

***Breaking Barriers to Excellence: A Report On the  
Education and Training Needs of the Halifax  
Regional Police Service in Diversity Management***

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## **Executive Summary**

Public trust in policing is essential. The effectiveness of police in creating public safety depends, to a great extent, on the willingness of the public to assist them in a number of ways, such as, reporting of crime, helping to take preventive measures to avert crimes. The investigation, with respect to the treatment of Mr. Kirk Johnson by member(s) of the Halifax Regional Police Service [HRP], undertaken by the Nova Scotia Human Rights Commission (NSHRC) and the subsequent Board of Inquiry decision rendered by Mr. Philip Girard, underscored the need for immediate and planned actions to promote diversity education to build such trust.

The scope of the present Review is *"to provide the Halifax Regional Municipality with a needs assessment of Halifax Regional Municipality's Police Services current policies and practices on anti-racism education and diversity training."* Following established writers, the term "education" is defined broadly to include *all processes and systems that develop knowledge, skill or character of the organization* thus separating it from mere skills training. It is also argued here that education aimed at promoting diversity requires fundamental changes in HRP's internal systems. In other words, to foster a culture of diversity through education, HRP must improve in two distinct, but inter-related areas, namely, *external service delivery and linkages and HRP's internal systems and procedures.* The report looks at both these dimensions in detail.

Information needed to complete this Review was compiled from a variety of sources and using a variety of research methods such as:

1. Strategic, budgetary and procedural documents made available by HRP and Halifax Regional Municipality [HRM];
2. Information gathered from HRP, HRM and RCMP employees through interviews,
3. Information gathered from HRP officers during three focus groups,
4. Information gathered from reports on race relations, journal articles, Internet research and newspapers,
5. Information gathered from community representatives, Human Rights Commission officials and other experts on race relations, diversity management and human rights through in-depth personal interviews;
6. Information gathered during three focus groups with residents of the Uniacke Square area; and
7. Personal observations made by the consultants during 'ride-along' with patrol officers.

This report lists ten key findings and fifty-eight recommendations grouped into ten categories—each addressing a key finding in this study. The recommendations outlined in this report require the active involvement of HRP management and employees. The targets identified in this report are achievable. Specific criteria to gauge HRP's progress towards a culturally vibrant and inclusive organization are also listed in this report.

## **1. BACKGROUND TO THE PROJECT**

In the recent past, the media has cited incidents of racial profiling and systemic racism that exists in major police organizations including those in Nova Scotia. Although the great majority of police officers are highly professional, the alleged behaviours negatively affect the image of policing. These allegations affect the public's perceptions of policing and the trust they have in the system. These, in turn, require allocation of significant agency resources to addressing, investigating and finding satisfactory resolutions to these allegations. In the long term, these allegations may detract from the ability of police officers and agencies to work effectively.

Public trust in policing is essential. Effectiveness of police in creating public safety depends, to a great extent, on the willingness of the public to assist police in a number of ways, such as, reporting of crime, taking preventive action and helping to alleviate conditions that facilitate crime. Alleged arbitrary and abusive behaviour by police alienates the public and undercuts their willingness to assist police<sup>1</sup>. Paradoxically, police can be critically influential in reducing the hatred and violence that arise in a multicultural milieu by being fair, effective and open in the way they discharge their core responsibilities, protecting lives and property<sup>2</sup>.

The sweeping demographic changes, which have occurred in Canada over the past forty years, present significant challenges to policing, especially in major urban centres. Problems of acceptance, integration and discrimination have led to numerous incidents involving members of minority groups and police.<sup>3</sup> They have also created significant tension between minority groups and police. Toronto and Montreal and, to a lesser extent, Halifax, are cited as examples where allegations of unjustified 'over policing' and excessive use of force (including lethal force) against blacks abounded in the 1970's, 80's and 90's and led to the establishment of public inquiries, coroners' inquests and political protests and demonstrations. Many of the past initiatives and activities, at the policy and operational levels, undertaken to address the challenges of policing a multicultural society have had limited success<sup>4</sup>. There are still significant problems and tensions among and within the diverse racial, ethnic, cultural and religious communities and between members of these communities and their police services.

The investigation, with respect to the treatment of Mr. Kirk Johnson by member(s) of the Halifax Regional Police Service, undertaken by the Nova Scotia Human Rights Commission (NSHRC) and the subsequent Board of Inquiry decision rendered by Mr. Philip Girard,

underscore the need for immediate and planned actions to promote diversity education within policing agencies.

The Halifax Regional Municipality (HRM) is in a unique situation. On the one hand, Halifax Regional Police Service is the primary responder and initiator of policing activity in the urban Halifax area. The Royal Canadian Mounted Police, on the other hand, is responsible for policing activity in the suburban and rural territory within the HRM. The NSHRC decision<sup>5</sup> comments on the unique situation facing the HRM and its policing agents.

*‘ Even though the Halifax Regional Police Service [HRP] does not provide policing service to the black communities of North Preston, East Preston or Cherry Brook (the RCMP provides such services to these communities), [it is suggested] that some outreach effort by the [HRP] to these communities is advisable, given the frequency with which their residents encounter members of the Halifax Regional Police Service in the Halifax - Dartmouth area.’*

The Board of Inquiry recognized that the HRP has made some progress in defining its goals and educating its workforce with respect to anti-racism training. Equally clear was the finding that existing policies and practices need to be reviewed for their content as well as enforcement to be acceptable to all relevant constituents. The Board of Inquiry also directed a ‘needs assessment’ be undertaken as a necessary and preliminary step to adopting a program of diversity training<sup>7</sup>. It is this recommendation that forms the foundation for the present study

The HRP has a window of opportunity to re-establish and hold tightly the spirit of commitment promised in 1995 by their predecessor (then) Halifax Police Department that all current employees and new employees would participate in a race relations course. The Kirk Johnson incident has impacted the positive image of HRP. By embracing diversity and working with all relevant community stakeholders to ensure achievement of an inclusive and harmonious environment, the HRP has the opportunity to overcome the adverse impacts of this incident of discrimination. More than simply meeting the requirements of the Nova Scotia Human Rights Commission, such actions will build bridges with minority groups and enhance the opportunities for inclusive policing. Indeed, with conscious and consistent efforts, HRP can become a beacon of excellence by promoting diversity both within and in its service delivery to the community.

## **2. OBJECTIVES OF THE PRESENT STUDY**

The scope of the present review is *"to provide the Halifax Regional Municipality with a needs assessment of Halifax Regional Municipality's Police Services current policies and practices on anti-racism education and diversity training."*<sup>8</sup> Two consultants, one local and one

from outside the Maritime Provinces were to work together and *"ideally.. to produce a single report. If this is not possible, each consultant may submit an individual report."*<sup>9</sup>.

The review was mandated by the decision of the Board of Inquiry held in December 2003, which elaborated the terms of the review:

*"It shall be a term of the consultant's contracts that the report(s) will be submitted to the Police Service within six months of the date of contracting. If the consultants think it advisable, the report(s) may include a report card showing by letter grade (A,B,C,D or F) the effectiveness of various aspects of the content and implementation of the Police Service's current anti-racism and diversity training policies. The reports shall be written in plain language and shall be made public at the expense of the Police Service. Before the reports are made public, the Police Service shall have the opportunity to comment on any factual or interpretive errors and request correction by the consultants. If a dispute about such matters cannot be resolved to the satisfaction of the Police Service, the consultants have the last say and the report must be published as per their final draft."*<sup>10</sup>

The present study aims *to identify specific actions, changes in internal systems and values on the part of HRP to achieve excellence in diversity management.* Two distinct, but related areas are foci of this report, the external service delivery that is cognizant of the need to embrace diversity and the internal agency systems and procedures that foster diversity. More specifically, the present report aims to:

- ? Identify positive change initiatives by the HRP when dealing with various human groups
- ? Identify internal training and employee development needs with respect to diversity to make HRP a center of excellence
- ? Recommend changes in internal systems and practices to foster diversity and
- ? Recommend management actions that foster a culture that values and embraces diversity.

Throughout this report, our focus will be on bringing about positive changes in the future. This means that the assessment of HRP's current policies and practices on diversity management is not intended to be punitive. Professor Girard who headed the Board of Inquiry allowed the consultants the option of assigning a letter grade, A,B,C,D, or F to the Diversity Training and Education approaches of the HRP. We have opted not to do this. Giving such a grade will not

fully reflect the dynamic change efforts underway in HRP and hence will be invalid, and somewhat unfair.

The efforts to foster a culture of diversity in HRP is viewed as an adjunct to existing management techniques for assuring quality service to the public as well as emphasizing public transparency. The present report will be one more tool that helps HRP to enhance its service to the community and its diverse stakeholders.

This report outlines the methodology we employed to collect data, our interpretation of the findings and suggested recommendations. We have attempted to group our key findings and recommendations into ten categories [one set of recommendations for each major finding]. But before getting into research methodology, we need to define key terms used in this report. This is attempted in the following section.

### **3. DEFINITIONS OF TERMS USED IN THIS STUDY**

Although the principal client in this project is HRP, we recognize that as per the Board of Inquiry decision, the report will be accessible to members of the community. Consequently, the degree of detail and the nature of description in the narrative regarding police processes and procedures are prepared with a general audience in mind. For the same reason, the key terms forming part of this report are briefly defined below.

#### **1. The Concept of "Education"**

Education is a complex concept when applied in the police milieu. In conducting the Review and formulating observations and recommendations, the oft-used definition of **education**, namely, "*all processes and systems that develop knowledge, skill or character of the organization*"<sup>11</sup> has been adopted. This broader perspective views education as encompassing all method(s) of transforming individuals and, by extension, the police organization and goes beyond merely equipping a police officer or civilian employee with the skills necessary to, say, handle a firearm, drive a police vehicle, investigate an incident or complete and analyse statistical reports. Although these are worthy and necessary skills for an officer or civilian employee, these activities involve training. Education, on the other hand, involves a fundamental change in knowledge base and attitudes. Consequently, in the course of the Review, a wide range of activities in which the police organization becomes involved was considered. A plethora of routine administrative, operational and managerial activities were viewed as facilitating the



effective and efficient conduct of the policing task but, also, as vehicles for education. Thus, selection and training of newly hired police officers, for example, impacts the education of other serving officers both through the introduction of modified ways of seeing the police world. Also, selection and training impacts the agency by defining, or redefining, for senior, experienced officers what are the acceptable ways of undertaking the police task. Likewise, the policies and procedures of the police unit shape the activities and work culture of the force often re-enforcing operational philosophies and organizational values.

These educational roles, however, are not confined to the internal activities of the police organization. How the police officers conduct themselves also educates, and even trains, the public. Through everyday interaction (or lack of interaction) and through simple observations of routine police activity in the community, the public develops an understanding of the police role and forms an opinion of how that role is undertaken by the officers assigned to the neighbourhood and, by extension, how that role is managed by the police department. This is the police agency providing education of the public. Sometimes this education is planned and executed. At other times it is simply an incidental outcome of actions of the agency or of individual officers. Consequently, through such education, the police play a crucial role in establishing concepts of social justice, shaping the self identity of community members, facilitating citizens understanding of their place in society and, at a more pragmatic level, the police help to define the range of acceptable behaviours. The police not only maintain safety, but also shape community behaviours. The community identity of an individual requires his/her understanding and commitment to justice, order and democratic ideals. The police are one of the principal upholders of these ideals.

At another level, education by and of the police is important to constructing bridges between cultures. In a cultural mosaic, communities are interdependent. As one community becomes more and more dependent on other communities, it is critical that a city, regional and provincial (and ultimately, national) identification evolves. The development of the community identification provides citizens with the opportunity to see how all citizens fit into the broader society. This is hierarchy of value building. Along with schools, the faith community, community leaders and kinship, the police play an important role in ensuring the smooth evolution of these values.

In our view, education and training has both purpose and function. The purpose is the fundamental goal of the process, the end to be achieved, while functions are the other outcomes that may occur as a consequence of the educational process. Where the purpose is the expressed goal, it is easier to focus resources on its attainment. Functions, however, often occur as a follow on, as a result of the education process.

## **2. Meaning of "Diversity"**

There is no universal consensus on the meaning of diversity<sup>12</sup>. For some, diversity refers to racial, ethnic and gender differences; and for others, it includes a much broader range of differences among people such as religion, social class and age. In this review, we consciously define **diversity** very broadly *"to include the multitude of social, cultural, physical and environmental differences among people that impact the way they think and behave"*<sup>13</sup>.

Diversity, for us, includes race, ethnicity, gender, physical abilities, sexual orientation, age, religion, social class and many other human dimensions. Each of these unique attributes makes somewhat different demands on public service agencies such as police organizations. This means by the very nature of their business, a police organization must be sensitive to these differences among human groups.

In a report of this nature, it is necessary to use terms that refer to cultures and groupings within the main culture. These groupings may not, necessarily, be along ethnic or religious divisions. The divisions do not always refer to the traditional degree of visibility of the sub-group. ('Visible minority', appears to be a somewhat archaic basis for a division.) This report leans towards the use of the terms "majority" and "minority" rather than "dominant" and "sub-culture" or "mainstream" and "others". At times, mainstream has a connotation of white population. In work settings, it even infers a white male culture. (Although, this again is slowly becoming outdated.) In major metropolitan areas such as Toronto or Vancouver, over 50% of the residents are not British, French or of other European origin. Also, over a quarter of all Canadians claim to be of more than one ethnic origin. Given the Canadian mosaic, simply focusing on the "number", hence, the notion of some group forming "majority" or "minority" of an ethnic group seems to be more appropriate. In essence, the primary focus of diversity initiatives is those individuals who are protected in human rights legislation across

Canada, and are included within a number of designations.<sup>14</sup> However, even this series of delineations does not include members of some minorities whose particular ethnic or social mores may not be visible to the untrained eye.

We recognize that the various and diverse groupings are not polarized as much as is commonly assumed. This casual implication of polarization makes for ease of discussion and, in some respects, allows easy negative emphasis on any differences that may exist. In this respect, polarization between groupings is overemphasized as much as polarization within groupings is underemphasized. As Canada becomes more of a cultural mosaic, what once used to be a/the dominant culture becomes more amorphous as it becomes a *mélange* of multi-cultures. Consequently, in discussing diversity, it is very easy to adopt an overly simplistic view of the differing perspectives that have to be considered. This, amongst other things, underscores the difficulty for any organization, including the Halifax Regional Police, to recognize and embrace diversity effectively.

### **3. The notion of "Diversity Management"**

**Diversity management** is defined in this report in a comprehensive sense to *include all types of human group identities and the type of organizational activities it encompasses*.<sup>15</sup> Thus, diversity management goes far beyond the notion of affirmative action, equal employment opportunity or employment equity. This definition is consistent with the writings of established scholars<sup>16</sup> and practitioners<sup>17</sup> in the management field and:

- ? *acknowledges a broad range of group identities [e.g., gender, disability, sexual orientation, age] and their effects on employment*
- ? *emphasizes the need for change in the organizational culture to achieve diversity*
- ? *recognizes that managing diversity is a competency and competitive advantage*
- ? *emphasizes the economic reasons for having and managing diversity and*
- ? *underscores the impact of cultural differences between groups on employee experiences*

In practice, this means that to implement it fully, not only should it be integrated into the organization's strategic planning process, internal systems and procedures but also should be a guiding principle in all organizational decision processes beginning from definition of the mission statement through the design and execution of everyday routines.

We prefer the term "fostering" to "managing" diversity as the former recognizes the more positive, beneficial outcomes of diversity practices. A popular metaphor for diversity is the salad

bowl<sup>18</sup>: like a mosaic, each employee makes a unique contribution to the larger bowl (or organization) while maintaining own individuality and cultural or other identity. When diverse backgrounds and talents combine, they make a more effective and creative organization. Fostering diversity requires an organization to treat its employees as individuals rather than as numbers or categories<sup>19</sup>. Most of us tend to group people using dimensions such as race, gender and age. However, it is important to recognize that the same person may belong to multiple categorical groups [e.g., one can be an African-Canadian [race] woman [gender] who is older [age], married [marital status] and from a lower income family status<sup>20</sup> [income status].

Embracing diversity is the orchestration of all the organizational activities to value the culture of all constituent groups within the community. This involves a wide range of initiatives from adapting internal systems, policies and practices to enhanced transparency and oversight. The entire *persona* of the organization reflects the cultural diversity of the community. Some organizations believe that the management of diversity is simply one facet of window dressing, a necessary part of image management. However, today, there is a growing recognition that embracing the diversity of the community makes for a more effective and responsive organization that is also more efficient in the utilization of scarce resources. [See Figure 1 for key benefits of fostering diversity]. Indeed, successful private sector organizations such as IBM and Royal Bank have capitalized on the benefits of a diverse workforce. Internally, these organizations support a culture that fosters diversity, which, in turn, help them meet their goals more effectively and efficiently. In such organizations, embracing diversity has become part of the wallpaper of business; they recognize that diversity, in all its manifestations, is simply something that surrounds the organization, is valued, and defines and enhances individual and community character.

