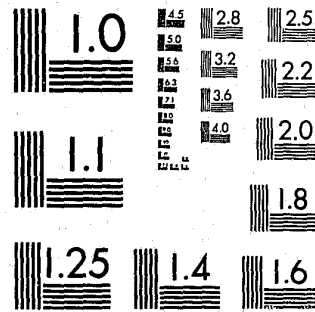


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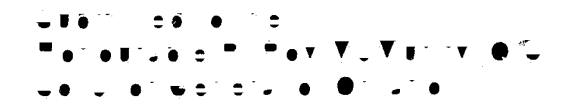
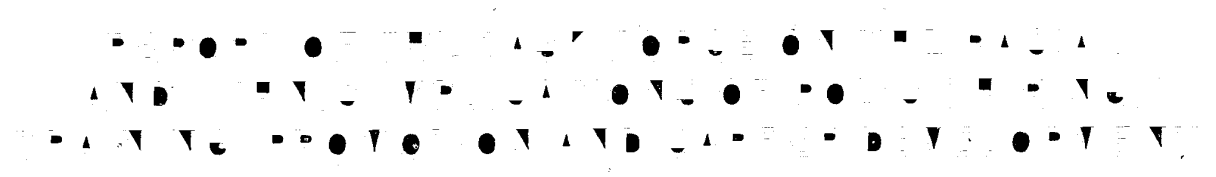
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**POLICING IN ONTARIO FOR THE EIGHTIES:
PERCEPTIONS AND REFLECTIONS**

**REPORT OF THE TASK FORCE ON THE RACIAL
AND ETHNIC IMPLICATIONS OF POLICE HIRING,
TRAINING, PROMOTION AND CAREER DEVELOPMENT.**

U.S. Department of Justice
National Institute of Justice

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ACQUISITIONS

Submitted to the
Honourable R. Roy McMurtry, Q.C.,
Solicitor General of Ontario

THE HONOURABLE R. ROY MCMURTRY, Q.C.
SOLICITOR GENERAL
THE PROVINCE OF ONTARIO

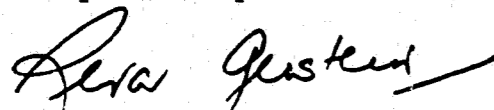
SIR:

We, the members of the Task Force on the Racial and Ethnic Implications of Police Hiring, Training, Promotion and Career Development take great pleasure in submitting our Report.

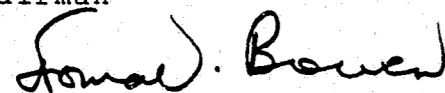
Throughout this study, we have had cooperation from the public and from all sectors of policing in the Province. An open-door policy by the Task Force permeated throughout the study. The members of the Task Force at all times felt a keen sense of commitment to the issues they were addressing, recognized the complexity of the problem, and made every attempt to come to grips with these problems in a realistic and sensitive manner.

The Task Force worked as a closely integrated team, each bringing to the study and the Report his or her special areas of expertise and genuine concern for humanity.

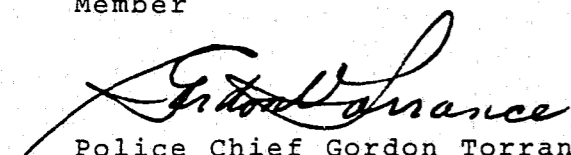
Respectfully submitted,



Reva Gerstein, O.C. Ph.D.
Chairman



Professor Norma Bowen, Ph.D.
Member



Police Chief Gordon Torrance
Member

MEMBERS OF THE TASK FORCE

DR. REVA GERSTEIN, O.C., Ph.D., CHAIRMAN

A psychologist, educator and policy adviser, Dr. Gerstein has served as Chairman of the Committee of University Affairs, was a member of the Ontario Commission on Post-Secondary Education and on numerous task forces for the Ontario Council on Health and the Federal Government. She is a trustee of the Hospital for Sick Children and policy adviser to industry and all levels of government with particular emphasis on police practices in Metropolitan Toronto.

PROFESSOR NORMA BOWEN, Ph.D., MEMBER

Dr. Bowen is an Associate Professor of Psychology at the University of Guelph. A Canadian citizen, she was born in Trinidad and received all her post-secondary education in Canada. She was President of the Ontario Confederation of Faculty Association, has served as an Arbitration Board member, and is regarded as a foremost spokesperson and advocate for equal opportunity for women within the university community. She is a member of the Ontario Council for University Affairs and of the sub-committee on the Status of Women for the Canadian Commission for UNESCO.

HAMILTON-WENTWORTH POLICE CHIEF GORDON TORRANCE,
MEMBER

Chief Torrance has been a police officer for 30 years, having served in both operative and administrative duty throughout his career. He started his career with the Hamilton Police Force and was appointed the first Chief of Police of the Region of Hamilton-Wentworth in 1973. Chief Torrance is an active member of the International Association of Chiefs of Police, second Vice-President of the Canadian Association of Chiefs of Police, and is Chairman of the Crime Prevention Committee of the Ontario Association of Chiefs of Police. Chief Torrance is also a graduate of Senior Police Administration, Ontario Police College, the Canadian Police College, and the Federal Bureau of Investigation National Academy.

SHEILA DUNLOP, SECRETARY TO THE TASK FORCE

Ms. Dunlop is a Criminologist with the Ontario Ministry of the Solicitor General.

PROLOGUE

The entire system of justice begins with the public who elect the legislators. The public, therefore, as well as the police, the courts, correction agencies, crown attorneys, rehabilitation agencies and others in the criminal justice system, have responsibility in the administration and enforcement of the law and of maintaining peace and order. What is distinctive about the responsibility of the police is that they are charged with performing these functions where all eyes are upon them and where the going is roughest, on the street. In other words, they are always visible.

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I. 1. THE MANDATE OF THE TASK FORCE ON THE RACIAL AND ETHNIC IMPLICATIONS OF POLICE HIRING, TRAINING, PROMOTION AND CAREER DEVELOPMENT

Solicitor General Roy McMurtry formed the Task Force to conduct a wide-ranging study into the racial and ethnic implications of police hiring, training, promotion and career development policies, procedures and practices. The study is to assist police as they face the challenges of an increasingly complex and pluralistic society. The police community is sensitive to these issues and has encouraged the initiative in this direction. The study is not restricted to any specific part of Ontario. Input from all areas of the Province are encouraged. The Task Force is responding to the needs of a very pluralistic society and a changing society.

I. 2 ACKNOWLEDGEMENTS

We acknowledge the report of the *Task Force on Policing in Ontario*, and the reports of Walter Pitman and Cardinal Carter as important stepping stones. Each report, in turn, is another step in raising the level of consciousness, awareness, and sensitivity of the society as a whole.

These reports should be seen not as substitutes for action but as catalysts for change. There is evidence that changes do come about - slow as they are - in police forces, in educational institutions, in community organizations, and in other social agencies. Reports help to conceptualize and crystalize the issues as they are perceived at any one time. No single report can be final or definitive because society continues to change. But we trust that with each report there will come a renewed and strengthened desire to work towards a more just society. The common objective of these reports is toward justice, equality and the freedom of choice of career, regardless of race, colour or creed.

For the documentation which was made accessible to us we are most grateful. For example, the Ontario Police Commission made available to us numerous studies which were pertinent to our task. The importance of work carried out in the United States was also recognized by the Task Force. Throughout the study, the Task Force monitored and took

cognizance of the responses of the media to the racial and minority tensions in Ontario and other countries, particularly the United States and Great Britain.

We acknowledge the spirit of cooperation from a cross section of the public. This is evidenced by the number of submissions received and people interviewed. We also acknowledge the genuine cooperation of agencies of the police in Ontario such as, the Ontario Police Commission, the Ontario Provincial Police and a large percentage of Chiefs of Police throughout the Province. In addition, we are grateful to the chairmen of Boards of Commissioners of Police and Municipal Councils, authors of pertinent reports, city officials, government agencies such as the Human Rights Commission, Ministry of Culture and Recreation, and the Ministry of the Solicitor General, and to the broad range of people who have helped to generate the ideas on which this Report is partially based.

I. 3. PROCEDURE OF STUDY

Since the focus of the study is on police-ethnic minority relationship, these two groups (the police and minorities) had to be the major source of information on which our analysis is based.

The information on police - policies, practices and procedures - was obtained in the following ways:

1. A questionnaire was sent to all (128) Ontario police forces through the offices of the Ontario Police Commission. The following information was requested from each:
 - . policies related directly to ethnic/racial issues (written or informally communicated);
 - . recruiting and hiring practices;
 - . career development programs and practices, with pertinence to the work of the Task Force;
 - . promotional procedures, with pertinence to the work of the Task Force;
 - . training programs at all levels of the police force, with particular focus on ethnic/racial implications;
 - . any other programs or future plans directly related to raising the level of awareness and understanding of ethnic/racial issues.

2. In addition, The Task Force met with government officials and members of the policing profession including the Ontario Provincial Police, the Ontario Police Commission, a cross section of police chiefs, some chairmen of Boards of Commissioners of Police and Municipal Councils, and some police officers (including some ethnic minority officers).

3. The Task Force also spent a day at the Ontario Police College where interviews were held with some instructors, and visits made to classes while they were in session.

To obtain information from ethnic minorities, the Task Force solicited submissions by sending an announcement to one hundred and twelve ethnic newspapers throughout the Province, to CFRB and CFTR radio stations, to CBC radio and television, and to CITY-TV. An advertisement was also placed in the *Toronto Star* and in the *Globe and Mail*. The announcement/advertisement invited submissions from interested groups and individuals. It was stated that the Task Force was not an investigative or a complaint body, but that it was primarily interested in receiving suggestions which would help the Task Force in its deliberations. It was further stated that the results of the study were intended to assist the police as they face the challenges of an increasingly complex and pluralistic society in the Province of Ontario. (Appendix A).

Members of the Task Force attended two conferences which had some relevance to the mandate. They were an Urban Alliance and Race Relations Conference, *After Carter and Pitman - What Now ?* and a conference sponsored by the Liaison Group on Law Enforcement and Race Relations, *Changing Attitudes in the 1980's*.

The Task Force also met with many other interested groups and individuals whose names are listed in Appendix B.

Material from jurisdictions within and outside Canada was studied by members of the Task Force. These included committee reports, research papers and projects, policy papers, and visits by individual members with police personnel in Ontario, California and Florida.

The Task Force visited the offices of the Ontario Provincial Police, the Ontario Police College, and the offices of Cardinal Carter. All other interviews were held in the offices of the Ministry of the Solicitor General.

I. 4 LIMITATIONS OF STUDY

The mandate of this study is very broad. The temptation to deal with all police practices and procedures, in depth, is ever present. However, such an encyclopaedic approach is neither indicated nor appropriate to our mandate.

In essence, we attempted to familiarize ourselves with the broad aspects of policing in Ontario, and to treat such information as background to our particular emphasis on the racial, ethnic aspects of the broad spectrum of police procedures and practices.

It is not our intention to expound at length about the roots of prejudice; neither is it our objective to seek short-cut superficial solutions to human problems of such enormous complexity and irrational heritage. We believe that the long-term and desirable goals of society should be the eradication of prejudicial and stereotypic thinking, but in realistic terms, our aims are less heroic in grandeur.

We hope to raise the level of understanding and social awareness of all members of society to the needs of a multicultural society. We add our efforts to those of Walter Pitman, Cardinal Carter, and all those throughout the Province who have contributed to these objectives. Our focus is upon those police practices, policies and procedures which will contribute to a better understanding and policing of Ontario's communities.

Although our mandate singles out the police, we recognize that their role and function change in resonance with all other sectors of the society. The extent to which we succeed in our task will be demonstrated in the extent to which serious consideration is given to our Report, the various recommendations become accepted practice and the police are further assisted to face "the challenges of an increasingly complex and pluralistic society".

Throughout this Report, the Task Force avoids the use of the term 'visible minorities' in reference to ethnic minority groups. We recognize that it is a term that has gained wide usage in recent years in Canada and is also used by some ethnic minority groups themselves. It is of interest to note that the terminology is rarely used in other countries.

As a descriptive term, to identify individuals because of their racial background and physical appearance, the concept may have some utility in that it is a statement of fact. But as an explanatory concept, which is the way it is most often used in Canada, it tends to have negative and disparaging connotations. Because of the group label and categorization 'visible minorities' are most likely to be treated differently than others. Race involves differences that are visible and are not easily assimilated and, thus, it is a more severe basis for intergroup conflict than cultural difference. Labelling or classifying individuals as different only serves to heighten those differences and results in discrimination.

Each one of us, as a human being, belongs to an ethnic group. Those who are in a minority group are so because they may lack the numerical strength to influence. In some situations they may have the numerical strength, but lack the power to bring about changes that affect their lives. To whatever ethnic group we belong, we all must be visible in our concern for man's inhumanity to man, and we all must be visible in our attempts to uphold the freedom and dignity of all people.

II. SUMMARY

The Task Force was established to study the racial and ethnic implications of police hiring, training, promotion and career development policies, procedures and practices. The purpose of the study is to assist the police as they face the challenges of an increasingly complex and pluralistic society. If we have accomplished our task it is, in large measure, due to the spirit of cooperation received from members of the police forces in Ontario and of individuals from a cross-section of the community.

The focus of the study is on police-ethnic minority relationship, and the responses from the police forces in Ontario to six areas of concern which provided, in part, the basis of our analysis. The police forces were asked to provide the Task Force with the following :

- a) policies related directly to ethnic/racial issues (written or informally communicated);
- b) recruiting and hiring practices;
- c) career development programs and practices with pertinence to the work of the Task Force;
- d) promotional procedures, with pertinence to the work of the Task Force;
- e) training programs at all levels of the police force, with particular focus on ethnic/racial implications; and
- f) any other programs or future plans directly related to raising the level of awareness and understanding of ethnic/racial issues.

Information on other aspects of policing was obtained from interviews with government officials and members of the police profession, including the Ontario Provincial Police, the Ontario Police Commission, a random selection of Police Chiefs, some chairmen of Boards and Councils, some police officers (including native Indian officers and ethnic minority officers) and Police Instructors at the Ontario Police College.

The ethnic-minority communities were reached through announcements, which were sent to one hundred and twelve ethnic newspapers throughout the Province, to CFRB and CFTR radio stations, to CBC radio and television and to City-TV. Announcements were also placed in the *Toronto Star* and the *Globe and Mail*. These announcements invited interested groups and individuals to make submissions to the Task Force. It was emphasized that the results of the study were intended to assist the police as they face the challenge of an increasingly complex and pluralistic society in the Province of Ontario.

The mandate of the study is very broad. The Task Force, however, made a conscious effort to limit itself to those police practices, policies, and procedures which will contribute to a better understanding and policing of the community and, in particular, improved relations with ethnic minorities.

Although the mandate focuses on the police, it is recognized that their role and function change in keeping with changes in all other sectors of society. Culture determines an individual's perception, beliefs and values. It follows, then, that the attitudes of the police are, to a large extent, a reflection of the attitudes of the Canadian society. Our main

objective, therefore, is to raise the level of understanding and social awareness of all members of society, including the police, to the needs of a multicultural society.

The majority of people who migrate to Ontario are law-abiding, and the few who do not respect the law are, indeed, the exception. Creative and innovative ways must be found to help all people understand the law and the role of police in our society. Police, on the other hand, should recognize that most of their experience with minorities is crisis-oriented which, in turn, can distort their overall perception and reaction. There is always the tendency, on both sides, to generalize from one to all. Because of the visibility of the police, there is a tendency for people in the community to expect the police to solve the ills of society. The police, however, are only one segment of the society they serve. In order for us to have a more harmonious community all segments of the public must recognize the part which they must play. Nevertheless, because the actions of police can affect, at one time or another, every member of society they can in many ways be a harbinger of change even though they cannot change the total society. In sum, police attitudes and behaviours are perceived as being crucial to better community relations.

Within any community the police are expected to perform a variety of tasks, and when the needs are greatest the doors of most social agencies are closed. Accordingly, the police are the only twenty-four hour a day, three hundred and sixty-five (or six) days of the year agency spread over communities, large and small.

We must recognize the broad range of expectations of police and the impossibility of any profession carrying out all of these responsibilities to the satisfaction of a demanding and critical society. If the present number of police officers is expected by the public to carry out all the tasks delineated in this Report, superficial solutions to many urgent and serious problems are all that can be expected. The present economic reality may necessitate different and innovative approaches to policing than heretofore. New approaches may involve the increasing use of civilians with professional expertise.

The Task Force views the Ontario Police Commission as being in a strategic position to affect the greatest number of police officers in Ontario at all stages of their development. We believe that the Commission can assist in raising the level of professionalism of the police throughout the Province, by keeping abreast of new developments in policing in assisting communities to clarify priorities, and in making the police career more attractive to a broader spectrum of people in Ontario.

Many of the recommendations which we make on the Ontario Police Commission have to do with its role and function. In general, we would like to see the Commission more clearly defined as a buffer body to advise the Solicitor General of the Province on matters relating to the police. We also think that its role should be strengthened so that it can play a strategic part in raising the level of professionalism at all levels of policing.

