

CURRENTS

Readings in Race Relations

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Race and the Canadian
Justice System



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CURRENTS: Readings in Race Relations is the quarterly magazine of the Urban Alliance on Race Relations. The Urban Alliance on Race Relations formed in July 1975 to promote a stable and healthy multicultural environment in the community, is a charitable non-profit organization made up of volunteers from all sectors of the community.

The Urban Alliance on Race Relations is an educational agency and an advocate and intermediary for racial minorities. It works towards encouraging better race relations, increased understanding and awareness among our multicultural, multiracial population through programs of education directed at both the private and the public sectors of the community. It focuses its efforts on the institutions of our society including educational systems, employment, government, media, legislation, police, social service agencies and human services, in order to reduce patterns of discrimination and inequality of opportunity which may exist within these institutions.

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Race and the Canadian Justice System

In the editorial of the inaugural issue of *Currents: Readings in Race Relations* (Vol.1, No.1), I quoted from Walter Pitman's report to Metro Toronto Council, "Now Is Not Too Late". Pitman argued that the pursuit of racial equity "must be built on a solid base of research and information. The present lack of information is part of the reason for the absence of coordination and planning of programs taking on a crisis orientation reaction stance". Twenty years later, Walter Pitman's words seem to demand greater urgency.

The Urban Alliance on Race Relations, through its publication *Currents*, attempts in its own small way to address the lack of information - and the development and dissemination of a body of knowledge - regarding racism and the strategies for achieving racial equity.

The occasional publishing of special issues of *Currents* on particular topics or themes, including annotated bibliographies, is part of this mandate. It is therefore with particular pleasure and pride that this issue of *Currents* presents a major and unique piece of research undertaken by the Urban Alliance. As the only comprehensive annotated bibliography on the issue of race and the Canadian Justice system, it makes accessible for the first time much of the documented research, experience and analysis in what continues to be one of the most critically important fields of race relations work.

Tim Rees

Volume 8, Number 4

Next Issue-Annotated Bibliography Part II (Volume 9, Number 1)

- The Wrongful Conviction of Donald Marshall, Jr.
- Juries
- The Judiciary and the Criminal Justice System
- Sentencing
- Prisons
- Hate-Motivated Activity
- Minority Women and the Criminal Justice System
- Religious/Cultural Minorities and the Criminal Justice System
- Multiculturalism and the Media
- Race and the Criminal Justice System: Various Report

Antoni Shelton
Executive Director,
Urban Alliance on Race Relations

The sanctity of innocence and the stigma associated with guilt have enshrined the criminal justice system as one of the most fundamental institutions which determine our social values. Likewise, issues of racial equality in the criminal justice system are brought to the forefront and often form the foundations for social justice. Any inequality which is exposed sends a daunting message to individuals that the "system" does not treat people fairly. Another message is sent to Canadians as a Whole - that there is something grossly unjust in our society - for if equal treatment is not afforded in the criminal justice system, then where will it ever be found?

Due to their definitive nature, issues of race and criminal justice have produced volumes of cases, reports, studies, inquests and scholarly works. Countless hours and dollars have been spent in the hopes that the fruits of labour will make a difference. Nevertheless, only minimal progress seems to have been achieved. Both those who wish to gain protection from the justice system and those who wish to provide protection are being met by a body of information which is limited by among other things, technical jargon, cost and regional isolation. Subsequently, a tremendous gap is created between those who produce the information and those who need it.

The Urban Alliance on Race Relations seeks to fill the gap by providing a comprehensive annotated bibliography that carefully reviews relevant material across Canada. By locating and carefully interpreting the information in an abbreviated form, we wish to make this large quantity of work accessible to a growing body of community leaders, civil servants and public officials who are being called upon to provide direction and answers to claims of racial discrimination.