For an organization such as HRP, first level organizational outcomes will include recruiting success, work quality [indicated by number of excellence commendations, awards and reduced citizen complaints] and productivity [in part measured by response time]. Second level outcomes include better utilization of available resources [or improved efficiency and productivity], creativity, improved and state of the art detection procedures, etc. Fostering diversity will also set the stage for ushering community-based policing, with its added benefits. The notion of community-based policing is defined below.

### Figure 1 : The More Obvious Benefits Of Fostering Diversity<sup>21</sup>

1. **It helps attract and retain high-potential employees.** By recruiting from non-traditional segments of the labour market, the employer is able to gain a competitive advantage in hiring skilled people.
2. **It enhances the organization's ability to respond to a number of new situations,** which hitherto it was ignorant of. There is greater expertise available within.
3. **Client satisfaction is higher** since the customers tend to perceive that someone of their own ethnicity or gender can better understand their needs.
4. **It helps reduce costs** since diverse employees may be able to think of more novel ways of resolving problems. Recruitment also becomes easier, saving recruitment costs. Money may also be saved by avoiding complaints, lawsuits and grievances<sup>22</sup> since the organization learns how to cope with diverse clientele and employees.
5. **It can help avoid awkward public relations problems and blunders<sup>23</sup>** since the organization has first hand knowledge of the needs, expectations and aspirations of diverse segments of the society.
6. **It enhances the quality of management** since diverse workforce prods managers to learn fresh approaches to operational problems.
7. **Problem solving, in general, is more effective** since more number of factors is considered at the problem diagnosis and resolution stage.
8. **It enhances public goodwill and citizen satisfaction** [in the case of public service providers] since more segments of the society are able to see the organization as representing their groups.
9. **Overall, it enhances productivity and profits** [in the case of private organizations] because of the above.

## 4. Meaning of "Community-Based Policing"

While community policing itself is nothing new-- in fact, detailed discussions of the concept existed as early as three decades back<sup>24</sup>-- examples of its successful implementation have been few and far between. This is because, community policing requires a fundamental shift in the positioning of the police-- *away from enforcer, confrontational role to a positive, counsellor role*<sup>25</sup> [see Figure 2]. Community Based Policing [CBP], also sometimes referred to as Community Oriented Policing [COP] underscores the principle of police involvement in community activity and the beneficial consequences of a broader community involvement in ensuring safety and security.

Almost forty years back, Frank Remington wrote, " *The police should play a major role in fashioning and implementing a proper law enforcement policy for their community.*"<sup>26</sup> This, at that time, was a radical departure from existing thinking about policing. Legislatures and city councils made laws and the police responsibility was to enforce them impartially. Generations of

police have been "reared on the idea that law enforcement was what they did: if individuals broke the law, the police arrested them. The police job was that simple."<sup>27</sup> Implicit in Remington's statement was the premise that as a de facto administrative agency, police

**Figure 2: Traditional versus Community Policing<sup>28</sup>**

Dimension	Traditional Policing	Community Policing
1. Who are the police?	An organization in charge of and responsible for law enforcement	Police are the public; public is the police. Police officers are those paid to give full-time attention to the duties of every citizen
2. Role of police	Solve crimes	Broader problem solving for the community
3. How efficiency and effectiveness are measured	Detection and arrest rates; response time	Absence of crime and disorder; public image and cooperation
4. What the police deals with	"Incidents"	Citizens' problems and concerns
5. How police professionalism is looked at as	Swift, effective response to crimes	Being part of the community; being a caring, close unit of the larger society

organizations repeatedly used discretionary judgment. The discretion existed not only at senior management levels of police but also at street level. Later research studies have indicated that most police persons used discretion. The idea that police, for example, made arrest decisions simply on the basis of whether a law has been violated or not was simply an inaccurate portrayal of how police worked<sup>29</sup>. Indeed, street level police officers when they made decisions in the light of practical and real life considerations were found to be significant contributors to the crime control and problem solving capacity of police organizations. It then made sense to redefine the police officer's role to *prevent* crime before it occurred. It also means that the "incidents" have to be re-assessed in the light of community's priorities and needs. The arguments in favour of community-based policing were beginning to assume greater credibility as time passed on.

Later research studies have indicated a consistent positive effect of community policing on police officer attitudes as well as community outcomes. For example two studies<sup>30</sup> done a decade back suggest that community-policing programs positively influence officer attitudes and job satisfaction. Other reviews<sup>31</sup> have also shown that the common factor that links community policing is a focus on quality service.

Community-based policing does require major re-thinking and re-positioning of the police force. The change in posture is fundamental and not cosmetic. It is also important to ensure that it does not become invasive of community life.<sup>32</sup> The Community Policing model adopted by many police agencies, including in a similar form by the HRP, underscores the principle of police involvement in community and community involvement in policing.

### **3. RESEARCH METHODOLOGY**

Given the organizational and social significance of this study, a guiding objective was to ensure that the Review was comprehensive, balanced and inclusive. Several sources of information were used to complete this study including the following:

1. An examination of strategic, budgetary and procedural documents made available by Halifax Regional Police Service [**Appendix 1** lists the documents made available by HRP for this purpose].
2. Information gathered during interviews with HRP and HRM officials
3. Information gathered from present or retired RCMP officials [for benchmarking and comparison of training needs and methodology]
4. Information gathered from Canadian and Nova Scotia Human Rights officials
5. Past reports on race relations and criminal justice in Nova Scotia [**Appendix 2** lists the various reports examined]
6. Information gathered from experts on race relations and human rights, representatives of various stakeholder groups and human rights activists. [**Appendix 3** lists the various persons interviewed as part of the data collection process]. Human Rights Commission of Nova Scotia and Multi-cultural Association of Nova Scotia suggested most members of this list to us. During interviews with these experts and representatives, the names of other relevant and knowledgeable people were sought and where feasible followed up for interview. In this way, the breadth of input was cumulative with each interview leading to additional sources.
7. Information gathered during a focus group of youths aged 12 and above residing in the Uniacke Square area.
8. Information gathered during a focus group of youths under 12 years of age residing in the Uniacke Square area.
8. Information gathered during a focus group of parents residing in the Uniacke square area.

9. Information gathered during a focus group of black police officers in HRP
10. Information gathered during a focus group of female police officers in HRP
11. Information gathered during a focus group of white male police officers in HRP.
12. Personal observations made by the two consultants while they went for a ride-along with patrol officers.
13. Media reports [especially material that appeared in local newspapers such as *The Halifax-Herald* and *The Daily News*] on race relations, especially on Kirk Johnson incident and the following events.
14. Research articles published by experts on test validation, diversity management and human resource management practices.
15. Best practices in diversity management seen in other organizations gathered from research journals and Internet research.
16. Published research in human resource management discipline, especially in the areas of selection testing, training, orientation, organizational communication and employee relations.
17. Best practices in policing in other provinces and countries gathered through research and personal experience.

Members of the police focus groups were selected by HRP<sup>33</sup>. Since these cannot be considered to be a random or representative sample of HRP workforce, the results have to be interpreted keeping this in mind. In the case of community focus groups, a general invitation to participate was made to everyone in the locality. No screening criteria, except relating to age, were employed in selecting participants. The anecdotal evidence given by various interviewees were crosschecked for their validity in subsequent interviews and against published or other sources of information where available. Despite this, caution must be exercised when interpreting anecdotal evidence as conclusive. They are, however, indicators of concern on the part of various groups.

The consultants appointed an Advisory Committee. The mandate for the five-member Committee was to provide input at crucial stages of the present Review. Members of the group represented communities within the HRM. With very significant experience of cultural issues and community activity, the members provided input at the beginning of the project to ensure that the methodology and prospective contact list was comprehensive. The Committee provided input throughout the Review as interviewees and also at the stage of the project where draft



findings were presented to ensure that they were comprehensive and the research inclusive. The members of the Advisory Committee did not have veto power over the findings.

Members of HRP management, officers and civilian members also made a significant contribution to the Review, providing comments and responding to frequent requests for documentation or clarification. During the course of the review, we were also very fortunate to be provided support and input by a variety of representatives of community groups who gave of their time, experiences and ideas to assist the comprehensive nature of the work. Finally, representatives of HRM, the Human rights Commission, police agencies, government departments and private enterprise organizations willingly supplied details of programs and thoughts on diversity.

The two consulting firms [*Das Management & Educational Services* and *Perivale & Taylor*] hired by HRP to carryout this Review worked together throughout the assignment. We have also examined each other's draft reports and held discussions on various findings and recommendations. As may be apparent to the reader, there is considerable [if not total] agreement between the two consultants on key findings. Our recommendations are also very similar if not identical in many respects. Indeed, we even co-wrote several of the findings and recommendations. Because of the challenges posed by stringent time lines and distance, we have opted to submit separate final reports even though there is fundamental agreement between the two consulting firms on key challenges facing HRP and the likely solutions.

A draft report of our findings and recommendations was submitted to the HRP on December 14, 2004. HRP officials were requested to check the accuracy of our findings, especially those relating to anecdotal evidence. HRP proposed several change and provided us with additional information on a number of internal procedures<sup>34</sup>. Relevant additional information from HRP response is incorporated into this final draft. Where feasible, the impact of HRP initiatives was verified and incorporated into the final draft.

The assistance of all people who contributed to this report is gratefully acknowledged, however, ultimately the findings are the responsibility of the consultants. Our findings are discussed in the next section. The various recommendations in the context of diversity education in HRP are listed in the section that follows it.

## **4. FINDINGS**

The findings reported below emerge from two important sources: First, information about HRP collected from community groups, representatives and subject-matter experts through in-depth interviews and focus groups. These are referred to in this report as *external sources*. The information coming from media reports and other published accounts of events are also included here. We believed it important to convey a community perspective, as the public is, ultimately, both the employer and the client of police services. Also, the requirement to meet cultural needs in the community was a driving force in the findings of the Board of Inquiry.

The second, *internal sources* refer, primarily, to perspectives and observations of police interviewees and police focus groups and examination of HRP documents. Within the constraints of resources [including time], all available documents as they pertain to the mission, human resource management and communication policies and systems, interaction with external agencies and constituent groups, client and public satisfaction measures of HRP, various budgets and performance-related documents were reviewed. In-depth interviews with key officials and information gathered during the focus groups were used to cross-validate and, in some instances, throw additional light on specific events, systems or outcomes of policies.

Because of their qualitatively different nature, the findings emerging from these two sources are discussed separately below:

### ***External Sources: The Perspective of the Community.***

#### **Finding 1. Need to Understand the Subtle Differences in Culture**

About 175 years back, Peel established a basic tenet that 'policing must be of the people by the people'. Coincidentally, the HRP prominently display, on their website, a variation of this proposition, namely, "*The police are the public and the public are the police.*"<sup>35</sup> This founding guideline implies that the police should reflect the community, both in the approaches that are adopted to ensure social order and with regards those people who are selected to undertake the task. Consequently, it is incumbent upon the police to understand the specific policing needs of the communities in which they are called to maintain order.

In recent years, the population composition in Halifax Region has undergone significant change. Racially visible groups now make up over seven percent of the population. Disabled people make up over eleven per cent. Although it is inevitable that there is some dilution of

cultural heritage, each of the ethnically distinct communities maintains and proudly protects different cultural traditions. For the police to be 'of the people' and for policing to be 'by the people' these facets of the diverse community must be reflected in the tactical and strategic approaches adopted by police.

This is no a simple task for the police. In interviews and statistical analysis undertaken in the course of the Review, it was apparent that there are disparate views of what constitutes a minority and to what extent the police should accommodate the unique aspects of various cultures. The demographic make-up of the Halifax Region includes many people who feel marginalized because of ethnic background, language, religion, lifestyle or disability. Many of these people do not exhibit the obvious visual cues that identify them as a member of the traditional 'visible minority'. Police who, the groups believe, do not understand, nor try to understand or be sensitive to, the sometimes-subtle differences in cultures exacerbated this feeling of marginalization. During the course of the Review, several examples were provided of this perceived lack of understanding and sensitivity [see Figure 3].

In mitigation, it is suggested that understanding community diversity is no easy task for the police. The fact that the police are often called to such incidents by other members of the community [especially the local "majority" community] demonstrates that there is a general lack of understanding of the nuances of cultural diversity among the public. It is the mandate of the police to enforce the law and to ensure the safety and security of the community. At times, therefore, the police are placed in the position of 'the arbiter'. One citizen calls the police due to a disorder while another citizen suggests that the behaviour in which they are involved is normal or acceptable within the particular culture. This can make the task of the police officer extremely challenging. Further, different communities apparently have varying expectations of the HRP. While everyone wanted courteous and professional treatment, some groups professed to have special needs.

The 1991 riot symbolized the gulf that separates the HRP and some surrounding community groups.<sup>36</sup> This gulf continues to remain even today. As the previous police Chief, Vince MacDonald observed over a decade ago<sup>37</sup>, creating trust in police on the part of African

### Figure 3: Examples Cited of Lack of Understanding on the Part of Police

1. *Heated political discussions between members of the Slovakian or Chechen communities were interpreted by HRP officers as conflicts, although such discussions were a normal part of social intercourse within the community and entirely under control.*
2. *The greeting of each other by black youths with a sliding handshake was often interpreted as possible criminal action [e.g., passing of drugs] by police officers.*
3. *The fights between gays are treated as "catfights" and ignored even if serious injuries may result. The tone and manner in which HRP officers deal with these communities are also said to be starkly different from their demeanor when dealing with the mainstream white population.*
4. *Lack of understanding of differences in the needs and life-styles and in particular the subtleties of cultures of gay, trans-gendered and cross-dressers often result in considerable difficulties for the members of these groups. For example, one of the key issues for the gay and lesbian is privacy as some of their members do not want to 'come out of the closet'. The trans-gendered community is most concerned with physical safety, as they believe that they are more likely than others to be assaulted. This group is also concerned with the way HRP interacts with them during traffic stops, as their picture identification often does not match their appearance*
5. *The physically challenged community feels that often, due to a lack of understanding of their special circumstances, HRP officers mistakenly treat them in a negative manner. For example, one interviewee cited the example of a man with a wooden leg being considered to be drunk due to his uneven gait.*
6. *In other instances, the lack of knowledge of customs results in inappropriate police responses such as entering a temple wearing shoes or removing, for security reasons, the braid of an incarcerated member of the First Nations community.*
7. *In certain cultures, the subservient role of women in society influences the information that will be revealed to police if both the male and female parties are interviewed together. This becomes particularly important when the woman is assaulted by her spouse and both are interviewed at the same time by the arriving officer. The men are able to appear "calm, cool and rational" which immediately biases the police; on the other hand, the police are not able to deal with the woman victim who is emotional and crying loudly.*
8. *African-Canadian women who wear certain type of dress or make up are automatically assumed to be prostitutes. "The police patronize the women, they joke with them and they taunt them saying that they look like streetwalkers.."*
9. *Immigrants [especially new immigrants] originating from some countries where police brutality is the norm are afraid of the police. They will not call the police nor stop their car on a lonely road when a police officer asks them to stop. Often, the police officer does not have any clue about the behavior of the person.*

Nova Scotian<sup>1</sup>, Native and other minorities continue to be the key challenge at this time. Many HRP officers are not even aware of the gulf that separates them from some communities. As one of our interviewees pointed out, *"They [HRP] will never ever have the trust of this community unless they acknowledge racism is a problem.... Window dressing won't work."* Many respondents did acknowledge the presence of several enlightened officers within the organization. *"There are some really great guys in police. But at the same time, for many officers-- all of whom went through the same school-- respect for diversity is not a factor. It is simply not seen as a part of their job."*

While the two reports prepared on the aftermath of race riot of 1991 provide somewhat different pictures of the incident, there is an agreement among all concerned that the event began as a somewhat minor personal incident. The five-page police report said the department's response was "controlled and well-managed"<sup>38</sup>, its communications professional and deliberate.

The African Nova Scotian representatives, however, had widely different perspectives on the incident-- perspectives which were reflected in our interviews with representatives of the same community. *"Even the police report indicates that someone in position of authority gave orders,"* observed one of our interviewees. If that person in authority had been more sensitive to the sentiments and life-styles of the Blacks the event would not have gone out of proportion, noted our interviewee. The solution, thus may lie in making senior managers and officers who wield authority to be more culturally sensitive.