The Task Force also regards as of equal importance the role that members of the Boards of Commissioners of

onerous task in their job of policing. There is a high degree of personal risk and stress involved. They are often called upon to use their individual judgement and to exercise their individual powers over others. Furthermore, the consequences of their actions can be, at times costly to self, to other people's lives and/or their self respect, and to society as a whole.

It is, therefore, important that police personnel develop and use a selection process that would facilitate the selection of individuals, regardless of their race, colour, ethnic background, religion, or sex who can do the job of policing a multicultural and pluralistic society with sensitivity, integrity and fairness.

The role and place of psychological assessments in the selection of police officers are discussed at great length in this Report. The expectations and limitations of psychological tests, particularly the implications for minority groups are also addressed. We suggest that psychological assessment should not be viewed as the cure-all for the problems that are associated with selecting the best suitable persons for the job of policing. Rather, psychological assessments should be seen as supplementary to the information that personnel officers obtain on their applicants, including the intensive face-to-face interview all police forces conduct.

We emphasize that psychological assessment, if done, should not be used as a substitute for the other selection tools. We also stress that to use psychological tests as the only screening techniques may discriminate, unjustifiably, against many individuals,

particularly those from minority groups, who may have excellent qualifications for policing.

The Task Force suggests that psychological tests do have a role in the selection and screening process for police personnel. But they should not be expected to make personnel decisions by themselves. Psychological assessments, in combination with sensitive interview procedures by competent police officers, can decrease the number of errors that are possible with less objective methods - for example, the ability "to smell a good cop".

We see the use of a monitoring mechanism, which reviews all instances in which there is a discrepancy in judgement between the police interview evaluation and the psychological assessment, as a progressive step. This procedure not only strengthens the police interview process, but also strengthens the relevance of the assessment made by the psychologists.

In brief, the Task Force sees the face-to-face interview conducted by police personnel as being very critical, particularly for the selection of individuals from ethnic minorities. Individuals, in most situations, tend to select those persons who are like them in attitudes, beliefs, values and physical appearance. Police personnel are no different in this respect. The assignment of qualified personnel to the selection unit is the key to, and perhaps the corner stone of, the selection process. Every effort must, therefore, be made to upgrade the skills of those individuals who are involved in the interview. Since the final decision must rest with the police officers themselves, rather than with the psychologist, efforts must be made to

increase the status and professionalism of the personnel (particularly their objectivity) and their interview procedure and techniques.

In discussing the training and higher education for police officers, the Task Force focused on those aspects which dealt with the human dimension in policing. While we recognize the need for training in procedures and technical skills, we suggest that too much emphasis on these aspects is likely to obscure the fundamental concern for relating to people. At the present time, the broader educational needs of police officers are disproportionately met, compared to needs associated with the traditional role of the police officer.

We emphasize, in this Report, the need to increase the professionalism of police officers, rather than the upgrading of their level of education *per se*, although we do not wish to diminish the importance of higher education for police officers. We regard the professionalism of police personnel as vital to the policing of a modern and multi-cultural society since police professionalism could help close the gap between the police and the community they serve.

We regard the introduction of a multicultural program into the training of police officers as an important step in the fostering of professionalism in policing. There is the danger, however, of seeing this development as the solution to the conflicts between the police and the community. An added danger is that community officers may be expected, by themselves, to carry the full burden of being sensitive and responsive to the needs of the ethnic minority communities for all

members of the police force. Moreover, because multicultural programs are viewed as 'special programs' to be given at 'specific times', there is the tendency for police officers to regard these programs as unnecessary thus developing psychological barriers to them.

Unless police officers, at all levels, recognize that the knowledge and understanding which are derived from these programs are as essential to policing a multi-cultural society as knowing how to use a firearm, policing in Ontario is bound to be fraught with unresolved police-community conflicts and difficulties. One cannot stop a person from being prejudiced by edict, nor can one legislate change in people's attitudes. However, through the educational process individuals can be made more aware of, and sensitized to the myths that are usually associated with stereotypes and attitudes towards people who are different from the majority.

Canada is rapidly becoming a multicultural society and a thorough understanding of such a society must become a major objective of the police services, and also of all sectors of the community they serve. What the police expect from the community should not be regarded as of lesser importance than what the community expects from the police. Without this crucial twinning of expectations the task of policing will be made much more difficult and the possibility of any individual living in a safe society with freedom and dignity would, indeed, be remote.

Among the several recommendations which we make, we recommend that police forces should continue to develop,

at the local level, multicultural programs and activities that are aimed at opening the lines of communication between the police officers and their community in order to bring about understanding and harmony. We strongly urge that multiculturalism should be the concern of all officers and not only that of community officers or those associated with specific programs. We also stress that members of Boards and Councils should themselves know and understand their communities and be aware of the multicultural issues within their communities.

The same level of professionalism which we expect from our police forces is also essential for those who govern and set policies for police officers. For changes to be effective, all levels of the police community must be involved, and positive attitudes towards the multicultural society should pervade throughout. Members of the governing bodies of police forces in Ontario must be exemplary role models for their officers in their speech, in their behaviours, and in their attitudes. They must be sensitive to and understand the communities they serve. They must be willing to accept, and even initiate, changes that are necessary to bring about harmony between the police and the community. To do less would be an abrogation of their responsibility to their office.

In discussing promotion and career development of police officers, the Task Force was primarily concerned with their competencies, skills, and the opportunities that are available for them to put these talents to effective use in their role and function as police officers. We do not focus specifically

on the promotion and career development of minority officers *per se*, since we feel that the employment conditions which lead to a satisfying career for minority officers would also have significant implications for all police officers.

In general, we were concerned with the emphasis which is placed on starting 'on the beat' and working one's way through the ranks in a linear fashion. This hierarchical police management system, with the emphasis on rank, presents limitations for minority officers who would be, by and large, recent arrivals to many police forces. In like manner, the limitations in promotion and career development also exist for many outstanding officers. We would not like to see police officers with ten or twelve years experience, at a point in their career where promotion looms high on the horizon, think that they need not enforce the law in order to 'avoid the hassle' which they believe would decrease their chances for promotion.

The Task Force is of the opinion that these linear limitations to promotion and career development, in part, contribute to low job satisfaction, low morale, high levels of frustration and poorer service to the public. We suggest that it would be both desirable and necessary for police forces, with the decreasing opportunities for promotion, to develop career models for their officers with the objective of identifying and recognizing the competencies and strengths of individual officers in order to make more effective use of their talents and skills.

Ontario is a pluralistic society which has been greatly enriched by its people from diverse cultural backgrounds.

We applaud those communities that have tried to reach out and be helpful to newcomers. Our concern in the Task Force lies in the relationships between the multicultural communities and their perceptions of the police. Many of them, without any personal experience with the police, have developed a sense of anxiety and fear which have been generated sometimes by a lack of information, sometimes by a carry-over of experiences with police in other countries, and sometimes by the negative effect that the media have had on them.

Police cannot operate effectively by themselves. It is an understanding community, appreciating the needs of each other, which makes it possible for police to react positively in new directions. People's perception and expectations of the police vary. Those in the middle and upper socio-economic strata tend to look favourably on the police as the protectors of their rights and property, while those in lower socio-economic groups are more likely to fear the police.

Minority groups do not necessarily fall into one socio-economic group or the other. Their fears and anxieties can be, and have been, in some instances generated by hostile verbal and physical abuses. Fear for their own safety, and their children's, can escalate far beyond social and economic class attitudes. Negative stereotypes expressed in the printed word, in photographs, or in television images can be sources of fear, pain and discomfort.

The attitudinal changes in the community through the people themselves, through the school system, through

all channels possible, in addition to the police, which make racism an undesirable way to express aggressive bias, contribute to a better society in which we can all live in harmony. Scape-goating of police or of the community does little to raise the level of understanding.

The Task Force has the impression that, in their zealous search for news, the media have, in some instances, tended to heighten the racial problems and tensions which have occurred. What citizens hear, read and see about police in the news media is as important as the perceptions they form from direct contact. This is particularly true if we consider that a majority of citizens in a given community seldom have direct contact with a police officer, but almost daily are exposed to news accounts and interpretations of police activities.

As self-appointed arbiters of the conscience of the public, the media have an important role to play in fostering and promoting better police-community relations as an on-going service to the public. To examine the role and functions of the police only when conflicts with the community arise tends to be more harmful than beneficial, since the emphasis seems to be on conflict and disorder to the neglect of positive news. This approach gives the impression, however misleading, that the media are interested in problems rather than solutions, in negative rather than in positive images of the police.

In summary, the Report focuses on the police in Ontario. Section V which is the core of the Report, deals with the perceptions and expectations of the police in the

Eighties; the Ontario Police Commission; the police forces in Ontario; Boards of Commissioners of Police and Municipal Councils; other agencies; recruitment practices, selection procedures; training and higher education; promotion and career development and ancillary services. In Section VI, the Task Force addresses very briefly issues which relate to the communities of Ontario, including the media. The twenty-six recommendations are intended, if implemented, to improve the relationship between the police and the community they serve, and will have significant implications for the ethnic minorities in Ontario.

III. RECOMMENDATIONS

THE ONTARIO POLICE COMMISSION (pages 42 - 43)

1. *The role of the Ontario Police Commission be recognized and strengthened so that it can play a strategic part in raising the level of professionalism at all levels of policing.*
2. *Its present name be evaluated in terms of the confusion in peoples' minds with other local commissions.*
3. *The functions of the Commission should be clearly defined as a buffer body to advise the Solicitor General of the Province on matters relating to the police.*
4. *The Ontario Police Commission be granted funding to enable it to initiate and conduct research into police systems, making use of expertise in areas such as multiculturalism.*

RECRUITMENT PRACTICES (pages 53 - 62)

5. *Police forces (should) develop positive recruitment programs which are aimed at reaching qualified individuals from minority groups.*
6. *Police forces be encouraged to use recruitment brochures which portray positive images of officers from minority groups who can serve as role models.*

7. Police forces should undertake, in cooperation with media, a publicity program which is aimed at highlighting human interest stories, in particular, success stories of minority officers who are now in the police forces.
8. The Ontario Police Commission should stimulate and facilitate the recruitment programs of police forces across the Province. Specifically, it should monitor the effects of the programs of individual police forces in attracting qualified individuals from minority groups.

SELECTION PROCEDURES (pages 63 - 75)

9. Police forces, where possible, should include some form of psychological assessments in their selection procedures. These assessments, when done, must be used in combination with all the other information obtained by police forces, and not as the only screening device.
10. Police forces are encouraged to appoint competent and sensitive personnel to the selection unit. In addition, every effort should be made to upgrade their interview skills and techniques.
11. The Ontario Police Commission should study what the functions of police officers for the Eighties are, in order to provide guidelines for appropriate selection techniques for police forces.

TRAINING AND HIGHER EDUCATION (pages 76 - 100)

12. The fundamental training of police officers be continued to be offered in a centralized training institution, such as the Ontario Police College.
13. The Ontario Police Commission continue to supervise, and be responsible for, all training programs offered at the Ontario Police College.
14. The Ontario Police Commission, through its Advisory Committee of the College, ensure that the training that police officers receive at the Police College continue to be responsive to, and consistent with, the changing needs of society.
15. The multicultural courses being offered at the Police College be integrated more fully in the entire training program of police officers. Further, that these multicultural courses be made relevant to the Ontario multicultural society with particular emphasis on needs of local police forces.
16. All instructors, particularly those involved in multiculturalism courses, should be carefully selected on the basis of their sensitivity and awareness of issues related to multiculturalism.
17. Police forces should continue to develop, at the local level, multicultural programs and activities that are aimed at opening the lines of communication between the police officers and their community in order to bring about understanding and harmony. Multiculturalism

should be the concern of all officers and not only that of community officers or those associated with the program.

18. Police forces should continue to encourage their officers to upgrade their educational level at any post-secondary institution.
19. The Ontario Police Commission should conduct a seminar once each year for Boards and Councils to discuss multicultural issues. It should also encourage the flow of communication between it and the Boards.
20. Police forces should strive for a maximum of four years, and encourage a turn-over of less than four years where feasible in their refresher training programs. Training opportunities should be linked with the career development of officers.

PROMOTION AND CAREER DEVELOPMENT (pages 101 - 109)

21. Police forces be encouraged to develop career development models with the assistance of the Ontario Police Commission.
22. Police forces should take into consideration for promotion and career development, initiatives taken by individual officers to upgrade their education and their involvement in community activities.
23. Discriminatory and unfavourable behaviour by an officer toward individuals in the community should be a disincentive for promotion.

24. Police forces should seek innovative ways to increase the job satisfaction of police officers other than through the traditional vertical routes.
25. Where possible, police forces should appoint a career development officer (or committee) who can counsel individual officers and facilitate them in the planning of their career development.
26. The Ontario Police Commission be provided with funding to assist in the planning and development of career models.

IV. INTRODUCTION

In our Canadian democracy, the state is considered as the servant of the people. We recognize that a very clearly defined difference exists between a 'police state' and a 'policed state'. A 'police state' is the situation which prevades when the state is the servant of a few. In contrast, our acceptance in Canada of a 'policed state' implies that the state is the servant of the majority of people whose wishes it carried out. This is a very subtle and far-reaching distinction which has broad implications. It implies that the citizen is more important than the state, and provides that a majority of discontented citizens can, by peaceful and legal means, bring about change in government that is not adequately striving for the things that concern them.

Laws in their embryonic stages in a democracy such as ours are spontaneous and undergo changes as society evolves, independent of any dominant will. Our perception of law and order is clear. We accept the assumption that laws should be administered as they stand. Revisions, if they are to be made, should be done by proper means, that is by appropriate legislative bodies, and not by personal whim or individual interpretation by anyone. Law, in a sense, establishes and upholds democracy, and order guarantees and makes certain that the law is respected, and that all segments of society live peacefully within the constituted framework.

Our personal freedom is very dearly cherished, and it is only by respecting and upholding the law that personal freedom is possible. It is important to realize that when any person reaches Canadian soil, and becomes a citizen like all those natively born, or who preceded him or her in immigration, that he or she inherits all the rights and privileges of freedom, including the responsibility to respect and uphold the law.

The police are charged with performing the functions of enforcing the law and maintaining order on the street. All eyes are upon them, including the sometimes exaggerated and selectively discriminating eyes of the media in search of news. In a sense, police function at the cutting edge of where democracy touches the rapidly changing pluralistic society it serves. The police are an integral part of that society and not a separate entity. They are not immune to the changes of society and are susceptible to the same stresses and strains of a continually changing world as all other persons in it. The rapid growth of technology has shifted police from the familiar constable on the corner in a neighbourhood setting, to an officer in a highly sophisticated mobile steel vehicle which, on the one hand, is a computer terminal which links him instantly to his headquarters and, on the other hand, has a tendency to separate him physically and psychologically from the people on the street.

Ontario is shifting from a collection of predominantly homogeneous rural isolated villages and towns to a highly industrialized, urban, sophisticated society.

Television, satellites and air transportation have broken the barriers of isolation and the remotest villages can be in touch with current thoughts, crises, technological developments and world events almost instantly.

Table 1 indicates the racial/ethnic origin of people in Ontario.* Table 2 shows the pattern of immigration to Ontario. A combination of Tables 1 and 2 provides us with evidence which demonstrates dramatically the multicultural heritage of Ontario, the rapid rate of change in the racial/ethnic mix, and the shifts in population in large cities, and to a lesser extent in smaller communities.

The great majority of people, who come to live in Ontario, are law-abiding and respectors of law and order. It is erroneous to think that every ripple of immigration must of necessity create crises. Most minority groups, whether they were religious, racial or ethnic, through Canada's long history of immigration, have become an integral part of our society over a period of time. It is only the exceptions who do not understand or respect the law. Innovative means must be found to communicate and help all people to understand the law and the role of police in our society. Police, on the other hand, should recognize that most of their experience with minorities is crisis-oriented, which can distort their overall impression.

Because of the visibility of police, too often there is a tendency for people in the community to expect the police to be in the vanguard of social change. What seems to be overlooked is that police are only

* Based on 1971, 1976, 1978 and 1979 census.