The impetus and funding for this project were generously provided by the Honourable Sheila Finestone, Secretary of State (Multiculturalism) (Status of Women). Of course, the completion of the project would not have been possible without the primary researchers - Harriet Seenath and Navin Joneja. Finally, the Urban Alliance wishes to thank all the researchers and authors whose work has contributed to this compilation.



A Issues Pertaining to Police use of Force

Because of the nature of their duties, the police are given the permission to use force when it is reasonable. However, this fine line of "reasonableness" often becomes blurred. Consequently, the police use of force has become the single most identifiable and volatile issue for police/race relations. This chapter examines the police use of force in Canadian society, with an emphasis on how this issue contributes to the relationship between racial minority communities and the police force. The reports begin by examining police "culture" - the nature and atmosphere of the force - and continues to demonstrate the interaction between that culture and visible minority communities. Finally, the chapter provides some insight into the problems associated with police accountability and investigating officers who may have abused their discretion by using excessive force.

Organizational Police Deviance: Its Structure and Control

Clifford D. Shearing Butterworths, Toronto, 1981

Chapter 3: Some Structural Aspects of Police Deviance in Relations With Minority Groups, John Allen Lee

This paper illustrates a structural approach to deviant behaviour in police-minority relations. It eschews suggestions that the replacement of a few "bad apples" in the police will resolve structural conflict between the two groups. It focuses on police violations of laws enshrining the "civil rights" of minorities. The author rejects the notion put forward by some studies that the police comprise a minority. He clarifies the sociologists' use of the term in this context as referring not to a numerically smaller number of people but rather to power status.

Where minorities are not organized, the police have openly confessed to using verbal taunts. Police detectives bragged to a *Toronto Star* reporter that they were bigoted and referred to minorities using derogatory epithets (August 20, 1972). At the time, the author notes, Toronto's Black community was leader-less. He observed that these detectives belonged to Division 14 where subsequent allegations of harassment led to Black organization following the shooting of Albert Johnson. City council also exposed police racist attitudes in the police association staff publication, *News and Views* (December 1978 and March 1978 issues).

Police-minority confrontations in Toronto in 1979 led to the appointment of a one-man Board of Inquiry headed by Cardinal Emmett Carter. The Cardinal recommended that the police refrain from using derogatory racial terms. Although the Police Commission adopted the recommendation, the author notes that there was little evidence of change in this respect.

Reference is made to an article by *Toronto Star* reporter Christie Blatchford (1980) entitled: "What the Jury Didn't Hear in the Johnson Case." The article indicates that the Crown prosecutor had knowledge of a complaint of police harassment by Albert Johnson to the Ontario Human Rights Commission. The OHRC records note the

man's "increased desperation ... His biggest fear was that the police would shoot him down." The strangest feature of the trial was forensic evidence that the victim had been shot from above. This evidence was corroborated by the 9 year old child of the victim who disclosed that her father was made to kneel then shot by the police. The jury, however, was instructed by the judge to place little reliance on this after testimony from a police officer to the effect that he observed "an adult woman coaching the child." The crucial forensic evidence was ignored.

The author states that - "In 1975, following an unusually vitriolic series of police-minority encounters, including several deaths, a group of moderate and professional citizens formed the Urban Alliance on Race Relations." Along with the city's Social Planning Council, they organized a conference with the police. This led to the establishment of the Liaison Group on Law Enforcement. Backed by funding from the Solicitor-General and provincial Attorney General, the group established a pilot project of police-minority committees designed to improve police-minority relations.

John Grady, a professor of social work, in his evaluation of these committees in Law Enforcement and Race Relations Committees in Metro Toronto, Social Planning Council, 1979, observes that police tended to dominate the issues discussed by the committees. Specific complaints of police abuse were kept under wraps. These had to be processed by the Citizens Complaints Bureau - by the police themselves - a factor which has led to a loss of faith in the system. In addition citizens were reluctant to appear before the committee for fear of reprisal. In several cities this has led to vociferous demands by minority groups for an independent investigation and adjudication by citizens against the police.

