadian* published its first article written by Service staff.

There is ongoing participation within the consultative process between community and police members.

Aboriginal Peacekeeping will continue to ensure that ongoing formal and informal partnerships between community and police continue to be explored and developed in a productive manner to maintain the necessary trust and respect between community and police members.

"Increased cultural awareness training within the police forces by members of the Native community."

Source: Mukwa Ode Recommendation No. 1.4
Response: Agree
Assigned to: Community Policing Support - Aboriginal Peacekeeping
Status: Implemented

Existing Program

Aboriginal Peacekeeping has conducted awareness training at C.O. Bick College. Lecture content was developed with the assistance of community members and Training & Education.

All divisional Community Relations Officers have attended a supplementary training session hosted by Mr. Kenn Richard, Aboriginal Director, The Native Child and Family Services of Toronto.

Aboriginal Peacekeeping will continue to participate in the Civilian Policing and Diversity course.

Aboriginal Peacekeeping will continue to provide community reference material, particularly a list of Aboriginal Elders and traditional people, to assist with training as required at both C.O. Bick and Ontario Police Colleges or as needed by various Service units.

Aboriginal Peacekeeping will explore methods to include further cultural awareness training within the annual Advanced Patrol Training program.

"Invitation to members of the police from the Native community to community events."

Source: Mukwa Ode Recommendation No. 1.5

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Members of Aboriginal Peacekeeping have regularly received and accepted many invitations to community events. When appropriate, the invitation has been extended to uniform field personnel, the Human Resources - Recruitment team and to Training & Education.

Aboriginal officers from field units are continuously invited to and attend, with the approval of their unit commanders, most major cultural events with which the Service is involved. Events such as the National Aboriginal Day Celebrations at Police Headquarters, the Canadian Aboriginal Festival Celebrations and many other local community events, always include as many Aboriginal officers as possible from throughout the Service.

Aboriginal Peacekeeping co-ordinated the participation of about eight Aboriginal officers in the 2002 Canadian Aboriginal Festival at the Toronto SkyDome, along with members of the Human Resources recruitment team. This event occurs annually and is greatly appreciated by Aboriginal TPS officers.

Aboriginal Peacekeeping will continue to invite and encourage active participation by Service Aboriginal members in community events and activities. The unit will keep Aboriginal officers within the Service updated on activities within the community from a centralized location such as Aboriginal Peacekeeping.

"The development of community-based policing models in areas with distinct Native populations."

Source: Mukwa Ode Recommendation No. 1.6

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Since 1992, in accordance with the philosophy of community policing, the Aboriginal Peacekeeping Unit has been dedicated to the Native community and its specific needs and interests.

Members of Aboriginal Peacekeeping maintain active liaisons and partnerships with key community leaders and organizations within the Aboriginal community. Through these established partnerships, front-line and specialized units receive necessary support and resources when developing local community based policing initiatives within the Aboriginal community.

Through funding provided by ProAction, Service members initiate programs that help to improve the lives of youth at risk. This programming by Service members at both the field and Service levels has responded to complex community issues.

Aboriginal Peacekeeping, through consultation with the community, will continue to explore alternative solutions to community issues. Aboriginal Peacekeeping will also continue to encourage front-line Service members to utilize available funding when considering community-based initiatives.

Aboriginal Peacekeeping will assist and support other Service members when community based initiatives and outreach activities are considered within the Aboriginal community.

“Increased police outreach to the Native community ie. the Summer Cadet Program.”

Source: Mukwa Ode Recommendation No. 1.7
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The Recruiting Unit has conducted many initiatives within the Aboriginal community. This includes holding an information session about the Constable Selection System at the Aboriginal Friendship Centre. This initiative will continue on a regular basis.

The Recruiting Unit regularly attends community events such as the Annual Canadian Aboriginal Festival. This unit works closely with the Aboriginal Peacekeeping Unit to identify events for recruitment purposes.

Recruiting advertisements have also been placed in the Turtle Island News, Ontario Aboriginal Business, First Nation College News, Native Journal and First Perspective.

"Regular meetings in the divisions between police personnel and the Native community."

Source: Mukwa Ode Recommendation No. 1.8
Response: Agree
Assigned to: Community Policing Support - Aboriginal Peacekeeping
Status: Implemented

Existing Program

Members of the Aboriginal community are welcome and encouraged to meet with personnel from field and specialized units to address issues of mutual concern. Aboriginal Peacekeeping officers strive to assist and support divisional units and Aboriginal community members and organizations as they bridge gaps through regular dialogue and participation.

Aboriginal community members can also participate and contribute within the local Community Police Liaison Committee (CPLC) process at each division. Unit commanders continue to ensure that CPLC membership is reflective of the local community.

Aboriginal Peacekeeping continues to expand its community outreach wherever possible. This outreach includes advising Native groups about the availability of police and Aboriginal facilities for community/police meetings.

Ongoing dialogue continues between local police and Aboriginal community members and organizations, and whenever possible meetings are facilitated within the local division.

"Establishment of a Special Constable program in the city."

Source: Mukwa Ode Recommendation No. 1.9

Response: Disagree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Not to be Implemented

Existing Program

Although this type of program may be of some benefit in other areas of the province, the urban setting of Toronto is unique and not a suitable candidate for this program.

For the past ten years, Aboriginal Peacekeeping, a sub-unit of the Community Policing Support, has existed to address issues and concerns specific to the Aboriginal community in Toronto. The Community Relations Section is responsible for liaising with front line officers to provide information, support and expertise in relation to the diverse communities.

"Increased police interaction with Native community agencies."

Source: Mukwa Ode Recommendation No. 1.10
Response: Agree
Assigned to: Community Policing Support - Aboriginal Peacekeeping
Status: Implemented

Existing Program

Members of Aboriginal Peacekeeping educate members of the Service about the various Aboriginal agencies available to the community.

In June 1993, Native Child and Family Services held an information session with all TPS Community Relations Officers. The officers were informed about the agency's mandate and issues concerning Aboriginal families.

Pamphlets and other literature provided by Toronto Aboriginal social service agencies and any other organizations within the community such as the Native Men's Residence, Native Family and Child Services, were distributed during lectures and were provided to Service members.

A recent handbook, completed with community input by Community Policing Support – Aboriginal Peacekeeping, was distributed to all front-line and specialized unit members to inform them about sacred burial grounds in Toronto.

Service members also receive invitations to attend special events at Police Headquarters and to interact with members of the community at events such as National Aboriginal Day and Police Week celebrations.

Service members will continue to attend various community activities held at the SkyDome and at headquarters, and to participate in the Aboriginal Community Consultative Committee.

Aboriginal Peacekeeping continues to provide information to Service members on Aboriginal community leaders, organizations and significant community events in their jurisdictions.

"Increased information as to the function and purpose of the Chiefs Native Community Liaison."

Source:	Mukwa Ode	Recommendation No. 1.11
Response:	Agree	
Assigned to:	Community Policing Support - Aboriginal Peacekeeping	
Status:	Implemented	

Existing Program

The Native Liaison Unit is now known as the Aboriginal Peacekeeping Unit. This unit has officially been in operation since 1992 within Community Policing Support.

Aboriginal Peacekeeping provides lectures to Service members at the Policing and Diversity Course and promotes the unit's mandate and support role throughout the Service. Unit members are contacted for assistance by other members when dealing with Aboriginal-related incidents.

A formal partnership between the police and the Aboriginal community was recognized at the opening ceremonies of the Aboriginal Peacekeeping Unit on April 27, 1993. A "wampum belt" was presented to Chief McCormack to symbolize a "starting point" between the police and the Aboriginal community.

Project Reach-Out was conducted internally within Community Policing Support – Community Relations in 2000. This project saw all Community Relations Officers in Community Policing Support visit Service units relevant to their portfolios. The Community Relations Officers introduced themselves to unit managers and explained the role and function of Community Policing Support. This provided a one-on-one opportunity for CPS officers to meet and discuss their areas of responsibility with the unit managers.

Other Service members in various capacities frequently benefit from the expertise and knowledge of centralized Community Relations Officers to perform their respective duties.

Aboriginal Peacekeeping also utilises electronic media throughout the Service to keep Service members informed of activities within the Aboriginal community.

Aboriginal Peacekeeping will continue to keep community profiles updated and relevant for reference by members of the Service. The Service's Intranet site is utilized to facilitate communication flow from Aboriginal Peacekeeping.

A new Community Consultative Committee pamphlet is being distributed to the community explaining the role of Aboriginal Peacekeeping.

Aboriginal Peacekeeping continues to promote its activities through all available internal and external channels.

"Have exchanges with the Chiefs Native Community Liaison to allow interested officers to observe and learn about the Native community."

Source: Mukwa Ode Recommendation No. 1.12

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Officers throughout the Service have always benefited from lateral transfers and other exchange initiatives. This option is open and encouraged with respect to the Aboriginal Peacekeeping Unit. In the spirit of community-based policing, the lateral transfer is an ideal career development opportunity, which has been utilized within the Service since 1957.

Aboriginal Peacekeeping will continue to publicize lateral transfer opportunities within the Service, to recruit officers to the unit.

Aboriginal Peacekeeping will continue to participate in community events appropriate for Aboriginal officers. This provides an opportunity for education and interaction with and about the unit.

"Publication of a list of Native community agencies, contacts, and bibliography to be made available to officers upon request to the Chiefs Native Community Liaison."

Source: Mukwa Ode Recommendation No. 1.13

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

The type of document mentioned in this recommendation has been produced and is available to Service personnel in both hardcopy and electronic format. The Aboriginal Community Profile is an exhaustive document that is available as a resource to all Service members.

Aboriginal Peacekeeping will continue to update and disseminate the Aboriginal Community Profile to Service units, along with other relevant information provided by the community when required.

When possible, Aboriginal Peacekeeping will continue to distribute, all other relevant information about community contacts obtained from the community.

"That a special Native Complaints Procedure be established. This could be under the joint jurisdiction of the Chiefs Native Community Liaison and the Civilian Complaints Bureau. It would be staffed by a Native officer, or perhaps a team consisting of a civilian investigator and a Native officer. It would be housed in one of the street level agencies and have the same powers as the Civilian Complaints Bureau."

Source: Mukwa Ode Recommendation No. 2.1

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

Under the Public Complaints Policy Statement, the Police Service will provide an internal mechanism to thoroughly investigate all citizen complaints.

Aboriginal Peacekeeping, staffed by Native officers, now has the authority to take complaints from Native people. This process guides members of the community through the complaint system and subsequent investigation.

A Native person may be more willing to report to a Native officer about police misconduct. Lack of this option may inhibit a Native person from exercising this important right.

Complaint forms have been produced, explaining the process in the Ojibway and Cree languages. Aboriginal Peacekeeping made presentations to the umbrella organization of Toronto Aboriginal Social Services Association (TASSA), informing the community of the complaint procedure. This information was also provided to the five Aboriginal outreach locations.

The practice of having members of Aboriginal Peacekeeping receive complaints from Native persons continues. In addition, the expanded reporting mechanism provided in the *Police Services Act* allows individuals to lodge a complaint not only in person, but also through regular mail, electronic mail and facsimile transmission. The difficulties associated with having to report at a police facility as required in the historical legislation have been reduced through these options.

The police service continues to provide sufficient personnel to thoroughly investigate all external complaints. A separate investigative body at an outside location is therefore not a viable alternative at this time.

"Ongoing cultural awareness and cultural sensitivity training for police officers."

Source: Mukwa Ode Recommendation No. 2.2

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Since its inception, an important responsibility of the Aboriginal Peacekeeping Unit has been to sensitize other Service members on Aboriginal issues through training at the C.O. Bick College. This has and continues to be an important part of Service training.

Members of Aboriginal Peacekeeping participate in the delivery of the three-day Policing and Diversity Course for civilian and non-uniform members. The lecture consists of cultural awareness and sensitivity training combined with a history lesson from the Aboriginal perspective. The presentation is critiqued and has been well received by civilian members of the Service. Front-line uniform officers attend the four-day Advanced Patrol Training, which consists of built in modules related to race and diversity issues.

Aboriginal Peacekeeping officers also provide cultural sensitivity training to Special Constables of the University of Toronto Police, who deal with Aboriginal issues in the course of their duties.

The Training & Education Unit (C.O. Bick College) will continue to review the three-day Policing and Diversity course to ensure that Aboriginal awareness and sensitivity are enhanced. Aboriginal Peacekeeping will continue to review the Policing and Diversity Course to ensure it provides the necessary level of training to Service members.

Aboriginal Peacekeeping will continue to include community experts and identify prominent community members to assist in training and presentations as required.

"A review of current cultural awareness and anti-racism training done with police recruits to be conducted by an outside Native professional."

Source: Mukwa Ode Recommendation No. 2.3
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

Aboriginal awareness training is already in place.

The Ontario Police College provides training through community panels. Community policing and anti-racism are both covered. Guest speakers are drawn from the Pine Tree Native Centre in Brant, Ontario and from the Six Nations Reserve.

“Attitudinal testing of police recruits for racist attitudes.”

Source:	Mukwa Ode	Recommendation No. 2.4
Response:	Agree	
Assigned to:	Human Resources	
Status:	Implemented	

Existing Program

The Service is contracted with the Ontario Association of Chiefs of Police to use the Constable Selection System for screening police applicants. There are a number of measures in place designed to assess recruits' attitudes.

The Constable Selection System was designed to create a provincial standard for the hiring of police constables. As part of the interview process, candidates are required to address diversity issues. They are also required to complete a psychological written test (Minnesota Multiphasic Personality Inventory, or MMPI) and attend an interview with a clinical psychologist for further evaluation.

Supervisors monitor candidates' interaction and behaviour during training at the C.O. Bick College and the Ontario Police College. This practice continues during the person's career.

Members of the Service may exercise their options when dealing with concerns pertaining to human rights issues by speaking to the Human Rights Co-ordinator or any member of the Human Rights Committee. Posters are prominently placed throughout facilities within the Service outlining the Human Rights Policy.

"The use of cameras and videos at arrest and in holding cell areas to reduce the risk of assault of people arrested."

Source: Mukwa Ode Recommendation No. 2.5
Response: Agree
Assigned to: Race Relations Co-ordinating Committee
Status: Implemented

Existing Program

The installation of video equipment has been completed in booking and holding facilities throughout the Service.

In 1998, the Service piloted an in-car video camera system. This camera equipment was tested on traffic units and selected divisional cars.

The pilot project lasted about eighteen months. The video equipment was found not to be appropriate for our needs.

Additional funding was not available to update the equipment to meet our requirements, or to continue with the pilot.

“Pairing of Native and Non-Native officers on the street.”

Source: Mukwa Ode Recommendation No. 2.6
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The ethnic and racial status of Toronto Police Service members is confidential information. Should front-line officers choose to self identify as Aboriginal or as being from any other group, field supervisors are able to deploy them with non-visible minority police officers. This provides an opportunity for learning and effective interaction from each other and with community members.

"Establishment of an auditing procedure to monitor and track the effectiveness of cultural and anti-racism training provided to recruits and police personnel."

Source:	Mukwa Ode	Recommendation No. 2.7
Response:	Agree	
Assigned to:	Training and Education	
Status:	Implemented	

Existing Program

Since 1999, Training & Education has used a course evaluation system developed by the Ontario Police College to create a comprehensive and consistent evaluation system.

The purpose of evaluation is to:

- Evaluate curricula for effectiveness
- Continuously improve educational materials and programs
- Provide a sound basis for decision making about police learning initiatives
- Evaluate the ability of students to successfully transfer knowledge and skills relevant to improve job performance
- Justify the need for specific training programs and challenge the legitimacy of others

In addition, a course development and approval system has been implemented. Course descriptions have been standardized and simplified by using a template.

A progressive modular train-the-trainer system is in place to ensure all trainers are able to:

- Systematically assess the need for training
- Design training that incorporates adult education principles and that is consistent with learner needs and service priorities
- Evaluate training to ensure that objectives are met

"Creation of a Community Peacekeepers Designation. This designation would be signified by the creation of a pin to be worn on the uniform tied in with cultural awareness training and community service. For this to be effective it would need to be tied into both merit points for salary and promotions."

Source: Mukwa Ode Recommendation No. 3.1

Response: Disagree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Not to Be Implemented

Existing Program

Since 1992, the Aboriginal Peacekeeping Unit has served the role of community peacekeepers within the community. The officers are identifiable by their involvement or membership in the unit.

There are labour relations issues to tying such expertise in to promotion programs. TPS promotion systems already recognize, however, that skills in peacekeeping and problem solving are important, and value such competencies when considering members for promotion.

An aboriginal peacekeeping pin has been developed by Aboriginal Peacekeeping to clearly reflect the distinctiveness of these officers, and for the values for which they stand as members of the unit and the Service. This pin is often distributed to members of the community as recognition of their partnership with the TPS.

The Toronto Police Service is committed to providing cultural awareness training to its members, and will continue to initiate race relations training and encourage community service involvement at all opportunities.

The Service's Volunteer Program allows for active participation from community members within the Toronto Police Service. Both in the Auxiliary Police and Volunteer Program, community members play a vital role in assisting the Service achieve its goals within the community.

In light of these existing systems, programs and processes, this recommendation is not needed to facilitate and maintain proactive partnerships between the Service and the aboriginal community.

"Police participation in the setting up of a TASSA Crisis Line, to deal with intoxicated persons. Instead of throwing a native person into a drunk tank or holding cell, the police call the hotline to see if any beds are available to begin treatment instead of incarceration."

Source: Mukwa Ode Recommendation No. 3.2

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

There are both detoxification centres and shelter facilities available in Toronto. These are available to people including members from the Aboriginal community. The Native Men's Residence also operates a facility at Vaughan Road in Toronto exclusively for Aboriginal people.

In certain circumstances holding cells within police divisions are used to lodge intoxicated persons, but Service members routinely seek other appropriate solutions before resorting to lodging intoxicated persons in police cells.

The Aboriginal Street Patrol, which operates through Anishnawbe Health Services, deals with Aboriginal street people and has made necessary resources available to Aboriginal people who are in difficult situations through homelessness or mental health issues. The Street Patrol van is equipped with a cellular phone to enable quick request for police response.

The Aboriginal Peacekeeping Unit will continue to work strategically with the Anishnawbe Health Service, Native Men's Residence and other Aboriginal agencies to identify possible solutions to deal with intoxicated persons. This may include the establishment of an Aboriginal Detoxification Centre.

Information will be provided to both field personnel and members of the Communications Bureau regarding the existence of Aboriginal Community Service Agencies as an alternative to divisional holding cells.

Dialogue will continue with Aboriginal organizations to address further solutions with regards to intoxication within the Aboriginal community.

"The creation of the Urban Survival Guide to outline what police services are available, how to access them, and what Native peoples legal rights are. This could be distributed to urban Native people and to people on First Nations prior to coming to the city to help cope with the culture shock."

Source: Mukwa Ode Recommendation No. 3.3

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Aboriginal Peacekeeping Unit brochures containing the mandate and history of the unit are available and distributed through various community agencies.

A booklet has been developed which is intended to highlight the duties, mandate and functions of the Aboriginal Peacekeeping Unit along with lists of Toronto Aboriginal social service agencies to assist Aboriginal people who are new to the city. This booklet has been sent to 130 reserves and friendship centres in Ontario.

Through the unit's outreach programs, its reputation is well known throughout the Aboriginal community of Ontario and elsewhere in Canada with the result that the unit is used for referral by many people. The Aboriginal Peacekeeping Unit also maintains partnerships with the OPP Native Liaison as well as other police services throughout the Province and country dealing with native issues. This allows Service information and literature to be used elsewhere in the province and beyond.

Aboriginal Peacekeeping will continue to review literature on an ongoing basis.

Aboriginal Peacekeeping will also continue to maintain necessary community partnerships. It will also continue to lend itself to more complete and current information about the Aboriginal community, which is disseminated to other Aboriginal people coming into Toronto.

"The use of Native elders in training police recruits."

Source: Mukwa Ode Recommendation No. 3.4
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

As reported in Recommendation No. 2.3, the Ontario Police College is responsible for all police recruit training. During basic training, a community panel made up of members from the Pine Tree Native Centre in Brant, Ontario and the Six Nations Reserve make presentations addressing community policing and anti-racism issues.

"A Review of the discretionary powers that police have in laying charges."

Source: Mukwa Ode Recommendation No. 3.5
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

Ethical decision making and choice strategies are an integral component of many of the training programs offered by Training & Education. This component forms part of the curriculum for recruit training, coach officer training, management, supervisory, and Policing and Diversity courses.

During this training, officers are given the opportunity to examine their own beliefs, values and decision making processes within the context of ethics, legal and moral responsibilities.

“Support groups to be sanctioned by the police for Native officers”

Source: Mukwa Ode Recommendation No. 3.6
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The Toronto Police Service agrees with the concept of a support group, whether formal or informal, for Native officers. Support groups such as the Association of Black Law Enforcers (ABLE) and the Ontario Women in Law Enforcement (OWLE) have been instrumental in providing a support network for members and the Service encourages Native officers to support their peers in the development of such a group.

“Exposure of recruits to reserve life through field trips.”

Source:	Mukwa Ode	Recommendation No. 3.7
Response:	Agree	
Assigned to:	Human Resources	
Status:	Not implemented	

Existing Program

The Ontario Police College is responsible for all basic recruit training within Ontario and presents a community panel to all police recruits on community policing. The guest speakers from the panel include Native members, and provide recruits with an overview of Native life and life on the Reserve.

At the end of basic training, there is no time available within the training schedule to accommodate this recommendation. The Service believes that while the spirit of the recommendation (to improve recruits' understanding of Native life) is valid, the existing training programs address it adequately.

Also within the spirit of this recommendation, the Toronto Police Service is actively involved in recruiting and in cultural awareness activities in the Native community. Partnerships have been developed with the Native Canadian Centre, and recruiting advertisements placed in Native publications such as the *Turtle Island News*, *Ontario Aboriginal Business*, *First Nation College News*, *Native Journal* and *First Perspective*.

The recruiting unit is also involved with the Ontario Federation of Indian Friendship Centres, and hiring information has been sent to over 50 Friendship Centres throughout Ontario. New recruiting opportunities are always being sought to spread the message that the Service is hiring.

"The signing of a peace and friendship treaty with the leaders of Toronto's aboriginal community. This treaty would be seen as a "starting point" and a "wampum belt" commissioned to symbolize the Treaty. The ceremony could be held in the Native community or at Police Headquarters or at both locations."

Source: Mukwa Ode Recommendation No. 4.1

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

A formal partnership between the police and the Aboriginal community was recognized at the opening ceremonies of the Aboriginal Peacekeeping Unit on April 27, 1993. A "wampum belt" was presented to Chief McCormack to symbolize a "starting point" between police and the community.