TABLE 1

**RACIAL/ETHNIC ORIGINS OF
THE PEOPLE OF ONTARIO**

CURRENT GROWTH RATE: 10% per decade

Population, June 1, 1979.....8,506,000
% Canadian total.....35.92
% Change, 1976-1979.....+2.92

POPULATION

| | 1978 Estimates 000's | % Total | 1976 Census 000's | % Total |
|--------|-------------------------|------------|----------------------|------------|
| Total | 8,444.9 | 100.0 | 8,264.4 | 100.0 |
| Urban | n.a. | n.a. | 6,708.5 | 81.2 |
| Rural | n.a. | n.a. | 1,555.9 | 18.8 |
| Male | 4,177.1 | 49.5 | 4,096.8 | 49.6 |
| Female | 4,267.9 | 50.5 | 4,167.6 | 50.4 |

MOTHER TONGUE

| | 1976 Census | % Total |
|-----------------------|----------------|------------|
| English | 6,457,645 | 78.1 |
| French | 462,070 | 5.6 |
| Chinese & Japanese | 57,440 | 0.7 |
| Croatian & Serbian | 57,490 | 0.7 |
| German | 154,625 | 1.9 |
| Greek | 48,205 | 0.6 |
| Italian | 309,810 | 3.7 |
| Native Indian | 21,215 | 0.3 |
| Netherlandic & French | 66,330 | 0.8 |
| Polish | 57,050 | 0.7 |
| Portugese | 88,495 | 1.1 |
| Ukranian | 76,035 | 0.9 |

RACIAL ORIGIN

| (major ethnic groups-000's) | 1971 Census | % Total |
|-----------------------------|----------------|------------|
| British | 4,576 | 59.4 |
| French | 737 | 9.6 |
| German | 475 | 6.2 |
| Greek | 67 | 0.9 |
| Hungarian | 66 | 0.9 |
| Italian | 463 | 6.0 |
| Jewish | 135 | 1.8 |
| Native Indian | 63 | 0.8 |
| Netherlands | 207 | 2.7 |
| Polish | 144 | 1.9 |
| Scandinavian | 60 | 0.8 |
| Ukranian | 160 | 2.1 |
| Other | 550 | 7.1 |

Immigrants by Country of Last Permanent Residence and By Area of Destination, Ontario, 1977

| Area of Destination | Germany Fed. Rep. of | Greece | Guyana | Hong Kong | India | Italy | Jamaica | Pakis- tan | Philip- pines | Portu- gal | Tan- zania | Trin & Tob | United Kingdom | United States | Yugos- lavia |
|---------------------|----------------------------|--------|--------|--------------|-------|-------|---------|---------------|------------------|---------------|---------------|---------------|-------------------|------------------|-----------------|
| Ontario | 955 | 1,016 | 2,059 | 2,881 | 2,406 | 1,947 | 5,257 | 1,018 | 2,957 | 2,344 | 322 | 1,108 | 9,901 | 5,063 | 1,038 |
| Brantford | 3 | 1 | 1 | 4 | 35 | 8 | 3 | 1 | 7 | 10 | - | - | 69 | 23 | 1 |
| Cambridge | 6 | - | 7 | - | 28 | 3 | 6 | 17 | 1 | 92 | - | 1 | 143 | 27 | 7 |
| Guelph | 18 | 3 | 22 | 24 | 20 | 17 | 16 | 5 | 15 | - | - | 4 | 115 | 41 | 16 |
| Hamilton | 55 | 24 | 43 | 61 | 105 | 113 | 82 | 23 | 66 | 109 | 1 | 24 | 408 | 120 | 141 |
| Kingston | 8 | 11 | 13 | 13 | 8 | 9 | 8 | 2 | 22 | 34 | - | 2 | 53 | 34 | 1 |
| Kitchener | 73 | 12 | 46 | 8 | 24 | 4 | 43 | 5 | 2 | 58 | 1 | 10 | 144 | 64 | 52 |
| London | 20 | 39 | 32 | 84 | 24 | 28 | 48 | 4 | 29 | 83 | 4 | 12 | 308 | 149 | 39 |
| Niagara Falls | 3 | 8 | - | 11 | 1 | 25 | - | 2 | 19 | 1 | 1 | 3 | 55 | 64 | 19 |
| Oshawa | 10 | 6 | 16 | 25 | 18 | 11 | 83 | 1 | 11 | 8 | 2 | 11 | 95 | 81 | 13 |
| Ottawa | 51 | 31 | 83 | 156 | 113 | 70 | 179 | 44 | 65 | 59 | 12 | 37 | 566 | 181 | 11 |
| Peterborough | 2 | 3 | 1 | 8 | - | - | 1 | - | 1 | - | - | 2 | 35 | 14 | - |
| St. Catharines | 14 | 12 | 1 | 10 | 5 | 18 | 7 | 1 | 18 | 24 | - | 19 | 526 | 90 | 8 |
| Sarnia | 4 | 5 | 1 | 16 | 9 | 13 | 6 | 6 | 8 | 28 | 1 | 4 | 158 | 91 | 12 |
| Sault Ste. Marie | 5 | - | - | - | 2 | 17 | 8 | 1 | 1 | 15 | - | - | 16 | 52 | 2 |
| Sudbury | - | 11 | 2 | 7 | 13 | 17 | 8 | - | 6 | 5 | - | 6 | 22 | 40 | 6 |
| Thunder Bay | 12 | 5 | 3 | 19 | 10 | 31 | 4 | 1 | 13 | 7 | - | 2 | 37 | 62 | 13 |
| Toronto | 419 | 739 | 1,661 | 2,165 | 1,611 | 1,282 | 4,071 | 808 | 2,266 | 1,456 | 285 | 874 | 4,780 | 2,087 | 520 |
| Windsor | 24 | 36 | 15 | 48 | 40 | 97 | 28 | 16 | 97 | 5 | 3 | 6 | 237 | 247 | 87 |
| Other | 228 | 70 | 112 | 222 | 340 | 184 | 656 | 81 | 310 | 350 | 12 | 91 | 2,334 | 1,596 | 90 |

Source: Employment and Immigration Canada, Immigration Statistics.

one segment of the society they serve. In order for us to have a more harmonious society, all segments of the public must recognize the part which they must play. Police officers cannot change the total society. The reduction of racial/ethnic tensions will require the assistance and support of the total community. Too often, police officers suffer the same pains and anguish of minority groups, are stereotyped, are pre-judged and are deprecated and harassed. Police are human beings, as are all members of society. Inside out, all feel pain, react to verbal and physical abuse, dislike indignities, and all want to be treated fairly and justly. All of us will have to learn more about each other despite our personal biases. A mature, civilized and democratic society must strive daily to learn how to treat all its members respectfully and work towards reducing man's inhumanity to his fellow man.

Police can play an important part in raising the level of consciousness and awareness of justice for all people, regardless of social strata, religious belief, skin colour, sexual identification, or historical suffering or displacement. The visibility of police makes them models of behaviour, good and bad, for all others to emulate. This is a unique responsibility for police which they cannot ignore.

Morality and prejudicial attitudes cannot be legislated. Any move towards stricter legislation runs the risk of merely placing on the books a set of tougher laws, impossible to implement, with an enormous potential for individual interpretation and further abuse. Effective law enforcement and peace-keeping depend not only on the respect and confidence of the public, but on a close, direct and continuous communication between the police and

every sector of society. Indeed, one is not possible without the other. Strong community ties and understanding provide the base for all positive police practices and procedures.

A study such as this must be perceived and understood within the context of the times in which it is written. Recently, racial tensions have erupted in Toronto and more dramatically in places abroad. The repercussions from other parts of the world are felt in Ontario, particularly in the larger cities. Despite histories of entirely different causal sequences, minorities in Ontario feel the impact of race riots wherever they occur. We cannot underestimate the importance of such events, and must treat racial/ethnic tensions which arise in our own society with a sense of urgency. Hostile attitudes, fears and anxieties - racist and otherwise - can be triggered and escalated by unstable economic conditions, unemployment, particularly for young people, and 'hyperactive' media. As we enter the Eighties, all these problems are already upon us. Ontario is not immune - we have our own fragilities and vulnerabilities.

V. THE POLICE IN ONTARIO

The principles enunciated in 1829, by Sir Robert Peel, are as relevant today as they were over a century ago:

1. The basic mission for which the police exist is to prevent crime and disorder as an alternative to the repression of crime and disorder by military force and severity of legal punishment.
2. The ability of the police to perform their duties is dependent upon public approval of police existence, actions, behaviour, and the ability of the police to secure and maintain public respect.
3. The police must secure the willing cooperation of the public in voluntary observance of the law to be able to secure and maintain public respect.
4. The degree of cooperation of the public that can be secured diminishes, proportionately, the necessity for the use of physical force and compulsion in achieving police objectives.
5. The police seek and preserve public favour, not by catering to public opinion, but by constantly demonstrating absolutely impartial service to the law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws; by ready offering of individual service and friendship to all members of the society without regard to their race or social standing by ready exercise of courtesy and friendly good humour; and by ready offering of individual sacrifice in protecting and preserving life.

6. The police should use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient to achieve police objectives; and police should use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. The police at all times should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police; the police are the only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interest of the community welfare.
8. The police should always direct their actions toward their functions and never appear to usurp the powers of the judiciary by avenging individuals or the state, or authoritatively judging guilt or punishing the guilty.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them.

V. 1. PERCEPTIONS AND EXPECTATIONS IN THE 1980's

Each person has a different impression of the nature of the police function, based upon his or her personal experiences and contacts with police officers. Perceptions of the police range all the way from a group that is highly admired and respected, to a group that is subjected to brutal criticism and scapegoating. Our mandate is concerned with those areas where minority groups are particularly affected by all police functions.

Within a community the police are expected to perform a variety of tasks, such as -

- . dealing with human conflicts ranging from large-scale rioting to family disputes;
- . responding to physical and verbal assaults;
- . enforcing regulations which range from traffic to municipal by-laws to tracing the most recent complex frauds and thefts committed through computer intervention;
- . providing emergency services because of their twenty-four hour availability;
- . carrying out prevention programs which range from promoting safe driving and preventing accidents to initiating programs to reduce racial tensions, particularly in larger cities;
- . preserving the right of free speech, even when the speech is intensely antagonistic, and likely to incite conflict;
- . distinguishing between legal and illegal group behaviour and balancing the value of free expression against the risk of public disorder.

It is of interest to note that police officers spend a high percentage of their time dealing with domestic disputes. Proposals to relieve the police of what are essentially social services, or to view police as predominantly social workers, have too often

failed to take into consideration the relationship of such services to more serious crime. Domestic disturbances can culminate in a serious assault or homicide, so that viewing police responsibilities as 80% or 90%, or any other percentage for that matter, as social service in character can distort the unique role which police perform. Precipitously, the social work aspects of policing can switch to responsibilities for which only the police have the legal right to perform. It might be desirable for agencies, other than the police, to develop services that, on the surface, seemingly bear no relationship to criminal or potentially criminal situations. The fact that such agencies do not exist at the present time suggests that the police are likely to remain for some time as the only twenty-four hour-a-day, seven day-a-week agency spread over communities large and small.

All of these comments about the functions of the police pertain to serving police in every community, and since some situations have arisen with racial and ethnic implications, the police are now expected to play an even more extensive role to defuse and eradicate such tensions. We must recognize the broad range of expectations of police and the impossibility of any profession carrying out all of these responsibilities to the satisfaction of a demanding and increasingly outspoken society. In his chapter on the role of police in today's society, Louis Radalet has clearly indicated the growing complexity of this subject and the broad range of opinion about it (*The Police and the Community*, 1980). In 1974, *The Task Force on Policing in Ontario* recognized this problem and made the following recommendations:

Objectives within each police force be defined in terms of that community's requirements for crime control, protection of life and property, and maintenance of peace and order.

The reality of police judgement in the application

of law be squarely faced in each police force, and that deliberate and continuing steps be taken to ensure that each police officer has the ability to exercise his judgement so as to support the objectives and priorities of the force.

Although this broad topic is beyond the mandate of our Task Force, we clearly recognize that there is no single formula that can apply everywhere. Communities, even neighbourhoods within communities, differ in their cultural, ethnic, racial, socio-economic, educational, occupational and demographic features. The rate of change within and among communities can vary. If the police are to serve their communities well, they will have to develop services for their particular communities. In other words, the order of priorities, among the job to be performed by police, will have to be developed with sensitivity, flexibility and relevance. The Ontario Police Commission should be encouraged to study the problem, in its broad aspects, so that it can assist municipal police forces in working out their own priorities.

Even if we were able to train and educate a limitless number of police officers to carry out all these functions, the economic restrictions introduce a serious note of reality. If the present number of police officers is expected by the public to carry out all the perceptions we have delineated, superficial approaches to many serious problems are all that we can expect. New approaches to these policing problems may involve the increasing use of civilians with professional expertise.

Ontario is served by a broad range of police agencies interrelated, and each performing special functions. In this Report, we will attempt to focus upon those aspects of their function which bear a relationship to ethnic/racial minorities.

V. 2. THE ONTARIO POLICE COMMISSION

The Ontario Police Commission was established in 1962 by the Legislature, following recommendations contained in the *Roach Report*. The Ontario Police Commission was meant to act as a buffer between the Minister and all law enforcement agencies in the Province. It does not have direct responsibility for direct authority over municipal police forces, but maintains an advisory function by which it attempts to lead police administration rather than direct it. The Commission works through seven advisors who are assigned to districts throughout the Province. The Commission is responsible for the administration and operation of the Ontario Police College. The College provides police training from the recruit stages upwards and, since its inception, has trained thousands of police officers. A recently revitalized advisory committee on police training in Ontario is an important adjunct of the Ontario Police Commission.

The Ontario Police Commission, as an instrument to reach all the police forces in Ontario, is not fully understood and appreciated by some sectors of the police system and the public at large. The Commission, because of its strategic position, has an opportunity to affect the greatest number of police officers in Ontario at all stages of their development, in addition to what goes on at the local level. The Commission can assist in raising the level of police professionalism throughout the Province, whereby no matter how small a community, they can be kept aware of recent developments in policing, in clarifying priorities, and in making the police career more attractive to a broader spectrum of people in Ontario. This should not be interpreted as a desire to make the Ontario Police Commission a substitute

for the many positive steps which have been taken already by individual police forces in many of these areas.

The Task Force recommends that:

- . The role of the Ontario Police Commission be recognized and strengthened so that it can play a strategic part in raising the level of professionalism at all levels of policing.*
- . Its present name be evaluated in terms of the confusion in people's minds with other local commissions.*
- . The functions of the Commission should be clearly defined as a buffer body to advise the Solicitor General of the Province on matters relating to the police.*
- . The Ontario Police Commission be granted funding to enable it to initiate and conduct research into police systems, making use of expertise in areas such as multiculturalism.*

V. 3. THE POLICE FORCES IN ONTARIO*

Ontario is served by 128 police forces** whose membership ranges from one to over five thousand and whose jurisdiction ranges from municipal, to regional, to provincial. The Task Force was impressed with the growing professionalism among all the police forces throughout the Province. This includes not only police forces in the large urban centres but also in many of the smaller police forces. The communities served by Ontario police forces range from small isolated communities such as Red Rock to large urban centres such as Metropolitan Toronto. The mix of populations served varies from community to community throughout the Province. We are not implying that the influx of new Canadians automatically brings crises; in fact, in most cases the newcomers become an integral part of their community. However, in those communities where the population mix is changing very rapidly, particularly in the larger urban centres, the process of integration, along with justifiable pride of identity with one's particular racial/ethnic background, has in some instances caused tensions.

The police forces in most of the smaller communities give evidence that racial/ethnic tensions are not a problem in their community and not a problem for themselves. In the larger communities, the police have become in many instances the targets for tensions. Most of the large centres are in the process of developing programs to prepare their officers to cope with these situations in a more effective way. The expectation that the police officer, as a human being, can and should be significantly different from the rest of the population and totally free from prejudice is an

* The work of the Royal Canadian Mounted Police is not within the mandate of the Task Force.

** Appendix C.

unrealistic objective. What one should work toward is helping all people in the Province raise their level of awareness, understanding, and sensitivity to other people. And police officers, in particular, should learn how to discipline themselves and, in the performance of their duty, be fair to people of all backgrounds.

There is reason to believe that there are officers on some police forces who are uncomfortable with and antagonistic toward people who are different from themselves. This statement can also be made of many people in the total society. Every effort must be made, through the policies enunciated, and actions taken by the senior officers in charge to make it clear that behaviour towards any person, including minority or racial groups, which is abusive is unacceptable behaviour for a police officer. Appropriate mechanisms should be devised to monitor such behaviour so that it is clearly understood that it is unacceptable. Abusive behaviour by any individual police officer reflects on the reputation and image of a police force as a whole. Thus, police forces, provincially and locally, should recognize that offensive behaviour by individual police officers is injurious to all of them.

The Ontario Provincial Police, with its 4,052 members, is responsible for policing those areas of Ontario which are not covered by municipal police forces. The objective of the Ontario Provincial Police is to provide uniform and impartial law enforcement in all areas of the Province and to render aid and services, upon request, to other law enforcement agencies. It is the

only police force in Ontario which has on its staff a full-time psychologist for counselling and promotional purposes. For the purposes of this Report, our attention was particularly focused on the Native Indian population and their place in relationship to the Ontario Provincial Police. The Task Force was impressed with the Indian Band Constable program which was developed in 1975.

Interviews were conducted with Indian Band Constables. One, who was a non-Indian nominated by a tribal chief and accepted by the reserve, seemed completely comfortable in his job. In our enquiries to determine whether special constables were locked into their positions, we were satisfied that it is possible to, and a few have already done so, move from special constable status into the regular ranks of the Ontario Provincial Police. It is important to recognize that the members of the Ontario Provincial Police are trained along with the members of the municipal police forces at the Ontario Police College, and this makes it possible for all to appreciate each other as people, the jobs they do, and the communities they serve. Ontario Provincial Police officers are totally integrated in the classroom with other officers and, in many instances, they are seconded as instructors. This means that the programs in human relations, where the changing society and the racial/ethnic components are discussed, are available to all officers policing in Ontario. It is important to recognize that the jobs and responsibilities of the Ontario Provincial Police do not overlap those of police officers in large metropolitan centres, unless called upon for special assistance. The extent to which they are brought into close contact with social problems varies accordingly.