This has resulted in several expert inquiries. Following a number of claims of police brutality detailed in both major newspapers, Judge Donald Morand was appointed to conduct investigations. His findings are contained in Royal Commission into Police Practices, Toronto Queen's Printer, 1976. The Morand Report far from "whitewashing" the police, condemned deviant police practices and internal investigations.

Ontario Ombudsman, Arthur Maloney, former Attorney General, John Clement as well as Cardinal Emmett Carter, have all recommended the processing of citizen complaints which are independent of the police. Judge Morand proposes further research into the management of local police stations by "boards of governors" in which there would be significant representation by civilians (Morand, 1976: 156).

Relevant Reports

Arthur Maloney, *Report to the Police Commission: Review of Civilian Complaint Procedures*. Toronto: Police Commission, 1975

Emmett Carter, *Report to the Toronto Police Commission*, 1979

John Clement, *Report to the Toronto Police Commission*, 1980

**Police Use of
Deadly
Force:
Canadian
Perspectives**

Duncan Chappell and Linda P. Graham
The Centre of Criminology, University of Toronto, 1985

This reference contains an account of the shooting death of Albert Johnson. At the time of writing, the Johnson incident was the only case in the history of the Metro Toronto Police in which police officers have faced criminal charges stemming from a police incident. His death in 1980 sparked a wave of unrest and demonstrations. Interest groups, political figures and citizens alike expressed outrage, not only over the shooting but also over the methods of investigating the alleged police misconduct. The result was a severe decline in police-community relations. The widespread public outcry called for a judicial review of the Metropolitan Toronto Police force's use of firearms, hiring, recruiting and training practices. This backlash acted as a catalyst for the formation of the Office of the Public Complaints Commissioner.

The incident arose from a report regarding a man who was causing a disturbance in his home. Part of the Crown's charge of manslaughter against the two police officers was based on the allegation that they had unlawfully entered the deceased's house. Albert Johnson was shot twice as he descended the stairs of his home armed with a lawn edger. The officers maintained that they acted in self-defence and were acquitted by an all-white jury. Justice Dunlop justified the use of force" ...even if Mr. Johnson was responding to an assault by the police officers."

It is noteworthy of mention that, for the first time in Canadian history, the family of the deceased was given the right to seek damages for negligence in a civil suit against the Metro Toronto Board of Police Commissioners and the former Chief of Police.

By way of "final note," the author states: "The time is ripe to gain a better understanding of police use of deadly force and to work towards reducing the number of civilian deaths and injuries without subjecting law enforcers to increased risks." He states that where the use of lethal force by police has resulted in death or injury the public should be assured that the incident will be subjected to a thorough and impartial investigation and that the police officers involved will be appropriately penalized for excessive or negligent use of force.

**Policing
Canadian
Society**

Dennis Forcese
Carleton University, Prentice-Hall, Scarborough, Ontario, 1992

Chapter II Police and Public

A subheading of this chapter entitled "Police and Minority Groups" details some of the changes in policing resulting from public pressure and lobbying. However police treatment of Natives is seen to be a particular problem. Mention is made of Donald Marshall who was unjustly convicted of murder in Nova Scotia and the over-policing and over-representation of Native persons in penal institutions. In 1989, a provincial task force conducting hearings into police-minority group relations criticized Ottawa police for poor minority relations citing two specific incidents involving provincial police. Reference is made to a three-part analysis of policing in the provinces of Manitoba, Saskatchewan and Alberta which was published in April 1990 indicating that Natives expect to experience racial bias. Statistical evidence shows that police misconduct seldom receives appropriate sanction.

In Toronto, over the past decade, animosity flared in connection with several police shootings involving minority groups. Following this, well-publicized hearings were held. The Ontario Task Force issued 57 recommendations in April 1989. The recommendations emphasised the need for increased minority recruiting including lateral entry. It is recommended that ethnic relations training should be conducted by university-educated experts. A key factor is seen to be expertise on the multicultural character of society. Police expressed dissatisfaction with what they viewed as being unfair criticism.