The renewal of the Partnership Treaty with the community at the 10th Anniversary date, re-affirming the commitment of the Service to Aboriginal issues, is a pending initiative by Aboriginal Peacekeeping.

"Setting up of community forums between the police leadership and the Native community in the community agencies."

Source: Mukwa Ode Recommendation No. 4.2

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

An Aboriginal Consultative Committee process has been in place since 1988. Currently, the Committee includes a senior Service member (Staff Superintendent) who represents the Chief of Police. The assignment of the third highest-ranking police official from the Service indicates the commitment of the Service to Aboriginal issues. An officer from the Aboriginal Peacekeeping Unit is assigned as a support to the Committee.

This consultation is a formal process within the Service and is meant to bring the community and police together in a positive and constructive manner in dealing with Aboriginal issues on a city-wide basis.

From time to time, the Chief of Police holds forums dealing with budget and community issues. Community members are always invited to participate directly with the Chief and other Command officers. Community members are also invited to participate with local Community Police Liaison Committees to address local issues and concern.

Aboriginal Peacekeeping will convene Consultative Committee meetings within Aboriginal agencies when feasible.

Aboriginal Peacekeeping will continue to utilize the formal consultation process within the Service.

“The implementation of a separate Native policing system”

Source:	Mukwa Ode	Recommendation No. 4.3
Response:	Disagree	
Assigned to:	Community Policing Support	
Status:	Not to be Implemented	

Existing Program

The Toronto Police Service has shown its commitment to providing policing service to the Aboriginal community, particularly since the establishment in 1992 of the country's first urban Aboriginal policing unit.

The Aboriginal Peacekeeping Unit, under the auspices of Community Policing Support, has assisted greatly in bridging the gap between the Aboriginal community and police in Toronto and beyond. The unit is recognized throughout the country and many other urban police services visit the unit and gain relevant programming information for use within their own jurisdictions. The unit maintains a constant dialogue with other police services that serve aboriginal communities.

Aboriginal Peacekeeping has numerous joint partnerships with community agencies, organizations and individuals. Aboriginal Peacekeeping also provides support to the Aboriginal Community Consultative Committee which provides a valuable forum for the exchange of thoughts and ideas with members of the community.

Aboriginal Peacekeeping, along with other native officers, co-ordinate and/or participate in major community cultural events.

In short, the current Aboriginal Peacekeeping maintains a high profile and is well received within the community. Other Service units requiring assistance in this area, also feel free to avail themselves of the partnerships that have been established by the Aboriginal Peacekeeping Unit officers.

Aboriginal Peacekeeping will continue as a centralized support to Service members and the community.

"Police participation in Native community policing issues such as participation in the Anishnawbe Health Street Patrol Program."

Source: Mukwa Ode Recommendation No. 4.4

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Officers in the Aboriginal Peacekeeping Unit continue to work with Aboriginal Street Patrol on an evening shift to learn first-hand of the problems of Aboriginal people on the streets of Toronto. Officers also maintain ongoing partnerships with Anishnawbe Health providing lectures, presentations and police literature for community consumption. Partnerships also include joint project co-ordination such as Project Water, which provides water to street people in the hot summer months.

Pending Initiatives

Aboriginal Peacekeeping is in the process of setting up a meeting with the Anishnawbe Health Toronto Street Patrol and the downtown area foot patrol officers to look for alternatives in dealing with Aboriginal persons facing difficulties.

Co-ordinating a meeting between local divisional unit commanders and Anishnawbe Health Services is a pending initiative of Aboriginal Peacekeeping.

Aboriginal Peacekeeping will continue to expose members from the Service to this opportunity for community service.

Aboriginal Peacekeeping will continue to provide the necessary support to field units, to participate with agencies such as Anishnawbe Health in their community outreach as well as establishing ongoing partnerships at the community level.

"Participation in the production and distribution of information regarding legal rights of people through community agencies."

Source: Mukwa Ode Recommendation No. 4.5

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Aboriginal Legal Services and Aboriginal Peacekeeping have been working closely since the early 1990's to assist the Aboriginal community in understanding their legal rights as members of the community.

Aboriginal Peacekeeping officers are available for presentations throughout the community on "How To Access The Complaints System" and also to inform them that an Aboriginal officer is available to take their complaints.

Complaint forms have been produced to explain the process in the Ojibway and Cree languages. Aboriginal Peacekeeping has made presentations to the umbrella group of social service agencies, known as Toronto Aboriginal Social Service Agencies, to inform the community of the Service's capabilities concerning complaints and their overall legal rights.

Officers have also assisted the Service's Professional Standards Unit in dealing with issues of conduct by Service members and, conversely, dealing with the community directly on issues such as misconduct. Officers also assist Aboriginal Legal Services with the Aboriginal Diversion Program.

Members of the Aboriginal Community Consultative Committee are also made aware of these issues and provided relevant information for dissemination through the Staff Superintendent, who is also the unit commander of Professional Standards.

Aboriginal Peacekeeping will continue to support Service units tasked with Professional Standards issues, and will continue to maintain current and relevant information material for dissemination to the community.

"The election or appointment of an aboriginal person to the Police Board of Commissioners."

Source: Mukwa Ode Recommendation No. 4.6
Response: Not Applicable
Assigned to: Toronto Police Services Board
Status: Not implemented

Existing Program

Appointments to the Police Services Board are made by Toronto City Council and by the Provincial Government through Order in Council.

This recommendation is therefore beyond the control of both the Toronto Police Service and the Toronto Police Services Board.

"Creation of an Urban Native Task Force to review and deal with issues in Native urban policing."

Source: Mukwa Ode Recommendation No. 4.7
Response: Agree
Assigned to: Community Policing Support
Status: Implemented

Existing Program

The Aboriginal community has formed an Aboriginal Community Consultative Committee with the mandate of bringing the issues and concerns of the community to the Service in order to allow it to become part of the problem-solving process. The Committee is made up of about 10 members from various walks of life within the Aboriginal community.

Aboriginal Peacekeeping will continue to identify issues and opportunities for resolution.

"The establishment of an Urban Special Constables Program in Toronto and linkages established with other Special Constables programs across Ontario."

Source: Mukwa Ode Recommendation No. 4.8

Response: Disagree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Not to be Implemented

Existing Program

Aboriginal Peacekeeping is affiliated with the Canadian Association of Chiefs of Police Aboriginal Committee and liases with other police services throughout the country by attending various conferences and seminars dealing with Aboriginal issues.

Aboriginal Peacekeeping will continue to maintain partnerships with other police services tasked with policing within Aboriginal communities as well as other government and social agencies.

“The production of a Native Recruiting Video in consultation with Native elders and the Native community.”

Source: Mukwa Ode Recommendation No. 5.1
Response: Agree
Assigned to: Human Resources
Status: Not Implemented

Existing Program

A variety of videos are utilized during the recruitment of community members for the position of police constable. The Ontario Association of Chiefs of Police on behalf and in support of the Constable Selection System developed many of the videos used. These videos focus specifically on the hiring process.

The Toronto Police Service has also produced videos that focus on the career opportunities specific to this service.

A news special was produced in partnership with Citytv. This special highlighted officers, and reflected the organizational needs of the Service.

At this time, a recruiting video specific to the Native Community is not being considered. The general recruiting videos deliver appropriate information, producing satisfactory results.

The Recruiting Unit also participates in numerous initiatives with the Native Community, including advertisements, attendance at the annual Aboriginal Festival, and partnerships with the Ontario Federation of Indian Friendship Centres and the Native Canadian Centre of Toronto.

“Use of Native specific motifs and symbols in the recruiting literature.”

Source: Mukwa Ode Recommendation No. 5.2
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The Toronto Police Service recruitment displays depict native motifs, symbols and photographs obtained from Aboriginal Peacekeeping.

Recruitment officers and members of Aboriginal Peacekeeping attend various functions to encourage members of the Aboriginal community to consider civilian and uniform employment opportunities within the Toronto Police Service.

“Review of the equivalency requirement.”

Source: Mukwa Ode Recommendation No. 5.3
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The minimum education requirement for the position of police constable as set by the Police Services Act is Grade 12.

The Toronto Police Service acknowledges that many excellent candidates have attended a variety of educational institutions where the curricula may differ from local schools. In these instances, candidates are directed to the Ministry of Education to have their educational documents evaluated. Once the documents are evaluated and found to be equivalent to Ontario Grade 12, an equivalency certificate is awarded. This is accepted by the Toronto Police Service.

Potential candidates who have been educated outside the province of Ontario and do not meet the equivalency requirement, may write a General Education Diploma (GED) test administered by the Ministry of Education.

“Review process for Native people with criminal records either to waive them or to fast-track pardons.”

Source: Mukwa Ode Recommendation No. 5.4
Response: Disagree
Assigned to: Human Resources
Status: Not to be Implemented

Existing Program

The Toronto Police Service utilizes the tools of the Ontario Association of Chiefs of Police, Constable Selection System.

It is the policy of the Constable Selection System that a person with a criminal record cannot be employed unless he/she has received a pardon. It is not Service policy to request other agencies to fast track-such clearance.

“Provision of cultural awareness training for people in the employment office.”

Source: Mukwa Ode Recommendation No. 5.5
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

All uniform members of the Employment Unit are required to attend the Policing and Diversity course offered through the TPS Training & Education Unit.

The Recruiting Team has also developed informative partnerships with the Aboriginal community. Members have attended the Native Canadian Centre and sought audience with Native Elders on reserves within the GTA in order to speak with the youth in their community.

Specific days have been scheduled mentoring Native applicants. This includes information sessions and physical practice sessions. The Recruiting Team continues to work with Aboriginal Peacekeeping to develop new community contacts and to seek opportunities for partnership.

“Targeting the community at an earlier age perhaps Grade 6 to 8 rather than Grades 9-11”

Source: Mukwa Ode Recommendation No. 5.6
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The Toronto Police Service Employment Unit has partnered with the John Freeman Walls Historic Site Underground Railroad and developed a CD that promotes diversity and careers opportunities in emergency services entitled ‘Mutual Respect’.

The Ministry of Education has set out the target group as those students in Grade 7. The launch of the CD is anticipated during the year 2003.

Additionally, a copy of the TPS recruiting advertisement has been sent to the Ontario Federation of Indian Friendship Centres for distribution to their membership.

“Targeting Native members of the Armed Forces”

Source: Mukwa Ode Recommendation No. 5.7
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The Recruiting Unit is actively involved with the Canadian Armed Forces for recruiting purposes.

The Canadian Armed Forces is currently experiencing difficulty in recruiting members. As a result, the two agencies have conducted joint recruiting initiatives and all members separating from the Canadian Armed Forces are informally encouraged to consider a career in policing upon completing their tenure.

These candidates bring with them a known work and discipline record and a solid foundation on which to build their policing career.

"Desk staff should be provided with an alphabetical list of police personnel assigned to Headquarters with updated telephone numbers and office locations."

Source: Mukwa Ode Recommendation No. 6.1

Response: Agree

Assigned to: Community Policing Support - Aboriginal Peacekeeping

Status: Implemented

Existing Program

Headquarters Duty Desk staff have a police personnel list with office locations for public inquiry. Desk staff at other police facilities can access this central directory when required.

Community agencies and individuals have been provided phone numbers applicable to Aboriginal Peacekeeping officers. These numbers are also published on Service literature that is disseminated to the greater Aboriginal community. Many community members also have direct numbers to access the Aboriginal Peacekeeping Unit officers.

Aboriginal Peacekeeping will continue to review community information pertaining to current phone numbers of various Service units and will continue to disseminate current phone numbers.

Aboriginal Peacekeeping will continue to ensure that an updated phone list is forwarded to individuals and agencies within the community, and will continue to ensure accuracy at all Service units, especially at front-line divisions.

“Cadets assigned to the Front Desk should be provided with human relations and courtesy training as part of the assignment.”

Source: Mukwa Ode Recommendation No. 6.2
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The Toronto Police Service Cadet Program has not been active since 1993. The only Cadets currently employed by the Toronto Police Service are Cadets-in-Training, who are actively preparing to be police constables.

Front desk personnel consist of experienced police constables and civilian station duty operators who receive training in policing and diversity.

Additionally, a professional development course is available for both uniform and civilian members. Enhanced communication skills and customer service are strong components of this course where the central focus is ethics.

“A full time receptionist should be assigned to the Front Desk with the responsibility to oversee and train cadets in this position.”

Source: Mukwa Ode Recommendation No. 6.3
Response: Disagree
Assigned to: Human Resources
Status: Not to be Implemented

Existing Program

The Toronto Police Service Cadet Program has not been active since 1993. The only Cadets currently employed by the Toronto Police Service are Cadets-in-Training, who are actively preparing to be police constables.

Front desk personnel consist of experienced police constables and civilian station duty operators who receive training in policing and diversity. Training of replacement or additional members is conducted by these members.

"Plants and artwork should be strategically placed in the front entrance way to mitigate the severity of the facades and large signs placed to point the way to the Reception Desk."

Source: Mukwa Ode Recommendation No. 6.4
Response: Agree
Assigned to: Corporate Communications
Status: Implemented

Existing Program

Cultural groups have been canvassed to provide displays in the lobby. One example is the festive trees of the world exhibition, which donned the lobby of Police Headquarters during the 1993 Christmas season. This exhibit has continued on an annual basis.

With the completion of the Police Museum and Discovery Centre and the newly renovated Toronto Police Gift Shop, there are greater possibilities for theme-related events in the lobby.

"Native art should be placed in areas like the cafeteria."

Source: Mukwa Ode Recommendation No. 6.5
Response: Agree
Assigned to: Corporate Communications
Status: Implemented

Existing Program

There is Aboriginal art proudly displayed in several offices throughout Headquarters, including the cafeteria and the Aboriginal Peacekeeping Unit.

"That the Police Services Board publish and disseminate this report as a public document for discussion and response in the Native and the police community."

Source: Mukwa Ode Recommendation No. 7.1
Response: Agree
Assigned to: Toronto Police Services Board
Status: Implemented

Existing Program

The Mukwa Ode document has been reproduced and distributed throughout the Service. Copies of the Mukwa Ode report were disseminated to interested persons and groups.

The Mukwa Ode recommendations were reviewed by the Race Relations Co-ordinating Committee with a mandate to implement an action plan dealing with race relations initiatives. The recommendations for the action plan were incorporated in the consolidated 1995 *Moving Forward Together* report.

In response, the Board approved a multi-year Race Relations Plan. The Chief reports annually to the Board on the status of the Plan and any necessary adjustments.

Pending Initiatives

The Chief submitted his third and final report on the status of the Race Relations Plan in 2002.

The Board recommended that the Chief continue to submit annual reports on the results of initiatives developed by the Service to address race relations issues (Board Minute P83/02 refers). These annual reports to the Board will therefore continue until further notice.

Policing a World Within a City

SECTION G: Updated Responses to Previous Recommendations

Review of Race Relations Practices of the Metropolitan Toronto Police Force Metropolitan Toronto Auditor

Total Recommendations 74

Total Implemented	63
Total Implemented in Part	1
Total Implementation in Progress	6
Total Not Implemented	1
Total Not To Be Implemented	3

Recommendations by Assignment

Human Resources	16
Training and Education	15
Community Policing Support	15
Corporate Communications	3
Professional Standards	16
Detective Services – Hate Crime Unit	2
Area Field and Central Field	1
Toronto Police Services Board	2
Corporate Planning	1
Race Relations Co-ordinating Committee	3

"A Task Force be established with the mandate to address the issues contained in this report and with the specific responsibilities and composition as recommended in the body of this report"

Source: Auditor Recommendation No. 1

Response: Agree

Assigned to: Race Relations Co-ordinating Committee

Status: Implemented

Existing Program

In 1992, a Task Force known as "The Race Relations Management Committee" began to address the issues and recommendations contained in the reports of the Metropolitan Auditor, Equal Opportunity Consultants, Mukwa Ode First Nations Consulting Inc. and the Task Force on Race Relations and Policing (1992).

In 1993, the Police Services Board received the Committee's interim report, which addressed these 174 recommendations. At that time, the Board provided direction with respect to the development of a management strategy to integrate race relations into core policing. With this mandate, the Committee continued to liaise with community partners, government officials and race relations experts to develop an implementation model that would operationalize the Service's Race Relations Policy (1989).

In the spring of 1994, the Committee evolved into a smaller working group called the Race Relations Co-ordinating Committee. This Committee had unit commander representation from Personnel Services, Training, Education and Development, Public Affairs, Community Services and Professional Standards. The Race Relations Co-ordinating Committee concentrated on individual mission statements, and contributed objectives and strategies toward a suitable implementation model.

In March 1995, the Race Relations Co-ordinating Committee presented their *Moving Forward Together* report to the Toronto Police Services Board. *Moving Forward Together* contained a Race Relations Policy Implementation Model for the Toronto Police Service. In addition, this report responded to the 174 recommendations as well as seven additional recommendations from the National Black Police Association's 1993 Conference.

Late in 2002, Chief Julian Fantino directed that a comprehensive review of the Service's race relations policies, practices and procedures be undertaken. In order to achieve this goal, the Chief's Race Relations Co-ordinating Committee was reinstated. The Committee's primary objective was to review initiatives and progress in police-race relations since 1989. This was considered an excellent opportunity to take stock of past progress with a view to the future.

This exercise included reviewing the 181 recommendations included in *Moving Forward Together* as well as 30 additional recommendations from the Report of the Commission on Systemic Racism in the Ontario Criminal Justice System.

These recommendations were distributed to the appropriate program areas of the Service. The units that had been asked in 1995 to review the recommendations and the responses were approached again in 2002 to update the status of each initiative.

In addition to revisiting the recommendations, the Committee conducted some consultations with community representatives, organizations, government agencies and Service members. The Service's missions and objectives with regard to race relations were also reviewed.

"The Force recognize and acknowledge bias in attitudes of officers developed in part by working experience and target specific remedial action to counteract that bias."

Source: Auditor Recommendation No. 2

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

On December 12, 1995, the Toronto Police Service (TPS) approved mandatory Policing and Diversity training for all its members.

TPS members had previously received lectures from instructors who discussed various ethnic and racial groups in general terms. With more than 120 different ethnic groups across Toronto, however, it was impossible to discuss each group specifically. To improve the situation, the program was revised in 1997.

The course was streamlined and the focus shifted from "race relations" to "human relations and professionalism". While people may have biases and prejudices as a result of life experiences, professionals in any occupation do not allow these biases to affect their response to a request for service from the community.

Members taking the training are given the opportunity to examine their own values, beliefs and behaviours. This helps them to focus on continuing to deliver competent and equitable policing services to every citizen with respect, dignity and fairness.

In addition to diversity training, members also receive presentations on ethics and professional conduct. This reminds members of the requirements of their chosen profession and helps them to deal with any existing biases and attitudes.

Policing and Diversity modules have also been integrated into other courses offered by Training & Education. This material is emphasized in the basic recruit, court officer, supervisory & leadership and coach officer training. It is also provided in the mandatory advanced patrol training course delivered to all 3000 front-line police officers each year.

Where a member is unable to overcome his or her biases and it is impacting work performance, remedial interventions are available to supervisors and managers for corrective action. These may include additional training or disciplinary action.

"The effort of the Force in race relations be refocused to recognize that core policing activities involve day-to-day interaction between officers and the public is the primary factor in shaping the relationship of the Force to minorities."

Source: Auditor Recommendation No. 3

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

Traditionally, most race related committee and community meetings were attended by unit commanders, Community Relations Officers or officers assigned to special units such as Community Services. Feedback and follow-up from these meetings was inconsistent and sometimes non-existent.

This changed with the advent of community policing. Field officers now attend local meetings and partner with community members to deal with concerns and develop solutions. This benefits both officer and community, as the process broadens the awareness and appreciation of each for the other's problems, and can lead to proactive resolutions. Generally, this approach offers the community more consistent policing and a constructive front-line perspective.

Community profiles containing demographic and other important cultural information have been developed at both the Headquarters and local levels. These profiles are available to units within the organization and to other GTA law enforcement agencies. In the past, these profiles have been used by front-line officers and external agencies to assist in dealing with the problems faced by diverse communities.

The availability of officers assigned to divisional Community Response Units (CRUs) has enhanced the ability of the Service to deal with both short and long term issues. The co-operative approach to problem solving used by CRU officers also helps build lasting and meaningful relationships. CRU officers are mandated to continue to participate in the community consultation and problem solving processes to address the concerns of all community members.

All officers are aware that their actions reflect on the organization as a whole, and this principle is especially true when dealing with visible minorities and Aboriginal peoples. The importance of appropriate conduct, fairness and the image of the Service are important themes conveyed throughout an officer's career.

Pending Initiatives

Updated community profiles will continue to be made available to Service members on a regular basis.

“All activities of the Force, and in particular those which condition the behaviour of police officers, such as supervisory procedures, systems of reward and punishment and promotional processes, be consistent in the demands they place on police officers and that these demands include a strong and consistent message as to appropriate and inappropriate behaviour.”

Source: Auditor Recommendation No. 4

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Service recognizes that an officer’s conduct can be conditioned by management and supervisory practices that reinforce appropriate behaviour. For this reason, all senior and supervisory officers receive extensive training to prepare them for leadership roles.

This training has been in place for many years. Officers attend management, leadership and supervisory courses at C.O. Bick College as well as the Ontario and Canadian Police Colleges. Many also pursue training and education programs related to management and related disciplines at post-secondary educational institutions.

These courses and programs emphasize the importance of consistently demanding appropriate behaviour from their subordinates. The Service subscribes to the concept of progressive discipline to correct the behaviour of any member who has failed to meet an established policy, procedure or work performance standard.

Supervisory officers are also evaluated on an annual basis against a set of competencies, which include leadership, teamwork, valuing diversity and directiveness. Senior officers complete a *Work Planning and Performance Development* appraisal, which includes setting goals and objectives for each supervisor. This appraisal is used to evaluate their ability to effectively supervise and discipline staff.

The promotional process has established systems to ensure that only candidates who have demonstrated appropriate behaviour are considered for advancement. This includes a review of their behaviour with respect to human rights issues and personal discipline matters.

An award system is also in place to acknowledge the contribution of TPS members. A standing awards committee was established to ensure that deserving members are recognized on an equitable basis. This is consistent with modern management practices to encourage appropriate behaviour.

“The direction articulated in the strategic plan of the Force, to the extent that it relates to removing barriers between individual officers and the community, be rigorously maintained.”