There are growing indications of professionalism which are beginning to show in police forces of Ontario, whether they be small or large. The attitudes towards racial/ethnic tensions varied with the size of the community served. In most instances, the response to our questionnaire gave the impression that in smaller communities, racial/ethnic concerns were not seen as special problems. Frequently, existing police procedures were felt to be appropriate to handle the total community. Police forces in large communities have developed special services and, in some instances, squads and personnel to deal specifically with ethnic/racial incidents. More specialized services developed by police forces in the last year will be dealt with in other sections of the Report.

V. 4. BOARDS OF COMMISSIONERS OF POLICE AND MUNICIPAL COUNCILS

It is our understanding that the concept of the Board of Commissioners of Police and the Municipal Council (hereinafter referred to as Boards and Councils) was designed to ensure that the police are independent of direct political control - provincial or local - and are free to carry out their duty without the possibility of improper interference. The rationale behind the structure and the selection of personnel for Boards and Councils, which keeps them as non-political as possible, is highly desirable. The unique relationship which exists between a Chief of Police and his governing authority is subtle and may vary in different municipalities. The governing authority should be sensitive to community problems and have a responsibility to dialogue at regular intervals with the Chief of Police on those matters which would encourage the police forces to develop more positive programs to better cope with the communities they serve. It is also important to recognize that the same quality of professionalism that is expected from police officers should be expected from members of Boards and Councils.

We cannot emphasize too strongly the responsibility carried by political leaders such as mayors, reeves and all elected officials in every community. The manner in which they respond to their electorate when problems arise in a community has an important impact on multicultural relations. The positive statements and actions of politicians can have a salutary effect in reducing racial conflicts, and in

facilitating a better understanding among individuals in the community. On the other hand, it is also possible for politicians, coupled with the media, to exacerbate and escalate, unwittingly, racial tensions.

V. 5. OTHER AGENCIES

The Ontario Human Rights Commission administers and enforces the Ontario Human Rights Code which prohibits discrimination in employment, housing and public services and facilities because of race, creed, colour, nationality, ancestry, place of origin, age, sex or marital status. The Commission implements a program which includes investigation and conciliation of complaints and enforcement; mediation of social and ethnic frictions and consultations with employers, unions, et cetera, with a view to reducing community tensions arising from racial and ethnic adjustments; public education in the provisions and principles of the Code; and research in patterns of discrimination.

Most recently, a Race Relations Commissioner has been added to strengthen the function of the Commission in the area of race relations. Thus, at several strategic points, the Ontario Human Rights Commission has a special responsibility to the public as it relates to police matters and the process of justice. In the opinion of the Task Force, the Ontario Human Rights Commission is an important commission and has a significant monitoring, protective and public educational role to perform in Ontario. Its work has particular importance in its relationship to minority groups. The role that they have played in the education of some of the police forces is referred to in another section of the Report.

The Ministry of Culture and Recreation, through its programs, is also making an important contribution. The Task Force noted that its booklet, *Outreach for Understanding*, is used at the Ontario Police College.

The introduction, in some communities, of police officers into the classrooms where new Canadians are learning to speak English, seems to present a very natural situation for newcomers to Ontario to meet and develop a positive attitude about the police on neutral territory rather than in a time of crisis.

Multicultural centres and committees are developing throughout the Province. Their focus is to prepare newcomers to Ontario in the understanding of their communities and in helping to reduce misunderstandings and tension because of lack of information. A variety of agencies and committees have developed, which act as a liaison between specific or several groups and the police in their local community.

The question of who represents whom is not of our particular concern. What is important is whether such groups are able to build genuine bridges of understanding between themselves and the local police. And whether it is possible for the police to learn how to make the best use of those liaison arrangements so that they too can gain a better understanding of the minority groups in their communities. Such relationships are important and every effort must be made to assist the flow of dialogue in both directions so that polarization of problems can be avoided, and genuine cooperative efforts for the benefit of the communities can be made by all concerned.

The schools, through their Boards of Education, carry on multicultural programs in many communities. The seeds of prejudice are planted early in the lives of children, as noted by Cardinal Carter. The school

system is an important adjunct to all those positive attitudes which communities believe police can bring about. Teachers can have a strong effect upon children, and it is the children in their early years who are most vulnerable and susceptible to the imprint of negative stereotyping.

It is important that schools continue to work along these lines. Important strides are being made in the school system to eradicate negative stereotyping in the texts used in the classrooms, and efforts are being made to develop mechanisms to bring to the attention of the principal and other appropriate bodies situations in which children are subjected to verbal abuse with racial/ethnic implications. Several churches, religious institutions and voluntary organizations are also making efforts in this direction; they should be encouraged to play their part in contributing to a better understanding of the many cultures of which their communities consist.

V. 6. RECRUITMENT PRACTICES

One of the major concerns that was expressed by several people to the Task Force was the paucity, and in most cases the absence, of ethnic minorities in many of the police forces across the Province. The common theme heard, time and time again, was that "the composition of the police forces does not reflect the diverse community which they serve". The police themselves are perceived as a 'visible minority' and it is felt that they could remain so if they continue to exclude themselves from the public they serve.

The Ontario Premier's 'multicultural policy' statement (1977) and his government's commitment to the concepts of *equality, access, and participation* have significant implications for the recruitment of individuals from minority groups into the police forces. Part of the text of that statement, which has relevance to the mandate of the Task Force, is as follows:

... The government of this Province has officially adopted a 'multicultural policy'. There is nothing complicated about it. There are three elements.

The first is equality. We are committed to safeguarding the quality and dignity of the individual members of our society. This is a reaffirmation of our commitment to work for equal treatment of all residents of this Province, and against discrimination.

The second element is access and participation. In a sense, these are logical extensions to equality, because they imply that government must take all necessary steps to ensure that no one is denied its services or is unable to secure access to them. In a multicultural society, we believe it is essential that cultural differences do not impede access to government services ...:.....

The low participation of individuals from ethnic minority groups in many, if not all, police forces in Ontario has led many concerned individuals to conclude that the police recruitment and hiring practices are discriminatory. There is the general feeling that existing policies and practices, in particular, the height and weight criteria, discriminate against some minority group applicants.

For their part, most police administrators suggest that they would like to have more minority officers on their police forces, but, as one Police Chief from a medium size force puts it, "very few, if any, minority groups seem to be interested in a police career". Another Police Chief, from a large regional police force said that "we do not have the height minimum and are actively encouraging members of minority groups to apply". The success here has also been negligible.

The report of the *Task Force on Policing in Ontario* (1974) also alluded to the difficulties associated with the recruitment of individuals from minority groups when it said that:

candidates did not represent a cross section of the communities served by the forces. It has been said on other occasions that a police force, to adequately cope with the conditions which exist in its area of jurisdiction must approximately reflect the community in terms of the social, ethnic, economic and educational make-up of the community at large. Some forces have made an attempt to apply this philosophy, but many problems have been encountered in reaching and attracting candidates from specific sectors of the community. The majority however, have made little or no effort to apply this basic principle.

If the Province of Ontario is to achieve its stated goals and objectives of multiculturalism, particularly in the area of increasing the participation of minorities in the police forces, we need to determine why so few apply. How can police forces in Ontario attract an increasing number of minority applicants? In order to determine the appropriate solution we must first identify the sources or causes of the problem.

The following have been suggested as some of the reasons for the lack of response from minority groups:

- . They do not view police work as an attractive career because they tend to perceive organizations as predominantly white.
- . There are few role models for them in the police force, particularly at the senior levels. Therefore, they tend to see law enforcement as another dead-end job rather than as a viable career-development choice.
- . Because of their negative perception of the police, strengthened by the continual highlighting by the media of confrontations between police and minority groups, to aspire to be a police officer, regardless of how qualified that individual may be, is to be regarded by one's peers as "having sold out" because one is perceived as "joining the enemy".
- . Many educationally better qualified minority group individuals do not aspire to become police officers, but tend to choose careers they perceive as more socially and financially rewarding.
- . Many minority group individuals seriously doubt that they are really wanted in the police forces. In their opinion, "police departments are not interested in hiring our members under

any circumstances".

- . Many minority groups do not see themselves accepted as law enforcement officers by a predominantly white public.

Many of the reasons given for the lack of response from minority groups to the traditional recruitment campaigns that are conducted by many police forces are based on people's perceptions, expectations, attitudes, stereotypes, historical inequality and the like. Although these factors are difficult to concretize, in reality they, nonetheless, underlie many of the problems with which a multicultural society like Ontario has to confront and deal. But deal with them we must, openly, honestly, and squarely.

The Solicitor General of Ontario recognizes this challenge in an address to the Liaison Group on Law Enforcement and Race Relations Conference: *Changing Attitudes for the Eighties* (1980). In reference to "the process of involving visible minorities in a meaningful way in the policing of their communities", the Minister said:

We must recognize that members of the visible minority communities often face additional hurdles to involvement in projects such as this one. Unfamiliarity and, to some extent, fear can play a part in inhibiting visible minority participation, as can a desire to avoid irritating other members of the community. Frequently, members of the visible minority communities consider that the only safe profile is a low profile.

Together, we must bring about a change in all those attitudes. Where we find non-visible minority persons irritated by increased activity in this area, we must confront their attitude directly, and seek to educate them concerning the importance of our work. Where

we encounter passive support, we must convert it to active support. And, where we find visible minority community members reticent to join with us, we must take special steps to reassure and encourage them. For if our cause is to succeed we will need the active support of everyone; in the war against racism, neutrality is just not good enough.

From our observations, and indeed on the basis of the *Ontario Police Commission Recruitment Standards Project* (1975), the traditional techniques that have been used to recruit police officers - the daily newspapers, radio and television announcements et cetera - have been a failure as far as minority individuals are concerned. Even the more recent attempts by some police forces to advertise in ethnic minority papers have failed to reach the target groups for whom they were intended.

One important recruiting technique that is very vital in getting the message across, and one that is almost not available to minority groups, is 'by example' or 'by word of mouth'. Many individuals choose 'policing' as a career because their father, uncle, brother, sister or some 'significant other' has been a police officer. As long as minority groups (and women) remain outside the police forces in significant numbers this vital role modelling technique, as a positive recruitment device, would be unavailable to them.

The challenge is obvious, but is the solution just as obvious? We, the members of the Task Force, think it is. We also recognize, however, that the task is not an easy one and would require a determined commitment by everyone in the community, not only the police, to want change, to work to bring about change, to understand and accept change, and above all to ensure that those changes work towards the betterment of the multi-cultural society that Ontario has become.

We would recommend that all police forces institute positive recruitment programs aimed at reaching qualified individuals from the minority groups in order to increase the number of applicants. The main objective here is to seek ways to reach those target groups. We are not advocating the use of 'quotas' but rather an increase in the pool of available qualified minority individuals by reaching out to them in unique and creative ways. It is interesting to note that none of the groups or individuals we saw, including the Human Rights Commission, supported the use of quotas as a viable solution to the problem for Ontario.

We recognize that even the suggestion to reach out to certain groups would bring about some resistance and lead to the conclusion that we are recommending a form of reverse discrimination. There is also the myth that police forces would have to lower their standards in order to accept the stream of individuals who are now going to apply. Or, there is the other myth "that there will be a morale and discipline problem once the police force admits minority individuals". We see none of these myths becoming realities simply by developing recruitment strategies that would reach larger numbers of qualified individuals from minority groups and making it possible for them to apply. It is going to be difficult, and individuals at all levels may be resistant to the development of these recruitment strategies and initiatives. But if the statements by the leaders of the Province are to be regarded as more than "good intentions by well-meaning individuals", we must translate them into meaningful action.

We are all committed to the recruitment of high quality individuals into the police forces of Ontario. We should also be equally committed to ensuring the parti-

cipation of various racial and ethnic minority groups who, because of history and tradition, have not participated meaningfully in police work in the Province. We do not see these two objectives as being at all incompatible and it is towards these objectives we must direct our concerted efforts.

Change is never easy for any of us. As a rule, we tend to fear and to find unacceptable things we do not understand. Therefore, the goals and objectives of any positive recruitment program would have to be clearly spelled out. It will take effort and it will take imagination. The most important ingredient, however, is the sense of trust which we all must develop since objective is to make society a better place in which to live. We have faith in the ability of many individuals in the police forces to achieve these goals.

For a short time, it may be necessary to take aggressive steps to correct the negative perception that minority groups have of the police forces with regards to their recruitment procedures. These could involve use of brochures which portray positive images of officers from minority groups with whom these individuals can identify as role models. A recruitment poster or brochure showing uniformed white officers only with the caption "we need you" reinforces the notion that members of the minority groups are not needed.

In addition, a publicity program aimed at highlighting human interest stories, in particular the success stories of minority individuals who are now in the police forces, should be undertaken in cooperation with the media. Such programs have worked in other jurisdictions and could work well here if done with wisdom and insight.

During the course of study the Task Force met individual officers, from various minority groups, with whom we were impressed, and who we believe would bring credit to their departments. We are sure that there are many others of the same calibre whom we did not meet. Using these officers to help in promoting the positive images of minority officers would be very constructive indeed.

Moreover, positive programs aimed at selling an open-door policy of the police forces should be developed. The response of the different police forces to this program would depend to a large extent on what they perceive to be the needs of their communities. Nevertheless, there must be a concerted overall provincial program which is aimed at developing recruitment strategies and guidelines, specifically for minority groups. The Ontario Police Commission has an important and strategic role to play here in stimulating and facilitating all these changes and, especially, in monitoring the effects of the programs of individual police forces across the Province.

It must be recognized, however, that recruitment of minority officers is only one small step in the giant leap for change. Unless other changes permeate all aspects of policing itself, unless the communities themselves accept and facilitate these changes, and unless the minority groups cooperate work for and work toward these changes for the good of all members of society, all efforts to reach those individuals who now feel excluded from a vital aspect of the society in which they live would be doomed to fail.

The success of the program depends not only on the commitment by the Chiefs of the various police forces,

but also on the commitment of all those involved in the personnel and recruitment divisions. There has to be a total commitment by the administrative and hierarchical structure of the law enforcement system in the Province. Thus, political leaders, through the Ontario Police Commission, Boards and Councils, should enable the development of long range plans which are aimed at encouraging fuller participation of minority groups in the 'policing' of their communities.

The suggestion that police forces should develop positive recruitment to attract qualified individuals from minority groups is not entirely new. A conference held by the *Commission on Peace Officer Standards and Training* for the State of California in December 1972 reported on *Minority Police Recruitment and Selection - a Total Community Responsibility*.

The comments made by John Fabbri, Chief of Police, Fremont, California, are of relevance here; we would like to quote them as we leave this Section. He told his audience, which included police chiefs and other police personnel, city and government officials, that

effective law enforcement requires the recruitment and utilization of minorities. As every police officer knows, we're never going to have safe cities until citizens begin to take upon themselves the responsibilities of more meaningful cooperation with the professional police. You could double your manpower and purchase every piece of sophisticated weaponry and detection device ever invented, and the police job would remain an impossible one without civilian support. And until minority communities can look at the police department and feel it is 'their' department, too, because their brothers and sisters are involved in its policy making and implementation, we cannot hope for that kind of cooperation.

The Task Force recommends that

- . *Police forces develop positive recruitment programs which are aimed at reaching qualified individuals from minority groups.*
- . *Police forces be encouraged to use recruitment brochures which portray positive images of officers from minority groups who can serve as role models.*
- . *Police forces should undertake, in cooperation with the media, a publicity program which is aimed at highlighting human interest stories, in particular success stories, of minority officers who are now in the police forces.*
- . *The Ontario Police Commission should stimulate and facilitate the recruitment programs of police forces across the Province. Specifically, it should monitor the effects of the programs of individual forces in attracting qualified individuals from minority groups.*

V. 7. SELECTION PROCEDURES

Every man is in certain respects

- a. *like all other men,*
- b. *like some other men,*
- c. *like no other man.*

Kluckhohn, Murray & Schneider, 1953, p. 53

The days when an applicant for the police force would walk into a police station and be 'measured' as he or she came through the door are gone. The Task Force hopes that this outmoded method is banished forever as an appropriate selection technique for police officers. Police forces in Ontario, like many police forces in Canada and in other countries as well, have been seeking ways to increase the professionalism of policing. Better selection procedures are constantly being explored and developed, particularly ones that are deemed to be more appropriate for police officers and the multiplicity of roles and functions they are required to perform in today's society, and will be in the future.

Although many police forces in Ontario require some minimum height and weight in their selection criteria, the trend during the past two years, for some police forces, has been to relax the height and weight requirements, and the Task Force sees this move as being positive. Some police forces in the United States have eliminated the height and weight requirements entirely since they

have not been found to correlate highly with the tasks which the police have to perform today.

In one large regional police force in Ontario, numerical values or points are assigned to a range of desirable heights, but these points contribute less than one-tenth to the total possible points obtainable or to the minimum points required to qualify for selection purposes. Other police forces are beginning to explore the possibility of adopting a weighted point system. A word of caution is necessary here. A weighted point system, which takes into account several disparate factors, such as height, weight, physical fitness, educational level, moral character, et cetera, to which arbitrary numerical values are assigned, would be simplistic and inappropriate, unless there is prior empirical evidence of the significant and relevant contribution that each of the factors brings to the functions of the job for which the point system is being designed. It is, therefore, essential that there be careful study and review which attempts to relate the priority weighting of factors that are included in any point system adopted for the selection of police officers.