This segment also contains surveys which have been carried out on respondents' attitudes and perceptions of the police in various provinces.

**Police Use of
Force and
Violence Against
Members of
Visible Minority
Groups in
Canada**

Dr. Philip C. Stenning
Canadian Centre for Police-Race Relations, 1994

This report was prepared at the request of the Ministry of the Solicitor General of Canada in light of a number of police shootings of Black people in Toronto, Peel Region, Ottawa and Montreal. Part I is a review of recent research in Canada and other jurisdictions. Part II consists of an empirical study of Toronto detention centre inmates' accounts of their most recent arrests. And Part III makes some general conclusions and recommendations.

The identified purposes of the report are:

1. To review current knowledge about the incidence and nature of police use of force and violence against members of visible minority groups in Canada;
2. To identify significant gaps in such knowledge and suggest strategies for improving knowledge on this topic;

3. To review and assess the responses to the issue of police violence against members of visible minority groups which have been suggested and/or adopted in Canada in recent years. (Page I.7)

Part I begins by clarifying the relevant definitions of terms in the report such as "visible minority," "use of force," "violence" and "racism." The report then proceeds to interpret data collected by other studies relating to police treatment of "Whites" and "Non-Whites," household experiences with police, the relationship between the race of the citizen and the outcome of "minor" and "major" incidents giving rise to police contact and the interviews with Aboriginal inmates in Manitoba correctional institutions. The report cites a dearth of information regarding racially classified police treatment as a major obstacle to more substantive findings.

Also included in Part I is a synopsis of research findings of police use of force against visible minority groups in other jurisdictions - the United States, the United Kingdom, Australia, and Continental Europe. Part I concludes with a list and brief description of previously proposed solutions and recommendations to the problem, including formal anti-racism policies, employment equity, race relations training, increased community input, recognition for good race relations practices, external monitoring, changes to the law, development of less-than-lethal weaponry and improved investigation for improper use of force.

Part II is a report of the author's experimental research study in three detention centres in Toronto, analysing the inmates' accounts of their arrests. Respondents were categorized as "Whites" (40%), "Blacks" (34%) and "Others" (26%). The arresting officers were not interviewed. The study concerned questions such as whether there was swearing or insults at the time of the arrest, the general behaviour of police towards them, whether they were handcuffed at the time of the arrest, whether the officers drew their guns at any time during the arrest and whether injuries were suffered during the arrest. The study revealed few significant differences between the accounts of the White, Black or "Other" respondents, with a major exception concerning the reporting of racial insults by Black respondents. The author admits that this data cannot provide conclusions for police-citizen relations in general as the study only interviewed inmates after arrest.

Part III states that, in concert with the earlier studies, there is insufficient credible systematic evidence regarding use of force or violence by police against members of visible minority groups. The report concludes with eight recommendations. Included in the recommendations are suggestions that the Ministry of the Solicitor General develop an acceptable manner of recording the race or ethnicity of citizens who come into contact with police, that the Ministry fund research in multiple jurisdictions which will allow for the collection of systematic and reliable evidence about the use of force or violence by police, and that funding be provided for the development of non-lethal weaponry.

**Police Shootings
and Racism:
Getting at the
Truth**

Charlotte M Chiba, Julian N. Falconer and Antoni Shelton
Currents, Volume 8, Number 2, January, 1994

The goal of this article is to give a community perspective on some of the concerns surrounding police shootings in Metropolitan Toronto. The authors highlight a number of systemic problems which plague the criminal justice system. The article points to a spate of police shootings of Black men and the Yonge Street demonstrations which followed the shooting of Raymond Lawrence in May 1992. In his report to the Metropolitan Toronto Police Services Board, the Metropolitan Toronto Auditor, Mr. Allan Andrews, also recognized that systemic racism exists.