HRP's perspective on the matter is markedly different. *"HRP recognizes that HRM is made up of a multitude of diverse communities. We acknowledge the unique nature of these communities and maintain a committed obligation to provide distinguished service in policing by improving communication, enhancing involvement and developing strong relationships within these communities. Valuing diversity is a core competency of our organization and is an integral component of our mission...."*<sup>39</sup> observes HRP management. As examples of its commitment to diversity, it cites HRP's involvement in Diversity Week initiatives, which takes place in each September and the creation of a Diversity Photo portfolio that reflects and celebrates diversity within HRP. However, on further inquiry it was disclosed that "Diversity Week" is a HRM

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<sup>1</sup> In this report, the terms "Blacks" and "African-Nova Scotians" are used interchangeably. Some of the official agencies tend to use the latter term; however, several of the local organizations and interviewees seemed to prefer the term "Blacks" when referring to their community. For example, the name of the local cultural centre is "Black Cultural Centre" while the provincial agency in charge of the group is termed "African-Canadian Services".

initiative, which is held in Halifax Hall, and less than 50% of the officers ever bother to attend the event<sup>40</sup>.

If some officers are not even aware of the influence stereotyping is having on their actions, how can this be overcome? In his report, Professor Girard, quoted Constable Christopher Regan, who was with Constable Sanford who stopped Kirk Johnson. *"In response to a question about how to deal with racial stereotypes, (Regan) replied that you have to work at it,"* Girard wrote<sup>41</sup>. We believe that that simple answer catches the essence of the present change initiative. Our recommendations, which follow focus on changes at two levels: *institutional level* and the *individual employee level*. Simply changing some practices in piece-meal will not bring the desired results-- unless, there is a total commitment to change and a persistent effort to keep the change alive. This involves a fundamental shift in the attitudes of HRP police force. As one of our respondents commented, *"The policemen as human beings learn skills, do surveillance and other duties. The issue is in the way they make decisions. Question to ask is: have I taken into account the circumstances of the person who is involved? Do I understand his or her culture?"*

## **Finding 2: Importance of Developing Trust and Perceived Fairness in Dealings.**

Community perception of the police as the impartial enforcer and protector is a foundation of democracy. Although, during the course of the Review, there were no allegations of criminal acts on the part of the police, there was an undercurrent, in many interviews and focus groups that suggested and at times stated, the police are not impartial in their dealings with members of some minority groups.

On the positive side, representatives of several ethnic and religious minorities, such as, the Jewish community, Lebanese Association, Indo-Canadian Association and Islamic Association, who participated in the interview phase of this review reported high levels of satisfaction with police service. In general, they felt that the police were doing a good job and did not harass or inconvenience members of their community. While they would like the police to show a greater understanding of their culture [especially those relating to their attire, living habits and language], this was not considered to be a major issue.

Within the African Nova Scotian community, however, the perception was very different. Interviewees underscored the need for greater understanding and education of police personnel to

encourage a trust between the community and the police. One of our interviewees who is an expert in the area of diversity noted:

*"What the [Kirk Johnson] case shows is that the police don't know how to police the community and differentiate. The police are able to differentiate along class lines among whites; however, when it comes to the black community, they are considered to be ill equipped in this regard. The police find it easier to distrust all the community.*

This approach of the police has resulted in a reciprocal lack of trust of police on the part of the African Nova Scotian community<sup>2</sup>. The mutual lack of trust then impedes smooth and productive relationships. *"Most of the black youths in the Uniacke Square area have had negative encounters with the police"*, noted an interviewee who has deep roots into the youth community. Even black teens mentioned that they believe HRP officers only visit predominantly black areas to catch offenders. Even if these perceptions are not correct, then the HRP has, apparently, done little to assuage these misconceptions.

Black community representatives whom we interviewed recognized the inherent challenges of policing. They acknowledge that it is not suggested that youth standing at corners are never potentially troublesome or that a handshake never disguises the passing of drugs. None of the interviewees condoned the actions of a few youth that exhibit criminal or socially deviant behaviours. However, assuming that every black youth who stands at a corner is a troublemaker does not have any factual basis. After all, do officers use similar stereotypes when they encounter white youth, they ask.

The gay, lesbian and trans-gendered community also had some concerns about HRP. While HRP portrays interest in protecting gay rights, *"no move to change verbal commitment to action has been seen,"* noted one of our respondents. *"They are not even willing to collect and give statistics about gay-bashing here."* The situation faced by trans-gendered community was even grimmer. *"Trans-gendered community is where gay-lesbians were 30 years ago,"* noted the respondent. HRP's own perceptions are, however, quite different. As an example, they cite an incident involving gays at Spectacle Lake where *"HRP consulted Nova Scotia Rainbow Action*

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<sup>2</sup> Although beyond the scope of this report, the lack of trust between the black and white communities has a long history, including events such as the move of the Africville population. Consequently, the police are viewed as the personification of an oppressive white State. The HRP, unfortunately, are required to address deep historical disconnects.

*Project (NSARP), a recognized voice for the gay, lesbian, bi-sexual and transgender community, in an attempt to seek a resolution to these complaints”.*<sup>42</sup>

Several of the community representatives whom we interviewed believed that the HRP did not attend calls on time within certain areas of the HRM. Although they could understand the need for selective attendance, they believed that the decision to not attend calls in, particularly, the black areas emanated from the fact that the occupants were black rather than any higher need for efficiency in the use of resources. Concern in this regard had been raised with the HRP; however, it appeared to the community that there was limited attempt to resolve the issue. Members of the community from community leaders, to parents, to young children observed that even when, what they considered to be serious incidents were occurring, the police did not arrive on time.

In response, HRP points out that the organization has a detailed call-answering procedure in place and states that *“the nature of the call dictates the police response, not the community from where the call is received nor the person calling... [and that] all calls are given a priority code based on public safety considerations.”*<sup>43</sup> No comparative statistics were available to us to determine the degree of discretion used by the police in determining whether a call should or should not be attended. Past research studies have shown that police behavior almost everywhere varies with ecological or neighborhood context<sup>44</sup>. The disparate treatment by the police<sup>45</sup> may not be the product of race alone-- the racial and class composition of a neighborhood often influences police behavior and citizens' perceptions of that behavior<sup>46</sup>.

The important issue for the community was that, in this respect, they should be treated the same as any other area within the HRM. Further, if the police had decided for what may be very valid reasons to adopt a selective attendance policy, then that should be communicated to the community. Whatever the facts, perceptions are critical in forming opinions.

The void that exists between the police and the black community, and particularly with black youth, is considered by many to be caused by lack of exposure of the white police officers to the values, life styles and challenges facing the black community, especially the poorer segments of the group. *“They [the police] don't know that they don't know because the knowledge the police have is mostly from TV and films”*, noted one of our interviewees. Similar sentiments were raised by most of the representatives of black community who were interviewed. It would appear that for a variety of complex and not-so-complex reasons, police



officers are more likely to see black youths as potential criminals<sup>47</sup>. While there no comparable Nova Scotian statistics were available, a 2002 Toronto study found that "out of sight" traffic offences, [that is, violations such as an expired driver's license or missing insurance document] were more common for black male drivers in the age group of 25 to 34: this group was issued 39.3 per cent of all tickets for out-of-sight violations in their age group, although they made up only 7.9 per cent of Toronto's 25-34 population<sup>48</sup>. The anecdotal evidence we gathered during our interviews and focus groups tend to indicate that similar outcomes are likely in Halifax and warrant corrective action.

Perceptions, often, are *not* realities. However, for any individual, own perceptions *are* realities, which, in turn, are the foundation of attitudes, and subsequent behaviours. Many interviewees who belonged to minority groups [especially, African-Nova Scotian, Native, Gay-Lesbian and trans -gendered communities] reported perceived differences in the way they and the white population are treated by HRP officers. Often, identical behaviours [e.g., rowdy behaviours] are perceived to result in differential treatments by police officers depending on whether the group involved is white or black or native. There is a perception that excessive force is used while dealing with African Nova Scotian or Native group members. Black drivers are *perceived* to be more likely to be stopped and subjected to detailed questioning and searches. In many instance black drivers are given no explanation or only a vague explanation. Since statistics of "driving while black" [as the random stoppages of black drivers are referred to<sup>49</sup>] were not available, it is hard to conclude whether this is a fact or perception. However, the frequency of comments indicates that there is a *perception* of unequal treatment - which may or may not be warranted. It should also be noted that controlled research studies have indicated that "driving while black" is common in many parts of North America.

When contacted, this finding perplexed HRP officials. In the words of an HRP spokesperson, "*this is already the subject of extensive consideration in HRP policy, such as booking (Operations Manual Chapter 2 Booking) and Nova Scotia Police Act Code of Conduct.*"<sup>50</sup> We do not question HRP's assertion that clear rules and procedures exist. What is needed now is a stricter and more transparent enforcement of such policies and conveying HRP's efforts at bias-free policing to the larger community. It is also possible that prevailing conscious or unconscious biases against specific communities may be affecting officer behaviour in some situations.

This is not to suggest that the police ignore actions that threaten the safety and security of the community. In the past, it has been shown that police have and use discretion when considering enforcement of law. This is evident with the reported, and supported, activities of the Village Constable in the Dartmouth area. Several of the respondents in our study emphasized that they were not looking for any preferential or special treatment by the police-- only more understanding and sensitivity when dealing with different communities. *"We are not saying that you should change your procedures, but only that you should be more sensitive to the needs of a person who is not part of the majority social norm,"* Noted one of our interviewees. The same respondent added, *"If you want to make the process appear fair, you have to understand the composition of the society. To understand, you should make bridges with the community."*

### **Finding 3: The Importance of Being Visible in the Community.**

While the HRP portrays interest in establishing linkages with various groups, there has been "no move to change verbal commitment into action". Community representatives from almost every protected group repeated over and over again that the only time that they get to see HRP officers is when there is a negative event. Under such circumstances, the interaction between HRP officers and the group involved is almost always likely to be negative. Most interviewees emphasized that they would like HRP officers to interact with their members on a more routine basis (e.g., dropping in to cultural centres or libraries) to foster good feelings on both sides.

Members of both the African Nova Scotian and Native communities indicated that they would like HRP to be more visible. *"On some days, police comes here two or three times; then there are weeks long when you don't see them at all. Their presence is unpredictable. There is no walk-talk community linkages on any regular, predictable fashion"*, complained one Uniacke area resident. In response, HRP points out that *"HRP employ beat officers in the Gottingen Street/ Uniacke square area twenty four hours a day, seven days a week"*<sup>51</sup> Despite this, both black and white residents in the area indicated that they rarely get to see the police officers. In many areas, patrol cars are seen to "simply drive by" without even stopping. Even when they are on foot patrol, the officers *"do not make their presence felt"* and are said never to drop into community gathering spots [e.g., North End Library, Parent Resource Centre]. Whatever the facts of the situation, there is obviously a disconnect between the community and the HRP on this matter. Community members also expressed a desire for the police officers to build

community linkages. They feel that police officers should be assigned to their neighbourhood on a more long-term basis.

Visibility was one of the key areas in which HRP did not score as well in the 2001 Public Satisfaction Study<sup>52</sup>. While nearly three quarters of the respondents in that study were satisfied with the level of visibility of HRP, 23% were dissatisfied. It is also noteworthy that while the respondents of this study were unable to identify a single greatest strength of HRP, many were able to identify the single greatest weakness - lack of visibility<sup>53</sup>. There were geographic differences in the satisfaction with the visibility of HRP; while the data provided does not facilitate linking satisfaction with visibility to membership in a protected group, such a linkage is a possibility. It is important to investigate such a possible linkage and take proactive, corrective actions. The results of 2004 CRA Metro Quarterly Survey indicate that 24% of the respondents were either mostly dissatisfied or completely dissatisfied with police visibility in their community<sup>54</sup>.

HRP management points out that the organization participates in or is involved in a variety of community initiatives (e.g., *Citizens on patrol, Adopt a Neighbourhood Program, Uptown Project, Christmas Daddies, Annual Community Events in the George Dixon Centre, African Heritage Month Activities, Treaty Day Event and Black Cultural Society* functions). While these efforts are commendable, some of the past initiatives (e.g., Black Youth Liaison Officer) have not been offered recently. Further, community representatives to whom we talked told us "*the officers were there at the Dixon Centre because it was part of their duty—not out of any choice.*" Even those who attend church congregations were in their uniform, not as members of the community, actively involved in the events. "*They attend the service, at times may give a lecture and then leave,*" noted one local resident when asked about HRP officers' role in churches in the Gottingen/Uniacke Square areas. Many of the current HRP initiatives also focus on one minority group (African Nova Scotians) and are not broad-based. For example, there is no community/diversity initiative aimed at the gay/lesbian population. There is very little interaction with the disabled group, especially the mentally challenged. Further, several of the current efforts are due to the voluntary efforts of officers and not systematically incorporated into the performance requirements of every officer. "*Open up communication with the community, work with kids, make youth programs visible and recognize that there is poverty in some areas which, in turn, affect behaviours,*" noted one long term Uniacke Square area resident.

Even when efforts were taken by some of the groups to approach HRP to enlighten the members of the police force about challenges faced by the community or improve linkages with them, the response was at best "cool". It was pointed to us that other police organizations such as Ottawa-Carleton Police and Calgary Police have already made remarkable progress in dealing with various human groups-- actions that could be profitably emulated by HRP. Experiences of other cities [e.g., Cincinnati] also show that improving police-community ties benefit both sides.<sup>55</sup>

*"Do projects together with the community to gain their respect and trust"*, observed one interviewee-- a sentiment that was echoed by several others whom we came across during the project. Collaborative activities between members of the HRP and various ethnic communities—especially, the African Nova Scotian community—can convey to both the day-to-day difficulties faced by members of the other group and put a face to the police.

Most community members whom we met reported that they did not know whom to contact (within HRP) when they had a problem. HRP has appointed a Community Liaison Officer, however, the community at large is neither familiar with his role nor feel that he is available to them. Also, this position seems to be aimed at improving relations primarily with the African Nova Scotian community and not the other groups. Many community members stated that they would like to have a contact point to listen to their complaints or grievances and respond in a timely fashion. The HRP pointed out that the position of Professional Standards Officer, who has the responsibility to track complaints, already exists. *"We appreciate some communities distrust of police complaints procedures and have ensured that the Professional Standards Officer is readily accessible to the community. His number is published in the phone book and his office is strategically located at the front of police department Headquarters,"*<sup>56</sup> wrote HRP to us in response to our draft report. On subsequent inquiry, we found that none of the community representatives [including some of the Advisory Committee members whom we contacted] had heard about this position. The position of Professional Standards Officer was also not seen under HRP listings in the *2004 Aliant Telephone Directory*.

Community policing was considered as a solution by several of our respondents while almost everyone felt that the police officers have to get to know the community around them and play a more active role in the day-to-day lives of citizens-- whether it is at the church or organizing a basketball team or mentoring young children. Several experts also suggest that

community based policing [CBP] may be an answer to the challenges posed by multi-cultural, multi-lifestyle cities. HRP management believes that CBP is already present. They point out the adoption of the *Village Constable* concept, *Adopt a Neighborhood Program* and introduction of a youth group program as examples of their focus on the community. For example, using the Village Constable concept, HRP make sure that “*one officer is involved with a unique program for his community where he works collaboratively with HRM’s Transit Authority to give bus tickets to residents in his area to ensure they have transportation for scheduled personal appointments.*”<sup>57</sup> Under the Adopt a Neighborhood Program, all officers are assigned a particular neighborhood and are expected to spend “a considerable amount of time” in the neighborhood to get to know the citizens and address their concerns. HRP accepts that their “*community policing efforts in some communities need improvement, but the assertion that HRP is not a community policing organization will be vigorously challenged. Although we do not feel compelled to justify our community policing philosophy, this response includes a number of initiatives that demonstrate commitment to policing with the community,*”<sup>58</sup> points out Sergeant Don MacLean who responded to our draft recommendations.

The above are, indeed, positive and welcome initiatives. But it should be noted that CBP is a lot more than a few, disparate community aimed initiatives. In places where CBP has taken strong roots, the roles of police officers have undergone fundamental transformation [see Figure 2 on Page 14]. CBP also requires a careful balancing of two strategies: the ongoing identification of community problems and tailored responses to those community issues. Indeed, CBP results in the recognition that crime and disorder are only part of the many issues that police have to deal with in today’s complex cities. Based on the evidence we have collected during this Review, this is yet to happen in the case of HRP.