Police officers face an onerous task in their job of policing. There is a high degree of personal risk and stress involved. They are often called upon to use their individual judgement and to exercise their individual powers over others. Moreover, the consequences of their action can be at times costly to self, to other people's lives and/or their self-respect, and to society as a whole. It is, therefore, incumbent on police personnel to develop and to use a selection process that would facilitate the selection

of those individuals, regardless of race, colour, ethnic background, creed, or sex, whose intellectual abilities, behavioural tendencies, motivational skills, and personality characteristics would enable them to do the job of policing a multicultural and pluralistic society with sensitivity, integrity and fairness.

Psychological assessment of applicants is gaining importance in police forces in Ontario, although fewer than 40% of the police forces use any kind of psychological assessment of their applicants. It has generally been accepted by individuals in the psychological testing world that no single psychological test can adequately screen out those individuals who may be incompetent as police officers, and also those who are likely to be a discredit to the police force in the future. Consequently, most police forces tend to use a battery of several tests, consisting of three or more, in order to assess different aspects or qualities of an individual. Although more than one selection tool provides us with more information about an individual, it is important to recognize that, by themselves, large batteries of tests do not necessarily improve the quality of the assessment. In the final analysis it is the professional competence of the individual(s) who interprets the findings of the tests, as they relate to police functions and performance, which is most critical.

Usually assessment is made of an individual's general intellectual or mental ability in order to assess his or her competence - a measurement of ability to learn and understand police procedures. In addition, personality characteristics in terms of habits and temperament, motivational skills and interests, psychopathological

behaviours - such as bizarre behaviours, abnormal and negative tendencies, are also assessed.

It must be pointed out that the use of psychological tests cannot adequately solve all personnel problems that are related to policing a pluralistic society. It can and does, however, decrease the number of officers who may bring discredit to the police force because of their inappropriate behaviours to ethnic minorities. Moreover, such a selection process may be regarded as being equitable in so far as it is seen to be more objective, and can be more readily subjected to public scrutiny and review than other selection techniques. No matter how sensitive or finely boned one's olfactory sense may be the ability to "smell a good cop" is subjective and based largely on stereotypic perceptions. As one Staff Sergeant of a large police force said, "if you select a cop because you smell a cop, you are looking for the wrong things. You are living in a fantasy world".

Psychological assessment should not be viewed as the cure-all for the problems that are associated with selecting the best suitable persons for the job of policing. Some individuals seem to have the expectation that psychological tests should predict, with one hundred percent accuracy, those officers who are likely to display inappropriate behaviours throughout their police career. No psychological tests can guarantee a perfect fit. In fact, no technique does. Even in medicine, the most advanced cardiology technique cannot always predict the occurrence of a heart attack by a person who had recently been examined.

One report, submitted to the Attorney General of Ontario in October 1977, suggested that "the police should introduce a mechanism to screen out individuals who are racially prejudiced by some able psychological tests at the time of recruitment". The Task Force would like to emphasize that no valid psychological tests can identify individuals who have specific racial or ethnic biases. All that the assessment really does is to act as a negative screening device to weed out those individuals who are obviously not suitable, because of their pathological behaviours, for proceeding to the next step in the selection process. Psychological tests, when used appropriately, can minimize the possibility of error and can improve the decision-making process.

It is equally important to recognize that the predictive value of these psychological assessments in selecting those individuals who would make competent police officers, in terms of their performance, is limited. There is no single test now available that would enable us to select individuals for the complex and multiplicity of roles that police officers have to perform. The psychological assessments are, therefore, supplementary to the additional information that personnel officers obtain on their applicants, including the intensive face-to-face interview all police forces conduct. The psychological assessments provide some useful data for the informed decisions that recruiting officers have to make about the selection of individuals for the police force. Not all police forces in Ontario use psychological tests in their assessment of applicants. All, however, obtain a variety of background information on their applicants, such as height and weight,

physical fitness, medical examination, moral character, previous work experience and history, driver's record, references, et cetera; and all conduct a personal interview.

Police forces should be encouraged to continue to use a variety of information on the applicant, especially the face-to-face interview which we believe to be of critical importance. However, the order in which these events occur in the selection process should not be overlooked. We would like to stress that psychological assessment, if done, should not be used as a substitute for the other selection tools. Therefore, to use psychological assessments as the only screening device, separate from the police selection procedures themselves, which some Ontario police forces practice, is indefensible.

Moreover, the use of psychological tests as the only screening technique may discriminate, unjustifiably, against many individuals, particularly those from minority groups, who may have excellent qualifications for policing.

*"What kind of bird are you if
you can't fly?" chirped the bird.
"What kind of bird are you if you
can't swim?" replied the duck.*

*S. Prokafiev
Peter and the Wolf*

Psychological tests, and in particular intelligence tests, are not entirely free from cultural bias. The psychological literature is replete with evidence which suggests that

individuals from ethnic, cultural and language backgrounds that are different from individuals from the dominant culture on whom the psychological tests were standardized and validated tend to do poorly on some of these tests. This does not necessarily mean that they are inferior to the other groups who do better on these same tests. There is always a readiness for many people, often the uninformed, to believe that poor performance on a particular test is a reflection of a deficiency or inferiority in what is being measured.

The performance of individuals who are culturally different may simply be a reflection of the differing experiences and reactions they have had. Thus, cultural differences do affect the way individuals respond to items on a test or relate to people and situations. Reliance on test scores alone would not only be misleading but discriminatory. Furthermore, positive recruitment programs designed to attract qualified minority applicants would be of no avail if at the same time we do not scrutinize our selection procedures.

To be sure, some may suggest that since psychological assessments are not perfect, and individuals who are not suitable might be allowed to enter the police force, why should they be used when they are more costly to implement than the other options now available to police forces. We do not see the problem to be *either* psychological assessment *or* the use of the background information check and the face-to-face interview, but rather a recognition of the contribution that each can make to

the selection process. Many individuals who may have a pathological problem may look good and sound good. The face-to-face interview may not have tapped into their pathological problems as the psychological assessment would have done. The reverse is equally possible. The psychological assessment might indicate something negative about the individual while all other information, and particularly the face-to-face interview, may show him or her as being highly suitable. In such instances, some monitoring and review mechanism is essential.

An additional monitoring device which has been developed in one metropolitan centre is worthy of note. In all instances, whenever a discrepancy in judgement between the police interview evaluation and the psychological assessment arises, the applicant is interviewed by one member of the psychological team who does a second evaluation. This mechanism not only strengthens the police interview process, but also strengthens the relevance of the assessment made by the psychologists. Cordingley (1979), who has recently studied the use of psychological tests in the selection process in some police forces in Canada, has suggested that one of the reasons for the increasing use of psychological tests among police forces is that many of them may face 'overwhelming costs' which officers with inappropriate personality characteristics could create for them. To many police forces, this factor is critical. As one officer said to the Task Force, "dismissals are becoming so increasingly difficult, the emphasis has to be placed on the selection process". Police organizations, however, are not the only ones that are concerned with this vexing problem. But police

forces are in a better position than most to alleviate the problem, because of their comprehensive selection procedures.

From his observation of police officers in four mid-western police forces in the United States, Walsh (1969) concluded that police officers who see policing as a profession (the "professionals") tended to have attitudes to their work that were very different from those officers who see their work as just a job (the "jobbers"). The former were much more concerned with public approbation, respect, and support, while the latter tended to see the ills of society as contributing to their problems. In like manner, those who viewed their work as a job tended to see the use of force as contributing to their standing in the community, while those who saw policing as professional work, felt that the use of force, although sometimes necessary, was likely to hinder their efforts to achieve professionalism. In addition, the "professionals" were more likely to attach importance to that aspect of police work which is related to social service than the "jobbers", who tended to stress physical size and strength as desirable qualifications for police officers.

An interesting observation that has relevance to the mandate of the Task Force, was that Walsh found that "jobbers" were more likely than "professionals" to claim that unfair treatment of the minorities was their own fault. His fundamental thesis is that:

To be proud of one's occupation and to view it as a profession enjoying positive standing in the community should lead to attitudes toward the

work done by members of the profession different from those one would expect from other practitioners whose view of the occupation is that it is simply a job - something one does because he can't find anything else, or because it is the most secure position available, or something that anyone could handle with little or no training.

The interviews can be biased and subjective and depend to a large extent on the police personnel who are involved in the interview procedure. Individuals in most situations tend to select those individuals who are like them in attitudes, beliefs, values and physical characteristics. Police personnel are no different in this regard.

Walsh's hypothesis has some significance for the selection of police officers. If the selection personnel are mainly "jobbers", then they are more likely to select individuals who have similar personality traits.

The assignment of qualified personnel to the selection unit is the key to, and perhaps the cornerstone of, the selection process. Every effort must, therefore, be made to upgrade the skills of those individuals involved in the interview. Further, the interview should not be regarded as an interrogation where the individual "is required to appear before the board" as though he or she were being investigated.

Since the final decision must rest with the police officers themselves, rather than with the psychologist, efforts must be made to increase the status and professionalism of the personnel and their interview procedure and techniques.

There are two important questions that have not been answered. The first is, what is it that differentiates a successful police officer from one who is not, or is never likely to be? And the second question is, is there a test which would identify these individuals? If we had ready-made answers to these critical questions, the tasks of the police forces would be made relatively easy. Unfortunately, neither we, nor anyone else, has an easy answer.

No test can tell us that a particular officer on a given day, in a particular situation, will dishonour his oath of office. What is needed is the development of tests which either relate directly to the duties of the job or have proven to be valid predictors of successful job performance. However, we must recognize that no successful police profile has been discovered by any research team, and that the functions of the police, like other institutions in society, are rapidly changing. There must be cognizance of this fact in any job analysis study that is undertaken.

The Ontario Police Commission should undertake a study to determine what the functions of police officers in Ontario for the Eighties are, in order to provide guidelines for appropriate selection techniques for police forces. We should, by no means, underestimate the complexity of this task. Fortunately, police forces in other provinces, as well as in other countries, have begun the exercise and we can benefit from their findings. We must, however, decide what police functions are specific to the communities in Ontario in any undertaking. The Task Force encourages the Ontario Police Commission to use those professionals, including psychologists and individuals with business and

managerial skills, who can combine their expertise with those officers in the police community who have developed, through the many years of experience, the conventional wisdom and understanding of the functions of police officers.

Throughout this Section our focus has been on those policies, practices and procedures of the police selection process that are more likely to result in bias against ethnic minority groups. We think that the changes that have taken place so far, in particular the relaxation of the height and weight criteria in most police forces, would have salutary effects in promoting equality of opportunity and fairness for all citizens of Ontario. We would, however, caution against adopting too readily a weighted point system where the height and weight are only two of the many contributing factors without first establishing the relevance and importance of all of the factors that are assumed to be related to police functions.

Recent years have seen the increasing use of psychological tests in police forces in Ontario. We cannot emphasize too strongly the danger in perceiving these psychological assessments as the cure-all for all our selection problems, particularly in their ability to identify individuals who are biased or racist. Psychological assessments, in combination with sensitive interview procedures by competent police officers, can decrease the number of errors that are possible with less objective methods. Psychological tests do have a role in the selection and screening process for police personnel. However, they should not be expected to make personnel decisions by themselves. As Cordingley (1979) suggests, "a total

testing program for a department can pay for itself by eliminating the wasteful allocation of scarce and expensive resources upon even a few candidates who would not become competent officers".

The Task Force recommends that:

- . Police forces, where possible, should include some form of psychological assessments in their selection procedures. These assessments, when done, must be used in combination with all the other information obtained by police forces, and not as the only screening device.
- . Police forces are encouraged to appoint competent and sensitive personnel to the selection unit. In addition, every effort should be made to upgrade their interview skills and techniques.
- . The Ontario Police Commission should study what the functions of police officers for the Eighties are, in order to provide guidelines for appropriate selection techniques for police forces.

V. 8. TRAINING AND HIGHER EDUCATION FOR POLICE OFFICERS

It is not the mandate of the Task Force to study the whole range of police training or to determine the appropriate educational curriculum that is best suited for police officers in Ontario. Similarly, our concern is not with the kind of training which focuses on the knowledge and specific skills that are obviously necessary in police work. The police have a special task to perform and, consequently, a clearly defined body of knowledge relating to law enforcement and special skills have to be acquired; to a large extent much of it is acquired on the job.

Instead, we wish to comment on those aspects of training which focus on the human dimension in policing. For as Radelet (1980) has suggested, police work in a democratic society (and we would like to add in a multicultural society), cannot escape from its human dimension. While we recognize the need for training in procedures and technical skills, too much emphasis on these aspects is likely to obscure the fundamental concern for relating to people. At the present time, the broader educational needs of police officers are disproportionately met compared to needs associated with the traditional role of the police officer.

No where is it put more bluntly than in the recommendation by the Michigan State study for the *President's Commission on Law Enforcement and the Administration of Justice* (1967) :

that the police place greater emphasis upon the concept of public service as a legitimate goal of their organizations. For the police, professionalism has been viewed in too narrow

a focus. True professionalism is rooted in broad-based public service which commands popular respect for the police officer and the system of government by law which he represents. Increased efficiency in police work is laudable, but as a means to an end, not as an end in itself. When efficiency is coupled with a goal of crime suppression at any cost, the community is often faced with a police agency which is not responsive to community needs.

The concern for police professionalism is not a new phenomenon. But the professionalism of the police as it relates to human relations and multiculturalism has taken on new importance in Ontario and elsewhere. In defining the role of law enforcement officers, Shellow and Bard (1976) state that :

Police professionalism could help close the gap between the police and the communities they serve. Backed by better education, better in-service training, and by research aimed at discovering and answering community needs, police professionals could, perhaps once again, humanly respond to people.

What these authors mean by professionalism is made quite clear by Skolnick (1968) in the following statement :

The problem of police in a democratic society is not merely a matter of obtaining new police cars or more sophisticated equipment, or communication systems, or of recruiting men who have to their credit more years of education. What is necessary is a significant alteration in the philosophy of police, so that police 'professionalization' rests upon the values of a democratic legal policy, rather than merely on the notion of technical proficiency to serve the public order of the state.

It must be obvious from what we have said so far, that the professionalism of the police has to do with

their attitudes, their behaviours and their responsiveness to the people in the community they serve. A comment from a Police Chief of a medium size police force in Ontario sums it up well. He said "if you are going to prevent crime you have to find ways to deal with human behaviour. After all, police deal with people".

Police officers are primarily citizens in uniform providing a service to the community, and it is not only *what* kind of service is provided, but *how* that service is provided that influences, to a large extent, the kind of environment that would bridge the gap to better police-community relations.

It is not the intention of the Task Force to expound at length on the roots of prejudice and racial conflicts. Nor is it the intention of the Task Force to recount instances of its manifestations between members of the community, especially the police. After all, the reports by Walter Pitman, Cardinal Carter, and others before them, have already served this purpose. Moreover, any reader of the leading daily newspapers in Toronto can attest to these conflicts in certain segments of Ontario by referring to items in the news.

There is no denying the fact that the racial conflict and tension that exist in some sectors of Ontario are a reflection, to a degree, of the attitudes of some members of the larger society. If the kind of training that police officers get is to be more responsive to the needs of the community, especially those of the ethnic community, then it is important to understand the impact that stereotypes have on self-image and value of those individuals at whom these stereotypes are directed. It is within this larger societal

context that police-community relations and the present conflicts must be understood. It is also within this larger context that training and higher education programs for police officers should be conceptualized and developed.

Many stereotypes are used primarily to belittle and discredit an individual, groups of individuals and communities of individuals. Very often the stereotypical statements are value judgements and contain hidden messages. For example, to ask a person from an ethnic minority group, "Where is your home?" or "Where do you come from?" is to imply that the individual does not belong here, or that he or she is non-Canadian. It is all the more demeaning when the individual is Canadian by birth. These are commonplace occurrences that minority individuals, regardless of their station in life, have faced at one time or another.

The situation is not that dissimilar for minority police officers. For a white person to say to a minority officer who has just stopped him, or given him a ticket for a traffic offence, "Where do you come from?" or "Who are you to come to my country and charge me?" (as one officer reported) is a slap in the face of an individual who is made to feel that his presence is objectionable, and that he is inferior.

For the police instructor, or the first line supervisor, to make disparaging comments about a minority officer to the effect that the officer would not make the grade or be promoted (as another officer reported), or that he or she is incapable of learning the rules or being disciplined, is no different from the teacher who implies that the ethnic minority child in his or her class is incapable of learning and ought not to be there.

Hobbs' (1975) analysis of problems related to the classifying and labelling of children who are retarded, emotionally disturbed, or hyperactive can also be applied to the categorization and labelling of minority groups. He suggests that:

categories and labels are powerful instruments for social regulation and control, and they are often employed for obscure, covert or hurtful purposes. To degrade people, to deny them access to opportunity, to exclude 'undesirables' whose presence in some way offends, disturbs familiar custom or demands extraordinary effort.

In the next section, we shall attempt to address the problems associated with the training and higher education of police officers. For our purposes, we shall deal with each aspect separately. We view training as focussing on the acquisition of specific skills, knowledge and procedures that have to do with law enforcement. Higher education, on the other hand, deals with the complex process of learning at the conceptual level. Whether the police officer is acquiring specific skills or learning how to solve problems at a conceptual level, the emphasis must be placed on his professionalism. It is the professionalism of the police officer that we seek to emphasize in the sections which deal with training and higher education.