The authors address some of the difficulties involved in establishing an element of racism in police shootings. They stress the need to access the truth and to hold those responsible accountable. To this end, there must be a mechanism in place to deal with this. The article contends that the present system fails to adequately address the issue of racism in police shootings. The various stages in the "race inquiry" as it is referred to, are delineated into three parts: 1. The Shooting, 2. The Criminal Trial, and 3. The Coroner's Inquest. These are examined separately.

In discussing the first stage, the article suggests that since witnesses are in most cases police officers, they are reluctant to risk incriminating fellow police officers. It also states that the failure to obtain complete reports by police officers involved in the discharge of a weapon constitutes a fundamental flaw in the system. Specific reference is made to section 113(9) of the Police Services Act which imposes a "duty to cooperate" upon an officer in a Special Investigations Unit (SIU) investigation. However, the standard operating procedures of the (SIU) do not impose this requirement on the police officer "whose conduct appears to have caused the death or injury being investigated." This inherent conflict has not been addressed by the Ministry of the Attorney General. An officer should not be able to exercise his constitutional right to remain silent at the expense of accountability. The article also points to the SIU's lack of funding. It refers to the shooting deaths of Lester Donaldson in August 1988 and Raymond Lawrence in 1992, as illustrations of the lack of independence and impartiality which can mar the integrity of the investigation process.

In discussing the Criminal Trial, the authors suggest that the fact that police officers often testify as Crown witnesses also tends to obscure the truth. They note that the role of racism in police shootings is not addressed at the Coroner's Inquest either. They criticize this third stage as placing too much discretionary power in the hands of the Coroner. The article notes that in the shooting death of Lester Donaldson, neither the Coroner nor the Divisional Court acknowledged the overwhelming community concern surrounding the issue of race - a race inquiry was circumvented in the interests of keeping the peace. The authors regard these failings as serious flaws in the criminal justice system.

**Special
Investigations
Unit (SIU)
Draft Protocol
Public
Consultation**

Urban Alliance on Race Relations, November 1994

Between February 1994 and March 1995, the Attorney General of Ontario invited the Urban Alliance on Race Relations (UARR) to participate on the Special Investigations Unit Protocol Committee as the Committee's sole community participant. Other members of the Committee comprised various government officials and Ontario police forces. The task of this Committee was to draft the SIU Draft Protocol.

The UARR was Commissioned by the Attorney General to solicit community feedback across the Province on the SIU Draft Protocol. To this end consultations were held in Toronto, Ottawa, Sudbury, Windsor and Kenora. A Report based on the public input was submitted to the Attorney General in November 1994.

The Urban Alliance Report refers to other Government-Commissioned Reports such as the Report of the Task Force on Race Relations and Policing, April 1989, the Stephen Lewis Report, June 1992 and The Report of the Audit and Investigations Branch, Ministry of the Solicitor-General, March 1994. These Reports support the findings of the public consultation on many issues. A number of recommendations are contained in the Report based on the Community response:

All cases of death, including in-custody deaths be referred forthwith to the SIU; Discretionary reporting in the context of death and serious injury should lie within the jurisdiction of the SIU and not the Police Chief/designate. This is integral to the concept of police accountability and independent review of police wrongdoing;

The SIU Protocol Committee adopt the *Criminal Code* definition of "Bodily Harm." Placing discretion in the hands of the police to decide which injuries warrant SIU investigation obscures the notion of impartial and independent investigation by the SIU;

All shootings regardless of the injury incurred should be immediately referred to the SIU. Regard should be had to the circumstances surrounding the incident rather than the actual injury incurred;

The Ministry of the Attorney General resolve the conflict between section 113(9) of the Police Services Act and the *Charter* right to self-incrimination. Strong consideration should be given to the public consensus in support of the Public Accountability Position;

The SIU be adequately resourced and funded such that it can effectively fulfil its mandate. This should be a priority;

The mandate of the SIU vis a vis that of bodies such as the Police Complaints Commission, Police Services Board and the Ontario Civilian Commission on Police Services, must be clarified.