#### **Finding 4: The Importance of Having a Workforce that Reflects the Demographic Diversity of the Community.**

An essential aspect of policing is the policing of the people, by the people. Many interviewees felt a gulf between the community and the HRP. This gulf, they suggested, stemmed from a belief that the HRP did not avail itself of the opportunity to understand the various cultures within the HRM and take advantage of the benefits of a diverse workforce as the Department was seen as, predominantly, reflective of the white, dominant culture. As one

interviewee mentioned, *'the street is the great divide between the white, conservative, culture and all the other diverse groups with whom the officers have contact.'* Although HRP has made progress in recruiting members of minority groups, there is still a perceived void that is reflected in an absence of empathy for the problems and perspectives of the diverse cultures. This is particularly true of senior management levels in the organization. As one of our interviewees noted, *"The police have a community bias. It is assumed that the South End is a certain way, Spryfield is a certain way. If you are from Uniacke Square, it does not matter whether you are black or white. The police response is a certain way."* On the other hand, the police officers are not able to distinguish subgroups within the larger group in other instances. Noted one expert whom we interviewed, *"Blacks in East Preston, North Preston and Uniack Square are qualitatively different from each other. Their needs and attitudes vary widely"*. Yet, many officers are not able to make any finer distinctions such as this, the respondent added. A key solution, according to our interviewees is to make the police reflective of the community in its demographic composition.

The absence of adequate representation leads to difficulty with understanding and reacting to other ethnic and non-traditional cultures. Representatives of some groups identified a more visceral feeling that the HRP was not *their* police. Participants in focus groups and interviewees observed that there are few representatives of minority groups within the supervisory or managerial echelons of the service. Consequently, they questioned how the members of the HRP could understand a non-white, non-traditional orientation on life. This difficulty in understanding, then, becomes reflected in the strategies and tactical plans of the agency. These formal infrastructures then influence the everyday interaction between officers and members of the community.

Examples were given of other police services where representatives of the broader community were appointed, played an active role and were recognized for their contribution. For example, the full-time Chair of the Police Services Board of the Toronto Police Service was an Asian woman, the Vancouver Police Department has an Asian Deputy Chief and a Chiefs Advisory Committee comprised of representatives of the various communities within the City. Other police agencies such as Calgary and Ottawa have established liaison persons to meet with, and solicit input from, on an inclusive basis, all communities within their jurisdiction. The Vancouver Police Department also sent a Caucasian officer to Hong Kong to liaise with the

Hong Kong Police and to learn Mandarin. Interviewees reported that the Chinese community was in awe of his fluency and the visionary approach of the Department.

It was suggested that such outreach programs are, actually, stopgap approaches until all cultures are fully valued by police agencies. When the goal of valuing and embracing diversity is achieved, then special programs to ensure that the needs of sub-communities are fully understood will no longer be needed. The community in all its manifestations and the police, as part of the community, will then be able to mutually define and address the issues of crime and social disorder.

### **Finding 5: Improving Transparency-- the foundation for building trust.**

Closely related to the issue of forming trust [see Finding #2] is the matter of transparency in all actions by the police. We were repeatedly reminded by interviewees about the lack of transparency in actions by HRP when a complaint against an officer was lodged. Even a decade ago, lack of transparency in internal investigation was an issue. Indeed, Rev. Donald Skeir, a key member of the civilian panel, which investigated into the race riots, "*was not aware of the fact that the police were even having an internal investigation, and presenting a report.*"<sup>59</sup> Often, for months [if at all], there will be no response from the department, nor any explanation at the end of the investigation about the rationale of the decision. This seems to be particularly true when a minority, physically or mentally challenged or gay-lesbian person lodges the complaint.

While there is a complaint/grievance handling system on paper, many community members have little faith in the fairness of the internal process of inquiry or the sanctions imposed on erring officers. Many people (especially those from the protected groups and lower socio-economic strata) felt that they had no single individual or position to contact to voice their complaints or concerns about inappropriate police behaviour [As already noted, none of our interviewees knew about the existence of a Professional Standards Officer position within the organization]. In their minds, there was also no one who was held accountable to get back to them if a complaint had been lodged or if they faced a difficulty [e.g., a query by the relative of a suspect who is not fluent in English or French]. Many community members mentioned that when they did call to lodge a complaint about an HRP officer, the complaint was noted down, but even when the officer was found to have behaved inappropriately, nothing much was done in terms of sanctions against the officer. Two examples cited to us were these:

*A 12-year old black youth who was playing outside his home was handcuffed and about to be taken to the waiting vehicle when his father came running out of the house to inquire. Little information was given to him except that a neighbour had identified the child as the culprit in a window-breaking incident. Given that the child had no prior criminal record whatsoever, the father was very upset when the child was handcuffed and taken. The father volunteered to accompany the child to the station, but was not allowed. When the father went to the station to inquire about his son, he was kept in the reception area without any access to the child. The child remained in custody in the basement for nearly 90 minutes before being freed [the neighbour admitted a mistaken identification later].*

*A 11- year old black youth was woken up from his bed and arrested at 2 A.M. when his parents were away. Only his elder sibling [a 17 year old] was on location. No particular explanation was given except that the child was being taken to the station on suspicion of a crime.*

In both instances, complaints were lodged, but the complainants were not informed about the subsequent actions by HRP. We recognize that sanctions might have been taken, but the information may not have been conveyed to the complainant due to privacy considerations. Members of the black and aboriginal communities whom we interviewed indicated that the same officers, albeit a few, are often involved in such incidents; such repeated incidents give rise to the perception that there are no sanctions for inappropriate behaviour.

It should be pointed out that Deputy Chief McNeil has been doing significant work in the area of youth justice. *“The Province of Nova Scotia is a leader in Restorative Justice and HRP has been at the forefront of these efforts<sup>60</sup>,”* observes HRP management. Despite enshrining such programs in HRP policy and procedures, the perception of the community continues to be negative underscoring a major disconnect here.

Several past studies<sup>61</sup> have examined the issue of racism and discriminatory conduct by criminal justice personnel towards members of minority groups. The most significant and that which was widely mentioned in interviewees within the community was the Marshall Report issued by the Royal Commission on the Donald Marshall, Jr. Prosecution in December, 1989. Many community leaders whom we met during this Review underscored the importance of the report for four reasons: First, they saw the report as evidence of racism against blacks; second, they saw the report as an endorsement of what they had claimed to be occurring between blacks and the police for many years. Third, they saw it as a motivator for police action towards change.



Fourth, the report was seen as evidence that constructive change had occurred in the amelioration of what was seen as conflict and injustice between the police and the black community.

These issues underscored a common theme in several past writings including a review by the African-Canadian Caucus of Nova Scotia.<sup>62</sup> Although several of these reports do not directly pertain to Halifax, the experience of many of the black community was echoed in these reports. Our interview results support the two common themes found in such reports: first, there is a perception of lack of action and, second, a failure to follow-through with plans or commitments. Members of the black community, particularly, saw that there was overwhelming evidence to suggest that the relationship between black community and the police was fractured. They suggested that plethora of previous reports pointed to a systemic failure and indifference. *“What is different this time? Haven’t we gone over these grounds again and again?”* asked one of our more cynical respondents. They believed it was incumbent upon HRP to develop plans to ensure that the situation in Halifax did not deteriorate to the point that a report of systematic racism in the HRM was required.

Some interviewees mentioned previous commitments by senior managers. Both Chief Vince MacDonald and Chief Beazley were quoted as making commitment to resolve the points of contention that led to the current state of deteriorating relationships. They mentioned that it was thought that the riot in 1991 would be the harbinger of change. Hopes had been raised by comments made by members of the HRP. In addition, many interviewees and focus group members mentioned that positive steps were made by previous community liaison officers. However, there appeared to be minimal follow through on these initiatives. *“Wouldn’t your report be one more that gathers dust on HRP desks?”* asked one of our interviewees.

### ***Internal Sources: The View From Within.***

## **Finding 6. Need for Promoting an Organizational Culture that Values Diversity.**

A number of [not necessarily visible minority] police officers reported the absence of any sanctions against racial slur or other kinds of harassment by the supervisors or co-workers. They noted that racially and/or sexually slanted humor and comments that disregard the dignity of the individuals are common on the part of some supervisors and senior colleagues. When these findings were raised, HRP responded, *“A well-documented policy exists and it is administered by*

*Deputy Chief McNeil. All aspects of a complaint from informal resolution to reintegration after discipline are documented in specific complaint files. All employees receive a copy of the Work Place Rights policy. All new recruits receive training on the policy and it is an integral part of promotional routines<sup>63</sup>.*” Be that as it may, apparently, there is little recourse for the officers who feel offended by such remarks except to join the general laughter that follows and be "part of the team". There is a fear that any efforts to file a grievance could thwart the career progress of the complainant

*"Of course, there is a Work Place Rights Policy," noted one of the officers, " but many officers have not read it. Supervisors use racist language and everyone laughs. If a subordinate complains, the person could be ostracized. If the complaint is brought up by the Diversity Officer, he will be accused of showing partiality to the black community. His own career might be adversely affected."*

Given the organizational climate, there is little likelihood that gays, lesbians or transgendered officers will ever have the courage to come out in the open, observed some HRP employees whom we met during the Review. The HRP Management, however, had a totally different perception of the state of affairs. According to the Management, there are some openly gay officers in the organization and to-date, there have been no formal complaints of harassment lodged by any gay or lesbian officer. The perceptions of community representatives and experts whom we interviewed contradicted HRP Management's claim. "*HRP Administration does not even know let alone want to admit that homophobia exists within its force,*" noted an outside expert who is familiar with the organization. Participants in focus groups and interviewees observed that, while most police officers carry out their duties in a professional and conscientious fashion, there some officers, who, consciously or unconsciously, act on their stereotypes about minorities, disabled and people with different sexual orientation.

The women officers who were assigned by HRP to attend the focus groups also reported high satisfaction with the organization. They reported no barriers-- visible or invisible-- in the recruiting, performance appraisal or promotion routines. It should be noted that the consultants did not select the sample of participants in the three focus groups using random sampling techniques. Since the eight women officers who attended the focus group were not a random sample of the 55 officers, it is hard to generalize the present findings and formulate any conclusion about the overall "women-friendliness" of the organization. A fact to bear in mind in

this context is that there are very few women in middle level and senior ranks of the organization.

In a media conference on January 19, 2004, Chief Frank Beazley observed<sup>64</sup>, " *We accept the finding that Cst. Sanford acted on a stereotype during this incident. Professor Girard highlights the difficulty in dealing with unconscious stereotypes and ensuring they do not influence decisions..... We accept the view that police officers should be offered training and tools to combat stereotypes from entering into their decision making process...* ". Answering a follow-up question, he pointed out, "*Professor Girard recognizes that Halifax Regional Police Service is not an organization rife with racism. However, I would be naïve to believe that discrimination does not exist in the police community..*"<sup>65</sup> Our interviews and focus groups support this view. While HRP is not, in any sense, rife with racism, considerable efforts are still needed to help the organization reap the benefits of a diverse workforce and foster a culture that values diversity.

HRP attempts to gather input from employees on a variety of issues [ranging from their perceptions of internal communication devices to public's perception of HRP] through an annual *Communication Survey*. This is also one opportunity to provide feedback to the management about work environment. However, to date, the response rate to the survey has been, at best, modest. In 2004, the response rate was a mere 23% [in Year 2002, it was 7%]. Such figures indicate that employees probably find little value in the present survey and/or do not expect any major management decisions to be based on the survey findings.

### **Finding 7: Perceived lack of respect for police by specific groups.**

Women officers reported some special challenges when policing some communities, which hold traditional gender-roles for women. These officers are often not treated at par with their male counterparts. When woman officer responds a call, they are not welcomed; often, when male and female officers jointly arrive at the scene, the woman officer is totally ignored.

Some of the police officers that we met during the Review felt that the residents of Uniacke Square, both adults and children, do not want to establish cordial relations with the police officers who patrolled the area. HRP has already made a number of initiatives such as *Kids and Cops Camp*, School Liaison Program and youth Program that includes 'at risk' youth. It also hosts *Police Week*. Despite such initiatives, the officers hear the children calling out "50-50" when they come to the area, alerting all to the police presence. Children often call them

'pigs'; parents do not want their children to socialize with the police, nor are the children chastised for their disparaging comments. Some of the children greet officers only surreptitiously or when they are not in the presence of adults. Adults will only wave or acknowledge with a nod an officer's presence when they sense no one else is looking.

The disconnect between police and the community, mentioned earlier in this report is also felt by police officers who, in a number of instances, perceive and believe they are feared and disliked by both adults and children. The patrol officers say that adults often use the police as a means to scare children. They tell the children - "*Look, there's police coming to catch you because you are mischievous*". Officers believe that it is a situation of- "*us against them*", to paraphrase a comment from an all male white officer focus group<sup>3</sup>.

Other officers view the treatment of police within the community as being driven "by the 'bad guys'", as they called them, "the criminals who put pressure on people to hate cops." Again other officers commented that it is the 2% of the people that do 80% of the crime that causes this animosity. Many of the residents are intimidated into not supporting the police and the HRP, the officers suggest, has no opportunity to counter that influence.

"*It is an ongoing, never ending battle,*" commented one of the black officers who attended a separate focus group-- a sentiment that was endorsed by others in the same focus group and the focus group of women officers. We recognize that the bad relations between specific area residents and the police, in several instances, can be attributed to historical reasons and will take considerable time and efforts to reverse. However, it can be done. Indeed, for the sake of everyone, it *must* be done. Further, several residents in the same area [which the officers considered as 'problem locations'] conveyed to us how they valued the involvement and presence of the police. On-going presence, courteous treatment and heightened community involvement by police officers are needed to reverse the strained relations that exist now in some areas.

### **Finding 8: "Policing by the Book" is adopted as a risk-free norm.**

Several of the officers present at the focus groups pointed out that there is little incentive for police officers to use own discretion in resolving "incidents". If an officer used an approach that deviated from the rules but was more appropriate for the occasion, the person was usually

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<sup>3</sup> While the members of the focus group were not randomly chosen by the consultants and were nominated by HRP, the strength of endorsement of this sentiment reflects what is believed to be the prevailing belief among at least a significant segment of the HRP patrol officers.

penalized-- a statement that was corroborated during our interviews with community representatives as well.

The HRP vision is 'Safety, Peace and Order in our Community'. This is to be achieved through seven policing functions<sup>66</sup>: response, enforcement, crime solving, prevention, education, referral and problem solving. For officers on the street, the perspective is different and the police functions are compressed. Street officers see themselves as being 'call driven' with little time for activities other than attending calls. Some of them expressed the belief that that management has limited desire for officers to become involved in other, perhaps, proactive initiatives. There are time constraints and incident related forms to fill in. "*We don't have time to chat to people.*"

The application of problem solving techniques to crime and social disorder issues in Uniacke Square, is given short shift by some officers who prioritize the HRP mission statement, "*Leading and Partnering in the Community to Serve and Protect*" in a different order. Their perception is that they are in the community to enforce the law. An interviewee commented, "*We are not social workers.*" Some officers recognize that there are underlying problems and issues, however, these are viewed as "*community issues, socio-economic issues, but not police issues*". Another officer commented that "*it's time the community took back the streets*", inferring that it is the community residents who are allowing the criminal element to sell drugs and be involved in other illicit activity. He proposed that it is the community and not the police force that should become proactive.

The HRP Management points out that the organization is proactive and has already begun programs such as *Adopt a Neighbourhood Program* and the *Village Constable* concept. These are praiseworthy and bound to lead to positive results. However, more actions along such lines are needed now.

We would like to emphasize that diversity management does not mean abdication of policing responsibilities. Nor does it mean the use of markedly different decision rules when confronted with the same offence. Indeed, the use of well-understood rules and procedures would be welcomed by almost all citizens. However, it is also important to recognize and respond to the unique variables involved in a situation. In situations characterized by discretionary decision-making, the police officer should be encouraged to meet the unique needs of the situation.

It should also be noted that "equality" does not necessarily generate "equity" in all situations. As one past writer noted, "men are, by nature, unequal- it is vain, therefore to treat them as if they were equal."<sup>67</sup>

### **Finding 9: Inadequate diversity training; Mostly, "learning on the job"**

While all officers go through standard training programs, "much of the learning comes from life experiences", noted one of the officers during the focus groups, a view that was immediately supported by others. Many felt that there are few formal training programs to sensitize them to new cultures and the new immigrants that arrive in Halifax region. The officers felt that a 3-week diversity-training program [now part of the regular training for patrol officers] did not equip them with enough *practical skills* to face unfamiliar situations [e.g., resolving a family conflict of a newly arrived immigrant family which does not speak English and have different customs]. The officers also reported that several senior officers and Sergeants lacked any form of diversity training and had to learn on the job.