Source: Auditor Recommendation No. 5

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The *Beyond 2000* strategic plan (1992) began the formal evolution of the Toronto Police Service (TPS) towards an increasingly community-based policing approach. A key component of this plan was to make the Service more responsive to the needs of the community in the provision of police service.

Currently, all divisions are mandated to deploy officers from Community Response Units (CRUs) to dialogue and partner with community stakeholders to identify, prioritize and resolve local community issues and concerns. CRU officers work closely with community stakeholders to find both short and long-term solutions to community issues.

Community Response Officers are responsible for dealing with crime prevention, community relations, youth and other general crime and disorder issues. These officers are also involved with a variety of community groups, organizations and individuals within the community and to form constructive joint partnerships. Enforcement and preventive patrol are conducted using a variety of methods such as foot, bicycle and vehicular patrol.

Community Police Liaison Committees (CPLCs) are also part of each division and traffic unit. They allow for the exchange of information and problem-solving initiatives. An active consultation process is also apparent at other levels of the TPS, in both field and specialized units. Officers from specialized units such as Homicide, Hate Crimes (Intelligence) and Community Policing Support also work on various formal and ad hoc committees with community members within their areas of specialization.

Examples of joint police and community initiatives include United Mothers Against Violence (UMOV), the Gun Stop Program, Stop-Don't Cause a Scene, Empowering Student Partnership, Pro Action, Black-Jewish Youth Dialogue, Students With a Target and the Millennium Urban Arts Project.

"The Force articulate in defined operational terms what overall goals its activities are attempting to achieve in terms of race relations, how each activity fits into the overall goal and how they can interrelate in achieving the overall goal."

Source: Auditor Recommendation No. 6

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The Service recognizes the importance of race relations and diversity in policing and has directed programs, initiatives and outreach at creating an atmosphere of mutual respect and understanding between the police and the diverse community it serves.

The Service strives to ensure race relations and diversity are integrated, in a meaningful way, into all aspects of the organization and its activities and initiatives.

In the 1995 *Moving Forward Together* document, the Race Relations Policy Implementation Model articulates the Service's Mission Statement and Governing Principles in terms of Race Relations. This model includes measurable activities in the form of objectives for the five units of the Service most directly associated with Race Relations, i.e., Personnel Services, Training, Education and Development, Community Services, Public Affairs and Professional Standards. Objectives were also outlined for the Race Relations Co-ordinating Committee. These objectives were followed by strategies identifying how they would be obtained.

Section "C" of this document sets out the current race relations objectives and strategies for the Race Relations Co-ordinating Committee, as well as the five key units, which are now known as Human Resources, Training & Education, Community Policing Support, Corporate Communications and Professional Standards.

The Service's Quality Assurance Unit has committed itself to conduct an ongoing audit of the race relations initiatives of the Toronto Police Service. The scope and sophistication of this audit will depend on the resources available.

"Race relations activities be fully coordinated and integrated: (a) by focusing the overall management responsibility through a senior officer; (b) by defining the interrelationships of all programs which have race relations components, including both discrete programs, and other activities which have potential race relations implications; and (c) by developing a process to use these programs in an interrelated and coordinated manner to achieve Force goals."

Source: Auditor Recommendation No. 7

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

Since the early 1970s, a senior officer has been responsible for the overall management of the co-ordination and integration of race relations. Currently, Community Policing Support is lead by two senior officers, a Superintendent and Inspector.

Their duties include managing and co-ordinating race and diversity relations programming and outreach on a Service-wide level. The Community Relations Section of Community Policing Support is responsible for supporting Service members with regards to race and diversity issues as well as establishing, maintaining and enhancing positive and constructive partnerships with individuals, organizations, political representatives and the media.

Community Policing Support works closely with other units with a race and diversity component, such as Corporate Communications, Human Resources, Professional Standards and Training & Education. The Community Relations Section also provides ongoing cultural support to other units such as Homicide, Frauds, Internal Affairs, Intelligence Services and the Sex Crimes Unit.

Community Policing Support also conducts bi-annual meetings with TPS Community Response Unit managers, who are the forefront of local community short and long term problem identification and resolution. This process allows for the imparting of necessary information on programming and outreach relating to race and diversity issues. It also provides for the proper analysis of feedback from these Service members in relation to trends, issues and concerns within their local constituencies.

Community Policing Support must continue to partner with municipal, provincial and federal race and diversity relations representatives to maximize available expertise in this area for a more effective and efficient service delivery to community members.

"A codified set of performance standards be developed for both service levels and activities of individual officers."

Source:	Auditor	Recommendation No. 8
Response:	Agree	
Assigned to:	Community Policing Support	
Status:	Implemented	

Existing Program

A comprehensive system of Rules, Procedures and Policies governs virtually all aspects of policing, and has been in place since 1957 when the Metropolitan Toronto Police Force was incorporated. Specific courses of action are prescribed in considerable detail for all significant operational situations.

Officers carry out their day-to-day activities within this regulatory framework, which has the force of law. In addition, members are evaluated in large measure on their knowledge of and compliance with these performance standards.

The Chief and senior and supervisory personnel constantly reiterate these standards through a vast array of information sources within the organization. Non-compliance with these standards may lead to disciplinary action.

Standards and competencies for race and diversity relations are codified within the Uniform Performance Appraisal and Development Plan. Service members are evaluated annually on some of these standards and competencies under the broad headings of "Community Focus", "Valuing diversity" and "Leadership".

Service-level performance standards, particularly within the race and diversity area, are monitored through several regular reports and surveys, and submitted to the Police Services Board. These include the Annual Race Relations Report, regular community surveys that include questions pertaining to satisfaction with police service, and the annual hate crime report.

Pending Initiatives

The regular community survey was conducted in December 2002, and the results will be available during the first quarter of 2003. The survey asks a variety of questions on the perception of the public toward police service and community safety.

“Measures of accomplishment be developed to determine program effectiveness and conformity with performance standards as well as performance of individual police officers.”

Source:	Auditor	Recommendation No. 9
Response:	Agree	
Assigned to:	Professional Standards	
Status:	Implemented	

Existing Program

The Risk Management section of Professional Standards is responsible for monitoring and reporting on *all program initiatives* within the Service. These programs may have been initiated as a result of a statutory or regulatory provision, recommendations from the Coroner's court, an audit or SIU administrative investigation or an internal committee. The progress and impact of these programs are maintained in the Audit section of Professional Standards.

The Toronto Police Service Uniform Performance Appraisal and Development Plan is used to evaluate individual police officers up to and including the rank of Staff Sergeant on an annual basis. Measures of accomplishment have been developed for the assessment of officers, based on core competencies, personal qualities and technical skills. Members meet with supervisors and jointly establish a development plan and specific duties inherent to their present job. At the completion of the appraisal period, the member and the supervisor meet for a second time. The supervisor assigns a rating for each of the core competencies, personal qualities, technical skills and legal and policy knowledge, and discusses the member's professional development.

With regard to individual officer performance, in addition to the yearly appraisal or evaluation of an officer's performance, the Service introduced a procedure dealing with unsatisfactory work performance that is consistent with the *Police Services Act*. In essence, this procedure is a dedicated mechanism through which management can evaluate the performance of an individual officer against a given standard, and can take appropriate action should the work performance prove to be unsatisfactory.

The Work Planning and Performance Development (WPPD) process forms the basis of evaluation for senior officers. Senior officers, in conjunction with their managers, identify strategies that they will implement which are based on Service Priorities. Senior officers are also evaluated on their effective use of resources.

Action plans are implemented which include steps to be taken to improve officers' performance levels. Senior members are then evaluated on the outcome of their strategies, use of resources and professional development throughout the evaluation period.

"Consistency in Force activities in the Race Relations field be achieved by ensuring that, subject to specific Divisional characteristics, race relations programming be carried out at least at a desired minimum level."

Source: Auditor Recommendation No. 10

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

Previously, the Program Development Section of Community Services worked closely with unit commanders from what were known as the Personnel Services, Training, Education and Development, Professional Standards and Public Affairs units. This working relationship was known as the Race Relations Co-ordinating Committee.

Currently, Community Policing Support works closely with those unit commanders who deal directly with race and diversity issues, such as Human Resources, Training & Education, Corporate Communications and Professional Standards, and also with unit commanders of other units who are involved in race and diversity programming.

Community Relations Officers have been integrated into divisional Community Response Units as recommended in the *Beyond 2000* report. The role of the Community Relations Officer within the CRUs is one of front-line community problem solving and interacting with all segments of the community. CRUs rely on the expertise of Community Relations Officers, whose job description includes creating and maintaining relationships that will enhance race relations, and creating and maintaining divisional community profiles to be used by divisions in establishing and maintaining positive relationships with the community.

Community Policing Support also co-ordinates a bi-annual Community Response Unit managers' meeting. This forum allows for the exchange of program information and outreach related to race and diversity issues. Community Police Liaison Committees at the divisional level are also mandated to reflect their local diversity as far as committee membership is concerned. This supports race and diversity programming at the divisional level.

Pending Initiatives

Community Policing Support will enhance its Service wide delivery of relevant race and diversity information through the Service's Intranet and Internet media. Routine Orders and the Live Link system will also be used, when appropriate, to ensure information is available to Service members for support in achieving a consistent level of race and diversity programming within their communities.

“Management and evaluation of senior officers, and in particular Unit Commanders, demand full commitment and performance in achieving Force race relations goals.”

Source: Auditor Recommendation No. 11

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Work Planning and Performance Development (WPPD) process was implemented in June 1994. It emphasises Service priorities and core values, and measures the leadership a manager brings to the fulfilment of his or her unit’s mandate.

The WPPD provides a means to reward and sanction performance by recognizing good or superior performance, and recommending development for managers not meeting performance objectives.

The results of the Work Planning and Performance Development process with respect to promotional candidates is used during promotional decisions.

"Commencing in 1993, the Force prepare an annual report, setting out its performance in respect to race relations activities and incorporating measurements of performance and effectiveness relative to acceptable standards of service and performance."

Source: Auditor Recommendation No. 12

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

Each spring, the Service provides the Police Services Board with an annual report on race relations initiatives within the Service. This initiative started out as a three-year project, but has become a permanent, regular Board report.

Since 1993, the Service has submitted various Race Relations Reports as well as the Annual Hate Crime Report to the Police Services Board for consideration. Also, other race and diversity reports are submitted to the Board on both an annual and ad hoc basis.

The Service's Annual Report and *Environmental Scan*, both of which are public documents, include programming and outreach information as well as performance indicators relative to race and diversity issues.

"The initial (annual report concerning race relations) be subject to audit by an independent, qualified third party and subsequent reports should be so audited intermittently."

Source: Auditor Recommendation No. 13

Response: Agree

Assigned to: Race Relations Co-ordinating Committee

Status: Not Implemented

Existing Program

No formal independent, third party, audit procedure relating exclusively to race relations currently exists. However, internal processes ensure that there is an accountability structure surrounding the delivery of services and the achievement of goals, objectives and strategies, including those connected with good race relations.

The Service's Quality Assurance Unit is responsible for measuring each unit's adherence to its mandate and service delivery requirements and reporting the results to the Command.

The Community Policing Support unit conducts an inventory of the race relations initiatives occurring throughout the Service as part of their annual reporting process.

Senior Officers are required to report on their race relations activities and supporting measurements of performance as part of the Work Planning and Performance Development (WPPD) program developed by the Service.

The Race Relations and Policing Monitoring and Audit Board, which was part of the Ministry of the Solicitor General and Correctional Services, no longer exists.

"The Board request legislative or regulatory changes which will permit appropriate access to all records deemed relevant in the conduct of an audit of race relations activities of the Metropolitan Toronto Police Force."

Source: Auditor Recommendation No. 14

Response: Disagree

Assigned to: Toronto Police Services Board

Status: Not To Be Implemented

Existing Program

The text of the Metropolitan Auditor's report with respect to this recommendation states that access is required to "certain records such as complaint files and personnel files"⁶⁴

Implementation of this recommendation would diminish the privacy right of both Service employees and those persons identified in Toronto Police Service records, as compared to the rights of those employed by, or identified in the records of, every other municipal or provincial institution.

Access to Service records is governed by the Municipal Freedom of Information and Protection of Privacy Act of Ontario.

⁶⁴ Municipality of Metropolitan Toronto, Metropolitan Audit Department: *Review of Race Relations Practices of the Metropolitan Toronto Police Force*, September 1992, page 40

"Consideration be given to concluding the activities of the Race Relations Policy Implementation Committee to ensure focus is placed on strong management and executive action by the Force to implement changes through the Task Force structure suggested in recommendation number 1."

Source: Auditor Recommendation No. 15

Response: Agree

Assigned to: Race Relations Co-ordinating Committee

Status: Implemented

Existing Program

The Race Relations Policy Implementation Committee, which was formed to implement the Service's Race Relations Policy (1989), has been discontinued.

In the spring of 1994, the Committee evolved into a smaller working group called the Race Relations Co-ordinating Committee. This committee had unit commander representation from Personnel Services, Training, Education & Development, Public Affairs, Community Services and Professional Standards. The Race Relations Co-ordinating Committee concentrated on individual mission statements and contributed objectives and strategies toward a suitable implementation model.

In March 1995, the *Toronto Police Services Board* approved the *Moving Forward Together* document. The document contained a Race Relations Policy Implementation Model for the Toronto Police Service. In addition, this report responded to the 181 recommendations contained in the reports of the Metropolitan Auditor, Equal Opportunity Consultants, Mukwa Ode First Nations Consulting Inc., and the Task Force on Race Relations and Policing (1992), as well as seven recommendations from the National Black Police Association's 1993 Conference.

The committee was dissolved when it had completed its role to ensure that the principles and objectives contained within *Moving Forward Together* were integrated into the everyday working strategies of the Service.

Pending Initiatives

In 2002, Chief Fantino re-instituted the Race Relations Co-ordinating Committee. The Committee's primary objective was to review initiatives and progress in police-race relations since 1989. This was considered to be an opportunity to take stock of past progress with a view to the future.

The committee is working to attain this goal through consultations with community representatives, organizations, government agencies and Service members. The committee is also re-visiting the 181 recommendations contained in *Moving Forward Together*, as well as 30 additional recommendations from the Report of the Commission on Systemic Racism in the Ontario Criminal Justice System.

The Service's missions and objectives with regard to race relations are also being reviewed. The Race Relations Co-ordinating Committee and the five key areas of the Service in terms of race relations (Human Resources, Training & Education, Community Policing Support, Corporate Communications and Professional Standards) have been tasked to provide race relations mission statements and objectives which will help to give reality to the race relations-based policies of the Service.

"The Race Relations Policy Statements form the underpinning for the related aspect of the performance standards referred to in recommendation number (8)."

Source: Auditor Recommendation No. 16

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The former Race Relations Co-ordinating Committee was developed to integrate the Service's Race Relations Policy into all aspects of organizational life. Using the experience, programming and outreach activities that are carried out by Corporate Communications, Professional Standards, Training & Education, Human Resources and Community Policing Support in conjunction with other Service units, all possible elements of the Race Relations Policy have been incorporated and acted upon within the Service.

"Greater efforts be made to ensure that all officers are familiar with the intent and content of the Race Relations Policy."

Source: Auditor Recommendation No. 17

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

All members of the Toronto Police Service (TPS) were issued with a copy of the Race Relations Policy Booklet when it was published in 1990. Although written copies of the Race Relations Policy Booklet are no longer readily available, its spirit and content have been integrated into other Service processes and policies. The Police Services Board is currently conducting a review of the policy that may result in an updated version.

Since 1995, a "Policing and Diversity" program, dealing extensively with the fundamental principles of the Service's Race Relation Policy, has been delivered by Training & Education to all members of the Service. Also, all TPS police recruits receive Policing and Diversity modules at C.O. Bick College and further race relations training at the Ontario Police College.

Recruit and in-service training, reinforced by supervisors, managers and policy, all serve to ensure that the spirit of the race relations policy is continually reinforced to all members of the organization, both sworn and civilian.

“Personnel involved in interviewing recruits reflect the composition of the Community at large.”

Source: Auditor Recommendation No. 18

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The TPS Employment Unit strives to be reflective of the community it serves. The unit continues to identify Toronto Police Service members from diverse backgrounds to serve in the Employment Unit. During 2002, a complement of 28 constables from the Employment Unit has been assigned to interview recruits. Ten of these officers are female and seven are visible minorities.

In addition, there are seven female civilian interviewers, three of whom are from visible minority groups. The Toronto Police Service provides training for civilian members.

All uniformed members involved in interviewing have received extensive training approved by the Ontario Association of Chiefs of Police to ensure sensitivity and compliance with the Ontario Human Rights Code.

“Examiners not be able to identify the names of candidates when marking tests. This would avoid any possible bias or perception of bias.”

Source: Auditor Recommendation No. 19

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Toronto Police Service is a member of the Ontario Association of Chiefs of Police Constable Selection System. This system was developed by the former Ministry of the Solicitor General to set a provincial standard for hiring police constables. The Toronto Police Service contributed to its development and acted as a pilot for its initial implementation.

As part of the hiring process, candidates are assigned a numerical identifier known as a “unique identifier” to be used during the written and physical testing stages. The examiner is not able to identify the names of the candidates when marking tests to avoid any perception of bias.

“Any standards adopted by the Force in screening candidates, for example vision tests and background checks, be comparable to other police forces throughout Ontario and Canada. Where standards are different the rationale for such differences should be based on justifiable factors and documented.”

Source: Auditor Recommendation No. 20

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Toronto Police Service is a member of the Ontario Association of Chiefs of Police Constable Selection System. This system was developed by the former Ministry of the Solicitor General to set provincial standards for hiring police constables.

The system is based on extensive research by Ministry professionals, consultants and representatives of various police services across the province. The Toronto Police Service contributed to its development and acted as a pilot Service for its initial implementation.

The system uses bona fide, job-related testing and selection tools to reduce bias and the perception of bias.

The Employment Unit uses the same Constable Selection System tools that are in place throughout Ontario. These tests include physical, written and video exercises, vision and hearing tests, interview questions, background investigation guidelines and psychological and medical testing.

“Attempts be made to develop alternatives to the present method used to obtain background checks on recent immigrants in order to speedup the process of hiring such applicants.”

Source: Auditor Recommendation No. 21

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Candidates must have permanent resident status or be a Canadian citizen prior to application. Currently, candidates are fingerprinted once they receive a conditional offer of employment. If the fingerprint results are not received at the time of hire, a conditional offer of employment may be given to the candidate, subject to security clearance, in order for that candidate to proceed with training. This assists candidates who have resided outside of Canada or had extended absences from the country.

The Toronto Police Service recognizes there may be delays receiving background information from various countries. If information is not received in a timely manner, follow up phone calls are made to Immigration and the assistance of both the candidate and his or her consulate is sought.

“The Force take every opportunity to enhance its image as a desirable and accessible organization in which to work. Candidates who are unsuccessful in their application should be given direct information as to their application and test results as opposed to requiring them to obtain this through Freedom of Information legislation.”

Source: Auditor Recommendation No. 22

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Toronto Police Service is a member of the Ontario Association of Chiefs of Police Constable Selection System, which was developed to set a provincial standard for hiring police constables.

Candidates who are unsuccessful and request feedback are counselled and offered specific mentoring. Information concerning the results of the background investigation is released upon request unless it breaches security, confidentiality or compromises selection or testing tools.

The Recruiting Unit contacts members of visible minority and Aboriginal communities as well as female applicants who were unsuccessful but close to a pass in their test results and offers them mentoring assistance in the form of mentoring.

“The Force emphasize the importance of a rigorous evaluation of probationary officer’s behaviour, especially in categories relating to interaction with the public. In this regard, the evaluation process should lead to processes to correct deficiencies in skills such as the ability to deal with conflicts”.

Source: Auditor Recommendation No. 23

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Probationary officers are given diversity training as part of their recruit training. While assigned to a division, the probationary appraisal system requires a coach officer and supervisor to evaluate the probationary member’s community interaction and diversity comprehension.

The probationary candidate is evaluated at six different intervals during the twelve-month probationary period. A major emphasis on the “Performance Appraisal for Probationary Constables” is the ability of a recruit to work effectively with a wide cross section of the community representing diverse backgrounds, cultures and socio-economic circumstances.

A coach officer reports any deficiencies in this area. The probationary constable is assessed continually to determine the need for additional training and coaching. The progress of each constable is communicated through a structured chain of command.

Emphasis is placed on the requirement that all police officers possess a desire to help and serve others. Officers must focus their efforts on discovering and acting to meet community needs, including those of individual groups. All police officers are monitored continuously regarding their customer service skills.

“The full range of attributes which are required for policing, including interaction with the public and service issues, be given adequate weight in the assessment of officer performance. The Force should ensure that training of evaluators give emphasis to ascribing adequate weight to these issues in the evaluation process.”

Source: Auditor Recommendation No. 24

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Upon completion of their training, probationary constables are assigned a ‘coach’ officer to work with. This coach officer is responsible for enhanced training as well as evaluation of the new constable. Each coach officer must attend a course where training and the importance of the evaluation process are discussed.

As part of the evaluation process, an emphasis is placed on the requirement that all police officers possess a desire to help and serve others. Officers must focus their efforts on discovering and acting to meet the needs of the community and individual groups. This aspect is highlighted in the training of the coach officer’s to ensure that they instil these expectations in the officers that they mentor.

These priorities continue as a police officer completes the training program and is evaluated through a regular evaluation process. Police officers are evaluated yearly by supervisory officers, usually sergeants. They are evaluated in accordance with the duties they perform, and are graded in a wide variety of knowledge, skills and abilities, including their ability to perform “traditional” police tasks (investigating offences, assisting victims, completing reports, preparing cases for prosecution, etc.). Among the most important elements of the annual appraisal, however, is the officer’s ability to deal with people in the community in a wide variety of circumstances, and to address their needs appropriately.

This comprehensive appraisal program has been modified over the years to reflect the goals, objectives and priorities of the Service as well as the shift toward community policing. A comprehensive evaluation process that includes interpersonal and community relations, however, is standard for all police officers throughout their careers.

“The process of selection for transfers be more formalized than at present. This would minimize the possibility of bias or perception of bias in the process.”

Source: Auditor Recommendation No. 25

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Civilian and uniform transfers are processed differently within the Service.

Civilian Transfer

Eligibility:

The civilian transfer process is covered in the collective agreement. A permanent member must complete a probationary period before being eligible to request a transfer.

Transfer Within a Unit:

The member submits an Internal Correspondence (inter-office memo) to the unit commander.

Transfer to Another Unit:

The member submits a Civilian Application for Transfer form to the Employment Unit, Civilian Staffing. The member may submit as many requests to as many units as desired.