The Protocol Committee be made more representative of the Community.

**Two Tragedies
Highlight
Policing
Problems**

Relevant References

Carolyn Abraham, "Muzzling the police watchdog," *The Ottawa Citizen*, Ottawa, Ontario, October 1, 1994.

Alan Borovoy, "SIU needs new ground rules to preserve its integrity," *Toronto Star*, Toronto, Ontario, March 22, 1995.

Clayton Ruby, "Letting the police investigate themselves is dangerous," *Toronto Star*, Toronto, Ontario, March 29, 1995.

Lynda Hurst, "Policing the police," *Toronto Star*, Toronto, Ontario, April 1, 1995.

Andre Picard *Globe and Mail*, Toronto, Ontario, June 13, 1995

This article refers to the suicide death of a 23 year veteran of the Montreal Urban Community Police - a sergeant who served with station 54. He was responsible for the death of a 23 year old Saint-Leonard man - Martin Suazo.

Martin Suazo had been suspected of shoplifting when police stopped his car on a busy downtown street. As Mr. Suazo crouched down on the road, hands on his head and about to lie face down, he was shot in the neck. The police dismissed the death as an accident. The writer of the article points out that in Quebec where no independent civilian body exists to oversee the police, municipal police forces are investigated by the provincial Surete du Quebec.

Following the shooting, Constable Mathias Tellier, a SQ spokesman declared: "We're not sure yet if this was due to a defect in the gun or an involuntary manoeuvre." Mr. Picard refers to another journalist for a weekly Montreal newspaper named Albert Nerenberg who drew attention to the callousness of the shooting and the subsequent "verdict." Mr. Picard also points out that when police investigate the police they do not go beyond the question of police wrongdoing.

The article refers to the fact that since 1987, there have been seven cases of "accidental" police shootings - four of the victims were Hispanic and three, Black men. Another incident involving the death of Paolo Romanelli is described. Suffering from psychiatric problems, the 23 year-old man dialled 911, then hung up. When an officer knocked on the door, Mr. Romanelli stabbed him in the shoulder. Rather than await the arrival of the SWAT team and the psychologist-negotiator, two other officers decided to break into the apartment. Because he was still wielding the knife, the officers opened fire. Mr. Romanelli subsequently died.

The Crown decided against laying charges against the police officers since they were considered not to have violated any regulations. Mr. Picard emphasises that despite repeated calls by community groups and Coroners' inquests for rules governing police shootings, no progress has been made on the matter to date.

**Public Inquiry
into Quebec
Police Rejected**

Relevant Reference

Andre Picard, "Recoil from police shooting no accident," *Globe and Mail*, Toronto, Ontario. June 6, 1995, A2.

Andre Picard, "Police guilty in cabbie assault," *Globe and Mail*, Toronto, Ontario. June 27, 1995.

Rheal Segun

Globe and Mail, Toronto, Ontario, June 21, 1995

This article by Rheal Segun indicates that the Public Security Minister of Quebec has rejected calls for a Public Inquiry into the Surete du Quebec - the provincial police force. Serge Menard issued a statement indicating that a month-long internal probe will be carried out with respect to two widely publicized cases. The force has come under scrutiny after reports revealed that perjured statements leading to wrongful convictions in two separate cases were received. Mr. Menard, responding to allegations that improper police conduct was prevalent in the provincial police force, stated that most of the controversy stems from incidents occurring prior to his appointment as minister in charge of the provincial police force in September, 1984.

A recent report in the Montreal Gazette indicated that Andre Desbiens, a key witness in the 1986 triple murder of Yves Plamondon, issued false statements at the request of the police. Two months before dying of cancer, Mr. Desbiens confessed in a tape-recorded transcript that he was coached by the police to give false testimony. Mr. Plamondon was consequently found guilty of murder and sentenced to life imprisonment. Mr. Menard is hesitant to accept Mr. Desbiens' credibility due to his involvement in criminal activities including being found guilty of manslaughter.