TRAINING

Police operations are influenced by economic cycles, population movements, changes in ethnic compositions, public attitudes toward law and morality, and the specific responses to these attitudes made by political leadership.

Since the Second World War, and throughout the Fifties and Sixties, the police service has undergone a rapid growth in personnel and technological evolution in its approach to law enforcement problems. The Sixties and Seventies brought visible and sometimes violent expressions of social change, labour disputes, alienated youths, drug abuse, social unrest, civil disobedience, hijacking, hostage taking, terrorism, the growth of crime, changing attitudes towards authority and many other manifestations of the inability of the institutions of society to respond adequately to its social ills.

In general, the police are themselves not responsible for the conditions which have brought about the conflicts and crises in society. And yet, many of them feel that society expects them to find the solutions to the problems. Because respond they must, whether they have the skills or not, and whether they are capable of responding or not, they themselves are sometimes seen as the cause of most of societal problems and they become convenient scapegoats and targets of abuse. Consequently, the technological and social changes have had their impact upon the kind of training police officers in Ontario receive.

The police service in Canada, especially in the Province of Ontario, has attempted to adapt to the changing scene. As recently as 1974 a task force in Ontario stated that:

"Ontario has been well served by its police forces and its police officers."

It is true that many changes have come about in response to the increasing and sometimes conflicting needs of society. It is obvious, however, that these changes

have not been adequate. As we emerge into the 1980's even further changes are forecast for Canadian Society, and in spite of the financial restraints that are imposed upon the police service by both governments' fiscal policies and economic changes in the world, there is an ever-increasing public expectation, though at times inconsistent, for an expanded role from the police, particularly in the area of social services. This will require from the police, increasing understanding, patience and skill. We concur with the comments of the *Task Force on Policing in Ontario* (1974) when it said that:

"Large cities, with their dense populations and sprawling suburbs create new and different requirements for the police role. The changes in mores, the sharpening of social conflict, the insulation and alienation which are very much a part of the growing and changing urban society, place new pressures on the police function. These pressures bear directly on the individual constable as he seeks to enforce the law, to maintain order and to protect citizens and their property."

Many individuals, including some police officers themselves, see these new role expectations as conflicting with what the 'real job' of a police force ought to be. In other words, what the community expects from the police appears to be incongruent with what police officers have been trained traditionally to do, and what some officers believe ought to be their primary, if not their sole, function.

The changing and conflicting role expectations are not unique to law-enforcement officers. There is no institution in today's society - for example, the family, the school, the university, the church, social and welfare agencies, the government, et cetera -

which does not face these conflicting roles. There is also dissonance between them and the expectations of the 'community' they serve. In a dynamic society such conflicts about institutional roles and functions are inevitable, and some people may even regard them as necessary for growth and development. A society that is without conflict is a stagnant society. However, a society that sees conflict as the catalyst for constructive change, for working together to bring about harmony, is a society that sees freedom and justice as its vital signs for survival. If we can have the will to bring about understanding and harmonious relations among all sectors of society, conflicts can be seen as the barometer for changes in our basic institutional arrangements.

Canada is rapidly becoming a multicultural society and a thorough understanding of such a society must become a major objective of the police services, and also of all sectors of the community they serve. What the police expect from the community should not be regarded as of lesser importance than what the community expects from the police. Without this crucial twinning of expectations the job of policing will be made much more difficult and the possibility of any individual living in a safe society with freedom and dignity would be very remote.

One cannot stop a person from being prejudice by edict, nor can one legislate change in people's attitudes. One can, however, through the educational process make people more aware of, and sensitized to, the myths that are usually associated with stereotypes and attitudes towards those who are

different. It is with this philosophy in mind that the Task Force examines the kind of training and education that police officers receive in order to determine whether there is a need for change in these areas. Our focus here, as always, is on the relationship between police officers and ethnic minorities. Before looking at the kind of training that police officers receive it might be useful to review very briefly the kind of organizational structure and philosophy which govern the training they receive.

POLICE TRAINING IN ONTARIO

It is the legislated duty of the Ontario Police Commission to operate the Ontario Police College. To assist it in this regard, an *Advisory Committee on Police Training* was created shortly after the College was established in 1962. It is composed of representatives from the police, the police governing authorities and the Government of Ontario. This committee monitors existing programs at the College and makes recommendations for deletions and improvements to the courses. It also provides assistance in setting admission qualifications and standards for the instructional staff.

In 1974 the *Advisory Committee* initiated a study of police training in the Province of Ontario, and in May 1975 published its report. This report was adopted by the Ontario Police Commission, endorsed unanimously by the Ontario Association of Chiefs of Police and approved in principle by the Solicitor General for the Province of Ontario. An outline of this Ontario police training system is set out in Appendix D. Since 1975, the Ontario Police Commission

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has been engaged in implementing the training system as contained in the recommendations in the 1975 report of the *Advisory Committee*.

The Task Force believes that the technical training of police officers can best be accomplished in a centralized training institution such as the Ontario Police College, with strong supervision and total responsibility from the Ontario Police Commission. This approach ensures that high standards can be set and maintained. It also enables the Ontario Police Commission to monitor the extent to which professionalism, as a major goal, becomes the cornerstone for the training curriculum. The Task Force believes that the growing level of professionalism and social awareness now permeating our police forces throughout Ontario, to a great extent, can be credited to the centralized training system in addition to the training that is being done by many police forces themselves. We had an opportunity to visit the Ontario Police College and were impressed with the facilities and with the awareness and dedication of the instructors who were interviewed.

The benefits of a central training facility alluded to earlier, were clearly expressed by one police officer from a large police force in Southern Ontario, who said that until his first attendance at the College, "I thought the Province started and ended at the border of our City". This opportunity to "rub shoulders" with peers from all sizes of police forces across the Province and exchange viewpoints and experiences is exceedingly valuable.

The instructors include permanent staff, seconded officers from various sized police forces, and resource

persons brought in from universities, private business and others having special expertise. The ratio of full-time instructors to seconded and others is on a 50/50 basis. Police officers are seconded generally on a year-to-year basis with the average tenure of two years, and are selected with great care from police applicants in the Province applying for the instructional positions.

From our observations of some of the classes in progress, we noted a great deal of interest and participation by class members and a high degree of competence in the instructors. It was particularly noteworthy to witness the instruction of a group of predominantly white officers by a black officer who obviously had the respect of the student officers in the class. Knowledge of his subject in criminal law and his manner of delivery clearly indicated a positive direction towards racial understanding and acceptance.

HUMAN RELATIONS AND MULTICULTURAL PROGRAMS

A program entitled *Policing a Multicultural Society* was introduced at the Ontario Police College into the training courses in 1979. The objective of the course is to assist the police officers in Ontario in understanding and being sensitive to the cultural differences in Canada. Another course, *the Multicultural Instructors Course*, was introduced to the Canadian Police College in Ottawa in the same year, utilizing resource personnel from minority and ethnic organizations. Selected officers from Ontario police forces regularly attend the Canadian Police College for the Executive Development Courses, Senior Police

Administration Course, as well as a number of specialized courses.

Advanced training programs are conducted by many police forces throughout the Province in various ways. One large police force makes use of the 'Ethnic Squad officers' for presentations to police recruits and serving police officers. Other police forces bring representatives of ethnic minority groups and members of the Ontario Human Rights Commission into their training programs to discuss the backgrounds, goals and expectations of the multicultural communities and to attempt to resolve mutual problems. In cooperation with ethnic minority groups in the community, one regional police force is undertaking an innovative approach to this type of training. In this situation, individuals from a minority group and a group of individual officers will spend time in a setting away from the classroom where each will have an opportunity to develop a better understanding of the other's culture and role.

All of these attempts to increase understanding through communication and contacts between police officers and members of minority groups are indeed laudable and all to the good. For all that, contact between differing groups does not necessarily produce a decrease in conflict. This close proximity may further intensify or institutionalize misunderstanding unless both groups have as a first priority a commitment and some superordinate goals to attain. There must be a real and compelling reason for all those concerned to want and need change and to work together towards some common understanding.

One cannot legislate individuals to like each other, or even to live together in harmony. One can, however, make it possible for them to co-exist harmoniously by reducing the opportunities for conflict through mutual understanding, respect and working towards shared goals.

The Task Force strongly endorses these types of training with particular emphasis being placed upon dialogue in addition to the 'instruction' that is being given. Such programs must occur at all levels of rank, with the development of awareness by the Chief and Senior officers, training officers and supervisory personnel flowing through all ranks to the probationary constable.

The Task Force regards the introduction of a multicultural program into the training of police officers as an important step in the fostering of professionalism in policing. There is the danger, however, to see this development as the cure-all for dealing with conflicts between the community and police. Similarly, community officers may be expected to carry the full burden of being sensitive and responsive to the needs of the ethnic minority communities for all members of the police force. Further, there is the added danger that by introducing these multicultural programs as 'special programs' to be given on 'specific days', as it happens in some police forces, that the tendency would be for police officers to regard these as nuisances they have to endure and, as a result, develop psychological barriers to them.

"Why us?" "Why single us out?" are the responses of some police officers to these multicultural programs.

Until police officers, at all levels, see the knowledge which is derived from these courses as essential to policing a multicultural society as knowing how to use a firearm, policing in Ontario is bound to be fraught with unresolved police-community conflicts and difficulties. It is counterproductive to expose police officers to multicultural courses in one designated time slot and then, in another course or situation dealing with other subject matter, to have these same police officers witness or experience situations that are clearly discriminatory or disparaging to ethnic minority officers.

Individuals who teach courses in human relations and multiculturalism where the objective is to understand and accept differences, and who themselves, by their attitudes and behaviour toward minorities, are insensitive only tend to reinforce and maintain these stereotypes.

It is essential, therefore, that training in multicultural and human behaviour be an integral part of all courses, each instructor having an awareness of cultural differences, and a sensitivity to multicultural perceptions and problems. Courses should be developed with the Ontario mosaic in mind, with particular emphasis on local police forces so that they can get an insight into and an understanding of their own particular communities.

REFRESHER TRAINING COURSES

The Task Force notes that the rotation through the Ontario Police College on Advanced Training Courses by Ontario police officers averages twelve years. Although individual police forces conduct special

training sessions on legislation and procedural matters on a more frequent basis, as well as the Sunday morning sessions, general advanced training within the police forces that provide their own in-service training occurs from three years upwards. Most are over five years. In a rapidly changing society, rhetoric can be out of style in a year. These long periods may contribute to dogma and to insensitivity to the issues of the day. All training should be based on need and be relevant to the changes in society as they occur. It is incumbent upon the Ontario Police Commission, through its Advisory Committee, to be aware of these continuing changes and reflect them in dynamic and updated programs. This should apply to social changes as well as to technological changes.

Human behaviour and multiculturalism are becoming increasingly more evident in the courses at the Ontario Police College, the Canadian Police College, and in the on-going training courses of a number of police forces across the Province. While training in this area is at the pioneer level we see that steps are being taken at municipal, provincial and federal levels in commitments to change.

Change comes easier to the young officer than it does to the seasoned officer. We see some evidence of changing ideas in the senior group after exposure to this training. Given the opportunity to participate in discussion and to be exposed to instruction by police and other resource people, in some measure, opens the door to better understanding of multicultural issues. We trust that police officers, at all levels, can not only find the way but indeed the will to be responsive to this kind of training and to these issues.

BOARDS AND COUNCILS

Police forces in the Province of Ontario are subject to the legislated authority of the Boards and Councils. In view of the rapidly changing society, it is equally as important for the Boards and Councils to know their communities and to have an awareness of the multicultural community, as it is for the Chiefs of Police and other members of the police force. The same level of professionalism which we expect from our police officers, is also essential for those who govern and set policies for police officers. For changes to be effective, all levels of the police community must be involved and positive attitudes towards the multicultural society should pervade throughout. Members of the governing bodies of police forces in Ontario must be exemplary role models for their officers in their speech, their behaviours and their attitudes. They must be sensitive to and understand the communities they serve. They must be willing to accept, and even initiate, changes that are necessary to bring about harmony between the police and the community. They must know and be responsive to their community.

In discussing a community-relations program, which was obviously well thought out and appeared to have the support from the police force and individuals from all levels of the community, one Police Chief said "if they (the members of the Board and the police officers themselves) are not solidly behind the program and demonstrate leadership, the program is doomed to failure". We agree wholeheartedly with this sentiment.

The Task Force recommends that the Ontario Police Commission seek ways to establish a better flow of

communication between it and the Boards. In this context it should conduct a seminar once each year for Boards and Councils, where multicultural issues can be discussed. Unless the key leaders in police operations recognize and understand the need for change and work together, nothing much will be accomplished.

HIGHER EDUCATION AND THE POLICE

There is no consensus among police officers, educators and the public in Ontario about the appropriate level of education that is required to be a successful police officer. One thing, however, that most agree upon is that the present legal minimum requirement of Grade ten education is too low a requirement for someone who has to do such an important task as policing a complex, multicultural, modern society in the Eighties.

The Task Force recognizes that at present there are many police officers, among them some Chiefs and other high ranking officers, who have had no more than Grade ten education. We also recognize, however, that many individuals who left school after completing their Grade ten education, two or three decades ago, left not because of their inability to learn, or their lack of intelligence or because they were poorly motivated. The circumstances in which they found themselves, some personal and some because of the demands of society - service in the war - were factors in their decision to interrupt or terminate their formal education. That these are intelligent people is evidenced by the competence and sensitivity they bring to their job of policing. Nevertheless, the Task Force is less sanguine about those individuals who do not complete

their secondary school education because of either lack of achievement or poor motivation. In making this statement, the Task Force does not wish to negate or ignore the importance or value of work experience.

Some may be inclined to join the police force because they perceive it as an easier career to get into because it does not require as high an educational level as other jobs with comparable financial rewards, or because there is no other alternative open to them. We are not suggesting that individuals with the higher levels of education have the potential to be successful police officers. Highly educated individuals can also be as biased and have as stereotypic views as uneducated or poorly educated individuals. Just as a poorly educated individual can manifest abnormal and pathological personality characteristics that are unsuitable for the job of policing, so too can a highly educated individual.

In an article which appeared in the *Globe and Mail*, (May 31, 1980), a police sergeant in answer to the questions put to him by a reporter, "Who are the racists"? "What sort of person is the average bigot"? "What kind of mentality does it take to turn a person against someone of a different color or culture"? was quoted as saying:

Racists come from all sorts of backgrounds. They can earn \$20,000.00 a year or they can be poor. Some are stupid or even mentally ill, some are intelligent. They come in different colors too - white and black and brown. There is no such thing as a typical racist.

In the same article, the comments made by Dr. Daniel Cappon, psychiatrist and head of Environmental Studies

at York University were cited:

We are all conscious of racial differences, and we all have a tendency to be intolerant, to some degree, of someone different than ourselves. Bigotry is another thing and bigotry is the problem. Bigotry is an extreme, militant, irrational variety of intolerance.

He also added that:

A bigot can be anybody too. They are not necessarily ill-educated. Indeed an educated bigot may know why he feels that way ... There may be something lacking in him so he needs a scapegoat.

Higher education for police officers, in and of itself, is not enough since it does not automatically make for better, more humane, more sensitive or more professional police service. Does this mean that we should conclude that individuals who are not highly educated are to be preferred, or that we should not encourage officers to become more highly educated because of the likely costs involved? We would hope not.

Several police administrators in the United States were reported (*Los Angeles Times*, January 13, 1980) as feeling that "the new breed (often with a bachelor's or master's degree) is more apt to ask questions and is less inclined to accept blindly departmental edicts than did his predecessors of 15 or more years. This attitude sometimes leads to unrest in departments". This feeling that officers with higher levels of education are more likely to be problems for the police force than those without is shared also by some police officers in Ontario. As one Sergeant said to the Task Force "sometimes the job of policing requires an instant and precise response to an order from someone

in authority. You can't afford the time to ask or answer questions".

Not all police officers in Ontario would agree that the more educated police officers present difficulties for police forces. One Ontario Police Chief, whose police force has changed its Grade 12 education requirement to a requirement of Grade 13 or equivalent, said "With the salaries the way they are now, we feel that we can recruit Grade 13 individuals. The more education an officer has, the easier it is to do the job". A minority police officer, who has been taking university courses on a part-time basis and has almost completed the required number of credits to obtain his Bachelor of Arts (B.A.) degree would support the view expressed by this Chief. This officer said that "it is a grave misconception to say that if an officer is too educated he can't be disciplined, or obey and carry out orders".

There is no question that policing in the Eighties is much more than blind obedience to orders from someone in authority. As policing becomes more professional, much more is needed than the ability to obey orders, since there would be many situations in which the police officer may be called upon to use his discretion and judgement.

In discussing what professionalism of police officers means, Harlow (1969) said:

Those who use the term professionalization to mean the establishment of standards for police operation advocate the provision to police of specific instructions for handling those situations not clearly defined by law. This is an admirable goal and one which would

probably please everybody; certainly the police would be relieved to know what, precisely, is expected of them. However, such procedural standards often cannot be made specific enough to apply to any given situation. Ultimately, the individual officer must be sufficiently trained and educated to use his discretion when the standard procedure is inapplicable.