Upon a vacancy becoming available in a unit, all transfer applications on file for that unit are sent to the unit commander along with a reference package. The package contains instructions for using a selection panel and human rights guidelines regarding questions at interviews.

All applicants are notified in writing of the acceptance or non-acceptance of their transfer request. A member who is not accepted for a position may ask to be informed, through the chair of the selection committee or the unit commander, the reasons for non-acceptance.

Uniform Transfer

Transfers Within a Unit:

A “generalist constable training program” exists in each division, whereby officers are exposed to various functions within the division for a specified period of time. Otherwise, transfers from one assignment to another within the same division are at the discretion of each unit commander.

Transfers To Another Unit:

A uniform member requesting a transfer out of a unit submits a written application, which is forwarded to:

- the member’s unit commander for approval, and
- the unit commander of the unit requested for approval

Either before submitting a transfer request, the member meets with the unit commander or designate of the unit requested for an interview.

When selecting a new member for a unit, each unit commander must consider the needs of the community and the needs of the Service.

“In considering budget restraints, the Force not lose focus of the overall commitment to have a composition which is representative of the community. Strategies should be developed to ensure the momentum of any success achieved to date is not lost through the measures such as freezing the hiring of officers and the suspension of certain programs.”

Source: Auditor Recommendation No. 26

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Toronto Police Service develops an annual Human Resources Strategy which projects expected separations and hires for a five-year period, and comments on various programs in the Service.

The Service experienced a hiring freeze in the early to mid 1990s, but during this period it actively promoted its profile in the community and the image of policing as a worthwhile occupation. With the experience gained since implementing its own equity program in 1986, the Service also continued its internal equity practices and reviews during this time. These programs, including surveying candidates for their equity group membership, were also maintained when the employment equity regulation was repealed.

When hiring resumed, the TPS implemented a dedicated Recruitment Team, staffed with a diverse group of officers. In 2002, this team consisted of five uniformed members, including a sergeant, who were representative of the community. In addition, the Recruiting Team works closely with divisional community response units for recruiting purposes and referrals.

The team has made presentations about the Constable Selection System to uniformed senior officers (inspectors), Community Response staff sergeants and Community Response Officers. Each front-line unit has been given recruiting material and applications for distribution, and is encouraged to promote policing as a career to local community members. The recruiting officers also conduct on-air radio interviews and multi-cultural television appearances to encourage recruiting and keep the message prominently in the community that the Service is hiring.

The Service is dedicated to ensuring that the membership of the TPS reflects the diverse community. The composition of the TPS is of utmost importance to the Service, and making it reflective of the community has been among the Service goals, objectives and priorities since 1990. It remains on the Service Priority list for 2002-2004.

“Consideration be given to options such as lateral entry and permanent specialization of uniformed officers particularly at the more senior levels in order to achieve more representatives of minorities and Aboriginal people in the ranks above entry level.”

Source: Auditor Recommendation No. 27

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Toronto Police Service has a lateral entry policy that allows experienced officers at the constable rank to join the organization. Consideration of this issue has shown, however, that lateral entry for officers at higher ranks would be problematic.

The Toronto Police Service is the largest municipal police service in Canada, and services one of the most diverse communities in the world. It is a unique and challenging policing environment, one that is unlikely to have been encountered by officers in other services.

Those in the higher ranks are required to deploy and supervise others, and hence the impact of their decisions is greater. This unfamiliarity with a diverse community would make it necessary for new senior officers to spend a significant period of becoming accustomed to Toronto’s diverse makeup in order to optimize their performance and minimize risk.

Furthermore, the Service has promotional processes that are competitive and open to all qualified members. There are only a limited number of positions available for advancement, and bringing in lateral entries at senior ranks may be viewed as contrary to the concept of fairness and may be detrimental to morale.

Permanent specialization also presents serious drawbacks. There is an expectation that officers are available for all police duties. Permanent specialization would hamper the ability of the Service to deploy its members to meet community and organizational needs, and to provide officers with the broad experience needed for senior command. The Service has promotional policies that address the need to value diversity and continues to promote racial minorities and other target groups to its senior officer ranks.

“A confidential restricted data base on the gender and ethno-racial make-up of the Force be maintained, as part of its overall personnel system. This system should be used to generate overall reports on the Force dealing with its composition as well as track and monitor the progress of these officers.”

Source: Auditor Recommendation No. 28

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Toronto Police Service commenced its own survey program in 1986 whereby members and applicants could voluntarily disclose their membership in one of the prescribed groups: racial minorities, females and persons with a disability. The racial minority category initially included Aboriginal persons, but a separate category for Aboriginal persons was subsequently established.

The provincial government mirrored this program when it introduced the employment equity regulation in 1991. This regulation required all police services to survey their employees and applicants for their membership in these target groups. The Government repealed the regulation in 1995, but the Toronto Police Service recognized the need to continue this program.

The confidential restricted database is a tool for analysis to evaluate the Service's progress in the area of diversity on hiring, promotions and transfers. The information on the survey is confidential, and becomes part of a restricted database accessible to only a limited number of authorized personnel. The Service uses this information regularly to generate a variety of aggregate statistical reports and analyses to monitor minority hiring and the overall composition of the organization.

“The Force comply with the Employment Equity regulations recently issued by the Provincial Government.”

Source: Auditor Recommendation No. 29

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The existing employment equity program of the Toronto Police Service was essentially mirrored by the provincial government when it introduced the Employment Equity Regulation in 1991. This regulation required all police services to survey their employees and applicants to determine who claimed membership in the prescribed groups.

The government repealed the regulation in 1995, but the Toronto Police Service recognized the need to continue its program. A confidential, restricted database continues to be maintained, and is used as a tool to evaluate the organization’s experience and success in the area of diversity in hiring, promotions and transfers.

The surveying of new applicants continues to this date, and plays an important part in the selection and hiring process.

The Service has identified organizational needs in the areas of hiring, transfers and promotions. The organizational needs include visible minority, female and Aboriginal candidates, residents of the City of Toronto and candidates who speak a second language.

The organizational needs are addressed in recruiting literature as well as internal communications. These needs are taken into consideration when the Service posts employment, transfers and promotional opportunities. Additionally, recruiting literature and posters illustrate the diversity of the Service.

The policies and procedures of the Service reflect a commitment to employment equity. A full-time Human Rights Co-ordinator is responsible for training and advising members, for harassment and other human rights investigations, and ensuring compliance with the Ontario Human Rights Code.

“The Force publicize to all its members, and to the public at large, its hiring and promotion practices in respect to target groups.”

Source: Auditor Recommendation No. 30
Response: Agree
Assigned to: Human Resources
Status: Implemented

Existing Program

The Toronto Police Service is committed to reflecting the community it serves. Internal communications, such as routine orders, highlight the organizational needs of the Service and recognize that serving members are the best ambassadors for recruiting through their daily community interaction.

Recruiting literature published by the Toronto Police Service also proudly outlines the Service’s organizational needs, and invites candidates who meet the requirements to seek a career in policing. The organizational needs include visible minority, female and Aboriginal candidates, residents of the City of Toronto and candidates who speak a second language. These needs are also prominently displayed at external events as part of police exhibits.

The Service conducts an internal recruitment initiative to encourage members of the civilian branch interested in a policing career to attend information sessions and seek mentoring. The civilian branch is recognized for its valuable contribution and dedication, and potential candidates among civilian TPS members may use this opportunity to decide whether a career as a police officer may interest them.

Information on the promotional process is highlighted on the Intranet site for the information of TPS members. Qualifications for ranks up to and including inspector are described.

Recruiting literature addresses the rewarding and challenging career opportunities with the Service for individuals seeking professional and personal satisfaction in their work. The diversity and talent of graduating classes has been outlined in Chief Fantino’s ‘Ten Four’ newsletter for the information of TPS members.

The Human Resource Strategy, a public document, outlines anticipated hiring, separation and promotional opportunities. In addition, Board reports that address the Service’s hiring, separation and promotional experience are dealt with on the public agenda and are available to the general public.

"An integrated and coordinated approach to race relations training be developed which ensures (1) the relevance of race relations training to operational conditions and (2) consistency of training objectives with wider organizational demands and objectives."

Source: Auditor Recommendation No. 31

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

The process of integrating and co-ordinating race relations training for TPS members began in 1995, and remains a continuous planning strategy for all training programs conducted by Training & Education.

Elements of the Policing and Diversity Course are woven into uniform and civilian programs and courses delivered by Training & Education at the C. O. Bick College, from basic recruit and court officer training to in-service courses such as advanced patrol and coach officer training and supervisory principles courses. These programs all relate to operational policing requirements, and incorporate scenario-based modules to deliver teaching points that are field-specific and relevant.

To ensure that training objectives are consistent with organizational objectives, Training & Education has a comprehensive evaluation process based on Kirkpatrick's *Hierarchy of Evaluation*.

For example, in 1998, Training & Education evaluated the Policing and Diversity Course. The following is a summary of the feedback received from the respondents.

- A majority of police and civilian members felt the course met its objectives, which were outlined on the questionnaire.
- Both groups interact with members of the community and co-workers, who could be described as diverse, on a frequent basis. The term "diverse" was defined on the questionnaire.
- Both groups rated their ability to interact effectively with a diverse community and co-workers highly before taking the training. Both groups reported some growth and enhancement of their skills in this area.
- Participants frequently use the material taught on the course.
- A majority of the course participants would highly recommend the course to their co-workers.
- In the "comments" section, many respondents reported involvement in situations where elements of the course helped resolve a situation. Some of the candidates who had indicated little skill enhancement as a result of the training commented that this was due

to considerable (pre-course) personal experience in this area. Many of those indicated that they still felt the course was useful for other members or as a refresher.

Bearing in mind the sensitive, challenging, and personal nature of the material, covered on the course, the feedback was positive and indicated that the training was worthwhile.

Pending Initiatives

The Service will continue to monitor, evaluate and develop all training, including that specific to policing and diversity.

"The race relations training process incorporate an emphasis on behavioural issues and skills development, as well as the learning of information. This should included training in respect to repetitive or frequent situations or incidents."

Source: Auditor Recommendation No. 32

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

As police training has evolved, greater emphasis is placed on skills development through the use of dynamic scenario training, which is an interactive process between student and instructor.

The Policing and Diversity course focuses on a number of issues relevant to Service personnel at all levels, and provides a forum for participants to examine their own beliefs and behaviours. Through small group discussions and presentations, students not only learn how to deal with a situation, but also are provided the opportunity to use these skills and identify options appropriate to the situation.

As well, elements of the Policing and Diversity program are woven into the other courses offered by Training & Education. In the Advanced Patrol Training course, officers are exposed to scenario-based training where they are able to employ different resolution techniques when confronted with problems.

Basic recruit training at the Ontario Police College (OPC) and post-OPC training given by Training & Education use scenario-based incidents where the behaviour and actions of a recruit are observed and debriefed by experienced officers in a controlled environment.

"Race Relations training should not be compartmentalized but be integrated into all areas of training activity."

Source: Auditor Recommendation No. 33
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

As previously described, the focus of diversity training has evolved from race relations training to human relations training with an emphasis on character and culture.

Integration of the diversity training into all training programs has been an ongoing process as courses are developed or renewed. Elements of the Policing and Diversity Course have been woven into uniform and civilian courses delivered by Training & Education.

This includes basic recruit, court officer and auxiliary training, as well as other in-service courses such as supervisory principles, advanced patrol and coach officer training.

These programs are all relevant to operational requirements and incorporate scenario-based modules to deliver teaching points that are field-specific and relevant.

"The Cross Cultural, Ethnicity and Race Relations Training Course (CERT) be reassessed and revised. This revision should take into account the current work in this area by the Ministry of the Solicitor General."

Source: Auditor Recommendation No. 34

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

On December 12, 1995, the Police Services Board and Command Officers approved the Policing and Diversity Course, which replaced the Cross-Cultural, Ethnicity and Race Relations Course (CERT).

The Policing and Diversity Course has a broader focus as determined by an evaluation process and new training techniques that have been developed. Human relations have replaced race relations with an emphasis on character and culture rather than race, ethnicity and individual differences.

In 1998, the Policing and Diversity Course was reviewed by members of the Ontario Police College and found to meet all standards set for this type of training.

Continual course design improvements and integration into other courses has allowed diversity training to be delivered in an efficient and effective manner.

The focus of diversity training will continue to be a primary component in the development of all training programs.

"All training staff be given extensive race relations training."

Source: Auditor Recommendation No. 35
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

All civilian and uniform staff members of Training & Education receive policing and diversity training through internal College courses or other police and private educational institutions.

New and seasoned instructors have been given courses at St Francis Xavier and Seneca Colleges on Adult Learning Principles, which includes a component on diversity issues and teaching ESL students.

Further, all Training & Education instructors who are accredited as Use of Force instructors by the Ontario Police College receive anti-racism and diversity training as part of their curriculum.

Training & Education will continue to provide appropriate developmental training opportunities for instructors. These will continue to include diversity material.

"The skills and qualifications necessary to become a trainer be explicitly identified and used in the appointment of all training staff."

Source: Auditor Recommendation No. 36
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

A job description exists for all positions within Training & Education, which outlines the specific professional qualifications, knowledge, skills and abilities required for the position.

The criteria set out in the job description is used to evaluate and select potential candidates for positions within the unit. Also, these criteria are used when conducting annual performance evaluations in relation to specific job and core tasks.

As in the past, officers interested in transferring to Training & Education may make their intentions known directly to College staff or by submitting an application for transfer. The appropriate section head and the unit commander of Training & Education (or their designates) then interview the applicants on their professional qualifications. A decision based on the interview and their personnel file is made.

Training & Education will continue to use specific job criteria in the selection and evaluation of all instructors.

"A strategy related to delivery of race relations training be developed to ensure that it is given to all Force personnel within a reasonable time frame."

Source: Auditor Recommendation No. 37

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

When this recommendation was made in 1995, it was projected that the Policing and Diversity program would be completed by the end of 2007.

Currently, about 83% of all Service members have completed mandatory Policing and Diversity training, and it is anticipated that the every remaining police officer will have received this training by the end of 2003.

This program is four years ahead of schedule.

"Evaluation of trainers be done on a basis consistent with their job requirements."

Source: Auditor Recommendation No. 38
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

The Uniform Performance Appraisal and Development Plan has been revised by the Service for all ranks, and now takes into consideration specific duties and responsibilities related to the position of the instructor.

An instructor's core tasks and job specifications form part of the evaluation by the Section Head, as do their professional qualifications and technical skills.

"All material used in training, including film and video, be reviewed to ensure appropriate balance in the portrayal of minorities."

Source: Auditor Recommendation No. 39
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

During 1996, all printed and multi-media material produced by Training & Education were scanned for bias-sensitive language and character portrayal.

As new courses are developed, all media formats continue to be vetted by the Outreach Training Section, to assure quality and consistency in presentation and the appropriate portrayal of the citizens of Toronto.

Procedure 13-15 supports this effort. It states, in part, that "...to ensure that the work environment is free of stereotyping...the language used in all forms of communication (i.e. policies, public information handouts, news releases, general conversation, presentations, videos, etc.) must be bias free...[and]...individuals portrayed in public information handouts, posters, pictorial displays and videos shall reflect the diversity of the community."⁶⁵

Training & Education will continue to monitor the production of all training materials.

⁶⁵ Toronto Police Service, Policy & Procedure Manual, Procedure 13-15, page 2

"Formal procedures be developed to relate the operational impact of training back to the training process so that corrective action can be taken as appropriate."

Source: Auditor Recommendation No. 40
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

Since, 1999, Training & Education has adapted a course evaluation system developed by the Ontario Police College to create a comprehensive and consistent evaluation system for all courses.

The purposes of evaluations are to:

1. Evaluate curricula for effectiveness
2. Continuously improve educational materials and programs
3. Provide a sound basis for decision making about police learning initiatives
4. Evaluate the ability of students to successfully transfer knowledge and skills relevant to improve job performance
5. Justify the need for specific training programs and challenge the legitimacy of others

Every training program offered by Training & Education is evaluated using 'Kirkpatrick's *Theory of Evaluation*' with respect to reaction and learning.

Where behavioural issues are identified among police staff, referrals may be made through unit commanders identifying the need for additional training. Appropriate referrals are also made through Professional Standards, once an investigation has determined that the matter is a training issue.

"The priority given to training for resource allocation be reassessed, and consideration be given to use of hi-tech resources, such as interactive video, in training process."

Source: Auditor Recommendation No. 41
Response: Agree
Assigned to: Training and Education
Status: Implemented

Existing Program

Since 1995, the Service has introduced advanced technological aids to the area of training and content delivery. The Service now uses a live satellite feed known as 'Live Link' to deliver current interactive training to front-line units.

The position of "training sergeant" has been reinstated in all units to deliver decentralized training supplied by the Outreach Training Section.

Since appropriate courses are available on the Internet, Training & Education is exploring on-line learning for members.

Training & Education is committed to identifying, developing and enhancing efficient learning opportunities to minimize the need to have front-line officers removed from operational duties.

"The Force continue to focus their training around the use of police officers as trainers but with greater use of specialized input and assistance from outside the Force."

Source: Auditor Recommendation No. 42

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

The Policing and Diversity Course delivered by Training & Education is facilitated by police officers, but civilian staff and outside professionals also bring a wide range of knowledge and skills to aid in the delivery of this course.

Guest speakers from specialized units of the Service, along with experts from other disciplines, are invited to lecture on many courses that are offered at Training & Education. Comprehensive research and consultation with outside agencies and police services is an ongoing process.

Included in this initiative is the policing and diversity program. Facilitators from outside the Service, sometimes working alone and sometimes in partnership with Service members, deliver material on immigration issues, hate crime, disabled persons, gay and lesbian issues and elder abuse.

Training & Education continues to incorporate the service of many external professionals and community representatives in the delivery of training of many courses.

"Consideration be given to developing key race relations messages into modular video presentations which could be used as key core content in the delivery of race relations training."

Source: Auditor Recommendation No. 43

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

The Toronto Police Service uses videos produced externally by the private sector, the Ontario Police Video Training Alliance (OPVTA) and the Video Services Unit.

When appropriate, video training materials that include a diversity component are selected to ensure continuous and consistent delivery of key training issues.

"The longer-term approach to issues of access to police services integrate new methods into Divisional operations, rather than placing complete reliance on specialized units or programs."

Source: Auditor Recommendation No. 44

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

Since 1957, the Toronto Police Service has ensured reasonable access to service by responding to all calls for service. Within the divisions, officers are assigned to Community Response (foot, bicycle, and vehicle patrols and community relations), Primary (Emergency) Response, Alternate Response and Investigative Response policing.

The formalization of the community-based policing concept as articulated in the *Beyond 2000* Strategic Plan allows officers to rotate through functions within a division while establishing, maintaining and enhancing community partnerships and liaison.

Front-line Service members regularly attend and/or co-ordinate meetings and special events within all diverse communities in Toronto. Members attend Community Police Liaison Committee meetings, which are held throughout the year at the local level. Divisional personnel are included in Community Policing Support's Service-wide programming in relation to ethnic media outreach, race relations and diversity initiatives within the communities. Divisional officers have taken part in radio programs dealing with issues such as (but not limited to) graffiti eradication and traffic initiatives.

There are over 60 languages spoken by Service personnel. This linguistic resource, which is available to all Service members, facilitates interaction with members of the public who are not fluent in English. In addition, the Service subscribes to the linguistic language link provided by American Telegraph and Telecommunications (AT&T), which provides a language capacity of 144 different languages to enhance the 911 system.

The Service continues to translate information materials into a number of different languages, which are available to the many ethnic communities within Toronto. This resource is made available to divisions to assist their members to deliver service to their communities.

Pending Initiatives

The Service is in the process of translating the Domestic Violence Handbook into different languages. A Tamil translation is already completed.

"Enforcement decisions, the disclosure of which does not compromise the Force's actions or is not contrary to public interest, be well communicated along with the rationale for making these decisions."

Source: Auditor Recommendation No. 45

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

Community-based policing requires that the Toronto Police Service proactively involve community stakeholders in prioritizing police initiatives. Wherever possible, the reasons behind (and the results of) both Service-wide and unit-specific enforcement programs are made available to the public through media releases and stories posted to the Service's web site.

Publication of this information is an effective crime prevention strategy. It ensures community awareness and encourages participation in these and future initiatives. While it cannot control what is published by the media, the Toronto Police Service proactively notifies ethnic and community media outlets with timely and relevant information, with the belief it will be published and/or broadcast in a meaningful and useful manner to community members.

Corporate Communications actively contacts and encourages ethnic and community media outlets to attend police news conferences and briefings to access and report on information that may involve or affect members of their community.

Corporate Communications and Community Policing Support will continue to contact community leaders to inform and engage them issues that affect the communities. Corporate Communications will continue to meet with and reach out to reporters from ethnic and community media outlets.

Pending Initiatives

Strategies are being developed to specifically reach out to affected ethnic communities and related media agencies in cases where enforcement actions could be (or have been) viewed as biased or discriminatory.

"The Board reconsider its policy as to maintaining statistics which identify race and consider a policy which permits the maintenance of such statistics for the purpose of measuring or evaluating policing activity. In this context:

- (1) A civilian function should be created to maintain, compile and analyze such data;***
- (2) Statistics should be kept at a level of detail which allows for valid statistical conclusion.***
- (3) Access to raw data should be restricted and release of analyses or reports should be in form approved by the Chief of Police or a designated senior officer.***
- (4) The Chief of Police or officer designated in (3) would have a specific responsibility and accountability to ensure that the rationale and purpose for release of reports or analyses was legitimate.***

Source: Auditor Recommendation No. 46

Response: Disagree

Assigned to: Toronto Police Services Board

Status: Not to be Implemented

Existing Program

The Service is governed by a Board policy that explicitly prohibits the gathering of race-based statistics on individuals involved in criminal activity (Board Minute P132/89 refers).

Statistics that identify race are currently maintained in two areas. Data are kept on victims of crime, when doing so facilitates programs such as the Hate Bias Crime Program. Internal data are also kept when required for the Employment Equity Plan.

Pending Initiatives

The Board has requested Board staff to research the history and justification for the current Board policy prohibiting the keeping of racial statistics.

The report will be considered by the Board at its February 2003 meeting.

"A series of indicators be developed using a statistical base to evaluate the level of bias, if any, in policing activities for the Force as a whole as well as to provide internal comparisons within the Force between different operating units."

Source: Auditor Recommendation No. 47

Response: Agree

Assigned to: Professional Standards

Status: Implemented in Part

Existing Program

The Force does not currently keep statistics based upon race. Racist behaviour may be identified through public and internal complaints, including harassment complaints, discipline trials or personnel documentations. Presently, there is no central repository for this type of information or a requirement for it to be reported.