Further to this, former SQ police officer Gaetan Rivest revealed on a CBC current affairs program, *Le Point*, that in 1988 he along with three former colleagues beat a witness - an action which may have resulted in an innocent man being sent to prison. He attested to the fact that it was not unusual for the SQ to coach informants on what to say in a trial.

Deputy-Premier Bernard Landry has issued a statement that the government will have to examine the allegations closely and take necessary action to ensure that police act within the legal boundaries.

Another recent incident involves the dismissal, by a Quebec Court of Appeal judge, of charges against seven men accused of importing 26.5 tonnes of hashish into Montreal in 1994 because the SQ planted incriminating evidence in Court records. This trial revolved around the second largest drug seizure in Canadian history.

The Montreal city police officers are at present on trial for the beating death of Richard Barnabe in 1983. The severe beating resulted in a heart attack and irreversible brain damage.

Mr. Menard is considering investigations in two recent fatal police shootings - the shooting of Martin Omar Suazo, at point-blank range. He is the third Hispanic man to be shot by Montreal police since 1988. The other involves Paolo Romanelli who was shot and killed during a police raid. Along with the shooting death of Marcellus François in a case of mistaken identity, these incidents have evoked demands for a Public Inquiry into the Montreal Urban Community police use of firearms.

[Shortly after this article was written, the Public Security Minister acceded to calls for an Inquiry into the Quebec Police.]

B **Police/Minority Relations**

Policing in Ontario for the Eighties: Perceptions and Reflections

Due to an increase in immigration from countries from the South and the tendency for racial minority population to reside in the major urban centres across Canada, it became necessary for the police to give priority to their relations with the minority communities. As the face of the Canadian mosaic changed, the police forces across the country had to adapt. This chapter examines those conferences and studies which were devoted to the special relationship between the police and the visible minority communities.

Reva Gerstein, Norma Bowen and Gordon Torrance
Ministry of the Solicitor-General for Ontario, July 1980.

Report of the Ontario Task Force on the Racial and Ethnic Implications of Police Hiring, Training, Promotion and Career Development

This was one of the first reports produced on the topic of police-minority relations in Ontario. Due to the growing idea that there was a lack of confidence in the police force on the part of racial minority communities, the Task Force was set up to study the "racial and ethnic implications of police hiring, training, promotion and career development policies, procedures and practices."

In part, the analysis consists of information received from the police forces regarding: policies related to ethnic/racial issues, recruiting and hiring practices, training programs, and career development programs. Ethnic-minority groups were also contacted through announcements via radio, television and newspapers.

The Task Force identified two related problems: that minorities have a negative impression of the police force, and that there is a paucity of ethnic minorities in many of the police forces in Ontario. Hence, the Report recommends that "all police forces institute positive recruitment programs with the purpose of reaching qualified individuals from the minority groups, in order to increase the number of applicants." Likewise the Report applauds the shift from having specific height and weight requirements in hiring recruits, to viewing these as factors to be taken into account in the hiring process.

In addition, the Report recommends that the skills of those people assigned the task of selecting new officer be upgraded so that they do not fall into the trap of only selecting those applicants with similar appearances, beliefs, and attitudes. This is only one aspect of the improvement in the "professionalism" of police officers urged by the Task Force. Another important step would be the introduction of a multicultural program in police training.

Communication with communities is seen as another crucial area which needs improvement in order to foster positive attitudes in a multicultural society. The Report requests the assistance of the ethnic communities as well as the officers in attaining this goal. In total, twenty-six recommendations are made with a view to improving the overall relationship between the police and the ethnic minorities which they serve.