There is still the unanswered question about the level of education that is deemed appropriate for police officers to do a better job of policing for the Eighties. *The National Advisory Commission on Higher Education in the United States*, which was established by the Police Foundation in 1976, has identified the following five problems that are associated with the question.

1. There is no consensus about the purpose of higher education for police officers.
2. There is no consensus on the kind of curriculum that students aiming at police careers should be offered.
3. There is considerable question about whether the 'right' kind of people are being educated for police work. For example, pre-service education is resisted by police unions, and some police administrators are not sold on it. The question is better phrased by asking whether a college degree is really necessary for entry-level police jobs? Again, there is no consensus.
4. The faculty teaching police-oriented college programs are too often underqualified, judged by prevailing standards.
5. Police agency personnel policies, in too many instances, fail to encourage college education.

From our observations, the Task Force concluded that some of the problems that have been identified by the

National Advisory Commission on Higher Education in the United States are similar to those that confront us here in Ontario. We note that there have been on-going discussions among the staff at the Police College, the *Advisory Committee* for the College, and some administrators in post-secondary institutions. We would hope that these groups, in their deliberations, would not lose sight of the *raison d'etre* for our concern about the level of education of police officers in Ontario, and that is, to increase their level of professionalism.

The efforts being made by many police forces in Ontario over the past several years to encourage their members to upgrade their educational qualifications at community colleges and universities are commendable. These include incentives such as full or partial payment of tuition fees, arrangement of time off to attend classes and, particularly, recognition of their efforts by promotional selection committees to motivate many officers to attend post-secondary courses. In spite of the difficulties posed by a variety of working hours, days off and requirement to attend court, a remarkable number of them persevere until graduation.

In addition to the academic upgrading which is taking place, higher academic achievement is also being recognized at the recruiting stage, resulting in a higher educational level on entry. For example, one large police force now has 4 officers with M.A. degrees, 90 officers with B.A. degrees and a further 180 have over one year at university where only a few years ago there was only one officer on that police force with a university degree.

Although these efforts by police forces and individual police officers have increased the educational level, recent initiatives, we feel, will also prove rewarding. A new development is the certification program which has been designed to give police officers a co-ordinated combination of professional police training and university education. The police training components will be provided by the Ontario Police College, while the university components of the program may be completed at any Ontario or other accredited university.

It is a three-tiered program with each component combining police and university training. An officer who completes the three components will be awarded a certificate in General Police Studies, a certificate in Advanced Police Studies, and a diploma in Police Management Studies. At the time he receives his diploma, an officer should also be eligible to graduate from his university with a B. A. degree. Similar programs have recently been implemented by the Canadian Police College in co-operation with some universities across Canada.

There is a growing recognition of the Police Service by individuals at the post-secondary school level. Universities are now responding to the educational needs of police officers. For over ten years the Community Colleges have been developing courses in cooperation with local police forces.

While there is some 'over-lapping' of the Ontario Police College programs of professional subjects at Community Colleges, most Colleges provide only those social science and related courses which have been developed in cooperation with local police forces.

The Task Force feels the Community Colleges are serving the community and the police with their existing program and should continue to make such courses available to supplement and reinforce the Ontario Police College programs.

The Task Force has recognized, elsewhere, the importance of the selection process in the police service. However, it is the training and education of these police officers that is important in developing the sensitivities, awareness and skills so necessary in maintaining the officer's interest in his vocation and in dealing with the complex problems facing him.

The Task Force recommends that:

- . The fundamental training of police officers be continued to be offered in a centralized training institution, such as the Ontario Police College.
- . The Ontario Police Commission continue to supervise, and be responsible for, all training programs offered at the Ontario Police College.
- . The Ontario Police Commission, through its Advisory Committee of the College, ensure that the training that police officers receive at the Police College continue to be responsive to, and consistent with, the changing needs of society.
- . The multicultural courses being offered at Police College be integrated more fully in the entire training program of police officers. Further, that these multicultural

courses be made relevant to the Ontario multicultural society with particular emphasis on needs of local police forces.

- . All instructors, particularly those involved in multiculturalism courses, should be carefully selected on the basis of their sensitivity and awareness of issues related to multiculturalism.
- . Police forces should continue to develop, at the local level, multicultural programs and activities that are aimed at opening the lines of communication between the police officers and their community in order to bring about understanding and harmony. Multiculturalism should be the concern of all officers and not only that of community officers or those associated with the program.
- . Police forces should continue to encourage their officers to upgrade their educational level at any post-secondary institution.
- . The Ontario Police Commission should conduct a seminar once each year for Boards and Councils to discuss multicultural issues. It should also encourage the flow of communication between it and the Boards.
- . Police forces should strive for a maximum of four years, and encourage a turn-over of less than four years where feasible in their refresher training programs. Training opportunities should be linked with the career development of officers.

V. 9. PROMOTION AND CAREER DEVELOPMENT

Throughout the course of this study and during the deliberations the members of the Task Force had to remind themselves constantly that their mandate was not to examine all aspects of the policies and practices of the police forces *per se*, but only in so far as they had an impact on the access, participation, equal opportunity and fair treatment of ethnic minorities. In no other area was this caveat more difficult to adhere to as the one that relates to the promotion and career development of a police officer. The policies and practices that have implications for ethnic minorities are of equal significance and relevance to all police officers, irrespective of their ethnicity, or sex, or religion, et cetera.

Individuals, because of their cultural and ethnic backgrounds may differ in their values, in their beliefs, in their language and in their customs. But they all manifest competencies and talents in differing degrees. In order to do a job well, they all have to be efficient. Promotion and career development have to do with competencies, with talents and with being effective.

The Ontario Police Evaluation Guide (1975) states that:

The most valuable asset of any organization is its people. If an organization is to function effectively it must get full return from its personnel resources and ensure that positions of responsibility are filled by its most competent staff. To this end, an effective

personnel management system must include a sub-system which will utilize, develop, and promote members according to their individual ability and potential.

The maintenance of a progressive police service today demands that we recognize and develop the full potential of our human resources in the police forces - the officers. However, to promote our effectiveness in providing critical public service, we have to improve our selection techniques, training, education and the sensitive employment of our officers. Career development in the police service has the potential for making all of this possible, only if we can make effective use of our human resources - the police officer.

Have the police forces been making effective use of the capabilities of the ethnic minority officers within the police forces across Ontario? The Ontario Human Rights Commission suggested that there is a lack of promotional opportunities for minority officers within Ontario's police forces. They pointed to the fact that the highest level attained by any minority officer is that of Sergeant. Since their submission, however, a minority officer has been promoted to the rank of Staff Sergeant. The general feeling among the ethnic minorities is that upward mobility and opportunities for advancement for them is limited, and that they have somehow to prove themselves, even though the criteria on which this proof is based are not explicit. In response to this charge of discrimination one Police Chief said, "It is their performance and merit evaluation that gives them opportunities. There are no restrictions placed on anyone." However, in spite of these positive assurances, the Task Force recognizes a feeling of

cynicism among the ethnic minorities and also among other police officers when it comes to promotional and job opportunities in police forces.

It is not good enough to adopt positive and aggressive recruitment programs for ethnic minorities, and equal opportunity in the selection process is just empty rhetoric, if we create barriers at other levels within the police force. As we pointed out earlier, changes must permeate every level of the operations of policing.

The police force, more than any other organization, has a closed system with limited lateral mobility. As someone said to us, "once an individual joins the police force he is locked in" - into the hierarchical police management system with the emphasis on rank.

One common feature that all police forces in Ontario share is that emphasis is on starting 'on the beat' and working one's way through the ranks. Since many Chiefs of Police adopt the premise that "promotion is dependent on merit with due regard for seniority" many ethnic minorities who are relatively newcomers to the police forces will not be eligible for promotion on the basis of seniority, regardless of their merit. By the same token, there may be officers, regardless of their ethnic backgrounds, who by their performance and ability are outstanding officers but, on the basis of seniority, may also be slowed in their promotion and career development. As a result, this limitation contributes to low job satisfaction, low morale, high levels of frustration and poorer service to the public. As one Chief puts it "any system that does not allow for full recognition of quality, but uses seniority

instead tends to favour the malingerer". This may present a special problem for small police forces.

It has been suggested that one of the weaknesses of the career path for a police officer is that from the first day of employment everyone seems to be working his way up, and trying to get into management, which he perceives as the only promotion route. There is "no encouragement for a constable to be a damn good policeman" we were told.

Given the fact that opportunities for promotion are decreasing because of the small number of vacancies that are likely to become available in some police forces as a result of retirement and/or resignations, it would not only be desirable, but also necessary for the police forces to develop career models for their officers with the purpose of identifying and recognizing the competencies and strengths of the individual police officers in order to make more effective use of them.

Police officers, like many, if not all, human beings, have personal goals and expectations. Police officers, like many individuals, need to have job satisfaction. For law enforcement, job satisfaction would translate into better service. Better service would mean reduced crimes which, in turn, would mean a better community, a safer community, a satisfied public. Too frequently, in the past, better service has been measured in terms of the most modern equipment and better facilities rather than in terms of better or more professional officers.

The traditional method of promotion - progress through the ranks in a vertical direction only - has some major shortcomings. Such an approach in any organization stifles rather than encourages job satisfaction. In the police organization it is more problematic because of the work police officers are required to perform.

In the career development model we have in mind, officers may follow a career path as an alternative to the traditional route of promotion. Their on-going process of personal growth and development should be recognized. In this system no job is seen as a dead-end job, since every job within the model takes on meaning. There are built-in incentives along the way. We would not like to see police officers with ten or twelve years experience, at a point in their career where promotion looms high on the horizon, thinking that they need not enforce the law in order to "avoid the hassle" which they think would decrease their chances for promotion.

In the system which we are proposing ethnic minorities who are recent recruits, and highly qualified, would not have to wait ten or twelve years before they could achieve their goals and expectations. If promotion alone continues to be viewed as the sole measure of career advancement, then most police officers, and in particular ethnic minority officers, are left no choice but to fail in such a system.

As a matter of policy, police officers who prove adept at the delivery of street-level police services should be encouraged and rewarded where their talents are best manifested rather than be perceived as trapped in

dead-end jobs. On the other hand, those officers who demonstrate the necessary skills and talents for other positions should be encouraged to branch out in those areas wherever possible. Certainly, we are all too familiar with the common experience of promoting the best 'street cops' only to find that they would have been far more satisfied if they had not been promoted to a position to which they were neither suited, prepared, nor actually wanted, but took just to 'get ahead' because of pressure from family, colleagues and friends. We recognize that such practices have become ingrained in the sub-cultural organization of the police. Nonetheless, there needs to be a shift in focus from linear kinds of promotion to a more satisfying human developmental focus.

Career development as an approach will not only provide a much-needed response to the police officer 'burn-out syndrome' but will also act as a means to avoid 'Peter-Principle' promotions - two of the fundamental ills that plague police personnel management and most other organizations.

Career development programs should be designed and developed to be consistent with the needs of a particular police force and should take into account the educational levels, work and community involvement, technical training, demonstrated skills, and satisfactory performance evaluations of the officers.

Many police forces in Ontario do not have a formal written promotional process, nor a clearly defined career development program. In fact, many have not recognized the need for formal career development programs. Some have promotional 'guidelines' while

others have developed intricate 'merit point systems' allocating points for performance, appraisal, seniority, written examinations and face-to-face examinations. Very often, however, the officers themselves do not understand the precise criteria upon which promotion is based.

Within the last year attempts have been made, by a few police forces, to objectify the promotion process and to bring it more closely in line with managerial style approach to evaluation. In particular, psychological tests to assess the individual's strengths and weaknesses are used to supplement the in-depth interviews that are being done in some police forces by personnel, or in some cases by outside consultants. Among competencies that are being assessed are the individual's problem solving abilities, face-to-face and written communicative skills, managerial style, inter-personal skills, leadership qualities, personality characteristics and career aspirations.

A 'model career development program' developed in some police forces in the United States (for example, *Career Development for Law Enforcement, 1974*; *A Career Ladder Study for the Portsmouth Police Department, 1976*) involves a five-element classification plan. Two of these may have some relevance to career development of police officers in Ontario. They are as follows :

1. The plan would provide an adequate reward system for field personnel who do not wish to pursue supervisory or command positions, but whose performance is exceptional, and would establish new classifications for personnel with investigatory, supervisory and command authority.

2. Such plans would require that relatively early in an officer's career, an individual would decide whether or not he or she wants to continue as a highly skilled officer, or seek a supervisory position.

Crucial to the success of such programs would be the creation of effective counselling services for police officers, including the appointment of career development personnel, in order to facilitate them in making the appropriate match of their talents, skills and aspirations to police functions.

The Task Force recommends that :

- . Police forces be encouraged to develop career development models with the assistance of the Ontario Police Commission.
- . Police forces should take into consideration for promotion and career development, initiatives taken by individual officers to upgrade their education and their involvement in community activities.
- . Discriminatory and unfavourable behaviour by an officer toward individuals in the community should be a disincentive for promotion.
- . Police forces should seek innovative ways to increase the job satisfaction of police officers other than through the traditional vertical routes.

- . *Where possible, police forces should appoint a career development officer (or committee) who can counsel individual officers and facilitate them in the planning of their career development.*
- . *The Ontario Police Commission be provided with funding to assist in the planning and development of career models.*

V. 10. ANCILLARY SERVICES

At the present time, particularly in larger centres, the police forces are responding to the ethnic and racial sensitivities in the communities they serve. For over ten years, community officer units have been developed with the main purpose of bringing about a better understanding between police and the neighbourhood they serve. The youth service branches have had a long history of trying to bridge the gap between youth of all backgrounds and the police. We are only making mention of those police services which have a direct relationship to racial/ethnic groups. For example, in Metropolitan Toronto, with its 5,414 officers, an 'ethnic squad' exists. It includes a cross-section of police officers from different racial/ethnic groups who act not only as liaison persons in different regions, but also serve as instructors at Bick College for training of recruits and senior officers. Many of Ontario's police forces have developed special services to deal with the cultural mosaic of their particular communities. Training of such officers at the Ontario Police College and the Canadian Police College is referred to in greater detail in another section of the Report.

An example of a recent attempt to highlight the importance of ancillary services to the police is seen in the appointment of a senior officer in the Metropolitan Toronto Police Force, whose responsibility it is to act as an extension of the Chief of Police, in all race relations matters. Since this has been such a recent move, one can only comment that it does reflect the concern and positive attitude of the police to develop, at a senior level, mechanisms whereby they can respond

more quickly to problems in the community.

The Task Force sees the complaint procedure, whatever its format, as an important instrument for all persons in Ontario, and particularly for those who feel that they have a just complaint to make with regard to police practice. An example of a complaint procedure, which is presently being used by a police force in Ontario, contains the following points.

- . It recognizes, on the one hand, that a police officer is a trained professional and is expected to display tact and discretion.
- . It recognizes that misunderstandings and violations in police behaviour may occur.
- . It invites citizens who feel they have good reason to question the conduct of an officer to do so with authorized personnel at locations clearly listed.
- . It points out that each complaint will be investigated.
- . It states that the complainant is informed of the results.

Most Ontario police forces have their own complaint procedures. The extent to which these complaint procedures have been successful, or have been perceived to be successful, varies in different communities. However, the fact that a pilot project to improve processing complaints by the public against the police

has been recently under discussion in the Ontario Legislature would suggest that present procedures are not believed to be totally adequate.

Under ideal conditions, complaints received by a police force through its own channels and acted upon as quickly as possible to satisfy complaints is highly desirable. Complaint procedures and organizational structure which arouse suspicion that they are operating to the detriment of the citizens they serve need to be scrutinized. However, there are dangers in institutionalizing all complaints. Nonetheless, speed, accessibility and fairness have to be perceived to be believed. In the long run, the credibility and trust relationship which exists between the public and the police is based, not upon organizational structures, but upon the unbiased manner in which the people involved carry out the procedures which have been laid down.

Complaints, whether they be minor or major, should be monitored, recorded and reviewed by police forces periodically. This has particular importance for ethnic/racial incidents. Such information should signal to particular police forces the need for special attention to be given to particular areas in their community or to individual or clusters of officers.

VI THE COMMUNITIES OF ONTARIO

VI. 1. PERCEPTIONS

There is a tendency in many communities to shift the responsibility of the changing society and all its by-products to the shoulders of the police. From the community side, we have to recognize the dramatic changes that have taken place - for example, the shift of women into the labour force and the accelerated rate of urbanization. In many communities, people feel alienated, without a sense of identity and without a feeling that anyone cares. The extent to which the entire concept of the family has undergone radical changes is seen in Ontario, as in the rest of Canada. Such changes are felt more or less in every community, but probably less dramatically in smaller communities.

We are a pluralistic society that has been greatly enriched by a diversity of cultural backgrounds, which we find in every nook and cranny of Ontario. Our Task Force has repeatedly indicated that we do not view the ripples of immigration coming into Ontario as synonymous with crises. However, we do recognize that some old problems are presenting themselves in new forms. The extent to which communities have given indication of their reaching out to be helpful to newcomers is highly laudable. Our concern lies in the relationships between the multicultural communities and their perceptions of the police. Our attention was drawn to those newcomers who, without any personal experience with the police, have developed a sense of anxiety and fear generated sometimes by a lack of information,

sometimes by a carry-over of experiences with police in other lands and sometimes negatively affected by the media.