For the past several years, HRP has been participating in the diversity-training program offered by HRM. All officers hired after 1992 received mandatory diversity training. However, in total, only 179 or 44.4% of the 403 sworn officers have received diversity training (Cultural Competency Level I and Level II)<sup>68</sup>. The HRP has taken initiatives to increase the number of seats available to it in HRM's diversity training programs and hopes to have all its officers trained in Cultural Competency Program by December 31, 2005<sup>69</sup>. Anecdotal comment indicated HRP as an organization has taken advantage of HRM's diversity programs, however, individuals have not. An HRP manager observed, "*The calendar goes out and it is also advertised on email, but attendance is not optimum.*"

At the time of this review, the role and function of the Diversity Relations officer and the strategic plan for this portfolio was being developed. It was suggested that one task of the Diversity Relations Officer would be to provide the Cultural Competency course to HRP staff. However, the training is supposed to be voluntary and will look at two areas. HRP records also indicate that the yearly hours of training in 2004 (up to May, 2004) are lower than in previous years.<sup>70</sup> Other diversity training programs (*Aboriginal Awareness Training, Black Cultural Centre Diversity Training, HRP Diversity Workshops*) are all optional and only some officers participate in these programs. It could very well be that such self-selection does not ensure training of officers who most need it, especially since Level 2 training has not been available to

all officers. To our knowledge, none of the courses has any focus on gay, lesbian, trans-gendered and physically challenged [especially, mentally challenged] communities. Yet, these human groups are increasingly significantly large segments of many Canadian communities including Halifax region.

The stated purpose of the Cultural Competence Training<sup>71</sup> offered to HRP staff is to help individuals and organizations examine their assumptions about diversity and assist them to become more culturally competent. Phase 2 involves Aboriginal Awareness Training operated by National Crime Prevention Canada with the assistance of the Millbrook First Nations. It is uncertain how many HRP officers have taken this course but internal records show that, 95 took the original course. Other aspects of the Phase 2 training incorporates a range of diversity related course content provided over periods ranging from 3 hours to 3 days of instruction<sup>72</sup>. These components are also included in the HRP Police Science Program. Each component has specific course content and there are learning outcomes. The training focus includes:

- ? *Cultural Diversity Training* (3 days), prepared by HRM Coordinator Diversity Programs and HRP, Black Youth Liaison officer;
- ? *Black Culture and Policing* (3 hours), prepared by RCMP Diversity Policing Services, and RCMP Community Liaison, Cole Harbour;
- ? *Aboriginals and Policing* (3 hours), prepared by RCMP, Millbrook Reserve;(mentioned above)
- ? *Poverty and Policing* (3 hours), prepared by Single Parent Centre;
- ? *Metropolitan Immigrant Settlement Association* (3 hours), prepared by MISA Coordinator Intake and Referral and Community Worker, Community Participation Program.

Additionally, a Cultural Awareness Orientation Guide, prepared by RCMP Halifax Detachment is provided within the Diversity Training information package (manual), as well as other print articles. Officers who patrol the Gottingen Street area are given diversity training before their assignment.

We believe that the given the current demographic composition of the Halifax Region and the expected large number of new immigrants, diversity training is a must for all HRP employees. Further, the training has to be broad enough to cover all diverse groups yet, in depth enough to give a sound understanding of their needs and values. Given the complex job of policing, the diversity training should, in addition to providing knowledge that results in attitude change, should also provide the trainees with job-relevant skills.

## Finding 10: Need for a Review of Human Resource Practices

As part of our Review, we examined HRP's various human resource policies and practices including those relating to recruitment, selection, orientation and training, and promotional practices. While an extensive or in-depth look at the validity of various procedures was outside the realm of possibility given the tight time-lines, we did look at internal statistics, manuals, information relating to selection tests and other related documents. We supplemented the information coming from these with the input from HRP employees and outside experts. We also looked at best practices in HR elsewhere and attempted to gauge HRP's human resource practices as they relate to fostering a culture of diversity within. Based on the information from these sources, the following conclusions are formulated:

### 1. Recruitment and Selection.

In the recent past, the HRP has taken several positive steps to increase the recruitment of protected group members. The HRP is to be commended on its efforts to increase the number of female, Native Canadian and visible minority members into it - especially into the 'sworn' segment of HRP.

The first racially visible officer was hired by Halifax Police Department in 1967. Subsequently, Dartmouth Police Department followed and the first African Nova Scotian, from East Preston was hired. Sporadic hiring of all target groups occurred in the next three decades. 1993 marked the first African Nova Scotian female being appointed as a police officer. One Black officer has since retired with the rank of Sergeant and one of the current twenty two serving Black police officers has attained the rank of Sergeant.<sup>73</sup>

Considering the slow beginning, the recent efforts at achieving a diverse workforce are commendable. For example, HRP has created a *Diversity Photo Portfolio* that reflects and celebrates the diversity within HRP and uses this in its recruitment and promotional initiatives. There is also a *Diversity Works* logo on the recruiting link of HRP website. The recruitment campaign in 2001 that emphasized a community outreach strategy resulted in the hiring of 9 African Canadian, 2 Arabic, 1 Asian and 7 female members. In the past ten years, 30% of all new police hires have been female and 14% from racially visible groups.<sup>74</sup> HRP now employs some of these officers in recruiting and draws on “.. *the unique perspectives of racially visible and female officers during the recruitment campaign [with the intention] that potential candidates are able to identify with peers from their community.*”<sup>75</sup> HRP recruitment team,



today, visits a range of venues including several universities in Nova Scotia, schools, community centers [such as Membertou First Nations, Eskasoni First Nations, MicMac Friendship Centre] and other communities [including Greek Orthodox Church, Arabic community newsletter and MISA]. While these are all very encouraging, further actions are needed to represent all diverse groups in the workforce and create an environment that sustains and fosters diversity.

Total number of HRP officers who have declared themselves to be protected group members is provided in Figure 4 along with the proportion of these groups in HRM. We did not have access to the numbers of employees in different job categories [e.g., Senior Staff, Sergeants, Officers, etc] belonging to various racial groupings. The sworn segment of HRP includes 26 (6.5%) racially visible officers (22 or 5.5%), 55 (13.6%) females and three (0.7%) from the Native Canadian community. The population of HRM is made up of seven percent racially visible people (with African Nova Scotians constituting the biggest group at 3.7%) and one percent Native Canadians. As can be seen from Figure 2, while the proportion of HRP officers who have declared themselves to be African Nova Scotians is in line with the proportion of this group in HRM [for the entire HRP workforce and not for specific job categories], almost all other groups are under-represented in HRP's sworn workforce. In the case of females and physically challenged, the deficiency is quite significant (there are no physically challenged HRP officers). While we recognize the importance of physical and mental fitness to carryout the duties of a police officer effectively, it is worth looking at the situation more carefully to ensure that only those criteria which are absolutely essential for effective performance are being enforced and unintended discrimination is not happening. This is particularly true in the case of administrative and other job categories.

There is no information available on the predictive or criterion-related validity of various selection devices such as tests, role-plays and interviews. In particular, the present selection test, which apparently is used as a first screening device, is not validated for various cultural groups. In evaluating the present selection test, Professor Stephen Perrot of Mount Saint Vincent University, an ex-policeman- turned psychologist who was hired by HRP in the past as a consultant, commented:

*"The Henmon Nelson belongs to a family of cognitive (or mental) ability tests that serve as solid predictors of job performance across a wide range of occupations requiring abstract thinking and flexible problem solving skills. Through a statistical phenomenon known as "validity generalization" we know*

**Figure 4: Visible Minorities in HRP [Sworn Officers only]**

HRM/ HRP <sup>4</sup>	Total	Female	Total Racially Visible	Black	Aboriginal	Arab	Chinese	South Asian	Disabled
HRM	355,945	170,575 (47.9%) <sup>5</sup>	25,085 (7.1%)	13,080 (3.7%)	3,525 (1.0%)	3,030 (0.9%)	2,445 (0.7%)	2,345 (0.7%)	40,934 <sup>6</sup> (11.5%)
HRP (Sworn Officers only)	403	55 (13.6%) <sup>7</sup>	26 (6.5%)	22 (5.5%)	3 (0.7%)	2 (0.5%)	2 (0.5%)	0 (0%)	0 (0%)
Number to reach population proportion	---	138 <sup>8</sup>	3	-7 <sup>9</sup>	1	1	1	3	46

*that performance on a test like this typically correlates with future job performance at about 0.50. This means that about 25% of the variability in performance can be accounted for on the basis of how scores on this test fluctuate at the time of application. .... Where the test falls down is in the area of predictive validity vis-à-vis job performance. the evidence is more of the "it looks like a duck, it walks like a duck,.. " type than it is direct, gives rise to some concern. This is especially the case since the courts and Human Rights Commissions have placed the burden of proof on employees to prove nondiscrimination in personnel selection.....*

*I know that you are concerned to make sure that you use a nondiscriminatory selection measure, particularly in view of your desire to recruit members of visible minorities. Again, the test falls down in this regard insofar as no direct tests across ethnic and racial groups have been undertaken. In fact, the test developers do not even provide a breakdown of the ethnic/racial composition of the standardization sample.... You should expect that African Canadian and First*

<sup>4</sup> All HRP figures from the following file provided by HRP: "Human Resources: Miscellaneous" or from a conversation with Sgt Mike Burns. All HRM figures are from various Statistics Canada tables.

<sup>5</sup> Indicates percentage of the population

<sup>6</sup> Estimates using national figures for disabled in the 25-64 age group.

<sup>7</sup> Indicates percentage of sworn HRP officers

<sup>8</sup> We recognize that it might be difficult to reach population proportion levels in all categories, especially with females and people with disabilities (at least in the short term).

<sup>9</sup> This is to indicate only that the HRP has reached population proportion levels in the case of African Nova Scotians; it is not meant to indicate that the HRP cut down on the numbers of officers from this group.

*Nations applicants will score lower on this test, on average, than White and Asian applicants.<sup>76</sup>*

The other selection procedures and predictors currently employed have only *face* or at best *content* validity . There is very little knowledge about their *predictive* validity, namely the selection tool's ability to predict future job performance.

## 2. Orientation and Training.

As already mentioned, much of the learning for the officers seem to happen "on the job" and from anecdotal experiences of colleagues. While we fully recognize the importance of taking advantage of the experience of senior officers in training their junior counterparts, the present system runs the risk of sustaining and transmitting cultural and group stereotypes to the new entrants. The orientation procedures for police officers supplied to us by HRP<sup>77</sup> did not make any reference to training on diversity management nor underscored the importance of this competency for a police officer. The civilian employee orientation guide<sup>78</sup> has a short section on recognizing and encouraging diversity, but does not provide any behavioural guidelines or the corporate culture that values diversity.

There is also an over-emphasis on avoiding mistakes at all costs. This means that novel approaches to solving problems or proactively dealing with a challenge is not a high priority for the typical patrol officer. "*Mistakes are never condoned*", noted an officer during a focus group, a view that was endorsed by others present. There is no provision in the system for an officer who made a mistake to admit the same and correct it if possible.

## 3. Performance Assessment and Career Development.

While none of the HRP policies or procedures overtly discriminates against any human group, some of the assessment procedures have to be tested for their validity and to ensure that they don't unintentionally discriminate against anyone. Further, while we have not had an opportunity to conduct an in-depth examination of the role-plays, the ones used for promotion do not seem to have any diversity management component. It is interesting to note that the 90 questions, which formed the Sergeant's Promotional Routine Exam last year,<sup>79</sup> did not have a single question relating to diversity management competency. Nor did the role-plays<sup>80</sup> test an officer's diversity management competency. It should be noted that the role-plays are a critical component of the existing selection and promotion system. For example, in the 2003 Sergeants

Promotional Routine, 28 of the 44 [or 63.64% of the total applicants] failed the role-play. It is possible that qualified minority applicants may be overlooked if the predictors [e.g., tests, role plays] used do not have the ability to predict future performance. Only a more in-depth analysis can determine this conclusively.

An unintended outcome of the present step-wise selection procedures and weights attached to different predictors [role-play, test score, interview] may be the creation of invisible barriers created against specific human groups. Only a more thorough examination of longitudinal data can throw further light on this matter.

HRP records indicate that there are only a few protected group members at the rank of Sergeant or above. While this is understandable given the late entry of these groups into the police force, it is still a matter of concern especially when dealing with inter-racial conflicts or incidents, which involve human groups, whose culture is unfamiliar to the officer-in-charge.

During data collection, some officers commented that promotional opportunities, above the rank of Sergeant and the selection process for female and racially visible officers was biased. Some officers in the focus groups observed that seniority plays a critical role in most promotions—almost assuring that minorities will not reach higher positions in the foreseeable future.

The next section discusses our recommendations.

## **5. RECOMMENDATIONS**

The scope of the present Review is *"to provide the Halifax Regional Municipality with a needs assessment of Halifax Regional Municipality's Police Services current policies and practices on anti-racism education and diversity training."* As already noted, education includes *all processes and systems that develop knowledge, skill or character of the organization* thus separating it from mere skills training. Thus, education to promote diversity often requires changes in an organization's internal systems and newer responses to the diverse communities surrounding the organization. The HRP is no exception to this. To foster a culture of diversity through education, HRP must improve in two distinct, but inter-related areas, namely, *external service delivery and linkages* and *HRP's internal systems and procedures*. The recommendations outlined below deal with both these.

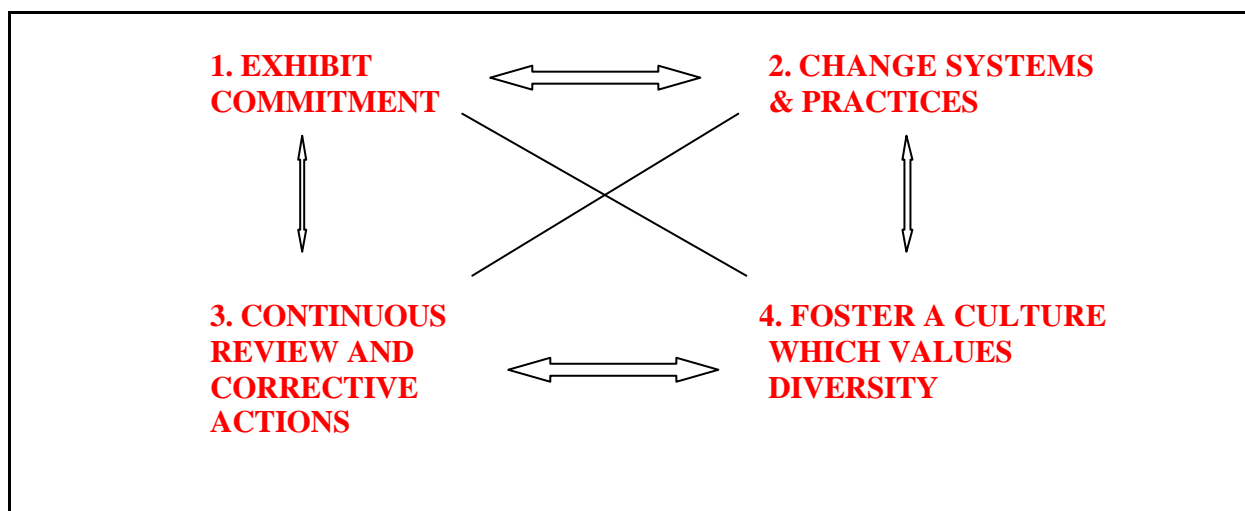
The recommendations identified in this report aim to meet the following triple criteria:

- ? First, the recommendation must be *achievable* given the resources and other constraints facing the organization and its members and have a fair chance of success in producing intended outcomes;
- ? Second, HRP employees have *an active role* in bringing about the change; and
- ? Finally, there must be *clear accountability* for results. This means that a recommendation should have built-in assessment devices to gauge progress.

Many of our recommendations do not require significant additional outlay of resources. Nor do they require total re-engineering of existing systems or procedures. As far as possible, we have attempted to make incremental improvements to systems and build them on the existing HRP initiatives. We believe that this will make the change initiatives less expensive and easier to implement.

Having said that, preparing for an organization that fosters diversity will require consistent management actions in four inter-related areas [see Figure 5].

**Figure 5: Management Actions To Foster Diversity<sup>10</sup>**



- ? **1. Exhibit Commitment:** No matter how favourably some employees [especially, those who work in the Human Resource Department] view diversity, anything less than total support from the top and senior management is bound to doom the change efforts. Anything less than total support from top officials raises questions about the sincerity of the organization's commitment to diversity.

<sup>10</sup> Adapted from Hari Das, *Strategic Organizational Design: For Canadian Firms in a Global Economy*, Scarborough, Ontario: Pearson Education, 1998, p. 340.

- ? **2. *Change Systems and Practices.*** All existing systems, policies, procedures and practices have to be reviewed for their continued relevance to the organization, which is now committed to fostering diversity. Those that are found lacking should be modified or even discontinued.
- ? **3. *Continuous Review and Corrective Actions.*** Unless the organization monitors the progress of the diversity initiative on a systematic basis, corrective actions may not follow. Once the initial excitement about the change dies down, systems will slowly wither away unless there are built in monitoring devices.
- ? **4. *Fostering a Culture of Diversity.*** In the long term, diversity management should not simply remain a goal but an integral part of the organizational character. The culture of the organization should be self-sustaining and reinforce a positive, supportive atmosphere where the full capabilities of all organizational members come to the forefront and the needs of diverse clients are fully met.