**Policing in
Multicultural/
Multiracial
Urban
Communities**

**Don Winterton, Michael Miner, Natascha Affemann, Vince D'Oyley,
Jack Ferguson, Aziz Khaki and Vandra Masemann
Minister of State Multiculturalism, Vancouver, October 14-16, 1984
Symposium Proceedings**

In response to interest expressed by police departments and community groups across Canada, initiative was taken by the Multiculturalism Directorate in sponsoring the Police Intercultural Education Project. As a follow-up to the Project, the Multiculturalism Directorate of the Department of the Secretary of State co-sponsored, along with the Canadian Association of Chiefs of Police Research foundation, the Symposium on Policing in Multicultural/Multiracial Urban Communities.

The Symposium, which was considered a vital step in the history of relations between police and visible minorities, was conducted by 66 senior police chiefs and 84 leaders from visible minority communities. The structure of the Symposium consisted of goal-oriented workshops, with the purposes of identifying issues, discussing them and formulating recommendations. The Symposium was intended to promote dialogue and cooperation, with the aid of a previously compiled discussion document.

At the "Issues and Answers" session, the main topics for discussion were:

1. Recruitment and selection of police officers as an integral part of their training.
2. Intercultural training for police officers as an integral part of their training programs.
3. Police-community consultation at several levels, from improved consultation in local communities to the establishment of regional working groups to carry on the work begun in the Symposium.

In addition to the specific recommendations which were produced, the Symposium was put forth to discuss five innovative models aimed at improving police-race relations. The five models were:

1. The Police Intercultural Education Program,
2. The Twinning of Cities Project between St. Catherines, Ontario and Port of Spain, Trinidad,
3. The Hamilton/Wentworth Valued Education Project,
4. The Comite des Plaintes procedure of the Montreal Urban Community Police, and
5. The Community Services Officer Program of the Edmonton Police Department.

At the end of the day, a list of identified issues included recruitment into police forces, the need for communication, intercultural training, influencing higher levels

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of administration, and the dissemination of information to police and to the community. Also at the Symposium were regional workshop discussions which conducted review with an eye to remedying problems specific to a particular region. The workshops were divided into the regions of Atlantic, Quebec, Ontario (other than Greater Toronto), Ontario (Greater Toronto), the Prairies, and British Columbia. The Symposium ended on the note that "new spirit" had been established in the area of police-race relations and, hopefully, this new spirit would serve as a model for Canada, a multicultural society.

Building a network

Royal Canadian Mounted Police Ottawa, Ontario, March 28-31, 1989

Consultations held in 1988 between the Commissioner of the RCMP and members of various visible minority and Aboriginal groups in Canada led to the idea of holding a conference. The primary focus of the conference was to provide the RCMP and other police forces with an opportunity to meet with visible minority groups to discuss police minority relations.

This report contains a review of the "Policing for a Pluralistic Society '89: Building a Network" Conference as well as an overview of the 170 recommendations put forward. Mention is also made of the proposed implementation strategy. Those in attendance included visible minority groups, Aboriginal groups and police agencies. Major speakers included 3 Federal Cabinet Ministers as well as the Commissioner of the Metropolitan London Police.

Six major themes emerged: Advisory Committee/Community Consultations, National Coordination Support, Native Policing, Cross Cultural and Race Relations Training, Youth Initiatives and Recruitment/Selection Mobility.

Forty-one recommendations underscored the need for improved dialogue between police and Native and visible minority groups - as well as the implementation of police-community consultation models. Twenty-five recommendations were put forward encouraging a federal/provincial consultation to assist in implementing conference recommendations and to address the need for a National Race Relations and Policing Information Centre. Thirty-one recommendations reflected a need to promote the concept of a Native Judicial System and to obtain a commitment from the Federal Government in order to aid its implementation.

Other recommendations stressed the importance of race relations training at all levels of management and the need for outreach programs to inform youth on the role of the police. With the assistance of community leaders, this would help foster improved dialogue between the two groups. The recommendations also stressed the need for a complete review of the recruitment process with respect to minority personnel.