In July 2000, six procedures dealing with the complaint system were implemented Service-wide (Routine Order 2000.07.20-1477 refers). A component of the revised complaint system was the use of a statistical report (TPS 904), which highlights the offences that can be committed by a police officer. Information from this document, both allegations and identified misconduct, is captured in an Access database and provides a limited source by which a level of bias can be evaluated.

Analysis is limited by virtue of the fact that the specific subsection of the Code of Conduct (*Ontario Regulation 123/98*) deals with the overall topic of discriminatory behaviour. Discriminatory practices based on race would be included within the information captured; however, this factor could not be isolated from the other 13 categories of discriminatory practices.

Although civilian employees are not generally subject to the provisions of the *Police Services Act* and its associated Regulations, the Service has introduced a procedure to capture civilian disciplinary action in a manner similar to that of the police officers. Therefore, discriminatory practices of civilian members are coupled with those of police officers, and an analysis stemming from the collective data gives an overall picture of the discriminatory practices for the Service.

Pending Initiatives

In December 1999, the Police Services Board dedicated sufficient funds to implement a Professional Standards Information System (PSIS). After a year of tendering and reviewing products, a software program was identified that meets the Service requirements. This program will provide a database and analytical tool to capture complaint information (internal and external), use of force incidents, suspect apprehension pursuits, police vehicle accidents and incidents involving the provincial Special Investigations Unit.

The browser-based software will enhance the capability of the limited database system currently in use, and will allow for evaluations at the individual, unit and corporate levels.

In addition to the software, the Command has approved a restructuring program for Professional Standards, which will include a unit dedicated to risk management, with specific focus on analysis and assessment. Recognizing the skill sets essential to this assessment needs, the Service has elevated the position of a researcher/analyst to a management role.

In the coming months, the Service will:

- Implement the PSIS software locally in Professional Standards
- Implement the PSIS software in a decentralized manner throughout the organization
- Promote or hire a manager for the Professional Standards Risk Management Unit's Analysis & Assessment section
- Seek to amend the Board policy regarding the collection of race statistics to permit specific classification of race related allegations and/or conduct issues

"Training given in the use of firearms include advanced training processes to equip officers mentally as to how to respond to highly dangerous and volatile situations and a high priority be given to introducing such training."

Source: Auditor Recommendation No. 48

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

As a result of this recommendation, the Service acquired two firearm simulators for Training & Education.

The simulators were not found to be useful when training officers in judgmental issues. In addition to the limited scenarios that were available, firearms instructors found that the simulators were restrictive due to the static delivery of the program and the lack of a communications component using crisis resolution techniques.

Research by Training & Education staff concluded that a simulator is not appropriate for interactive training of this type, and the use of dynamic scenario training using tactical communications and 'simmunition' is a more holistic reality-based training method. Scenario training is now employed in Advanced Patrol, recruit and court officer training.

Diversity issues are built into each of the scenarios encouraging the use of tactical communications and crisis resolution techniques to diffuse potentially dangerous situations.

Training & Education continues to monitor and investigate modern technology and advances in this area.

"Incidents recorded on Use of Force reports be analyzed to identify trends and patterns such as the type of force used in various circumstances, by various officers, and related complaints. Such an analysis could provide information specific to race relations activity if the racial origin of individuals in these incidents are identified."

Source: Auditor Recommendation No. 49

Response: Agree

Assigned to: Professional Standards

Status: Implementation in progress

Existing Program

Information from the Use of Force Reports is currently computerized and analyzed by the Service's Training Analyst. There is no statistical analysis conducted at this time regarding the issue raised by the Auditor because of a lack of personnel and technical resources. However, unit commanders review all use-of-force incidents involving their personnel, and can identify trends in their units. The Use of Force Review Committee reviews specific incidents to identify relevant issues and make appropriate recommendations.

The reporting format for the use of force by police officers does not capture the racial, ethnic, or cultural information of involved individuals. While the Ontario Human Rights Code permits the collection of such data as part of a legitimate special program, the Police Services Board is opposed to this at this time.

In July 2001, a software package sufficient to operate the Professional Standards Information System (PSIS) was identified, and is currently being installed. This program will provide a database and analytical tool to capture complaint material (internal and external), use of force incidents, suspect apprehension pursuits, police vehicle accidents and incidents involving the Provincial Special Investigations Unit.

The browser-based software will link the various source incidents, and will allow for an evaluation at the individual, platoon, unit and corporate levels. However, it should be noted that the use of force document is a provincially mandated form and contains no race, ethnic or cultural information.

Although the software program will allow complaints and use of force incidents to be linked, an analysis based solely on racial origins will be impossible due to the lack of fields in the use of force report, and the generic field of discriminatory practices captured for complaints.

Pending Initiatives

- Approval of the Police Services Board to extend the retention period for use of force reports from the current 30 day period to a 2 year period thus allowing proper trend analysis targeted at training needs
- Amend the Board policy with regards to collection of race statistics to permit specific classification of race related allegations and/or conduct issues
- Amend the Use of Force report, in the non-provincial area, to reflect information pertaining to race, ethnicity, etc. when the Board policy is amended

"The Force re appraise its approach to identifying and recording racially motivated incidents."

Source:	Auditor	Recommendation No. 50
Response:	Agree	
Assigned to:	Detective Services – Hate Crime Unit	
Status:	Implemented	

Existing Program

On January 1, 1993, the Metropolitan Toronto Police Force entered into a process for full and proper investigations of hate bias crimes within the community.

Several internal and external initiatives have been introduced since this time including lectures, workshops, posters, pamphlets, co-operative education programs, town-hall meetings with community stakeholders and the development of a number of public service announcements. Integral to this process is the collection of statistics relative to such criminal activities.

Since 1993, the Hate Crime Unit (which is part of Intelligence Services) has produced a comprehensive statistical analysis of reported hate/bias crimes. This annual report analyzes and categorizes offences to allow for the identification of trends, victim groups, incident types and other information relevant to the goal of reducing these crimes. The report also provides a year-to-year comparison of the prevalence of hate/bias crimes in the City of Toronto.

Since 1994, the Hate Crime Unit has provided continuous hate/bias training to police and civilian members of the Service. This training has enhanced the ability of Service members to recognize and respond appropriately to hate/bias incidents. This training has also frequently been made available to other police agencies and government departments.

Civilian members and police officers (first responders and investigators) are trained to identify hate/bias crimes and forward copies of occurrences to the Hate Crime Unit. These occurrences are compiled and analyzed to produce the annual report mentioned above.

In 2002, twenty hate/bias crime presentations were provided for Service members, resulting in the training of approximately 450 members. This was primarily through the Policing and Diversity course offered by the Training & Education Unit.

Also in 2002, relevant hate/bias crime information was conveyed to Service members through several internal communication media, including the 'Intell-e-News' electronic bulletin and the Intelligence Support web-site. As well, over 5000 copies of a pocket guide containing concise information designed to assist in the process of recognizing and appropriately responding to suspected hate/bias crimes were produced for distribution to all front-line officers.

Pending Initiatives

In 2003, the unit will assist in the provision of hate/bias crime training to 3000 uniform officers through the Advanced Patrol Training course. The Hate Crime Unit assisted C.O. Bick College staff in the development of the curricula for both courses.

"A complete data base is maintained on incidents of racially motivated crime and an analysis of trends and emerging problems be done so that appropriate police strategy and action can be developed."

Source: Auditor Recommendation No. 51

Response: Agree

Assigned to: Detective Services – Hate Crime Unit

Status: Implemented

Existing Program

Currently, Service personnel are noting the motive "HATE" on criminal occurrences. On January 1, 1993, the Metropolitan Toronto Police Force entered into a process for full and proper investigation of hate/bias crimes within the community. A crime analyst has been assigned to this initiative since its inception.

Analysis of trends and emerging problems are crucial to successful investigations, to subsequent reviews of police procedures and patrol patterns, and to public education programs.

Since 1993, the Hate Crime Unit has produced a comprehensive statistical report of reported hate/bias crimes. This report analyzes and categorizes offences to allow for the identification of trends, victim groups, incident types and other information relevant to the goal of reducing these crimes. The report also provides a year-to-year comparison of the prevalence of hate/bias crimes in the City of Toronto.

In 2002, changes were made to the Criminal Information Processing System (CIPS) to allow for more accurate collection of arrest and sentencing information in relation to hate/bias crimes. A corresponding Routine Order to inform members of the changes has been prepared and will be issued shortly.

Also in 2002, over 5000 copies of a pocket guide containing concise information designed to assist in the process of recognizing and appropriately responding to suspected hate/bias crimes were produced for distribution to all front-line officers.

Training sessions for divisional hate crime co-ordinators have been held as recently as September 2002 to improve both the quality of information captured in occurrences and the overall quality of hate/bias crime investigations.

In 2002, the Hate Crime Unit had several meetings with Statistics Canada regarding the development of a common protocol for Canadian police agencies to use when reporting hate/bias crimes. The draft report from Statistics Canada was released in November 2002, and acknowledged the assistance of the Toronto Police Service Hate Crime Unit.

"A single focal point in the headquarters organizational structure be given the responsibility for coordinating race relations policy development, program design and delivery and assessment activities."

Source: Auditor Recommendation No. 52

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

From the early 1970s, the Service has maintained a single focal point in the organizational structure for maintaining race relations activities. This started with the former Community Services Unit, which included the former Ethnic Relations Unit, Inter-Community Relations Units and Chief's Liaison Unit. Through the work of these units, outreach and programming within the racially and culturally diverse communities was conducted on an ongoing basis.

Subsequently, as a result of various organizational reviews, Community Policing Support with its Community Relations Section now assists and supports units within the organization in implementing programs, initiatives and outreach. These programs are in accordance with the Services Race Relations Policy (1989) and Annual Service Priorities. Two senior officers, (a superintendent and an inspector) lead Community Policing Support, along with eleven police officers and one civilian in the Community Relations Section.

The Community Policing Support Unit establishes, maintains and enhances many direct partnerships and outreach programs and initiatives with a number of diverse communities and their associated community groups. These groups include faith and educational groups, community centres, political representatives, youth and ethnic media leaders. This expertise provides the Service and its members with a reference point on race and diversity issues. Community Policing Support is also responsible for articulating measurements of race and diversity programming through the Service to the Police Services Board through the Annual Race Relations Report.

Pending Initiatives

The Community Relations section of Community Policing Support will enhance its ethnic media outreach strategy to include further partnerships with ethnic media outlets for dissemination of police-related information.

The "Food For Thought" Project is a new joint venture between the Service and the Toronto Children's Breakfast Club. The project allows Community Relations officers to attend before and after school programs to assist with the establishment of positive police and youth at risk relationships, mentoring and dissemination of relevant police information.

Community Relations officers from Community Policing Support participate with youth from the Black and Jewish communities in various outreach programs and activities collectively known as the "Black-Jewish Dialogue Project".

"The mandate, role, and method of operation of the various organizational units involved in direct community relations programming be articulated clearly and communicated to all members of the Force as well as community representatives."

Source: Auditor Recommendation No. 53

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The five key units involved in race and diversity relations have communicated their role and responsibilities to other Service units and community members through mission statements stemming from the Race Relations Policy (1989) and Service mandates.

The Service's Annual Report, which is widely available to the community, also highlights the various roles and mandates of these core units. Community Relations Officers from Community Policing Support also make personal presentations to unit commanders on the role and function of Community Policing Support.

Pending Initiatives

The Community Services Unit will continue to:

- conduct a thorough review of all race relations programs to ensure that consistent and effective approaches are used in service delivery, and
- communicate race relations messages throughout the organization and within the community.

"Broad objectives for the collective goal of community relations activities be articulated and specific discrete activities designed and undertaken only if they contribute to accomplishing these objective."

Source: Auditor Recommendation No. 54

Response: Agree

Assigned to: Community Policing Support

Status: Implementation in progress

Existing Program

Personnel currently involved in community relations activities are responsible for addressing Service and unit priorities, mandates, goals and objectives in terms of race and diversity relations, and for working with the community to solve problems and improve community partnerships and relationships. Generally speaking, members of the Service should not be spending time and resources on initiatives that do not support legislated requirements (articulated in the *Police Services Act*, the *Criminal Code*, and other relevant legislation) or stated Service priorities.

Re-implementation of the Service's Race Relations Co-ordinating Committee will help to ensure that race relations objectives are achieved through associated programming and outreach Service-wide.

Race relations implementation and initiative practices will continue to form part of the annual senior officers' Workplace Planning and Performance Development process.

The Service will continue to maintain and participate in the formal community consultation process through the Community Police Liaison Committees, Community Consultative Committees and the Chief's Community Advisory Council.

"Criteria be established for the membership of police/community committees and the membership of existing committees be re-examined."

Source:	Auditor	Recommendation No. 55
Response:	Agree	
Assigned to:	Community Policing Support	
Status:	Implemented	

Existing Program

The police, in consultation with politicians, community groups and other citizens, take every opportunity they can to invite participation by members of the community.

The composition of existing committees varies in terms of ethno-cultural representation. Since the early 1990s, the Service has engaged in a formal process of dialogue through various consultation committees, which are meant to provide police with input and assistance in dealing with community issues.

Unit commanders at the local divisional level (16 divisions and one traffic unit) meet with their Community Police Liaison Committees on a regular basis, and address issues relative to that police jurisdiction.

On a service-wide basis, there are six ethno-specific Community Consultative Committees (French, Black, South-West Asian, Chinese, Aboriginal and Lesbian Gay Bisexual and Transgender) which meet throughout the year at Police Headquarters. A staff superintendent along with a Community Relations Officer from Community Policing Support assigned to each consultative committee. Each committee represents its constituents on a city-wide basis, and deals with issues in a proactive manner. Issues can include training, recruiting and crime and disorder.

The Chief of Police has also maintained the Chief's Advisory Council, which is made of a broad coalition of community leaders who meet with the Chief in a proactive and constructive manner to deal with issues that affect Toronto as a whole.

Membership criteria for each of these formalized committees was established in the Community Volunteer and Consultation Manual (2002). The entire consultation process within the Service was reviewed as part of a larger organizational review directed by the Chief of Police in March 2000.

The Service will continue to ensure that the membership criteria are maintained at all levels of the consultation process within the Service.

Consultation committees at all level within the organization are currently renewing membership in accordance with the Community Volunteer and Consultation Manual.

"Community programming be re-examined to ensure it reflects full partnership with community groups and not activities driven entirely by the Police."

Source: Auditor Recommendation No. 56

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The Service has a long and proud tradition of developing programs through partnership and consultation with the community it serves. Community Policing Support officers communicate with diverse communities to help them to integrate into Canadian society and to understand their roles and responsibilities and those of the police in a multicultural society.

The majority of programs, initiatives and outreach developed by the Community Relations section of Community Policing Support and other Service units are a result of exhaustive consultation and extensive community partnerships. The Service is accountable through the Police Services Board to ensure that the services it offers are consistent with the expectations of the community.

Mechanisms such as the formal consultation process, partnerships with the faith community, social agencies, youth groups, media representatives and political leaders ensure that programming is both relevant and consistent with community and police expectations.

Community Policing Support maintains a variety of partnerships with community organizations and individuals to address concerns as efficiently as possible. It also provides necessary support and assistance to other Service members with these established resources within the diverse communities of Toronto.

Black History Month, International Day for the Elimination of Racial Discrimination, National Aboriginal Day, the CHIN International Picnic, Caribana and the Khalsa Day Parade are just some of the individual programs and initiatives that are conducted in partnership with the community.

Pending Initiatives

Using Community Policing Support as a resource, all units of the Service that are involved with the public will continue to partner with the community to create joint programs and initiatives.

"The mandate and job requirements of Community Relations officers be re-examined and subject to operating differences, clear and consistent expectations be developed for job performance."

Source: Auditor Recommendation No. 57

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The *Beyond 2000* Strategic Plan for the Service clearly articulates the job requirements of Community Relations officers within various Service units. These job requirements along with the Service's Mission Statement, Core Values, Unit Mandates and established Service Priorities set out the level of performance to be achieved not only by Community Relations officers but all officers within the Service.

The Uniform Performance Appraisal and Development Plan is used within the Service to measure and evaluate members' performance. Similarly, senior officers are evaluated through the Work Planning and Performance Development process.

A re-evaluation of the Service's unit mandates is being conducted to ensure that they continue to be current and relevant to the needs and expectations of the Service and the community.

"Steps be taken to ensure that the openness, integrity and success of the complaint process be recognized as key factors in improving ethno-racial minority relationships."

Source: Auditor Recommendation No. 58

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

The Ontario Civilian Commission on Police Services (OCCPS) monitors all complaints investigated by the Public Complaints Investigation Bureau of the Service. This monitoring process ensures the integrity of the system and is available for public scrutiny. With the passage of the *Police Services Amendment Act* in 1997, the complaint system became very open and transparent. Members of the public are able to complain about the conduct, including the discriminatory practices of police officers, through a variety of means. OCCPS provides an oversight and appeal mechanism to ensure that external (public) complaints are investigated and concluded in accordance with legislation.

The Service continues to promote the principles of Recommendation No. 58 by including the concept of openness and integrity in police complaints into the priorities of the organization. The 2002-2004 Service Priority "Community Safety and Satisfaction" places responsibility on members to "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 complaint system."

To this end, members of the various units within Professional Standards regularly address attendees at Senior Officers' Seminars, Management Level I (supervisor) Courses, recruit classes and unit complaint co-ordinator seminars. Lectures are provided at the various unit levels to ensure that members are cognizant of their responsibilities in the area of ethno-racial relationships.

The Service provides an explanation of how the complaint system operates, and allows for electronic transmission of an external complaint through the Internet. To assist members of the public, this information is clearly placed on the index or home page of the Service's Internet site.

Pending Initiatives

In October 2002, the City Auditor completed a review of the complaint system and introduced a number of recommendations to improve the Service's efficiency with respect to complaints. A portion of the recommendations was directed at the openness of the complaint system by having the Internet-based material available in a variety of languages. The feasibility and impact of this initiative are being studied. The Service will address the recommendations contained in the 2002 City Auditor's report on the police complaint system.

"Data generated from the complaint process be used as feedback on both institutional and personal performance."

Source:	Auditor	Recommendation No. 59
Response:	Agree	
Assigned to:	Professional Standards	
Status:	Implementation in progress	

Existing Program

A comprehensive public complaints database was developed in 1990. Unfortunately, most of the data were not easily accessible for analytical purposes. In November 1992, "Dartek Query" software was installed to access all the database fields. The program is complex and should be operated by a trained researcher/analyst. This position was budgeted for in 1992, but was denied and, as a result of current budget restraints, the request was not repeated.

Despite the limitations on complaint data analysis, public complaint statistics of a general nature are prepared quarterly for the Police Services Board. In addition, unit commanders are notified of all officers under their command who have been involved in more than three complaints in a six month period. All subject officers are recorded in the database. Although there is a field for recording multiple allegations, only the general nature of the complaint is coded at the present time. There is no provision in the program to cross-reference subject officers to specific allegations.

A software package sufficient to operate the Professional Standards Information System (PSIS) has been identified and is being installed. This program will provide a database and analytical tool to capture complaint data (internal and external), use of force incidents, suspect apprehension pursuits, police vehicle accidents and incidents involving the provincial Special Investigations Unit.

The browser-based PSIS software will link the various source incidents, and will allow for an evaluation at the individual, platoon, unit and corporate levels. However, it should be noted that although the software program will allow complaints and other information sources to be linked, an analysis based solely on racial origins will be limited due to the generic field of discriminatory practices captured for complaints.

Pending Initiatives

The Service will:

- Implement the PSIS software locally in Professional Standards
- Implement the PSIS software in a decentralized manner throughout the organization
- Seek to amend the Board policy regarding collection of race statistics to permit specific classification of race related allegations and/or conduct issues

"Greater use of the complaints database be made to analyze patterns and trends in the Force and individual activity."

Source: Auditor Recommendation No. 60

Response: Agree

Assigned to: Professional Standards

Status: Implementation in progress

Existing Program

Recommendation No. 60 reiterates the requirements listed under Recommendation No. 59, and emphasizes the need to better use the data.

The status report and required action under Recommendation No. 59 serve to answer this recommendation as well.

“The Force consider an overall process aimed at generating feedback on service it provides.”

Source:	Auditor	Recommendation No. 61
Response:	Agree	
Assigned to:	Corporate Planning	
Status:	Implemented	

Existing Program

There are a number of sources of regular feedback used by the Toronto Police regarding its provision of services to the community. These can be formal and informal, and include telephone surveys, questionnaires, internal audits, correspondence from the community, consultative and community meetings, and deputations to the Police Services Board.

Since 1988, the Service has included funding in its operational budget to conduct an annual survey of the community. The survey focuses on community perceptions and suggestions to improve quality of service delivery, safety in neighbourhoods, the Service's public complaints system, Toronto as a safe city, and issues of crime, gangs and drugs.

The survey instrument is prepared by Corporate Planning and reflects matters that are of significance to the Service. Concerns raised by members of the Board or by members of the public making deputations to the Board are also considered. An outside consulting company chosen in compliance with the City's tendering process conducts the survey during the last quarter of each year.

Corporate Planning staff developed the questionnaire/survey instrument, and makes modifications when required. The raw survey data provided in database format by the surveying company is also analysed by the Corporate Planning staff.

Should the Service be interested in measuring perceptions of policing and safety within different ethnic and racial groups in the community, the Police Services Board would have to grant approval in order to collect data specific to race. Corporate Planning would assist Community Policing Support in this regard should authority to do so be granted.

The satisfaction and perceptions of the communities continue to be an integral measure of performance relative to the Service's Goals and Priorities as outlined in the 2002-2004 TPS Business Plan. An annual report of the Service's performance relative to the priorities is a legislated requirement (Ontario Regulation 3/99). The Service will continue to conduct these surveys on an annual basis.

"Changes be made in the method of recording multiple officer complaints to more accurately reflect the facts of the complaint."

Source:	Auditor	Recommendation No. 62
Response:	Agree	
Assigned to:	Professional Standards	
Status:	Implementation in Progress	

Existing Program

A comprehensive public complaints database was developed in 1990. Unfortunately, most of the data were not easily accessible for analysis. In November of 1992, "Dartek Query" software was installed to access all the database fields. The program is complex, however, and should be operated by a trained researcher/analyst. This position was budgeted for in 1992, but was denied and, because of current budget restraints, the request was not repeated.