VI. 2. THE PEOPLE

In the pre-industrial age, village societies were closely integrated and comparatively homogeneous. Everyone knew everyone else's affairs and character, the rules of society were generally familiar and were identical with the moral and ethical precepts taught by parents, teachers, and the church. The greatly increased complexities of our society only make more important the kind of unofficial peace-making that Jane Jacobs has called "the intricate, almost unconscious network of voluntary controls and standards among the people themselves".

Police cannot operate effectively by themselves. It is an understanding community, appreciating the needs of the people, which makes it possible for police to react in new directions. The perception that people have of the police varies. The perception of different groups in the community will vary. There are studies which indicate that people in the middle and upper classes always tend to look more favourably on the police as the protector of their rights and property. In most communities, people in lower economic groups tend to fear the police. Minority groups do not necessarily fall into one group or another. Their fears and anxieties can be, and have been, in some instances, generated by hostile verbal and physical abuses. Fear, for their children's safety and their own, can escalate far beyond economic class attitudes. Negative stereotypes expressed in the printed word, in photographs, or in television images, can be sources of fear, pain and discomfort. Although many generations have lived through similar unpleasant experiences several decades

ago, for religious reasons, it does not make it easier for the newcomers today. Attitudinal changes in the community - through the people themselves, through the school system, through all the channels possible, in addition to the police - which make racism an undesirable way to express aggressive bias, all contribute to a better society in which we can all live in harmony. Police are as good as the communities they serve. Police are an integral part of every community. The scapegoating of minorities or of the police does little to raise the level of understanding.

VI. 3. MEDIA

The Task Force has the impression that, in their zealous search for news, the media have, in some instances, contributed to the problem and the tensions aroused in the racial/ethnic milieu. Some newspapers have made use of language which could be interpreted as racial slurs on a particular minority group. In some instances, singular events have been 'blown up' out of proportion, and out of context. For dramatic effect, in some television presentations, editorial tape splicing has been intentionally done, more with the desire to be sensational than to communicate the facts and to be informative.

What citizens hear, read and see about police in the news media is every bit as important as the perceptions they form from direct contact. This is particularly true if we consider the fact that a majority of the citizens in a given community seldom have direct contact with an officer, but daily are exposed to news accounts and interpretations of police activities.

The past few years in Ontario, cited both in the Pitman and Carter reports, have shown that some members of the media have not acted in a responsible manner when reporting 'social unrest' and 'racial incidents'. This has tended to impede the mutual respect between the police and the media and, in some instances, may have hampered the resolution of some of the conflicts. Some police officers perceive journalists as sensationalists and not to be trusted. This erodes the philosophy of mutual respect and 'the right of the public to know'.

No one, who has had anything to do with journalism, will underestimate the difficulties an editor faces when handling stories about race or ethnic minorities. Equally, when mistakes are made, whether of commission or omission, anyone who knows about newspapers will beware of imputing malice or attributing other motives when, so often, it is merely a question of the judgement of a sub-editor working under pressure. But if a newspaper systematically gives prominence and sensational treatment to news stories which may incite fear or prejudice against a minority group, then there could be good reason to suspect that this treatment is the deliberate policy of the paper.

The selection of news and the priority given to one story as against another is a matter of personal taste and judgement, as a comparison of newspapers will generally show. The same story will be treated differently by different editors. Somewhat like light passing through a prism, the same story can take on different colours in different newspapers.

The Runnymede Trust publication, *Publish or Be Damned?* by Peter Evans, was released in December 1976. The study carefully documents two examples, in Great Britain, of press campaigns which triggered communal outbreaks, leading to the disruption of several minority communities. In their words - "In most cases, the responsibility began with the demagogic politicians, but it was shared by an irresponsible press".

Too often, media coverage tends to be sporadic, inconsistent, non-factual, and slanted. More importantly, the media all too often over-emphasize and

over-expose situations that are not always in the best interest of the public. Press coverage in Metropolitan Toronto of 'police brutality' and of 'racism' are good examples of the media inability, for whatever reason, to give responsible, unbiased coverage of potentially explosive problems. The media becomes part of the problem.

We recognize that coverage of ethnic/race relations present newspapers with an enormous professional challenge. We do not believe that the answer lies in censorship of a negative or positive nature. A healthy democracy depends upon the availability of facts and the clash of opinions about them.

The pluralistic society of Ontario in the Eighties will demand increasing sensitivity and professionalism by the media. Use of more journalists from ethnic/minority backgrounds would broaden their present awareness. It should also be recognized, from a business point of view, that the nature of our society from which journalists obtain their news, and about which they write, and upon which they depend for advertising and sales, is also changing. The media themselves have a great challenge to meet and understand the needs of the multicultural society of the Eighties.

VII. CONCLUSIONS

In our pluralistic society of Ontario, we have every reason to believe that, basically, most sectors of the society are law-abiding and respectful of the police. The police of Ontario are perceived, in most instances, as being first-rate, to be compared positively with all other police forces in the world. However, we would be naive if we did not recognize that many law-abiding, police-respecting minority groups affected by unfortunate events, are fearful and uncomfortable, and in many instances are unsure of the extent to which they would be treated fairly and sympathetically should a circumstance arise involving police in their own lives. Ways must be sought to restore faith and confidence in the police, through the schools and the citizenry at large, in fact all components of this society.

In any discussion of discrimination or prejudice, the focus has usually been on why majority group members become prejudiced toward minorities. Very little consideration is given to the effects of prejudice or discrimination upon the victims in terms of their responses to or defence against such attacks.

Some Canadian social psychologists (for example, Dion, Earn and Yee, 1978), in looking at different groups who have experienced different forms of prejudice, have suggested that victims of prejudice are more sensitive to acts of discrimination, and they often perceive situations as discriminatory which are different from the way others (those not subjected to the same forms of prejudice) perceive them. And very often their defensive reactions to

forms of prejudice may provoke further acts of discrimination. This point is very important to keep in mind in any consideration of police-minority relations.

As Walter Pitman said to the Task Force, when we create minority groups as victims, they become victims, and they tend to behave as victims. The psychology of victimology would suggest that in order to reduce prejudice and bias in society, we need to understand the consequences of such actions on minorities, particularly the effects on their self-image and self-worth as individuals.

Police officers themselves have, at times, felt victimized - although victims of a different sort. As the most visible representative of government, and as agents of authority, they are easily distrusted and feared, and become convenient objects of displaced hostility. In situations where there is conflict between the police and the community, they are often under attack and they become defensive.

To provide the public with better and more effective policing, police officers need the support of the community, and since morale in police forces is considered important to successful policing, the police need the public support of the community leaders and government officials to achieve their goals of fairness and justice in their law-enforcement and peace-keeping role. This is not to suggest that public officials must not acknowledge when police officers err in the course of their duty. A wise leader recognizes when and how to balance encouragement and support with needed and deserved criticism. And police officers, like true professionals, would

recognize when the criticism is directed at particular individuals or certain aspects of policing rather than the entire system.

For their part, the citizens of Ontario with their concern for their civic rights, which they feel are being violated by unfair police practices, should not at the same time lose sight of their civic responsibility.

In short, the police and the community need to come together in a common understanding with the goal towards constructive dialogue rather than in a confrontation role. They need to operate on a mutual degree of trust and respect for each other's needs if police-community relations are to be improved.

No community or citizen is immune from the effects of racial conflict. We must continually strive toward the objective of making this a safe and just society for all people, irrespective of colour, or race, or religion, or years of residence in Ontario. Such a vision and dream should be clearly understood and expressed as an objective to work toward. We all must recognize, however, that no program in police-community relation has a chance of success without positive commitment by public officials, police personnel and administrators, and the community. The gap between public pronouncements and police practices must be closed if we are to achieve our objectives.

EPILOGUE

"Would you tell me, please, which way I ought to go from here?"
 "That depends a good deal on where you want to get to!" said the Cat.
 "I don't much care where ---," said Alice.
 "Then it doesn't matter which way you go," said the Cat.
 "---so long as I get somewhere," Alice added as an explanation.
 "Oh, you're sure to do that," said the Cat, "if you only walk long enough."

Louis Carroll, 1865

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MUNICIPAL POLICE FORCES - ONTARIO

JANUARY 1979

| <u>MUNICIPALITY</u> | <u>POPULATION</u> | <u>POLICE STRENGTH</u> | <u>MUNICIPALITY</u> | <u>POPULATION</u> | <u>POLICE STRENGTH</u> |
|-------------------------------|-------------------|----------------------------|------------------------------------|-------------------|----------------------------|
| Alexandria, Town | 3,460 | 4 | Essex, Town | 6,200 | 7 |
| Alliston, Town | 4,725 | 7 | Exeter, Town | 3,600 | 5 |
| Amherstburg, Town | 5,738 | 9 | Fergus, Town | 5,981 | 10 |
| Anderdon, Township | 5,005 | 7 | Fort Frances, Town | 9,088 | 20 |
| Arnprior, Town | 5,911 | 10 | Gananoque, Town | 5,054 | 9 |
| Athens, Village | 1,026 | 1 | Gloucester, Township | 65,050 | 72 |
| Atikokan, Township | 5,781 | 12 | Goderich, Town | 7,400 | 10 |
| Aylmer, Town | 5,500 | 8 | Guelph, City | 71,349 | 108 |
| Barrie, City | 35,546 | 48 | Haldimand-Norfolk Regional | 33,417 | 74 |
| Belleville, City | 34,906 | 63 | Halton Regional | 230,375 | 263 |
| Bradford, Town | 6,868 | 8 | Hamilton- Wentworth Regional | 411,358 | 676 |
| Brantford, City | 69,091 | 106 | Hanover, Town | 5,786 | 10 |
| Brockville, City | 20,013 | 38 | Harriston, Town | 1,902 | 3 |
| Cardinal, Village | 1,778 | 3 | Hastings, Village | 950 | 1 |
| Carleton Place, Town | 5,574 | 8 | Hawkesbury, Town | 9,804 | 14 |
| Chatham, City | 39,960 | 64 | Ingersoll, Town | 8,200 | 12 |
| Chesley, Town | 1,878 | 2 | Innisfil, Twp. | 16,822 | 20 |
| Clinton, Town | 3,116 | 5 | Kapuskasing, Town | 12,500 | 15 |
| Cobourg, Town | 11,216 | 19 | Kemptville, Town | 2,480 | 3 |
| Colchester South, Township | 7,327 | 9 | Kenora, Town | 9,992 | 24 |
| Collingwood, Town | 11,500 | 17 | Kincardine, Town | 4,652 | 9 |
| Cornwall, City | 46,087 | 67 | Kingston, City | 61,088 | 101 |
| Deep River, Town | 5,441 | 7 | Kingsville, Town | 4,937 | 7 |
| Deseronto, Town | 1,830 | 4 | Kirkland Lake, Town | 12,768 | 18 |
| Dresden, Town | 2,440 | 4 | Lakefield, Village | 2,266 | 4 |
| Dryden, Town | 6,500 | 12 | Leamington, Town | 11,156 | 16 |
| Durham, Town | 2,456 | 4 | Lindsay, Town | 13,687 | 22 |
| Durham Regional | 256,357 | 350 | Listowel, Town | 4,972 | 7 |
| Elliot Lake, Township | 12,893 | 22 | London, City | 253,726 | 313 |
| Espanola, Town | 5,888 | 8 | | | |

| <u>MUNICIPALITY</u> | <u>POPULATION</u> | <u>POLICE STRENGTH</u> | <u>MUNICIPALITY</u> | <u>POPULATION</u> | <u>POLICE STRENGTH</u> |
|-----------------------|-------------------|------------------------|--------------------------|-------------------|------------------------|
| Marathon, Township | 2,365 | 5 | Renfrew, Town | 8,588 | 13 |
| Meaford, Town | 4,169 | 7 | St. Clair Beach, Village | 2,359 | 3 |
| Mersea, Township | 4,400 | 5 | St. Marys, Town | 5,100 | 7 |
| Metropolitan Toronto | 2,259,587 | 5,364 | St. Thomas, City | 27,307 | 43 |
| Michipicoten Township | 4,940 | 13 | Sandwich West, Township | 14,100 | 16 |
| Midland, Town | 11,726 | 15 | Sarnia, City | 52,584 | 97 |
| Milverton, Village | 1,469 | 2 | Sault Ste. Marie, City | 80,630 | 115 |
| Mitchell, Town | 2,750 | 4 | Seaforth, Town | 2,046 | 5 |
| Mount Forest, Town | 3,402 | 4 | Shelburne, Town | 3,000 | 4 |
| Napanee, Town | 4,846 | 8 | Smith Falls, Town | 9,016 | 16 |
| Nepean, City | 82,000 | 101 | Southampton, Town | 2,748 | 5 |
| New Liskeard | 5,505 | 7 | Stirling, Village | 1,571 | 1 |
| Niagara Regional | 366,054 | 556 | Stratford, City | 26,000 | 40 |
| North Bay, City | 51,000 | 89 | Strathroy, Town | 8,500 | 10 |
| Norwich, Village | 1,980 | 4 | Sturgeon Falls, Town | 6,270 | 9 |
| Orangeville, Town | 13,000 | 17 | Sudbury Regional | 167,621 | 233 |
| Orillia, City | 24,000 | 38 | Tavistock, Village | 1,759 | 3 |
| Ottawa, City | 306,000 | 579 | Terrace Bay, Township | 2,300 | 5 |
| Owen Sound, City | 20,500 | 33 | Thornbury, Town | 1,450 | 2 |
| Palmerston, Town | 1,980 | 3 | Thunder Bay, City | 111,435 | 180 |
| Paris, Town | 7,200 | 10 | Tilbury, Town | 4,317 | 8 |
| Parry Sound, Town | 5,300 | 8 | Tillsonburg, Town | 9,500 | 19 |
| Peel Regional | 425,293 | 589 | Timmins, City | 44,261 | 71 |
| Pembroke, City | 14,444 | 21 | Trenton, Town | 14,784 | 27 |
| Penetanguishene, Town | 5,388 | 9 | Tweed, Village | 1,631 | 3 |
| Perth, Town | 5,776 | 9 | Vanier, City | 18,510 | 37 |
| Peterborough, City | 59,181 | 99 | Walkerton, Town | 4,667 | 7 |
| Petrolia, Town | 4,312 | 6 | Wallaceburg, Town | 11,100 | 20 |
| Picton, Town | 4,324 | 9 | Waterloo Regional | 296,113 | 426 |
| Point Edward, Village | 2,417 | 6 | Warton, Town | 2,022 | 4 |
| Port Elgin, Town | 5,840 | 8 | Windsor, City | 196,069 | 366 |
| Port Hope, Town | 9,992 | 14 | Wingham, Town | 2,850 | 5 |
| Prescott, Town | 4,862 | 10 | Woodstock, City | 26,323 | 42 |
| Red Rock, Township | 1,566 | 3 | York Regional | 213,657 | 308 |

THE ONTARIO POLICE TRAINING SYSTEM

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|--|---|--|
| PROBATIONARY CONSTABLE TRAINING | ORIENTATION In-Service PROBATION PART A Ontario Police College | Immediately after appointment as Probationary Constable. As soon as practical but no later than six months after successful completion of the orientation course. |
| | LOCAL PROCEDURES In-Service | Immediately prior to Field Training. |
| | FIELD TRAINING In-Service | Immediately following Local Procedures. |
| | PROBATION PART B Ontario Police College | Successfully completed within twelve months of first appointment to Force. |
| CONSTABLES REFRESHER TRAINING | REFRESHER TRAINING Ontario Police College or In-Service | Co-ordinated with In-Service Training Program within five years of Constable's confirmation of appointment to the Force and every five years thereafter. |
| JUNIOR COMMAND TRAINING | PRE-COURSE TRAINING PACKAGE In-Service Ontario Police College | Prior to or immediately upon appointment as a supervisor. Training Program provided through the Ontario Police Commission. Prior to or within six months of appointment as a supervisor. <i>Purpose: To prepare a constable for his first supervisory rank, i.e. Municipal Police to Sergeant/O.P.P. to Corporal.</i> |
| INTERMEDIATE COMMAND TRAINING | PRE-COURSE TRAINING PACKAGE In-Service Ontario Police College | Prior to or immediately upon appointment as a senior officer. Training Program provided through the Ontario Police Commission. Prior to or within six months of appointment as a senior officer. <i>Purpose: To prepare a supervisor for his next level of responsibility, i.e. Sergeant or Staff Sergeant to Inspector.</i> |
| SENIOR OFFICER COMMAND TRAINING (To be implemented in 1981) | PRE-COURSE TRAINING PACKAGE In-Service Ontario Police College | Prior to or immediately upon appointment to a Senior Command Position. Training Program provided through the Ontario Police Commission. Usually Inspector Rank and above. Prior to or as soon as practical after appointment. |

SPECIALIST
TRAINING

SPECIAL TRAINING
Ontario Police College

SPECIALIST - Identification,
Traffic, etc.

SPECIAL - Investigation, Juvenile
and Youth, etc.

As soon as possible after assign-
ment.

END