We recognize that the decision to implement the various recommendations and the time-lines for the same rest with the HRP Management. Professor Girard's report is unequivocal on this point:

*"The Nova Scotia Human Rights Commission shall be entitled to comment publicly on the consultant's report(s) but the final decision as to what action is required rests with the Police Services.... Three months after the publication of the consultants' report(s), the Halifax Regional Police shall make public its response to the needs assessment, and shall indicate what steps it has taken and is planning to take in light of it."*<sup>81</sup>

However, past research studies have consistently underscored the importance of specific, time bound goals to bring about changes<sup>82</sup>. Time-lines are also helpful to communicate to various stakeholders about progress of change efforts. With this in mind and based on our knowledge of HRP's resources, approximate time-line for implementing each recommendation is indicated in parentheses against the item. The intent here is to help HRP Management and not to overly constrain them in their decisions. Some of our recommendations are either very urgent or easily do-able [since basic systems or structure for their implementation already exist]. These are denoted by the words "FROM NOW ON".

As mentioned in an earlier section, there are ten *sets* of recommendations to match the ten findings we have listed in this report. It should be noted that several of the recommendations address more than one finding or deficiency. Thus, for example, posting some messages on the website or publishing in media not only results in improved communication, thus enhancing transparency [*Finding # 5*], perceived fairness [*Finding # 2*] and facilitate future recruiting

[Finding #4]. This fact should be borne in mind when matching the recommendations with the findings.

**Recommendation 1:**

*The Halifax Regional Police should recognize the unique nature of diverse communities, understand the subtle differences that exist in cultures of various groups and make a commitment to valuing diversity as a core organizational value. More specifically, the HRP should:*

**RECOMMENDATION 1. 1.** *Revise existing mission statement to reflect respect for diversity and inclusiveness and its role as a key driver in organizational decisions.* [6 MONTHS].

**RECOMMENDATION 1. 2:** *Establish an inclusive Community Advisory Board to (a) advise the Chief of Police regarding emerging community needs, concerns and challenges facing the various human groups and (b) to act as a conduit linking the organization to the surrounding community transmitting information in both directions.* [4 MONTHS]. See **Appendix 4** for some suggestions on the formation and role of the Advisory Board.

**RECOMMENDATION 1. 3.** *Reinforce commitment to diversity through the exhortations and behaviours of HRP Management at all levels.* [FROM NOW ON]. As Robert Lunney of the Canadian Association of Police Chiefs pointed out, "Chiefs must consistently practise the organization's values in their professional and personal behavior"<sup>83</sup> through such acts as:

- ? During orientation meetings for newly hired officers, the Chief and Deputy Chief making statements about the organization's commitment to diversity and zero-tolerance of intolerant and discriminatory behaviours.
- ? Senior officials of the organization take an active part in events organized by diverse human groups [e.g., the disabled].

**RECOMMENDATION 1.4:** *Convey the single message of commitment to diversity in all stationery, recruitment ads, inspirational boards, website and other forms of internal and external communication.* [6 MONTHS] [See **Appendix 5** for messages in other agencies]

**RECOMMENDATION 1.5:** *Convey inclusive nature of HRP and its commitment to diversity by displaying art and other cultural symbols of different human groups in visible places.* [6 MONTHS] Past research evidence indicates the consistent and significant linkages between symbols and organization culture<sup>84</sup>. Continuous exposure to symbols not only reinforces a particular message but also help remove existing negative stereotypes by creating cognitive dissonance.

**RECOMMENDATION 1.6:** *Ensure that its employees, especially patrol officers are actively involved in “Diversity Week” activities.* [FROM NOW ON]. There should be special forums, guest lectures, videos, short films, art exhibition, music, etc. organized in the police premises [rather than HRM offices] that underscore HRP’s commitment to diversity. All officers and non-uniformed staff should be strongly encouraged to participate in the events.

**RECOMMENDATION 1.7:** *Establish a Task Force with the mandate to address the issues contained in this report and implementation of the recommendations.*  
[2 MONTHS]

**Recommendation 2:**

*To develop increased trust and perceived fairness in dealings, the Halifax Regional Police should establish, communicate and enforce uniform procedures for the treatment of suspected criminals and monitor the performance of arresting officers. More specifically, the HRP should:*

**RECOMMENDATION 2.1.** *Place additional emphasis on providing bias-free policing training to all its employees.* [FROM NOW ON] *The Standard Operational Policy and Procedure Manual* Policy 1.2: Valuing Race Relations and Diversity does indicate that HRP does not condone or accept racially biased policing. However, this has to be more strictly and consistently implemented. Before any decision to stop or search is made, the officer must be able to articulate his or her reasons for taking such an action. Skin colour, race, age or ethnic identity without the presence of other valid reasons will be insufficient to justify such actions. As Chief



Fantino of Toronto Police articulated, professional behaviour will be the major tool to achieve bias free policing. In his words,

*“Our greatest tool to overcome this [complaints about racial profiling] and any challenge is our Professional Conduct. It has always been my belief that, at all times, we must perform our duties in a professional and ethical manner because even the odd expression can result in diminished public trust, and as I have stated many times: ‘If we lose the public trust—all is lost’.”<sup>85</sup>*

Where necessary, this should be supplemented by additional training on bias-free policing and coaching.

**RECOMMENDATION 2.2.** *Ensure that the disciplinary procedures for actions violating the spirit of diversity are fair, consistent, immediate, progressive and transparent.* [FROM NOW ON]. HRP Standard Operational Policy and Procedure Manual<sup>86</sup>, Policy 1.2 Valuing Race Relations & Diversity provides definite, unambiguous statements about disciplinary procedures for actions such as traffic stops, non-consensual searches and property seizures. The problem lies in the absence of systematic, consistent and transparent execution of the policy and disciplinary procedures. This is where HRP should pay more attention now.

**RECOMMENDATION 2.3.** *Ensure that in matters relating to complaints from racial or other minority groups on police brutality or mistreatment, there is better communication of how the matter was resolved while meeting the requirements of privacy legislation* [FROM NOW ON]. We recommend that such information be communicated to the community with speed. The Advisory Board suggested earlier can also be helpful in communicating the outcomes to the affected parties.

**Recommendation 3:**

*The HRP should initiate actions to ensure that its officers and other employees at all levels are more visible in the community and are active participants in community events and organizations. More specifically, the HRP should:*

**RECOMMENDATION 3.1** *Deploy officers to areas where significant groups of minority communities live or areas which have been considered as “trouble spots” and encourage*

*officers to establish connections with the community. The visits by officers should be in both non-threatening situations and where a member of the community has requested police assistance. [4 MONTHS]*

**RECOMMENDATION 3.2. Sponsor more multicultural events and organize booths in events organized by various human groups [9 MONTHS].** The HRP is already doing this to a significant extent as evidenced by the following:

- ? Booth at Multi-Cultural Festival
- ? Participation in Black Cultural Society Functions
- ? Participation in African Heritage Month Activities
- ? Participation in other community events such as IWK Telethon, Christmas Daddies, Cops for Cancer, etc.

This is a good start. However, there have to be greater in-roads made into activities of other human groups, especially gay-lesbians, the disabled and other ethnic and cultural groups. Canadians. In the past, HRP [then A/Deputy Chief, Chris McNeil] had participated in discussions on better recognition of the needs of emotionally disturbed persons and appropriate response strategies, however, no speedy follow up has occurred. Further, given the large number of immigrants arriving in Halifax from nontraditional, non-white countries, efforts should be made to have greater understanding of the cultures of people belonging to those countries.

**RECOMMENDATION 3.3. Identify a team of community representatives of various “at risk” communities who will be available to assist the police in the mediation of disputes, especially those that have a racial, religious or sexual implication. [4 MONTHS]**

**RECOMMENDATION 3.4. Expand the Village Constable Program to more areas, especially focusing on “at risk” communities. [1 YEAR]**

**RECOMMENDATION 3.5. HRP should hasten its steps to move towards a community-based policing model [3 YEARS].** While HRP has made several initiatives to build closer relations with various communities, it is yet to implement community policing in its true sense. We recognize that such a move will require fundamental

changes in the attitudes and behaviours of employees at all levels of the organization and is likely to be met with resistance given the present culture of the organization. However, with determination, this transformation is possible and can result in substantial benefits to the organization and the larger community.

**Recommendation 4:**

*The HRP should develop and implement strategies to ensure that, as far as possible, its workforce composition at all levels of the organization reflects the demography of the community and draws from diverse human groups in the larger population. More specifically, to achieve the above objectives, the HRP should:*

**RECOMMENDATION 4.1.** *Attempt recruitment presentations, widely publicized to all diverse groups* [FROM NOW ON]. Such presentations should not only inform the audience about the various careers available in the HRP but also highlight the force's commitment to diversity. The presentations should pay particular focus on jobs, which might be suitable for physically challenged, or others who may not meet the normal physical ability requirements of the police. Focusing on organizations and events such as reachAbility, Rainbow Coalition, Celebration 2005, Lesbian-Gay-Bisexual Youth Project, etc will help reach the message to new audiences.

**RECOMMENDATION 4.2.** *Employ targeted recruiting, particularly of women, Black, Native, Arab, Chinese and South Asian students in Senior High Schools, Community Colleges and Universities.* [FROM NOW ON]

**RECOMMENDATION 4.3.** *Keep more detailed records of recruitment statistics to proactively deal with changes in community composition* [FROM NOW ON]. While total application statistics are kept now, we believe that a more detailed record keeping will enable the organization to take more proactive actions to focus on specific communities. This will also help the organization to get the "biggest bang for the recruiting buck". Some of the suggested additional indices for evaluating recruiting effectiveness are listed in **Appendix 6.**

**RECOMMENDATION 4.4.** *Ensure that personnel involved in interviewing recruits reflect as far as possible the composition of the community at large.* [6 MONTHS]

**RECOMMENDATION 4.5.** *Modify the systems and procedures to allow more diverse members to reach positions of authority* [18 MONTHS]. Currently, most of the senior officers in the organization are white male. Given the present promotion criteria which gives heavy weight to experience and the fact that only a few management positions open each year, it is unlikely that minority members will reach positions of power in the near term. The challenge is exacerbated by the fact that most of these positions are filled from within through promotions. This means that other procedures and criteria that are equally effective and valid but opens up these power-positions to minorities should be implemented. Some other police departments have put into place certain mechanisms to ensure that members of the protected groups are represented at higher levels within the police force. For example one police department assigns a certain percentage of the promotions based on seniority and the rest are assigned on merit basis (i.e., score on a standardized, valid test) or based on employment equity considerations. For example, 70% of promotions to a particular rank will be based on seniority while 30% will be based on test scores or the organization's diversity goals.

**RECOMMENDATION 4.6.** *Encourage Lateral entry into senior levels to allow more diverse members to reach positions of authority* [FROM NOW ON]. Another solution may lie in the encouragement of *lateral entry* into the organization. Officers belonging to protected human groups and working in other regions can be inducted into HRP at senior levels to change the present workforce composition at these levels.

**RECOMMENDATION 4.7.** *Check the concurrent validity of the selection tools [especially, testing, role-plays and interviews]* [1 YEAR]. *Check the predictive validity of the selection tools [especially, testing, role-plays and interviews]* [2 YEARS]. *Where necessary, refinements should be made to cut-off scores to ensure that they are not discriminatory to any human group.* We fully recognize the challenges inherent in any validation procedure. Given these, in the immediate future, the test's *concurrent* validity [that is, validity for existing workforce]

should be assessed. While the concurrent validity is not reflective of the test's ability to predict future job performance, it is relatively inexpensive to conduct and still superior to simply relying on face or content validity. The database that will be built up for the purpose of checking concurrent validity will be helpful when the HRP is ready to assess the predictive validity of all selection tools for all sub-groups.

**RECOMMENDATION 4.8.** *Check the present selection devices [especially, testing, role-plays and interviews] for their possible adverse impact on any human group* [1 YEAR] **Appendix 7** provides some helpful hints for checking adverse impact on human groups. We did not have access to employment statistics for various human groups at different selection stages to examine whether, currently, adverse impact exists on any specific group. This is something that needs to be examined with fair degree of urgency.

**Recommendation 5:**

*The HRP should improve transparency by establishing formal communication programs that (1) inform, on an ongoing basis, community groups the plans, policies, programs and actions of the HRP and (2) underscore the desire of the HRP to receive and use input from community groups when forming strategic plans, policies and new programs. More specifically, the HRP should:*

**RECOMMENDATION 5.1.** *Publicize the existence of the Community Liaison Officer position and expand the role to actively interact with members of all communities and human groups.* [3 MONTHS]

**RECOMMENDATION 5.2.** *Publicize the existence of Professional Standards Officer position as a single contact person for general public to (a) report problems when dealing with the police and (b) seek information on the status of their complaints or requests* [3 MONTHS]. Such a "one-contact" point should be well publicized [with telephone numbers, email addresses] to let the community know of this person's role in helping them deal with their difficulties. While the HRP Management pointed out that details of the Professional Standards Officer position are published at the HRP website and telephone book, none of our respondents had any

knowledge of the same underscoring the disconnect between HRP and the surrounding community.

**Appendix 8** outlines the details of the position of Community Legal Issues Facilitator in the Mi'kmaq Community, which may offer helpful hints in the context of role definition for the positions of Community Liaison Officer and Professional Standards Officer.

**RECOMMENDATION 5.3.** *Underscore HRP's commitment to diversity and desire to receive community input to overall strategies by keeping the communication lines open, organizing frequent town-hall type meetings and by requiring the Diversity Officer and other officers to visit schools and offer to meet with community organizations during their board meetings.* [FROM NOW ON]

**RECOMMENDATION 5.4.** *Routinely invite all major community organizations and human groups to make submissions to HRP on the latter's major policy initiatives or program changes and communicate to them what actions, if any, have been taken on the basis of their recommendations.* [3 MONTHS]

**RECOMMENDATION 5.5.** *Review periodically (half-yearly or more frequent if resources permit) the complaint resolution process. Such reviews should look at the nature of complaints, frequency, resolution process and outcomes (e.g., how each complaint was handled, what sanctions, if any, were taken, how complainant was dealt with) in order to develop proactive strategies to address citizen complaints.* [FROM NOW ON]

**RECOMMENDATION 5.6.** *Make public presentations [especially in lower socio-economic neighbourhoods] on citizen rights and what constitutes lawful police behavior [especially when dealing with juveniles]* [6 MONTHS]. Schools, libraries or other social congregations would appear to be ideal venues for this purpose.

**RECOMMENDATION 5.7.** *Pay special attention during training programs to proper police behavior when dealing with young offenders* [FROM NOW ON]. While a detailed Operational Policy and Procedure Manual exists, the feedback coming from the community indicates that

either the officers are not aware of the requirements or do not follow them. Stricter enforcement of the rules accompanied by training and coaching will be in order.

**RECOMMENDATION 5.8.** *Review crime reporting processes to ensure that all incidents that are reported are subject to a common call-screening process such that incidents, which, absolutely, require attendance of the police, receive appropriate attention.* [FROM NOW ON]

**RECOMMENDATION 5.9.** *Implement a two-year pilot project to collect statistics on hate crimes. The success of the program should be reviewed after the period.* [3 MONTHS] A persistent, but ignored request from the gay-lesbian and trans-gendered community has been to maintain separate statistics for hate crimes. By doing this beginning now, the HRP will be meeting one of their long-standing requests.

**Recommendation 6:**

*The HRP should take immediate actions at the strategic and operational levels to foster an organizational culture that values diversity. More specifically, the HRP should:*

**RECOMMENDATION 6.1.** *Articulate in operational terms what overall goals HRP's diversity initiatives are attempting to achieve, how each activity fits into the overall Corporate Strategic Plan and how they interrelate in achieving the overall mission.* [6 MONTHS]

**RECOMMENDATION 6.2.** *Identify and integrate corporate and individual performance standards in broad headings of "Community Focus" and "Valuing Diversity". Measures of accomplishment should be developed to determine program effectiveness and conformity with performance standards as well as performance of individual police officers.* [6 MONTHS]

**RECOMMENDATION 6.3.** *Assess diversity competency in performance appraisal for officers using more objective [e.g., behavioural or outcome] performance standards.* [9

MONTHS]. While the current Competency Assessment Form has a section on "valuing diversity" as a competency, the assessment is subject to biases and other forms of inaccuracy.

**RECOMMENDATION 6.4.** *Include diversity competency as a key criterion in hiring and promotional decisions and measure the same using more objective indices.* [1 YEAR] The present selection devices do not adequately measure a new hire's competency in managing diversity using objective or behavioural indices and should be refined.