Public complaint statistics of a general nature are prepared for the Police Services Board quarterly. In addition, unit commanders are notified about all officers under their command who have been involved in more than three complaints in a six-month period. All subject officers are recorded in the database. Although there is a field for recording multiple allegations, only the general nature of the complaint is coded at the present time. There is no provision in the program to cross-reference subject officers to specific allegations.

As reported in earlier responses, a software package sufficient to operate the Professional Standards Information System (PSIS) has been identified and is being installed. This program will provide a database and analytical tool to capture complaint material (internal and external), use of force incidents, suspect apprehension pursuits, police vehicle accidents and incidents involving the provincial Special Investigations Unit.

The browser-based software will link the various source incidents, and will allow for an evaluation at the individual, platoon, unit and corporate level. A component of the software package allows for multiple officers to be linked to a given complainant. A detailed listing of the allegations pertaining to a given complaint is contained under the complainant's profile, and thus multiple officer complaints are accurately recorded against the facts of the complaint.

Pending Initiatives

The Service will:

- Implement the PSIS software locally in Professional Standards
- Implement the PSIS software in a decentralized manner throughout the organization
- Seek to amend the Board Policy with regards to collection of race statistics to permit specific classification of race related allegations and/or conduct issues

"The long term adverse impact of permitting inappropriate actions by officers to continue should be strongly emphasized and communicated to all officers."

Source: Auditor Recommendation No. 63

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

The response from *Moving Forward Together* is as valid today as it was when it was written in 1995:

The Force agrees with the importance of emphasizing appropriate behaviour and the difficulties resulting from inappropriate behaviour, but disagrees with the inference that the Force has allowed inappropriate behaviour to continue. The Force has never tolerated such behaviour and never will. This message is conveyed whenever possible and is reinforced by the negative aspects elaborated upon by the media. As identified by the auditor, officers do not universally condone inappropriate actions.

To reinforce the need for professional behaviour by all members of the Force, members of Internal Affairs, Trial Preparation and Public Complaints Investigation Bureau conduct presentations at the C.O. Bick College.

The Service has never tolerated inappropriate behaviour.

The attitude of the vast majority of individual police officers toward inappropriate or discreditable behaviour is reflected in the 1992 report from the Metropolitan Auditor, who writes that "it is important to point out, even though [officers do not like to give adverse evidence against one another], by no means do these officers universally condone inappropriate actions. In our discussions with officers, including those carrying out Divisional patrols, there was a clear indication that most experienced, and even less experienced officers, have very clear opinions about their peers. These include negative feelings about other officers who behave inappropriately".⁶⁶

The Service regards any inappropriate behaviour, and particularly discreditable acts, as abhorrent and has charged managers and supervisors alike with the task of initiating disciplinary measures against any member who would contravene these standards. In fact, Service procedure dictates that where a supervisory officer has failed to take appropriate measures to address the inappropriate behaviour, that the sanctions to be taken against the offending supervisory officer should be more severe than those taken against the initial offending member.

⁶⁶ Municipality of Metropolitan Toronto, *Review of Race Relations Practices of the Metropolitan Toronto Police Force*, September 1992, page 105

The Chief of Police and other command and senior officers emphasize the importance of appropriate behaviour on a continual basis. The Command insists "that compliance with the core values of the Service and the Chief's position on ethics and integrity be enforced through vigorous prosecution of sworn members in the tribunal and a similarly strict approach by Labour Relations to civilian members".⁶⁷

In order to assist in the delivery of the message, members of the various units within the Professional Standards framework regularly address attendees at senior officers' seminars, Management Level I courses, recruit classes and unit complaint co-ordinator seminars. Lectures are also given at the various unit levels to ensure that members are aware of their responsibilities with respect to appropriate behaviour.

The Service will continue to disseminate the message concerning appropriate behaviour, and continue with the vigorous prosecution of offending police officers and civilian members according to the prosecution methods and protections available to each.

That said, the Command believes strongly not only that the vast majority of police officers behave appropriately when in contact with members of the public, but also that they have no patience for aberrant behaviour among their colleagues.

⁶⁷ Toronto Police Service, *Status Report on the Recommendations of the Chief's Organizational Review*, item 13.002.0

"The Force attempt to reach agreement with the Office of the Police Complaints Commissioner, in respect to informal resolution of minor complaints, which would encourage officers to resolve such complaints without potential adverse impact."

Source: Auditor Recommendation No. 64

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

While the Office of the Police Complaints Commissioner no longer exists, the spirit of this recommendation – favouring informal resolution – remains important and appropriate.

With the passage of the *Police Services Act Amendment* in 1997, the process of informal complaint resolution was brought to the forefront and given a dedicated section unto itself in Part V of the *Police Services Act* (s. 58, *Police Services Act, 1990* refers).

Subsection (3) and (4) of Section 58 address the concerns expressed in Recommendation 64, and have removed the potential for adverse impact upon police officers engaging in an informal resolution.

Informal complaint resolution was used to resolve approximately 21% of incidents in the year 2000 and 19% in 2001.⁶⁸ This format provides a quick and dignified remedy to minor complaints resolution, and serves to enhance customer satisfaction among members of the public without forcing them or the involved officers to undergo a protracted complaint process.

Pending Initiatives

In October 2002, the City Auditor completed a review of the public complaint system and introduced a number of recommendations to improve the Service's efficiency. A portion of the recommendations was directed at the manner in which informal resolutions are retained. The feasibility and impact of this initiative are being studied. The Service will, therefore:

- Address the recommendations contained in the 2002 City Auditor's report on the police complaint system
- Amend the retention period for informal resolutions as appropriate

⁶⁸ Toronto Police Service, *2001 Annual Statistical Report*, page 6

"Unit Commanders be required to take and report follow-up action in respect to officers who have been the subjects of multiple complaints."

Source: Auditor Recommendation No. 65
Response: Agree
Assigned to: Professional Standards
Status: Implemented

Existing Program

Unit commanders are informed about all officers under their command who have been involved in three or more complaints with a six-month period.

A software package sufficient to operate the Professional Standards Information System (PSIS) has been identified and is being installed. This program will provide a database and analytical tool to capture complaint material (internal and external), use of force incidents, suspect apprehension pursuits, police vehicle accidents and incidents involving the provincial Special Investigations Unit.

A component of this software package is an 'early warning device.' One of the triggers established for this warning system is the identification of police officers who have several complaints within a one-year time frame. The Professional Standards Risk Management Unit, in consultation with other areas in the Service, will review the nature and details of the various complaints and make a determination as to any further action that may be necessary or appropriate.

In addition to the early warning system, the software package also provides a system to monitor an officer over a period of time (essentially a "second generation warning system"). An officer placed on monitored status will be observed more closely for any behavioural patterns that may require attention.

Pending Initiatives

Once the information system (PSIS) and the software package is in place, unit commanders will be required to inform Professional Standards of the proposed follow-up action for police officers under their command who have been involved in three or more complaints within a six-month period.

"Use of Force data can be correlated to complaint activity in order to determine if patterns requiring corrective action are occurring."

Source:	Auditor	Recommendation No. 66
Response:	Agree	
Assigned to:	Professional Standards	
Status:	Implementation in Progress	

Existing Program

Data from the Use of Force Reports is currently computerized and analyzed by the Training Analyst at Training & Education. Regarding the issue raised by the Auditor, there is no statistical correlation possible at this time because of a lack of personnel and technical resources. However, unit commanders review all use of force incidents involving their personnel and identify trends in their units. The Use of Force Review Committee reviews specific incidents to identify relevant issues and make appropriate recommendations.

Professional Standard is in the process of implementing an Information System (PSIS). A component of this software package is an 'early warning device.' One of the triggers established for this warning system is identification of police officers who have several complaints lodged against them within a one-year time frame. The Professional Standards Risk Management Unit, in consultation with other areas in the Service, will review the nature and details of the various complaints and make a determination as to any further action that may be necessary or appropriate.

Recommendation No. 66 mirrors Recommendation No. 49 very closely. The status report and required action under Recommendation No. 49 serve to answer this recommendation as well.

Pending Initiatives

The Service will:

- Implement the PSIS software in Professional Standards
- Implement the PSIS in a decentralized manner throughout the organization

"Criteria be developed for allocation of responsibility for investigating specific complaints to the Unit Commander, the Internal Affairs Unit and the Complaints Bureau."

Source: Auditor Recommendation No. 67

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

Section 59 of Part V of the *Police Services Act* specifies that the Chief of Police will determine whether a complaint is about policies of or service provided by the police service, or the conduct of a police officer. The Chief will also ensure that every complaint is appropriately dealt with.

The Professional Standards directorate of the Service is currently under structural review, but the required actions under the *Act* and the Procedures will not change substantially.

The unit commander of Complaints Review is mandated to determine who will investigate each matter. This unit assesses and monitors all complaints received against police officers. The authority for this action is part 11 of Procedure 13 - 03 (Complaint Management) of the TPS Policy and Procedures Manual.

Section 64 ("Complaints about police officers' conduct") of the *Police Services Act* outlines an option that a chief of police may chose for a complaint involving conduct not of a serious nature. This decision formula is covered in TPS Procedure 13-02 (Complaint Intake), which outlines in an appendix the misconduct issues which may be considered not serious.

The determination of investigative responsibility is also established in Procedure 13-02. Some complaints may be investigated at the unit level, while others are handled at the central (Professional Standards) level. The senior officer attached to the complaints administration office, acting in his capacity of Chief's designate, will return investigations to the unit level when the allegations fall within the unit level criteria. Matters which are considered to be serious will be retained at the Professional Standards Investigative Unit.

It should be noted that although Procedure 13-02 establishes a guideline for investigative allocation, there is some discretion built into the system. When the history of the subject officer involved, the complexity of the complaint or the need for special resources is considered, the matter may be retained at the Professional Standards Investigative Unit whether it is considered to be serious or not.

"In order that control over the progress of complaints by the Complaints Bureau be maintained, formalized authority be given to the Bureau to request and obtain all progress reports to meet deadlines required by legislation and to facilitate the complaint process as needed."

Source: Auditor Recommendation No. 68

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

The Complaints Review Unit is mandated to classify the type of each complaint and to designate what unit will investigate complaints against police officers. The unit also monitors all complaints received.

In July 2000, six procedures dealing with the complaint system were implemented Service-wide (Routine Order 2000.07.20-1477 refers). Procedure 13-03 (Complaint Management) directs that the investigation, adjudication and disposition of all complaints shall be completed within 90 days. Further, it requires unit commanders to either forward a completed file for retention or a hearing brief within 120 days.

The procedure also requires that police officers prepare a signed statement or subject themselves to an investigative interview within ten calendar days of having been notified by the investigative supervisor.

"There be an active effort made to reduce the time delay between the receipt of a complaint and obtaining statements from the officers concerned and in the more serious cases, statements from the officers concerned be obtained as soon after the receipt of the complaints as possible."

Source: Auditor Recommendation No. 69

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

In July 2000, six procedures dealing with the complaint system were implemented Service-wide (Routine Order 2000.07.20-1477 refers). The procedure entitled 'Complaint Management' (13-03), in the narrative section, directs that the investigation, adjudication and disposition of all complaints shall be completed within 90 days.

Further, it requires that unit commanders forward either a completed file for retention or a hearing brief within 120 days.

The procedure also requires that police officers prepare a signed statement or subject themselves to an investigative interview within 10 calendar days of having been notified by the investigative supervisor.

"General service and other non-personal complaints that are received by mail or recorded on complaint boards be dealt with on a timely basis and action fully documented."

Source: Auditor Recommendation No. 70

Response: Agree

Assigned to: Area and Central Field

Status: Implemented

Existing Program

1995 Response (Moving Forward Together):

The field units use the Continuous Complaint Report (MTP-216 revised 1990/10). Each unit investigates and substantiates the complaint and advises the complainant on the length of time officers will continue to offer special attention.

All complaints received via mail, phone or in person will be dealt with as per MTP-216.

All field units maintain the files in regards to complaints and action taken at the unit level.

December 2002 Response:

While the Continuous Complaint Report has not changed, the form number was updated to reflect the change from Metropolitan Toronto Police to Toronto Police Service. It is now known internally as the TPS 216.

Service Procedure 04-18 (Crime and Disorder Management) was issued in April 2002. This procedure supports both "Intelligence Led Policing" and community-oriented problem solving.

The Toronto Police Service works in partnership with the community to prioritize and solve problems. Procedure 04-08, which includes the handling of continuous complaints, was created to provide guidelines to all members to assist in the goal of reducing crime and public disorder in the problem-solving model.

The Continuous Complaint Report remains a component of this model, and is used to ensure appropriate, timely responses to complaints of ongoing problems in the community.

“Data be maintained on the treatment and disposition of internal cases in respect to harassment or discrimination.”

Source:	Auditor	Recommendation No. 71
Response:	Agree	
Assigned to:	Human Resources	
Status:	Implemented	

Existing Program

The Human Rights Co-ordinator position was established 1993. Since that time, the co-ordinator has implemented a variety of equity initiatives, including:

- human rights training, which has been incorporated into diversity training delivered by Training & Education
- a process dealing with internal complaints
- a comprehensive system for tracking and monitoring complaints
- dissemination of information to all members

The Service has had a Workplace Harassment Advisory Committee in place since the mid-1990s. This committee is made up of uniform and civilian members, trained in dealing with human rights matters.

The committee meets on an ad hoc basis as needs arise, while the co-ordinator deals with day-to-day matters. The committee established a policy and procedure for dealing with complaints which has been published on the Intranet. It provides support and advice to members at all levels, and formulates appropriate action plans when dealing with specific issues. Posters have been distributed throughout the Service advising members of options if they have concerns.

The total number of complaints in 2001 was significantly lower than the previous four years. Trends can be identified from the complaints and statistics recorded (e.g., almost 50% of complaints centre on the prohibited grounds of ‘sex’).

The Human Rights Co-ordinator and the Workplace Harassment Advisory Committee have made a significant impact on both management and members, based on the way in which the Service now deals with issues involving workplace harassment.

"When complaints are received over the phone and the complainants do not wish to formalize their complaint, a list of such complaints and the action taken be maintained at the Divisional level, sent to the Complaints Bureau and formally recorded."

Source: Auditor Recommendation No. 72

Response: Disagree

Assigned to: Professional Standards

Status: Not To Be Implemented

Existing Program

There is no provision under Part V of the *Police Services Act* for non-formalized complaints. The fact a citizen does not wish to formalize a complaint does not, however, prevent the Service from taking disciplinary action under Part V of the Act. Whatever action is taken in that regard is documented and kept on file as set out in the Service's procedures on discipline.

Formal recording and reporting of complaints that citizens do not wish dealt with under the existing legislation is open to abuse and could have an adverse impact on the members of the Service and Labour Relations. The spirit of this recommendation appears to run contrary to that made by the Auditor in Recommendation No. 64.

Although there are no provisions under the *Police Services Act* for the taking of complaints over the telephone, this recommendation is viewed as having two distinct themes that have been incorporated into current practices.

First, complainants should have a viable option to making a complaint, other than attending at a police facility. The *Police Services Act*, as amended, and Service procedures permit members of the public to lodge a complaint through the regular mail, electronic mail and facsimile transmission.

The second concern expressed in this recommendation seems to relate to the signatory provision for a public complaint, which 'formalizes' the issue. The root concern may be that police ignore inappropriate conduct that should be investigated, by using the lack of a signature as an excuse.

Nothing could be further from the truth. Procedure 13-02 (Complaint Intake) clearly articulates the Service's position: "Despite the requirement for an external complaint to be in writing and signed by the complainant, where information of an 'alarming nature' is received verbally, a member receiving the information shall initiate an internal complaint as detailed in this procedure."

This requirement means that if serious misconduct is brought to the attention of the Service, it will not be ignored whether or not a formal external complaint is filed.

"Formal processes be developed and publicized to address complaints about civilian staff, such as parking control officers or court security officers, who are involved in enforcement activities."

Source: Auditor Recommendation No. 73

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

Part V of the Police Services Act (Complaints) was implemented to provide recourse for citizen complaints against police officers. Parking Enforcement Officers and Court Security Officers were not considered to require the same type of regulatory control as sworn police officers.

The civilian Collective (Working) Agreements and the Policy & Procedure Manual govern civilian members of the Service. They are subject to internal disciplinary processes but not subject to the Code of Offences (which are contained in a Regulation to the *Police Services Act*) as police officers are.

In January 2001, a revised procedure dealing with the civilian disciplinary process was published. This procedure contains instructions on how to receive an external complaint and what investigative action must be taken. To a great extent, the process mirrors the process for complaints against sworn members, and concludes by having disciplinary action taken against civilian members entered into the same database as that used for police officers.

In addition to the procedural application, the Service has instituted a unit complaint investigator program for areas such as Court Services and Parking Enforcement. Sworn supervisors actively investigate external complaints about the civilian staff through this unit complaint program.

"The Force have in place strict controls and regulations which will ensure that individual officers do not release data to the media on a selective basis. In this regard, if there is a breach in regulations, there should be appropriate, visible action taken to ensure that the severity of the breach is recognized by all officers and the integrity of the process reinforced to the community."

Source: Auditor Recommendation No. 74

Response: Agree

Assigned to: Corporate Communications

Status: Implemented

Existing Program

The current policy regarding release of information to the media is outlined in Rule 4.3.6 (Access to Official Information) and Procedure 17-01 (News Media).

Procedure 17-01 requires that authorized members of the Service communicate as openly as possible with the public and the news media, but that they do so within the restrictions of the *Municipal Freedom of Information and Protection of Privacy Act*.

Release of unauthorized information by a Service member is a conduct issue, which is dealt with through an Internal Complaint process. In such a case, a supervisory officer is required to initiate a conduct complaint.

Pending Initiatives

Corporate Communications is establishing more strategic links with the Freedom of Information Unit in order to ensure the appropriate release of information.

Policing a World Within a City**SECTION H: Updated Responses to Previous Recommendations*****Report of the Race Relations
and Policing Task Force*****Total Recommendations 11**

Total Implemented	9
Total Implemented in Part	2

Recommendations by Assignment

Human Resources	2
Training and Education	2
Community Policing Support	3
Professional Standards	3
Race Relations Co-ordinating Committee	1

“That all police forces large enough to have a separate personnel or human resources department ensure the person in charge of such a department, having responsibility for the implementation of employment equity plans, be a civilian with expertise in human resource issues.”

Source: Race Relations and Policing Task Force 1992 Recommendation No. 19

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

A senior civilian member with expertise in the area of human resources holds the position of Director of Human Resources with the Toronto Police Service.

All human resource issues are administered by the Director to ensure an integrated approach and to allow for co-ordination of various human resource supports and processes.

"The Task Force recommends that all police forces should encourage officers in addition to formal training, to practice and improve their marksmanship skills by offering free ammunition for practice purposes, and marksmanship badges for attaining levels of skill higher than the minimum."

Source: Race Relations and Policing Task Force 1989 Recommendation No. 33

Response: Disagree

Assigned to: Training and Education

Status: Implemented in part

Existing Program

The Toronto Police Service has made ammunition available to all of its police officers since the Glock transition program began in 1993. All officers are encouraged to make use of the divisional range facilities, which are available after hours.

Officers are also encouraged to go to any licensed gun club in the province, and, with permission, any appropriate facility operated by the military or a police service outside Toronto.

The Service agrees that it is appropriate to recognize a high level of proficiency with all areas of firearms training, including marksmanship, good judgement and all other elements of firearms use. However, the Service does not wish to place undue emphasis on the use of force, and particularly of lethal force, by police officers. Instead, police training emphasizes a "use-of-force continuum" that guides officers to use the minimum level of force that is appropriate to any given situation. The adoption of the second part of the recommendation regarding badges would, if only in a symbolic way, place undue and insensitive emphasis on the use of force.

The Service also disagrees with the issue of numerical score-based target shooting. The standards for firearms qualification for the Toronto Police Service are based on specific standards set out by the Ontario Ministry of Public Safety and Security, and appraisal of members' proficiency with firearms is based on adequacy standards.

"The Task Force Recommends that patrol supervisors... conduct spot checks of ammunition actually being used by officers... any officer found to be in possession of firearms or ammunition not authorized... be subject to discipline."

Source: Race Relations and Policing Task Force 1989 Recommendation No. 34

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

The Rules require officers to be inspected prior to the commencement of each tour of duty by supervisors, to ensure they are properly equipped. Should an officer be unfit or improperly equipped, the supervisor initiates appropriate disciplinary measures.

As a result of provincial legislation, standard firearm and ammunition have been issued to all police officers of the Toronto Police Service. This transition program began in 1993 and was completed in February 1999.

Since 1994, as a result of provincial legislation, every police officer must attend an annual use-of-force re-qualification where his or her pistol, ammunition and other force options are examined.

In addition to all of these steps, the officer in charge of each unit conducts regular equipment inspection that includes an examination of weapons stored at the facility.

"The Task Force recommends that the Ministry of the Solicitor General, in cooperation with police services boards and chiefs of police, conduct an evaluation of the form, function, and usefulness of race and ethnic relations units."

Source: Race Relations and Policing Task Force 1992 Recommendation No. 35

Response: Agree

Assigned to: Race Relations Co-ordinating Committee

Status: Implemented

Existing Program

The Race Relations unit of the Service has evolved over the years. The structure and role is often reviewed in order to meet the changing needs and priorities of both the Service and the community.

The effectiveness of the each unit of the Service is assessed on an ongoing basis, and programs are modified accordingly. The City Auditor's report of September 1992 recommended that a single unit of the Service provide a focus for race relations.

On February 16, 1993 the Service, with the approval of the Police Services Board, amalgamated the Chief's Community Liaison Unit and Community Programs into one unit known as Community Services.

In 1995, after a review of the unit, Community Services changed to Community Policing Support (CPS). CPS has an ongoing relationship in the area of race relations with other service units, particularly Training & Education and Human Resources.

CPS continues to co-ordinate, monitor, measure and report on the effectiveness of the Service's race relations activities and initiatives, and submits a progress report to the Board annually.

In 2002, Chief Fantino directed a review of staffing levels of units across the Service. The review affected police constables, sergeants, staff sergeants, and detective sergeants. The Uniform Staffing Review Team examined the entire Community Policing Support unit, which included Community Liaison. A number of recommendations were made which affected staffing and structural changes. These changes are likely to take effect during the first quarter of 2003.

Recognizing the importance of the community liaison function, however, the Uniform Staffing Review Team recommended that this sub-unit remain intact, and that it continue to function as a centralized resource to members of the Service and the public.

The restructured unit will be known as Community Liaison, and will remain at Police Headquarters. It will include the current Aboriginal Peacekeeping function, and continue to serve the following communities within Toronto:

- Aboriginal
- Bisexual, Transgender, Gay and Lesbian
- Black
- Chinese
- French
- Greek
- Hispanic
- Iranian
- Italian
- Japanese
- Korean
- Filipino
- South and West Asian
- Vietnamese

Pending Initiatives

Once the new unit structure is in place (first quarter of 2003) it will be necessary to consolidate the Community Liaison Unit's programs and enhance relationships both within and outside the organization.

"The Task Force recommends that Police Forces institute or expand outreach programs in which Police Officers regularly attend schools, citizenship classes, and organization meetings in the community to explain their role and function to members of the community."

Source: Race Relations and Policing Task Force 1989 Recommendation No. 39

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

Community Policing Support and many other Service units regularly attend schools, citizenship classes, Courts of Canadian Citizenship and organizational meetings in the various communities to explain their role and function. At the Service level, police officers from Community Policing Support visit schools, seniors' homes, youth facilities, women's shelters, homeless shelters and other institutions to explain the role and function of the police within the community.

The Community Relations Officers within Community Policing Support visit ethnic agencies and schools to discuss the role of police to new arrivals in Toronto. CPS officers address ESL classes, and front-line officers are encouraged to perform similar services using lesson plans prepared by CPS. Consulates are also contacted, where police officers work with officials and community members to help them to understand the role and functions of the police.

Community Response Units at the divisions includes community school liaison officers. These officers play a role in the schools in educating children and youth about the function of the police in society. Divisional frontline units continue to participate in outreach programs on a daily basis within their local communities.

The purpose of these specific police-community partnerships is to increase understanding and comfort with the complex and multifaceted police role among new immigrants.

Pending Initiatives

School Liaison Officers will participate with children and youth in the Empowering Student Partnership Program. Community Relations Officers will participate with children and youth in Project Food for Thought and supporting children from the Toronto Children's Breakfast Club in after school programs.

Outreach programs will be expanded whenever availability of Service personnel permits.

"The Task Force recommends that police forces in Ontario create an achievement medal recognizing outstanding service in community policing. This medal should be of equal prestige to, and presented at the same ceremony as, other police awards."

Source: Race Relations and Policing Task Force 1989 Recommendation No. 40

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

A number of awards are available to recognize meritorious service. The Chief of Police Award, District Award or Ontario Citizenship Award would be appropriate for recognizing outstanding service in community policing.

If community policing is to continue to be an integral component of the policing environment, it must be given identical status as other outstanding service and not compartmentalized.

In 2000, the Ontario Association of Chiefs of Police introduced the OACP Community Policing Award to recognize officers across the province. Recipients of this award must have achieved a measurable success in reducing specific crime, disorder or community safety problems. The award is presented at the annual conference of the OACP.

“The Task Force recommends that the work of officers within the Race and Ethnic Relations Unit receive positive consideration in the promotional process and that such Units be staffed with some Officers of a rank higher than Constable.”

Source: Race Relations and Policing Task Force 1989 Recommendation No. 46

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

Promotional candidates in the Race and Ethnic Relations Unit (now known as the “Community Policing Support”) are recognized for the skills acquired during the period worked in this unit.

As well as police constables, Community Policing Support is made up of one superintendent, one inspector, four staff sergeants and eleven sergeants. This composition ensures that the communities served receive the benefit of qualified supervisory officers, who monitor the needs of the communities and ensure that the services they receive remain appropriate, and that communication and feedback is shared with all members of the Service.

"The Task Force recommends that, by April 1990, the Solicitor General in concert with the Ministry of Citizenship convince police governing authorities and Chiefs of Police to establish and fund local community consultation committees, comprised of police and members of the community, to discuss matters of mutual concern. Membership in such groups should be reviewed regularly to ensure that representation fully reflects the community's visible minority population."

Source: Race Relations and Policing Task Force 1989 Recommendation No. 47

Response: Agree

Assigned to: Community Policing Support

Status: Implemented

Existing Program

The response to Recommendation No. 49 of the Task Force on Race Relations and Policing (1989) also addresses the issue of consultative committees and outlines initiatives by the Service in this area.

The Service provides funding and facilities for meetings of the six ethno-specific Community Consultative Committees (French, Black, Aboriginal, South and West Asian, Chinese and Lesbian Gay Bisexual and Transgender). Funding for 17 Community Police Liaison Committees (CPLCs) at the divisional level is provided through the Police Services Board Special Fund.

The Command approved a new Community Volunteer and Consultation Manual (2002), which outlines all aspects of formal consultation within the Service.

As a result of the Community Volunteer and Consultation Manual, all consultative committees are reviewing their current status to guide them into the 2003 calendar year.

The Service will continue to maintain the current formal consultation process at all levels of the organization.

"The Task Force recommends that the Chiefs of Police of forces with more than 100 members, whose communities are identifiably racially diverse, establish visible minority advisory committees to discuss issues or concerns which affect the force and the visible minority community."

Source:	Race Relations and Policing Task Force 1989	Recommendation No. 49
Response:	Agree	
Assigned to:	Community Policing Support	
Status:	Implemented	

Existing Program

There are six ethno-racial and cultural Community Consultative Committees representing diverse communities on a city-wide basis. A staff superintendent and a support officer from Community Policing Support-Community Relations Section are assigned to each of these committees.

This is the second level of formal consultation within the Service, which has been ongoing since 1988 (when the various ethno-specific committees were formed).

- The Black Community Consultative Committee
- The Chinese Community Consultative Committee
- The French Community Consultative Committee
- The South and West Asian Community Consultative Committee
- The Aboriginal Community Consultative Committee
- The Lesbian Gay Bisexual and Transgender Community Consultative Committee

These community consultative committees examine issues and make recommendations on matters that are wide-ranging and relevant to these ethno-cultural communities of Toronto.

In addition, members of the 16 police divisions and 1 Traffic Service Unit in the Toronto area meet with the divisional community police liaison committees. This is the first level of consultation within the Service. These committees examine issues from a local perspective.

The third level of consultation is the Chief of Police Community Advisory Council, which is described in detail elsewhere in this report.

The Chief of Police directed a formal review of the Service's consultation process in 2000. In June 2002, the new Community Volunteer and Consultation Manual was approved by the Command for use by both the Service and the community. These committees at all levels are undergoing a level of re-organization, which speaks to enhanced efficiencies and effectiveness.

"The Task Force recommends that officers whose performance indicates that they have difficulty addressing race relations issues be required to attend remedial courses and that their performance following such training be formally monitored."

Source: Race Relations and Policing Task Force 1989 Recommendation No. 52

Response: Agree

Assigned to: Professional Standards

Status: Implemented in Part

Existing Program

The Service does not currently keep statistics based upon race. Racist behaviour may be identified within public complaints, harassment complaints and discipline trials or personnel documentations. Presently, there is no central repository for this type of information or a requirement for it to be reported.

In July 2000, six procedures dealing with the complaint system were implemented Service-wide. A component of the revised complaint system was the use of a statistical report (TPS 904) which highlights the particular offences that can be committed by a police officer. Information from this document, both allegations and identified misconduct, is captured in an Access database and provides a limited source by which a level of bias can be evaluated.

Analysis is limited by virtue of the fact that the specific subsection of the Code of Conduct (*Ontario Regulation 123/98*) deals with the overall topic of discriminatory behaviour. Discriminatory practices based on race would be included within the information captured; however, this causal factor could not be isolated from the other 13 causal categories of discriminatory practices.

Although civilian employees are not generally subject to the provisions of the *Police Services Act* and its associated Regulations, the Service has introduced a procedure to capture civilian disciplinary action in a similar manner to that used for police officers.

One disciplinary action available to both unit commanders and the disciplinary tribunal is to compel a member to attend for a specified training program. Presently the Training & Education unit is offering a *Policing Diversity* course, and unit commanders can require members to attend this course when appropriate.

With regard to a formal monitoring of the officer following such training, the Professional Standards Information System (PSIS) provides an electronic means for such dedicated observation, and unit criteria will be established to address this issue.

Pending Initiatives

The Professional Standards Information System has not yet become fully operational. Modifications to the software, training and network distribution of the PSIS program are scheduled for 2003. Although PSIS will not differentiate between the types of discriminatory practices, it will allow Professional Standards to provide heightened monitoring of an officer for a period of time where a remedial course on dealing with race or ethnicity has been ordered. Reference material can then be forwarded to a unit commander for action.

This recommendation will also be affected should the Police Services Board choose to permit the collection of statistics that would permit the analysis of race related allegations and/or conduct issues.

"The Task Force recommends that police forces create an award for officers who exhibit skill in identifying and addressing race relations issues in the course of their duties. This award should be of equal prestige to, and presented at the same ceremony as, other police awards."

Source: Race Relations and Policing Task Force 1989 Recommendation No. 53

Response: Agree

Assigned to: Professional Standards

Status: Implemented

Existing Program

The annual performance appraisal system serves to identify skills in race relations and problem solving. Promotional consideration includes performance appraisals, which should be sufficient recognition.

If race relations is to be an issue that is totally integrated throughout the Service, it should be treated with equal emphasis as other issues, and not as an exception. The current Chief of Police or District Award can be used to recognize outstanding skill and performance in this field.

While the Toronto Police Service recognizes effective work in race relations and community policing, this recommendation is addressed most specifically at the Ontario level. In 2000, the Ontario Association of Chiefs of Police introduced the OACP Community Policing Award. Recipients of this award must have achieved a measurable success in reducing specific crime, disorder or community safety problems. Race relations are considered to be under this umbrella. The award is presented at the annual conference of the OACP.

“Racial minorities should be given an opportunity to enter investigative area at an early stage. Upper management should be responsible for identifying and preparing racial minority members for leadership roles.”

Source: National Black Police Association Recommendation No. 1
1993 Conference

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Generalist Constable training program is mandatory for all police officers who have completed thirty-six months of service. This program places officers in investigative or interpersonal positions within a division for six months each, with a minimum of six months in Primary Response between the two training periods.

Specialized training, which involves spending longer periods in specialized functions, is not mandatory. Officers can apply for specialized areas once the generalist training is completed. Some officers who possess knowledge or special skills that could benefit an area of the service can be selected prior to the completion of the Generalist Constable Training, with the consent of the unit commander.

Mentoring for racial minority members is conducted on an informal basis by peers, as well as through organizations such as the Association of Black Law Enforcers (ABLE) and the Ontario Women in Law Enforcement (OWLE) at the request of the member.

“Amalgamation of the two units (Recruiting Unit and Employment Office) would not only be cost-effective, but would also ensure continuity of the process.”

Source: National Black Police Association Recommendation No. 2.1
1993 Conference

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

The Recruiting Unit has been a part of the Employment Unit since November 1995. It is comprised of a staff sergeant, a sergeant and four constables who reflect the diversity of the city.

The recruiters have an in-depth knowledge of the Constable Selection System, and play a fundamental role in the strategic direction of the Employment Unit in their recruitment planning.

“The unit commander and personnel (Employment Office) should have a demonstrated level of sensitivity to racial minority and gender issues.”

Source: National Black Police Association Recommendation No. 2.2
1993 Conference

Response: Agree

Assigned to: Human Resources

Status: Implemented

Existing Program

All uniform members of the Employment Unit are required to attend the Policing and Diversity Course offered through the Training & Education Unit. In addition, the unit commander and all members of the unit are selected based in part on their skills and sensitivity to race relations issues, keeping in mind the organizational needs of the service.

Unit managers continue to monitor the suitability of members after they become members of the unit, and should they demonstrate behaviour that is not consistent with the required level of sensitivity to gender and minority issues, appropriate action is taken. This action can range from counselling to removal from the unit.

“As a cost-saving measure, background investigations of applicants should be performed immediately after the aptitude and physical tests.”

Source: National Black Police Association Recommendation No. 2.3
1993 Conference

Response: Disagree

Assigned to: Human Resources

Status: Not to be implemented

Existing Program

Currently, background checks on applicants to the Service are conducted following the written, physical and interview stages. This process enables the Employment Unit to exclude any unsuccessful applicant prior to beginning the labour-intensive and costly background checks.

Implementing this recommendation would result in a longer and costlier screening process. The number of background checks performed would substantially increase if they were to be done prior to the interview process.

The Service is a member of the Constable Selection System contracted by the Ontario Association of Chiefs of Police (OACP). As part of this hiring process, candidates are required to complete a pre-background questionnaire after successful completion of their written and physical tests. If information received in this questionnaire is unfavourable and/or not consistent with the criteria of the Constable Selection System, the candidate is screened out at this stage.

"In addition to existing selection criteria, training/coach officers should have a demonstrated level of sensitivity to race and gender issues."

Source: National Black Police Association Recommendation No. 3
1993 Conference

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

Before the late 1990s, there were no "coach officers" on the Toronto Police Service as such. Instead, "training constables" were in place to co-ordinate and deliver training to field trainees. Training constables wore a special epaulette sleeve on the shoulder of their uniforms, and were also responsible for addressing a range of training needs of platoon members.

Due in part to budget constraints and the moratorium on hiring, training constable positions were curtailed, in the early 1990s. Currently, only constables assigned to Training & Education are classified as training constables.

As a result of workforce renewal, the Coach Officer Course began to be delivered in 1998. This course was designed for police constables who have demonstrated maturity and the ability to operate at a higher level, with the talent to mentor and train others. Service Procedure 14-03 ("Coach Officers") sets out the criteria used in the selection of candidates for the position of coach officer.

The Coach Officer Course includes integrated diversity modules. Role-playing scenarios prepare officers for the challenges involved with recruit development and training in an increasingly diverse workforce.

"Seek visible minority input into the curriculum content and actively pursue qualified racial minority candidates as instructors."

Source: National Black Police Association Recommendation No. 4
1993 Conference

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

In December 1995, the Police Services Board approved a "Policing and Diversity" training program for the service. The Training, Education and Development Unit developed this program, with the assistance of a visible minority training consultant and the Race Relations and Policing Unit of the Ministry of the Solicitor General.

The Policing and Diversity program has been revised since that time. As discussed in City Auditor Recommendation No. 2, emphasis is now placed on character and culture, rather than race and ethnicity.

All instructors at Training & Education are selected, evaluated and retained based on their professional qualifications and ability to deliver training in their discipline. One of the initial instructors on the Policing & Diversity program was a visible minority police officer. Since the development of the course, the subject-matter experts and guest instructors have reflected the diversity of the community of Toronto, and continue to do so.

"We recommend that all investigations of racial incidents be conducted by the Internal Affairs Unit and the results be submitted to the Deputy Chief of Police Field Operations for his/her determination."

Source: National Black Police Association Recommendation No. 5
1993 Conference

Response: Disagree

Assigned to: Professional Standards

Status: Not to be Implemented

Existing Program

The Service responded to the issue of harassment in the workplace by creating the office of the Human Rights Co-ordinator and by implementing Procedure 13 - 14 (Workplace Harassment) of the Policy and Procedure Manual.

Historically, most racial incidents were investigated at the unit level, with the assistance of the Human Rights Co-ordinator when necessary. Upon completion of the investigation, the file was sent to the Human Rights Co-ordinator and the Professional Standards Review Committee. The file was examined to ensure that all possible areas had been investigated and that an appropriate and consistent resolution had been reached.

Any penalty assessed by a unit commander in these incidents was subject to review by the Human Rights Co-ordinator and the Professional Standards Review Committee. In addition, some racial incidents were reported directly to the Human Rights Co-ordinator, who may have investigated them himself, or asked for the involvement of the Internal Affairs unit, should it have been necessary.

Procedure 13-14 ("Workplace Harassment") outlines the procedure that must be followed with respect to any breaches involving harassment as defined in the Ontario Human Rights Code. For greater clarity and the guidance of members, this policy elaborates on sexual and racial harassment, although the Ontario Human Rights Code stipulates that all forms of harassment are considered of equal importance. This policy does not prevent a member from going directly to the Ontario Human Rights Commission, should he or she wish to do so.

The existing procedures ensure that uniformity with respect to harassment investigations is maintained across the Service, and enable unit commanders to retain appropriate levels of autonomy in addressing the conduct of personnel under their command. The current policies, procedures and resolution issues in place are effective.

In July 2000, six procedures dealing with the complaint system were implemented Service-wide. Procedure 13-14 was amended at the same time to incorporate the practice of informal resolution for appropriate cases.

The responsibility to investigate complaints is based on the unit-level criteria established in Procedure 13-02 ("Complaint Intake"). If all racial incidents were assigned to Internal Affairs, it

would mean that they were categorized as serious in nature in all circumstances. This would remove the option of resolving them informally at the unit level. Consequently, complaints dealing with a racial incident will continue to be assigned for investigation and adjudication on a case-by-case basis.

Policing a World Within a City

SECTION J: Updated Responses to Previous Recommendations

Report of the Commission on Systemic Racism in the Ontario Criminal Justice System

Total Recommendations 28

Total Implemented	18
Total Implemented in Part	2
Total Not To Be Implemented	8

Recommendations by Assignment

Training and Education	1
Community Policing Support	2
Corporate Planning	8
Toronto Police Services Board	15
Race Relations Co-ordinating Committee	2

"The Commission recommends that upon arrival at a police station with a detained person, an arresting officer be required to complete a form explaining why the accused has not been released. The form should be counter-signed by the Officer in Charge."

Source: Commission on Systemic Racism Recommendation No. 5.2(a)

Response: Disagree

Assigned to: Corporate Planning

Status: Not to be Implemented

Existing Program

Upon arrival at a police station, the arresting officers are required to parade a prisoner before the Officer-in-Charge and to verbally give reasons why any detention is continued. This is a videotaped procedure and takes place immediately upon entering the station. The booking videotape serves as an official record of the process.

The grounds for continued detention or for court ordered release are prepared in the form of a Show Cause report. This is supplementary to the Record of Arrest form and synopsis. It is reviewed and signed by the Officer-in-Charge and referred to by the assistant crown attorney at court.

This process serves to meet the need outlined in this recommendation. Additional forms are unnecessary.

"The Commission recommends that an Officer in Charge who decides not to release the accused be required to record an explanation of the decision on the form used by the arresting officer. The Officer in Charge should also be required to explain the reason for detention to the accused and provide an opportunity to respond. Any response by an accused should be recorded on the same form as the reasons given by the police officers."

Source: Commission on Systemic Racism Recommendation No. 5.2(b)
Response: Disagree
Assigned to: Corporate Planning
Status: Not to be Implemented

Existing Program

When the Officer-in-Charge decides not to release an accused person, his or her reasons are set down in writing on the Show Cause supplementary report. His or her signature indicates acceptance of the information on the document, and is indicative of the decision to hold the person in custody.

The Show Cause procedures and the reasons for immediate detention are explained to the accused, but a response is not required. The law does not require that an accused give any statements with respect to a criminal charge, and that right is reflected in this procedure. Furthermore, anything the accused might say could become evidence at a criminal trial.

The decision to release or continue detention is, at this point, that of the Officer-in-Charge, based on the information obtained from the investigation, and includes issues of public interest and attendance at court.

"The Commission recommends that police explanations for detention and responses of accused persons be videotaped whenever possible. The existence of such a videotape should be disclosed in writing to crown counsel at the bail hearing, who in turn should be required to disclose it to duty or defence counsel."

Source: Commission on Systemic Racism Recommendation No. 5.2(d)

Response: Agree

Assigned to: Race Relations Co-ordinating Committee

Status: Implemented

Existing Program

The formal process of accepting a prisoner into a station is commonly videotaped and it is at this time that the arresting officer advises the Officer-in-Charge of the reasons for continued detention. These tapes are available to defence counsel in the course of disclosure.

"The Commission recommends that upon deciding to impose conditions on the release of an accused, the Officer in Charge be required to complete a form explaining why each condition is deemed necessary."

Source: Commission on Systemic Racism Recommendation No. 5.3(a)
Response: Disagree
Assigned to: Corporate Planning
Status: Not to be Implemented

Existing Program

As outlined in the Criminal Code, the decision to set conditions of release upon an accused person flows from the information obtained during the investigation, including issues of public interest and attendance in court.

The Officer-in-Charge is required to explain the contents of the release documents to the accused on videotape, which serves as part of the official record.

The accused person may seek relief from any conditions, and it is at this time that the Officer-in-Charge may be called upon to justify his or her decisions. It does not require a form in the first instance.

"The Commission recommends that an Officer in Charge who imposes conditions on the release on an accused be required to explain why and provide an opportunity for the accused to object. Any objection by an accused person should be recorded on the same form as the reasons given by the Officer in Charge."

Source: Commission on Systemic Racism Recommendation No. 5.3(b)
Response: Disagree
Assigned to: Corporate Planning
Status: Not to be Implemented

Existing Program

An accused person is always given an explanation of the conditions of release and is certainly entitled to ask questions about anything he or she does not understand.

While there is no legal requirement for an Officer-in-Charge to elicit information from an accused with respect to setting conditions of release, Officers-in-Charge do take into account all information available and certainly anything put forward by an accused person may be considered. Furthermore, the law does not require that an accused person give any statements with respect to a criminal charge. The entire release process is captured on videotape, which serves as part of the official record.

The proper forum for an accused to object to conditions of release is in a courtroom before a Judge or Justice, not in the booking hall.

"The Commission recommends that any accused subject to police-imposed conditions be given a copy of the form explaining the reasons for each condition."

Source: Commission on Systemic Racism Recommendation No. 5.3(c)
Response: Disagree
Assigned to: Corporate Planning
Status: Not to be Implemented

Existing Program

In the vast majority of cases, the limited conditions which may be imposed by an Officer-in-Charge flow directly from the circumstances of the offence, so that the rationale is readily apparent. Nonetheless, should the question arise, it is the practice for an Officer-in-Charge to explain reasons for the application of release conditions to an accused.

The release process is recorded on videotape, which serves as part of the official record. A copy of the videotape can be obtained by the accused through the disclosure process.

The accused may refuse to enter into any conditional release with which he/she does not agree, and accused persons always have the opportunity to seek relief from any conditions they regard as unnecessary before a Justice at a bail review.

It is at this point that an Officer-in-Charge may be required to justify the conditions.

"The Commission recommends that release documents issued by the police contain printed advice that an accused may apply to be relieved of release conditions on any appearance in court."

Source: Commission on Systemic Racism Recommendation No. 5.4(a)
Response: Agree
Assigned to: Corporate Planning
Status: Implemented

Existing Program

Form 11.1, entitled 'Undertaking Given to a Peace Officer or an Officer in Charge' states, *"I understand that if I give an undertaking to abide by the conditions specified before a justice pursuant to (a promise to appear or a recognizance entered into before an officer in charge or another peace officer), to have this undertaking vacated or varied and that my application will be considered as if I were before a justice pursuant to section 515 of the Criminal Code."*

This form, which contains the information suggested in this recommendation, is signed by the accused.