**RECOMMENDATION 6.5.** *Revise the orientation procedures to incorporate the importance given to diversity in the organization.* [4 MONTHS]

**RECOMMENDATION 6.6.** *Widely publicize HRP's achievements in the diversity area both internally and externally using various methods including the publication of a periodical newsletter that is distributed to all community organizations, libraries and schools in the area.* [1 YEAR]

**Recommendation 7:**

*The HRP should make consistent, concerted efforts to build rapport with various communities and area residents and improve the image of police officers in the minds of public, especially, younger segments and minority groups of the population. More specifically, the HRP should:*

**RECOMMENDATION 7.1.** *Communicate to the community details of its plans to implement the recommendations contained in this report and actions taken so far.* [4 MONTHS]. To ensure greater transparency and credibility, we strongly recommend that HRP take active steps to inform the community its plans to implement the various recommendations contained in this report. As we already noted, there is a perception in the community that no action is likely to be taken based on the Review findings.



**RECOMMENDATION 7.2.** *Sponsor programs, especially beneficial to younger community (e.g., youth basketball) and in areas where currently there are negative feelings against the organization and its officers [e.g., Uniacke Square Area, Preston].* [9 MONTHS] Already, HRP has begun a number of initiatives such as Kids and Cops Camp and School Programs; more number of programs aimed at different age groups, socio-economic levels and residential areas would significantly enhance rapport with the young and disadvantaged.

**RECOMMENDATION 7.3.** *Encourage officers to visit as part of their routine patrol locations where youth congregate (e.g., North End Library) and interact with them socially.* [FROM NOW ON]. Rather than meet the police only when a crime occurs, such visits help many young people to interact with the police under more positive circumstances.

**Recommendation 8:**

*The HRP should develop operational rules and procedures that will change the behaviours and attitudes of its staff, especially patrol officers, from an agency-focused perspective to the one that recognizes the needs of the community and is more proactive in character. More specifically, the HRP should:*

**RECOMMENDATION 8.1.** *Assign officers who are familiar with a neighbourhood or have an interest/stake in a community for patrolling in the area* [1 YEAR].

**RECOMMENDATION 8.2** *Encourage sworn and civilian staff to use their own discretion while operating within the bounds of agency strategic plan and policy, so that operational tactics reflect and allow for idiosyncrasies of the communities involved.* [6 MONTHS]

**RECOMMENDATION 8.3.** *Ensure that officers who are assigned to areas with considerable minority populations have undergone formal, extensive diversity training.* [1 YEAR]. Already, a beginning has been made in this regard. More in-depth training on cultures of various human groups and effects of poverty on social behaviour can significantly enhance the perceived effectiveness of officers in areas with considerable minority populations.

**RECOMMENDATION 8.4.** *Ensure that personal performance plans of officers, within HRP's corporate plan, encourages proactive policing practices.* [9 MONTHS]

**RECOMMENDATION 8.5.** *Introduce new internal recognition programs to recognize employees who have made significant contributions to the fostering of diversity. Each year, HRP should recognize two employees who have made greatest contributions to fostering diversity within and outside the organization.* [1 YEAR]

**Recommendation 9:**

*Mandatory diversity training for all HRP employees exposing them to various cultures should be initiated. The training program should be extensive enough to cover all relevant information and intensive enough to provide trainees with knowledge and job skills. More specifically, the HRP should:*

**RECOMMENDATION 9.1.** *Integrate its diversity training plans into corporate strategic plan and overall philosophy.* [6 MONTHS]

**RECOMMENDATION 9.2.** *Initiate a 3-phase mandatory diversity-training program focusing on "awareness", "understanding" and "action planning" [3 YEARS]. **Appendix 9** provides some suggestions in this regard.*

**RECOMMENDATION 9.3.** *Ensure that community input is included in course design (e.g., decision situations used in case studies) and delivery of the training.* [FROM NOW ON]

**RECOMMENDATION 9.4.** *Wherever feasible, pedagogical approaches that actively involve the trainees [such as role plays, interactive video] should be used to convey important concepts and relevant behaviours.* [6 MONTHS]

**RECOMMENDATION 9.5.** *Evaluate the effectiveness of its diversity training programs for their impact on trainee knowledge, behaviours and organizational outcomes.* [9 MONTHS]

Some suggestions in this regard are given in **Appendix 10.**

**RECOMMENDATION 9.6.** *In the long run, integrate HRP's diversity training into all areas of training activity rather than compartmentalize it.* [3 YEARS]. In the long term, diversity training should be integrated into all training program. Basic recruit, officer, civilian and other forms of in-service courses should have a diversity component, which emphasizes culture and life styles of different human groups. In the immediate future, however, specialized diversity training modules are necessary to remove existing knowledge gaps.

**Recommendation 10.**

*HRP should periodically review its human resource practices to ensure that they (a) do not unintentionally discriminate against any human group, and (b) promote a culture that values diversity and proactive problem solving capabilities for the employees. More specifically, the HRP should:*

**RECOMMENDATION 10.1.** *Modify HRP annual employee survey format and method of administration, preferably with professional assistance, to assess the effectiveness of diversity efforts by including questions on the experiences of new employees during early socialization. For other employees, the survey should assess, among other things, attitudes toward existing systems and policies and perceptions of organizational culture. The survey should also attempt to assess employee participation in various community initiatives.* [6 MONTHS].

**RECOMMENDATION 10.2.** *Encourage its officers and civilian staff to learn more about diverse cultures through secondment to other agencies in diverse communities or other offices [e.g., Coal Harbour Office of the RCMP].* [9 MONTHS]

**RECOMMENDATION 10.3.** *Undertake cost-benefit analysis of the recruitment strategies pursued by HRP [e.g., advertising versus campus recruitment] and take corrective actions.* [1YEAR]

**RECOMMENDATION 10.4.** *Establish a formal plan for measuring success of the diversity initiative and prepare an annual report setting out HRP performance in respect of diversity initiatives and incorporating measurements of performance and effectiveness on various initiatives.* [9 MONTHS] **Appendix 11** lists some sample indices for assessing success of diversity management initiative.

**RECOMMENDATION 10.5.** *Modify the current exit interview procedure and questions to better assess the impact of organizational culture on the employee’s decision to leave.* [4 MONTHS] **Appendix 12** lists some illustrative questions for this purpose.

**RECOMMENDATION 10.6.** *Routinely monitor best practices in diversity management and incorporate them into HRP policies and practices.* [FROM NOW ON]. Almost every single recommendation made here is already being practiced somewhere else. Progressive police and other organizations have taken fostering diversity as a way of life and incorporated internal practices and community initiatives that aim to capitalize on the benefits of diversity. [See **Appendix 13** for a sample of best practices in other police agencies]. By continually and consciously monitoring the environments, the HRP can transform itself into a continuously learning organization.

Figure 6 summarizes our recommendations and suggested time lines for implementing them.

**Figure 6: Summary Chart Of Recommendations**

RECOMMENDATION	SUGGESTED TIME LINES
<b>RECOMMENDATION 1. 1.</b> Revise existing mission statement to reflect respect for diversity and inclusiveness and its role as a key driver in organizational decisions	6 Months
<b>RECOMMENDATION 1. 2.</b> Establish an inclusive Community Advisory Board to (a) advise the Chief of Police regarding emerging community needs, concerns and challenges facing the various human groups and (b) to act as a conduit linking the organization to the surrounding community transmitting information in both directions. .	4 Months
<b>RECOMMENDATION 1. 3.</b> Reinforce commitment to diversity through the exhortations and behaviours of HRP Management at all levels.	From now on

<p><b>RECOMMENDATION 1.4.</b> Convey the single message of commitment to diversity in all stationery, recruitment ads, inspirational boards, website and other forms of internal and external communication.</p> <p><b>RECOMMENDATION 1.5:</b> Convey inclusive nature of HRP and its commitment to diversity by displaying art and other cultural symbols of different human groups in visible places.</p> <p><b>RECOMMENDATION 1.6:</b> Ensure that its employees, especially patrol officers are actively involved in “Diversity Week” activities.</p> <p><b>RECOMMENDATION 1.7:</b> Establish a Task Force with the mandate to address the issues contained in this report and implementation of the recommendations.</p>	<p>6 Months</p> <p>6 Months</p> <p>From now on</p> <p>2 Months</p>
<p><b>RECOMMENDATION 2.1.</b> Place additional emphasis on providing bias-free policing training to all its employees.</p> <p><b>RECOMMENDATION 2.2.</b> Ensure that the disciplinary procedures for actions violating the spirit of diversity are fair, consistent, immediate, progressive and transparent.</p> <p><b>RECOMMENDATION 2.3.</b> Ensure that in matters relating to complaints from racial or other minority groups on police brutality or mistreatment, there is better communication of how the matter was resolved while meeting the requirements of privacy legislation</p>	<p>From now on</p> <p>From now on</p> <p>From now on</p>
<p><b>RECOMMENDATION 3.1</b> Deploy officers to areas where significant groups of minority communities live or areas which have been considered as “trouble spots” and encourage officers to establish connections with the community. The visits by officers should be in both non-threatening situations and where a member of the community has requested police assistance.</p> <p><b>RECOMMENDATION 3.2.</b> Sponsor more multicultural events and organize booths in events organized by various human groups.</p> <p><b>RECOMMENDATION 3.3.</b> Identify a team of community representatives of various “at risk” communities who will be available to assist the police in the mediation of disputes, especially that have a racial, religious or sexual implication.</p> <p><b>RECOMMENDATION 3.4.</b> Expand the Village Constable Program to more areas, especially focusing on “at risk” communities.</p> <p><b>RECOMMENDATION 3.5.</b> HRP should hasten its steps to move towards a community-based policing model.</p>	<p>4 Months</p> <p>9 Months</p> <p>4 Months</p> <p>1 Year</p> <p>3 Years</p>

<p><b>RECOMMENDATION 4.1.</b> Attempt recruitment presentations, widely publicized to all diverse groups</p> <p><b>RECOMMENDATION 4.2.</b> Employ targeted recruiting, particularly of women, Black, Native, Arab, Chinese and South Asian students in Senior High Schools, Community Colleges and Universities.</p> <p><b>RECOMMENDATION 4.3.</b> Keep more detailed records of recruitment statistics to proactively deal with changes in community composition</p> <p><b>RECOMMENDATION 4.4.</b> Ensure that personnel involved in interviewing recruits reflect as far as possible the composition of the community at large.</p> <p><b>RECOMMENDATION 4.5.</b> Modify the systems and procedures to allow more diverse members to reach positions of authority</p> <p><b>RECOMMENDATION 4.6.</b> Encourage Lateral entry into senior levels to allow more diverse members to reach positions of authority.</p> <p><b>RECOMMENDATION 4.7.</b> Check the concurrent validity of the selection tools [especially, testing, role-plays and interviews] Check the predictive validity of the selection tools [especially, testing, role-plays and interviews] Where necessary, refinements should be made to cut-off scores to ensure that they are not discriminatory to any human group.</p> <p><b>RECOMMENDATION 4.8.</b> Check the present selection devices [especially, testing, role -plays and interviews] for their possible adverse impact on any human group</p>	<p>From now on</p> <p>From now on</p> <p>From now on</p> <p>6 Months</p> <p>18 months</p> <p>From now on</p> <p>1 year 2 years</p> <p>1 Year</p>
<p><b>RECOMMENDATION 5.1.</b> Publicize the existence of the Community Liaison Officer position and expand the role to actively interact with members of all communities and human groups.</p> <p><b>RECOMMENDATION 5.2.</b> Publicize the existence of Professional Standards Officer position as a single contact person for general public to (a) report problems when dealing with the police and (b) seek information on the status of their complaints or requests</p> <p><b>RECOMMENDATION 5.3.</b> Underscore HRP's commitment to diversity and desire to receive community input to overall strategies by keeping the communication lines open, organizing frequent town-hall type meetings and by requiring the Diversity Officer and other officers to visit schools and offer to meet with community organizations during their board meetings</p> <p><b>RECOMMENDATION 5.4.</b> Routinely invite all major community organizations and human groups to make submissions to HRP on the latter's major policy initiatives or program changes and communicate to them what actions, if any, have been taken on the basis of their recommendations.</p>	<p>3 Months</p> <p>3 months</p> <p>From now on</p> <p>3 months</p>

<p><b>RECOMMENDATION 5.5.</b> Review periodically (half-yearly or more frequent if resources permit) the complaint resolution process. Such reviews should look at the nature of complaints, frequency, resolution process and outcomes (e.g., how each complaint was handled, what sanctions, if any, were taken, how complainant was dealt with) in order to develop proactive strategies to address citizen complaints.</p> <p><b>RECOMMENDATION 5.6.</b> Make public presentations [especially in lower socio-economic neighbourhoods] on citizen rights and what constitutes lawful police behavior [especially when dealing with juveniles]</p> <p><b>RECOMMENDATION 5.7.</b> Pay special attention during training programs to proper police behavior when dealing with young offenders</p> <p><b>RECOMMENDATION 5.8.</b> Review crime reporting processes to ensure that all incidents that are reported are subject to a common call-screening process such that incidents, which, absolutely, require attendance of the police, receive appropriate attention.</p> <p><b>RECOMMENDATION 5.9.</b> Implement a two-year pilot project to collect statistics on hate crimes. The success of the program should be reviewed after the period.</p>	<p>From now on</p> <p>6 months</p> <p>From now on</p> <p>From now on</p> <p>3 months</p>
<p><b>RECOMMENDATION 6.1.</b> Articulate in operational terms what overall goals HRP's diversity initiatives are attempting to achieve, how each activity fits into the overall Corporate Strategic Plan and how they interrelate in achieving the overall mission.</p> <p><b>RECOMMENDATION 6.2.</b> Identify and integrate corporate and individual performance standards in broad headings of "Community Focus" and "Valuing Diversity". Measures of accomplishment be developed to determine program effectiveness and conformity with performance standards as well as performance of individual police officers</p> <p><b>RECOMMENDATION 6.3.</b> Assess diversity competency in performance appraisal for officers using more objective [e.g., behavioural or outcome] performance standards.</p> <p><b>RECOMMENDATION 6.4.</b> Include diversity competency as a key criterion in hiring and promotional decisions and measure the same using more objective indices.</p> <p><b>RECOMMENDATION 6.5.</b> Revise the orientation procedures to incorporate the importance given to diversity in the organization.</p> <p><b>RECOMMENDATION 6.6.</b> Widely publicize HRP's achievements in the diversity area both internally and externally using various methods including the publication of a periodical newsletter that is distributed to all community organizations, libraries and schools in the area.</p>	<p>6 months</p> <p>6 months</p> <p>9 months</p> <p>1 year</p> <p>4 months</p> <p>1 year</p>

<p><b>RECOMMENDATION 7.1.</b> Communicate to the community details of its plans to implement the recommendations contained in this report and actions taken so far.</p> <p><b>RECOMMENDATION 7.2.</b> Sponsor programs, especially beneficial to younger community (e.g., youth basketball) and in areas where currently there are negative feelings against the organization and its officers [e.g., Uniacke Square Area, Preston].</p> <p><b>RECOMMENDATION 7.3.</b> Encourage officers to visit as part of their routine patrol locations where youth congregate (e.g., North End Library) and interact with them socially.</p>	<p>4 months</p> <p>9 months</p> <p>From now on</p>
<p><b>RECOMMENDATION 8.1.</b> Assign officers who are familiar with a neighbourhood or have an interest/stake in a community for patrolling in the area</p> <p><b>RECOMMENDATION 8.2</b> Encourage sworn and civilian staff to use their own discretion while operating within the bounds of agency strategic plan and policy, so that operational tactics reflect and allow for idiosyncrasies of the communities involved.</p> <p><b>RECOMMENDATION 8.3.</b> Ensure that officers who are assigned to areas with considerable minority populations have undergone formal, extensive diversity training</p> <p><b>RECOMMENDATION 8.4.</b> Ensure that personal performance plans of officers, within HRP's corporate plan, encourages proactive policing practices.</p> <p><b>RECOMMENDATION 8.5.</b> Introduce new internal recognition programs to recognize employees who have made significant contributions to the fostering of diversity. Each year, HRP should recognize two employees who have made greatest contributions to fostering diversity within and outside the organization.</p>	<p>1 year</p> <p>6 months</p> <p>1 year</p> <p>9 months</p> <p>1 year</p>
<p><b>RECOMMENDATION 9.1.</b> Integrate its diversity training plans into corporate strategic plan and overall philosophy.</p> <p><b>RECOMMENDATION 9.2.</b> Initiate a 3-phase mandatory diversity training program focusing on "awareness", "understanding" and "action planning"</p> <p><b>RECOMMENDATION 9.3.</b> Ensure that community input is included in course design (e.g., decision situations used in case studies) and delivery of the training.</p> <p><b>RECOMMENDATION 9.4.</b> Wherever feasible, pedagogical approaches that actively involve the trainees [such as role plays, interactive video] should be used to convey important concepts and relevant behaviours.</p> <p><b>RECOMMENDATION 9.5.</b> Evaluate the effectiveness of its diversity training programs for their impact on trainee knowledge, behaviours and organizational outcomes.</p>	<p>6 months</p> <p>3 years</p> <p>From now on</p> <p>6 months</p> <p>9 months</p>