The release documents are designed and produced by the Ministry of the Attorney General.

"The Commission recommends that police not refer to an accused person as being under a removal order in show cause reports without verifying that Citizenship and Immigration Canada intends to remove the person from Canada."

Source: Commission on Systemic Racism Recommendation No. 5.6

Response: Disagree

Assigned to: Corporate Planning

Status: Not to be Implemented

Existing Program

The fact that an accused person is under a removal order may be a very relevant factor during show-cause proceedings.

This, like all other information that forms part of a show-cause document should be as complete and accurate as the reporting officer can make it under the circumstances.

"The Commission recommends that police personnel receive training about the dangers of assuming competence in English when an arrested or detained person from a linguistic minority community has a surface grasp of English."

Source: Commission on Systemic Racism Recommendation No. 6.6

Response: Agree

Assigned to: Training and Education

Status: Implemented

Existing Program

The Toronto Police Service has multi-level checks and balances to ensure a person understands the processes of arrest and release. In the first instance of arrest, an officer may or may not be satisfied that the person understands the reason for detention, and may engage the services of an interpreter if required pursuant to Procedure 04-09 (Interpreters).

Upon arrival at a police facility, the Officer-in-Charge must also be satisfied that the person understands the arrest and rights to counsel. The Officer-in-Charge may at this point in the process engage the services of an interpreter.

When releasing an individual on any charge, the Officer-in-Charge must be satisfied the person understands the conditions of release and again may engage the services of an interpreter to assist in the process. Procedures are in place to ensure the availability of interpretation services as required.

Procedure 04-09 outlines the interpreting resources available to assist members in carrying out their duties, and the process for obtaining these resources. For example, the AT&T Language Line Services (LLS) has been contracted by the Toronto Police Service since 1991. The LLS provides interpreting services in over 140 languages.

An internal database of members fluent in languages other than English is also maintained on the Service's Human Resources Management System. Members may use this system at any time to obtain the service of a member interpreter.

"The Commission recommends that a police officer connected with a prosecution should not participate in pre-trial conferences unless the accused person is present."

Source: Commission on Systemic Racism Recommendation No. 6.13
Response: Disagree
Assigned to: Corporate Planning
Status: Not to be Implemented

Existing Program

Police officers are independent agents of the crown whose job requires them to investigate and provide up-to-date information to the assistant crown attorney and defence counsel. They are a valuable resource at pre-trial conferences.

The subject of this recommendation deals more with the authority of the Ministry of the Attorney General than of the police. This item has been forwarded to the Ministry for comment.

"The Commission recommends that each Ontario police service that has not yet done so conduct a comprehensive review of its commitment to racial equality in policing that involves members of police services, community groups and interested individuals."

Source: Commission on Systemic Racism Recommendation No. 10.1(a)

Response: Agree

Assigned to: Race Relations Co-ordinating Committee

Status: Implemented

Existing Program

In 1992, this Service, in conjunction with representatives of the community and various institutions and organizations, undertook a thorough review of all aspects of its race relations efforts over the previous few years.

This review included the preparation of responses to 181 recommendations from external sources as well as the development of a forward-looking implementation for the race relations policy. This effort, which involved over one hundred civilian and uniform Service members, culminated in a report entitled *Moving Forward Together – An Integrated Approach To Race Relations*, which was adopted by the Police Services Board in March 1995.

Pending Initiatives

In 2002, Chief of Police Julian Fantino re-established the Race Relations Co-ordinating Committee. The Committee's primary objective is to review initiatives and progress in police-race relations since 1989. This is considered to be an opportunity for the Service to take stock of past progress with a view to the future.

The committee is working to obtain this goal through consultations with community representatives, organizations, government agencies and Service members. The committee is also re-visiting the 181 recommendations contained in *Moving Forward Together*, as well as 30 additional recommendations from the Report of the Commission on Systemic Racism in the Ontario Criminal Justice System.

A report outlining this review will be submitted to the Toronto Police Services Board for the February 20, 2003 meeting.

“The Commission recommends that police services widely publicize their action plans regarding equality in the most common languages spoken in their service areas.”

Source: Commission on Systemic Racism Recommendation No. 10.1 (b)

Response: Agree

Assigned to: Community Policing Support

Status: Implemented in Part

Existing Program

The Race Relations Policy Implementation Plan as articulated in *Moving Forward Together* (1995) was published in accordance with a formal communications strategy, elements of which included distribution of copies, a pamphlet, internal training and communications systems, public presentations and dissemination of information by various media outlets.

The Community Relations section of the Community Policing Support Unit has also produced a pamphlet that not only outlines their role to police and community members, but also articulates elements of the Race Relations Policy within the literature, albeit in English. Community Relations officers have an extensive partnership with major ethnic media outlets and use this to explain the role of the police within all diverse communities of Toronto.

The participation of not only Community Relations Officers from Community Policing Support but also other Service members at major cultural events, meetings, community centres and social agencies, clearly publicizes the commitment of the Service to ensure equality in the delivery of police service to all citizens.

Literally thousands of brochures have been disseminated within the various ethno-racial and cultural communities of Toronto. The Service through the Chief of Police has indicated a recent action plan as it relates to the area of race relations. All aspects of this action plan have been communicated to all major media outlets, community members and Service members as well.

Pending Initiatives

The Service shall review its literature for translation and dissemination in major ethno-racial communities. It will also proceed with all aspects of the recent action plan on race relations as announced by the Chief of Police.

As always, the Service will keep up its communication process with the community on the recent action plan on race relations.

“The Commission recommends that progress on implementing such action plans be reported to the local police services board quarterly and be publicized widely.”

Source: Commission on Systemic Racism Recommendation No. 10.1 (c)
Response: Agree
Assigned to: Community Policing Support
Status: Implemented

Existing Program

Action plans and the results of race relations initiatives, programs and outreach have been communicated to the Police Services Board on an annual basis, and through ad hoc reports as requested. Race relations action plans currently being undertaken will be reported to the Police Services Board in 2003.

The Service uses several different communication strategies, including report distribution, presentations, media outlets, computer access through the Internet, and community meetings.

Internal methods may include distribution, presentations, training, internal directives, meetings, computer access via the Intranet and the *Ten-Four* newsletter.

“The Commission recommends that police services boards establish local community policing committees (CPCs) around either divisional levels of each police service or another geographical area or community grouping appropriate to the jurisdiction.

(a) CPCs should have seven members, serving three-year terms.”

Source:	Commission on Systemic Racism	Recommendation No. 10.2 (a)
Response:	Agree	
Assigned to:	Toronto Police Services Board	
Status:	Implemented	

Existing Program

The Service operates community consultation on three levels. At the divisional level, Community Police Liaison Committees (CPLCs) work with the local unit commander to identify, prioritise and resolve local community problems. These CPLCs receive \$1,000.00 yearly from the Police Services Board Special Fund to assist in community projects and administration.

CPLC membership is drawn from the local geographical area and must be reflective of its diversity. An officer from the Volunteer Resources section of Community Policing Support is assigned as a CPLC co-ordinator, serving the 16 divisional CPLCs functioning within the Service. There is a minimum of seven members on these Committees.

The second level of consultation occurs at the city-wide level encompassing six ethno-racial and cultural community consultative committees, which identify and resolve community concerns on a larger scale on behalf of the community represented. A staff superintendent from the Service is assigned as a co-chair, and is supported by an officer from the Community Relations Section to assist the committee. The committees represent the French, Black, Aboriginal, South and West Asian, Chinese and Lesbian Gay Bisexual and Transgender communities. These committees are also allocated \$1,000.00 from the Board’s Special Fund.

The third level of consultation is the Chief’s Community Advisory Council, which involves members from various communities and is in direct dialogue with the Chief of Police on issues of mutual concern. This level of consultation also receives \$1,000.00 from the Board’s Special Fund.

Pending Initiatives

As a result of the new Community Volunteer and Consultation Manual, various committees at all levels are re-organizing to maintain effectiveness and efficiencies.

“The Commission recommends that police services boards establish local community policing committees (CPCs) around either divisional levels of each police service or another geographical area or community grouping appropriate to the jurisdiction.

(b) CPC members should be drawn from community organizations active in the jurisdiction of the division and appointed by police service boards after a full, open and publicly advertised search.”

Source: Commission on Systemic Racism Recommendation No. 10.2 (b)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

At its meeting in June 2002, the Board received the Community Volunteer and Consultation Manual (2002) (Board Minute P173/02 refers).

This Manual replaces the previous Mandate and Guidelines for Community Police Liaison Committees, and establishes criteria for general operations, membership, activity standards, finances and administration.

The membership criteria articulate the requirement for local CPLCs to be reflective of the community within that specific jurisdiction. Each divisional unit commander is responsible for meeting these requirements.

The unit commander and the community work in partnership to identify CPLC members who are from a wide range of local community organizations, including the faith community and youth. Adherence to the prohibitive grounds under the Human Rights Code of Ontario is clearly set out within the membership criteria in the Manual.

Pending Initiatives

Service wide CPLCs are re-organizing efforts within the Committee structure for the 2002-2003 calendar year.

“The Commission recommends that police services boards establish local community policing committees (CPCs) around either divisional levels of each police service or another geographical area or community grouping appropriate to the jurisdiction.

(c) Every effort should be made to ensure that CPCs are gender-balanced and include young persons and members of local racialized communities. A criminal record should not bar appointment.”

Source: Commission on Systemic Racism Recommendation No. 10.2 (c)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

The Service’s consultative process through the Community Volunteer and Consultation Manual (2002) clearly sets out membership criteria for all committees. The criteria include a gender balance and youth representation.

A criminal record and the nature thereof are taken into consideration with the police service representative on each committee level to ensure integrity and security issues are not compromised.

Pending Initiatives

Service committees are re-organizing for the 2002-2003 calendar year in accordance with the new Community Volunteer and Consultation Manual.

“The Commission recommends that police services boards establish local community policing committees (CPCs) around either divisional levels of each police service or another geographical area or community grouping appropriate to the jurisdiction.

(d) Each CPC should have a designated co-ordinator to attend to administrative needs.”

Source: Commission on Systemic Racism Recommendation No. 10.2 (d)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

The Service’s consultative process through the Community Volunteer and Consultation Manual (2002) clearly sets out criteria such as membership, activity standards, finance and executive responsibilities. The committee executive is comprised of a chair, co-chair, vice-chair, secretary and treasurer.

In addition to the senior officer representative at each committee level, a support officer is also assigned to assist the committee. Both Service and community executive members also engage in administrative duties depending on their position.

Pending Initiatives

Service committees are re-organizing efforts within the Committee structure for the 2002-2003 calendar year in accordance with the Community Volunteer and Consultation Manual (2002).

“The Commission recommends that police services boards establish local community policing committees (CPCs) around either divisional levels of each police service or another geographical area or community grouping appropriate to the jurisdiction.

(e) Members of CPCs should be paid reasonable expenses and offered honoraria.”

Source: Commission on Systemic Racism Recommendation No. 10.2 (e)

Response: Agree, in part

Assigned to: Toronto Police Services Board

Status: Implemented in Part

Existing Program

The Service maintains a formal consultation process at three levels within the organization. The three levels are Community Police Liaison Committees (CPLCs), Service Ethno-racial and Cultural Community Consultative Committees and the Chief’s Advisory Council.

All levels of consultation are representative of the ethno-racial communities, and receive \$1,000.00 from the Police Services Board Special Fund (upon application and providing funding is available) to assist with Committee projects and administrative considerations throughout the calendar year.

Honoraria had been discussed in the past with community members and it was felt that since all community members are volunteers they should remain as such without remuneration. Further, any expenses incurred and approved within the Committee structure are handled through the Board’s funding and through other approved fundraising efforts.

At the local levels, as this recommendation suggests, CPLCs involve representation of the communities found in each division.

Pending Initiatives

Service committees are re-organizing efforts within the Committee structure for the 2002-2003 calendar year.

Funding in the amount of \$1,000.00 through the Board’s Special Fund will continue (providing funding continues to be available) for all committees within the approved consultation process.

“The Commission recommends that police services boards establish local community policing committees (CPCs) around either divisional levels of each police service or another geographical area or community grouping appropriate to the jurisdiction.

(f) CPCs should meet monthly and be open to the public. Meetings should generally not occur in police stations.”

Source: Commission on Systemic Racism Recommendation No. 10.2 (f)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

The Service maintains a formal consultation process at three levels within the organization. Community Police Liaison Committees (CPLCs) are active at the divisional level, the Service’s ethno-racial and cultural Community Consultative Committees represent communities across the city and the Chief’s Advisory Council gives direct input and support to the Chief of Police.

The committees at all levels must meet a minimum of four times per year in accordance with the Community Volunteer and Consultation Manual (2002).

Each committee’s executive addresses the issue of meeting location, and on many occasions these meetings have been held outside of police facilities at places such as community libraries, town halls and other community centres. Committee meetings have also been held in the public forum and reflect the criteria within the Manual.

Pending Initiatives

Service committees are re-organizing efforts within the Committee structure for the 2002-2003 calendar year in accordance with the Community Volunteer and Consultation Manual.

“The Commission recommends that police services boards establish local community policing committees (CPCs) around either divisional levels of each police service or another geographical area or community grouping appropriate to the jurisdiction.

(g) The local police services board should be responsible for monitoring the work of CPCs.”

Source: Commission on Systemic Racism Recommendation No. 10.2 (g)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

The Service maintains a formal consultation process at three levels within the organization. The Community Police Liaison Committees operate at the local police divisional level, while the Service’s ethno-racial and cultural Community Consultative Committees and the Chief’s Advisory Council are centralized.

An annual report is prepared for the Police Services Board outlining the activities conducted by all levels of the consultative process within the Service.

Pending Initiatives

Reports will continue to be submitted to the Police Services Board annually on committee activities and expenditures for the previous year.

“The Commission recommends that each community policing committee have the following responsibilities:

(a) to develop, in concert with the local police division and interested community organizations and individuals, agreements with police that establish policing objectives and standards of police performance that reflect local community needs, and to monitor implementation of such objectives and standards.”

Source: Commission on Systemic Racism Recommendation No. 10.3 (a)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

The Service receives community input in a variety of different ways. The annual *Environmental Scan* process includes community input in the establishment of the Service's Priorities dealing with issues such as Youth Violence and Victimization, Organized Crime and Traffic Safety.

The consultative process, ad hoc committees and many other joint police and community committees and partners provide necessary feedback to establish goals and objectives with police to achieve resolution to community issues and concerns.

The police service is ultimately accountable for its performance to the community it serves, through the Police Services Board. On a regular basis, the Service conducts community surveys in order to gauge the perceptions of the community on the services it provides. Community members may also make deputations to the Police Services Board on matters of importance to them.

Pending Initiatives

Community surveys will continue to be conducted through Corporate Planning. The results will be reported to the Police Services Board in 2003.

CPLCs and Consultative Committees will establish policing objectives in conjunction with their respective Service members for the 2002-2003 calendar year.

The Police Services Board will be hosting a mid-year evening Community Consultation meeting inviting the CPLC Chairs to attend (Board Minute P331/02 refers).

“The Commission recommends that each community policing committee have the following responsibilities:

(b) to develop, in concert with the local police division, specific policing policies and practices as needed. In this role, CPC members should be responsible for forwarding community concerns to division staff, formulating responses and communicating policies and procedures back to the community.”

Source: Commission on Systemic Racism Recommendation No. 10.3 (b)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

The Service maintains a formal consultative process at three levels within the organization, including the Community Police Liaison Committees (CPLCs) at the divisional level, the Service's ethno-racial and cultural Community Consultative Committees and the Chief's Advisory Council.

At each level, the senior officer on the committee communicates issues that have been identified in conjunction with community partners to the appropriate Service member(s) or unit(s). This ensures that these issues can be considered by the appropriate area of the Service and acted on accordingly. The Service representative then communicates, any strategies developed by the Service or outcomes relating to these issues, back to the committee.

Service representatives also use these processes to communicate Service direction, priorities and strategies to the community. The Community Volunteer and Consultation Manual clearly sets out activity standards that are to be achieved by the various committees, as well as results that must be articulated to community and Service members.

Pending Initiatives

Service committees are re-organizing their efforts within the committee structure for the 2002-2003 calendar year in accordance with the new Community Volunteer and Consultation Manual.

“The Commission recommends that each community policing committee have the following responsibilities:

(c) to act as a liaison between the police services boards and the local community. In this role, the CPC should be responsible for informing the community about police services board policies and informing the board about issues in that community.”

Source: Commission on Systemic Racism Recommendation No. 10.3 (c)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

The Service currently operates three levels of consultation within the organization, including Community Police Liaison Committees (CPLCs) operating at the divisional level, the Service’s Ethno-racial and cultural Community Consultative Committees and the Chief’s Advisory Council.

At all three levels, the Service is represented by a senior officer who is responsible for working in partnership with community members and providing necessary information as it relates to the Service and the Police Services Board.

Although these committees do not report directly to the Police Services Board, they may bring issues to the Board for consideration or resolution through the appropriate deputation process. Board members can also attend committee meetings at any of the levels of consultation.

Pending Initiatives

The Police Services Board will host a mid-year evening Community Consultation meeting inviting the CPLC Chairs to attend (Board Minute P331/02 refers).

"The Commission recommends that each community policing committee have the following responsibilities:

(d) to assist in informally resolving complaints, if requested by both the divisional superintendent and the complainants."

Source:	Commission on Systemic Racism	Recommendation No. 10.3 (d)
Response:	Disagree	
Assigned to:	Toronto Police Services Board	
Status:	Not to be Implemented	

Existing Program

Complaints regarding police officers are governed by Part V of the *Police Services Act*. This statute sets out precisely how a complaint investigation is conducted and reported upon.

With the passage of the *Police Services Amendment Act* in 1997, the process of informal complaint resolution was brought to the forefront and given a dedicated section. Informal resolution is covered in section 58 of the *Act*.

According to the 2001 *Annual Statistical Report* for the Toronto Police Service, informal complaint resolutions were used in the disposition of external (public) complaints for nearly 21% and 19% of the incidents in the years 2000 and 2001 respectively. This method provides a quick and dignified remedy to minor complaints without exposing the complainant and the involved officer to an extended process, and serves to enhance customer satisfaction for members of the public.

The fundamental operating schematic of the informal resolution process requires agreement by the complainant, the police officer and a representative of the Chief of Police. Generally these agreements are reached between the involved parties shortly after the incident. Although the assistance of the community policing committee might be welcomed, the delay associated with bringing the matter to a committee meeting may in fact impede the opportunity to informally resolve the matter.

For this reason, this recommendation will not be acted upon at this time.

“The Commission recommends that each community policing committee have the following responsibilities:

(e) to work together with police, members of the legal community and the judiciary to promote legal and other forms of community education concerning security and the operation of the criminal justice system.”

Source: Commission on Systemic Racism Recommendation No. 10.3 (e)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

Through the Service’s existing Consultative Process, community members and Service representatives can work with members of the legal community and the judiciary to promote legal and other forms of community education within the community.

The ongoing partnerships include the legal community as stakeholders, and mutual understanding is an essential element of dealing with safety and security issues within the community and understanding how the criminal justice system affects it.

The formal consultation process at all levels within the Service provides a framework for such discussion and for information sharing among community stakeholders.

"The Commission recommends that police services boards, in concert with their community policing committees:

(a) ensure that policies for policing schools reflect the goals of community policing policies and standards in the local area."

Source:	Commission on Systemic Racism	Recommendation No. 10.7 (a)
Response:	Agree	
Assigned to:	Toronto Police Services Board	
Status:	Implemented	

Existing Program

The Toronto Police Service has implemented the Elementary School Safety Program and the High School Empowered Student Partnerships Program.

The elementary school safety program consists of a five-part curriculum with specific messages targeting specific grade levels. Divisional Community School Liaison Officers throughout the city deliver the curriculum. The program was developed in partnership with the Toronto District and Toronto Catholic District School Boards, and is aimed at all elementary school age children in Toronto. Children are educated about personal safety, youth violence and victimization.

In conjunction with this program, support programs such as the safety patrollers program and bike safety programs complement the curriculum to reduce youth violence and increase community safety.

To prepare Service members to deliver the program effectively, a special Community School Liaison Officer's training course was developed and implemented through Training and Education. The main focus of this course was early childhood education.

The Empowered Student Partnerships Program (ESP) was developed by a partnership of the Toronto Police Service, Toronto District and Toronto Catholic District School Boards, and the Canadian Safe School Network. This program is designed to empower students in all high schools to create and maintain a safe school environment.

Students are encouraged to create, develop and implement year-long initiatives that will address safety concerns in their schools. Divisional ESP officers will assist and advise students at monthly meetings, and represent the Toronto Police Service in a supportive role.

As of January 1, 2003, there are fifty schools registered in the program and it is expected that this number will grow to over seventy schools by the end of the school year. It is the goal of this program to have all high schools in the City of Toronto registered in the program.

Pending Initiatives

To compliment the ESP program, the Toronto Police Service has scheduled a one-day conference where students can exchange ideas and programs that have been implemented. This is scheduled for February 2003.

An ESP website has been created through the Canadian Safe Schools Network where schools and students can receive recognition for programs implemented in their schools.

"The Commission recommends that police services boards, in concert with their community policing committees:

(b) initiate consultations with school authorities regarding board of education or school-based policies on calling the police into schools."

Source: Commission on Systemic Racism Recommendation No. 10.7 (b)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

Under provincial Adequacy Standards (O. Reg. 3/99), the Board is required, in partnership with the Chief of Police, to work with organizations such as school boards on policing issues in the City of Toronto (TPSB AD-001 refers).

There is a Police/School Protocol in effect that provides guidelines for school administrators and police when responding to calls for service and dealing with youth related issues. The provincial *Safe School Act* also provides guidelines for school boards and a process for suspension and expulsion.

"The Commission recommends that police services boards, in concert with their community policing committees:

(c) inform parents and youth about school policing issues, and convey concerns about the content or implementation of relevant policies to school authorities."

Source: Commission on Systemic Racism Recommendation No. 10.7 (c)

Response: Agree

Assigned to: Toronto Police Services Board

Status: Implemented

Existing Program

Under provincial Adequacy Standards (O. Reg. 3/99), the Board is required, in partnership with the Chief of Police, to work with agencies such as school boards on issues affecting policing in the City of Toronto (TPSB AD-001 refers).

For the Service's response to this recommendation, please refer to Recommendation No. 10.7 (a). In that recommendation, the Empowered Student Partnerships program, which promotes a safe school community, involves community members and partners as well as parents, and serves to address the concerns raised in this recommendation.