<p><b>RECOMMENDATION 9.6.</b> In the long run, integrate HRP’s diversity training into all areas of training activity rather than compartmentalize it.</p>	<p>3 years</p>
<p><b>RECOMMENDATION 10.1.</b> Modify HRP annual employee survey format and method of administration, preferably with professional assistance, to assess the effectiveness of diversity efforts by including questions on the experiences of new employees during early socialization. For other employees, the survey should assess, among other things, attitudes toward existing systems and policies and perceptions of organizational culture. The survey should also attempt to assess employee participation in various community initiatives.</p> <p><b>RECOMMENDATION 10.2.</b> Encourage its officers and civilian staff to learn more about diverse cultures through secondment to other agencies in diverse communities or other offices [e.g., Coal Harbour Office of the RCMP].</p> <p><b>RECOMMENDATION 10.3.</b> Undertake cost-benefit analysis of the recruitment strategies pursued by HRP [e.g., advertising versus campus recruitment] and take corrective actions.</p> <p><b>RECOMMENDATION 10.4.</b> Establish a formal plan for measuring success of the diversity initiative and prepare an annual report setting out HRP performance in respect of diversity initiatives and incorporating measurements of performance and effectiveness on various initiatives.</p> <p><b>RECOMMENDATION 10.5.</b> Modify the current exit interview procedure and questions to better assess the impact of organizational culture on the employee’s decision to leave.</p> <p><b>RECOMMENDATION 10.6.</b> Routinely monitor best practices in diversity management and incorporate them into HRP policies and practices.</p>	<p>6 months</p> <p>9 months</p> <p>1 year</p> <p>9 months</p> <p>4 months</p> <p>From now on</p>

## 7. CONCLUDING OBSERVATIONS

The Halifax Police Department has the potential to become one of the best in the country. All the ingredients for a successful change are currently present. The top management is aware of the need for change, a first prerequisite for excellence in today's dynamic world. There are internal systems and procedures, which with some modification can foster excellence. The officers and administrators whom we met, displayed high energy and commitment to their jobs. The surrounding community is keen on police involvement in their activities and building bridges with the organization. Most, if not all, people whom we met as part of this Review hold high regard and trust for Chief Beazley and there is a general expectation that significant changes

may, finally, happen under his leadership. All these forebode well for transforming HRP into a vibrant organization that is proactive to meeting community needs. In the 2004 *Metro Survey*, 83% of the respondents were either completely satisfied or mostly satisfied with the quality of policing provided in their communities.<sup>87</sup>

However, the challenges facing the organization are also many and complex. The expectations of the surrounding community from the department are high. Only 35% of the respondents in the *Metro Survey*<sup>88</sup> were completely confident in the ability of the police to respond to emergency calls in a timely and efficient manner. While the responses for specific localities in Halifax were not available [the survey only gives results for Halifax, Dartmouth and Bedford], our findings suggest that the ratings may be significantly lower in some areas. In 2004, there were 44 formal complaints lodged against HRP<sup>89</sup>. The historical events have created considerable distrust of many public initiatives and organizations including the police force. Recent events have added fuel to this, thus creating an atmosphere of distrust of the police. Few believe in the transparency of internal police investigations. Many anecdotes repeatedly narrated to us by various community members belonging to different human groups highlight the need for a fundamental shift in policing and a need for transforming internal culture. It is important to "*recognizes the extraordinary powers given to police officers and the absolute need for the fair application of justice to all*"<sup>90</sup>. As one police chief pointed out, "*It's about changing the way policing is done, about transparency and about accountability*"<sup>91</sup>. But this requires a fundamental re-orientation and requires concerted action on the part of every single HRP employee.

Given the present situation, it is critical to maintain a high degree of *transparency* in decisions and actions that affect specific communities. There should also be definite *accountability* for all concerned and *observable consequences* for errand behaviours. The present project was triggered by an event that happened more than a dozen years after the race riot of 1991. In 1991, one newspaper columnist wrote this: "*Did the police do their duty in a fair and unbiased manner?... Unfortunately, its report only raises more question, such as, 'can the wide chasm between the ways blacks and whites perceive each other ever be bridged?' The answer is: it can. But the construction of that bridge is going to take a great deal of hard work from both sides*"<sup>92</sup>. The patience, especially amongst the African-Canadian community is fast disappearing, thus necessitating fast actions on the part of HRP to maintain trust and credibility.

We have made recommendations that are realistic, do-able and effective to transform HRP into a centre of excellence. The present recommendations have factored in the time and resource constraints facing the department. What is required now is a determination to act. We have indicated time-lines for implementation of each of our recommendation. While unexpected events may compel the organization to make minor deviations from these schedules, we strongly suggest that our recommendations are implemented in a timely fashion. The Community Advisory Board recommended in this report should be kept abreast of the change process and the reasons for unanticipated delays, if any.

As one of the Advisory Committee members to this Review commented, *"Top may be supportive, but if the middle management says no, no change will happen."* *"The police body contains people who are sensitive, willing to change and those who never will and want to change"* noted another interviewee.

This poses a special challenge to the top management, which wants to bring about changes in the culture of the organization. It has to create a set of conditions where everyone from the top administrator to the lowest level employee wants to become a willing partner in the change process. Basic premises underlying policing and meaning of police leadership have to be revised for lasting changes to occur [see Figure 7]. Police play a crucial role in establishing concepts

**Figure 7: A New Leadership Style<sup>93</sup>**

<b>Away From.....</b>	<b>Towards</b>
<i>Maintain, status quo</i>	<i>Create, innovate, experiment</i>
<i>Go "by the book", Decisions through the narrow lens of policing</i>	<i>Use data based decision making, combine police science with knowledge about society and its constituents</i>
<i>When things go wrong, blame employees</i>	<i>Repeated errors mean failed systems; monitor the processes continuously and improve them</i>
<i>An attitude of "I know everything about policing"; sole reliance on policing techniques taught in the Academy years back</i>	<i>Ask customers and the larger community about the outcomes of own approach, be willing to change tactics to get better results</i>
<i>Role is primarily as controller, order-giver</i>	<i>In part a controller; key role as a coach, a teacher and a role model to several members in the community</i>
<i>Organization is closed to "outsiders". "We should stick with our brothers and sisters in the force."</i>	<i>Organization is open to the larger society. Every community member, however different from us in looks or behaviours, is an integral part of our larger society</i>

of social justice, shaping the self-identity of citizens and help define the range of acceptable behaviours. The police are not only custodians of community safety and security, they are also a principal sculptor of community behaviours enshrining values such as human dignity, justice and equality. This means that the police will have to be able to think differently and act in non-traditional ways.

*An anecdote narrated to us during the course of our interviews highlights the need for this change in attitude. A young police officer encountered a ten-year old child holding a knife in his hand in tantrums. Sensing that no imminent danger existed to anyone, the officer used his interpersonal skills to calm the child and rid himself of the knife. However, on hearing about the incident, his boss admonished him for not going by the books in dealing with the "incident".*

During this Review, one respondent observed:

*"We are not talking about anything new here, are we? You know what needs to be done. I know what needs to be done. But would anything be done? What makes you think that anything will happen after this report?"*

Similar cynical responses emerged again and again during various interviews. The consistency and strength of these responses underscore the need for visible changes *now*. In order to usher in a new, proactive culture deeply rooted in the spirit of community policing, fundamental changes in attitudes and culture must occur. We recognize that this takes determination and considerable efforts on the parts of everyone involved. But, it can be done. Indeed, it *must* be done to enhance excellence and meet the challenges of tomorrow.

We titled this report *Breaking Barriers to Excellence*. In many organizations, there are several barriers—some visible and many invisible. Included here are unconscious or conscious prejudices, myths, blocks to spontaneity and creativity, invisible glass ceilings, fear, and tokenism. Fortunately for HRP, many of these have already been either removed or are in the process of removal. Several of the critical pieces for transformation into a genuinely community-driven organization are currently visible in HRP. By opening doors to diverse values and viewpoints, HRP can not only enhance its effectiveness but also transform itself into a model police organization. But, fundamental changes in the focus and behaviours are needed for this to

occur. It is worth remembering the advice from Silverberg, past Chief of Calgary Police, who made the following observation:

*“.. We must place an emphasis on our people who must be challenged, encouraged and developed, and who must be given the power to act and use their insightful discretion. We must also encourage and reward people who are innovative, self-reliant problem solvers, who are not dependent upon control from other authorities. .. We must be participative, not authoritarian, and we must establish an uninhibited dialogue up, down and across our ranks, throughout our organization. We must also remain committed to customer service and continue to derive ultimate satisfaction from serving our citizens, rather than our bureaucracies. Our values of excellence and high performance must be the same on the street, as they are in our executive offices. And finally, we must ensure we have an organizational mindset that is based on optimum performance, wherein our people seek continuous improvement. When conditions change, our people must adjust their methods, NOT their values, thus maintaining high performance even in a climate of immense and challenging change.”<sup>94</sup>*

The challenges in the course of this journey are many. To succeed, the *will* to change must be strong. The change process must continue uninterrupted. There must be total commitment to the value of diversity. People at all levels must subscribe to the philosophy of valuing differences. The leaders of the organization must design, teach and steward<sup>95</sup>. They have to build a shared vision and be bent on building an organization that is continually learning. Diversity works when we respect the rights, views and values of "different others" just as we do our own. Excellence occurs when there is a fusion of multiple views and ways of doing things.

We appreciate your confidence in entrusting this important project with us. We are delighted that you gave us an opportunity to recommend some positive changes in diversity management in your organization.

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Hari Das, Ph.D

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Mallika Das, Ph.D

For  
*Das Management & Educational Services,*  
Bedford, Nova Scotia

## **APPENDICES**

- ? Appendix 1: List of documents made available by Halifax Regional Police Service
- ? Appendix 2: List of past reports on race relations or community events examined
- ? Appendix 3: Names of community representatives, human rights activists and subject-matter experts interviewed
- ? Appendix 4: Suggestions for organizing community advisory board
- ? Appendix 5: Messages seen in other police websites
- ? Appendix 6: Suggested additional indices for Evaluating recruitment effectiveness
- ? Appendix 7: Testing for adverse impact
- ? Appendix 8: Learning from the Mi'kmaq community
- ? Appendix 9: Suggestions for diversity training program.
- ? Appendix 10: Training Evaluation Methodology
- ? Appendix 11: Sample indices of effectiveness of diversity initiative.
- ? Appendix 12: Illustrative additional questions for exit interview
- ? Appendix 13: Learning from other agencies

## **Appendix 1**

### **List of documents made available by Halifax Regional Police Service**

1. Mission Statement, Business Plan & Other Documents
2. Diversity Management Policy, Workplace Rights policy, Valuing Race Relations and Diversity
3. Recruitment Manual
4. Orientation Package for Lateral Entry Police Officers
5. Training and Education Budget: Years 1999-2004
6. Diversity Training
7. Performance Documents
8. Promotional Routines 203
9. Key Messages
10. Public Satisfaction Study Final Report, 2001
11. Human Resources: Miscellaneous

## **Appendix 2**

### **List of past reports on race- relations or community events examined**

1. *An External Review of Cole Harbour District High School*, Halifax Regional School Board, August 1997.
2. *External Review of Digby Regional High School*, Southwest Regional School Board, August, 1998.
3. *A New Sense of Urgency: An Evaluation of the Implementation of the Recommendations of the 1997 External Review of Cole Harbour District High School*, June 2001.
4. *Improving the Success of African Nova Scotian Students: Findings of the Research Pilot Project*, Office of the Superintendent, December 4, 2003.
5. *Native Council of Nova Scotia Report to the Parliament*, The Native Council of Nova Scotia, April 2000.
6. *Final Evaluation Report of the Community Legal Issues Facilitators Demonstration Project*, C.L.I.F. Project Number 6121-102, The Native Council of Nova Scotia, June 30, 1996.
7. *"Winds of Change": Report on the Atlantic Visible Minority Policing Conference*, September 5-7, 1991. [Prepared by J.P. Curley, W.A. Smith, Ruby Beals and Eva Clark]
8. *Policing a World Within a City: The Race Relations Initiatives of the Toronto Police Service*, January, 2003.



### Appendix 3

## Names of community representatives, human rights activists and subject-matter experts interviewed or contacted

<b>Name</b>	<b>Organization/community represented</b>	<b>Interviewed on/results of contact</b>
<b>MINORITY GROUPS</b>		
Dr. Ismail Sayeed	Arab Canadian Association	Mon, July 26th 10:00 (Stated that his community had no problems; did not feel that meeting would be helpful; did not meet)
Titus Gomez	Indo-Canadian Association	Mon, Sept 6th, 5:30 P.M.
Jaspal Wadhwa	Maritime Sikh Association	Mon, Sept 6th, 6:30 P.M.
Youssef Faddoul	Lebanese Society	Tue, Aug 10th, 3:30 P.M.
Terry Saleh	Islamic Community	Tue, Aug 10th, 1.00 P.M.
Barbara Campbell	MANS	Mon, July 26th 10:00 A.M.
<b>AFRICAN NOVA SCOTIAN</b>		
Dr. Henry Bishop	Black Cultural Centre	Wed, July 28th 10:00 A.M.
Wayne Hamilton	African Canadian Services	Wed, July 28th 12:00 Noon
Rocky Jones	Jones & Associates	Wed, Aug 4th 6:00 P.M.
Wanda Thomas Bernard	Dal School of Social Work	Tue, July 27th, 12:30 P.M.
Dr. Marguerite Cassin	Dal Public Admin School	Wed, Aug 4th 1 P.M.
Joan Jones	Human Rights Activist, journalist	Tue, Aug 10th, 10.00 A.M.
Tracy Jones	Human Rights Activist, former Northend Library Mgr	Thu, July 29th 10:00 A.M.
Joan Mendes	N End Parent Resource Center	Mon, July 26th, 11 A.M..
Delvina Bernard	Council on African Canadian Education	Contacted several times; was away on holidays; could not find a convenient time to meet after her return
Dwayne Provo	Black Educators' Association	Contacted several times; was away on holidays; could not find a convenient time to meet after return
	African United Baptist Assn	Left a message; no response
Patrick Kakimbo	African Canadian Services Division	Mon, Aug 9th, 10 A.M.
Robert Upshaw	Diversity Consultant	Fixed an appointment for Sept 7th, 5:00 P.M. Consultants arrived at agreed upon location, but could not get to meet.
Michael Mantley	Brothers Reaching Out Society	Tue, Aug 10, 9:00 A.M.
Mike Tynes	Labour-related	Tue, July 27th 2:30 P.M.
Marcus James	North End Library Youth coordinator	Sat, July 31st, 2 P.M.
Rev Lennet Anderson	Emmanuel Baptist Church	Tue, Aug 3rd, 11:00 A.M.
Marie Paturel	N.S. Barrister's Society	Tue, Aug 3rd, 12:30 P.M.

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Donald Oliver	Senator	Contacted; could not arrange a meeting time convenient to both parties.
Lou Gannon	Youth Programs, N. Preston Community Centre	Tues, Aug 10th, 10:30 A.M.
Valerie Carvery	Hanson House	Meeting had to be cancelled due to unforeseen events. Could not reschedule.
Rev. Moriah		Fri, Aug 6th, 12:30 P.M.
Blair Lopes	Dalhousie Univ & Mgt Consultant [Ex-Public Service]	Fri, Aug 27th, 2:00 P.M.
Cecil Wright	Department of Justice	Tue, Sept 7th, 12:30 P.M.
Percy Paris	Human Rights Activist, Henson College Prof.	Originally scheduled to meet, but Mr Paris called and cancelled the meeting.
Esmeralda Thornhill	Dalhousie Law School, First James Robinson Johnston Chair in Black Canadian Studies.	Sent an email; was on vacation; no response after return
<b>WOMEN</b>		
Lynn Bennett	Bryony House	Sept 7, 10:00 A.M.
Patty Thoms on	Dalhousie Women's Center	Left message several times; no response
<b>HUMAN RIGHTS</b>		
James Dewar	Taylor, McLellan and Cochrane law office	July30, 11:00A.M
Sandra Smith-Muir	CHRC	July 27, 11:00 A.M.
<b>GAY LESBIAN</b>		
Jackie Thornhill Leighann Wichman	G L Youth Project	Fri, Aug 6th 10:00 A.M.
Lara Morris	Lawyer	Feels has little to contribute. Declined to meet.
Jennifer Nearing	Tans-gendered	Wed, Aug 11, 8:30 A.M.
Valerie Kirsten	Nova Scotia Black Gay, Lesbian, & Bisexual Assoc. Contact 902-864-1797 or 902-429-7922	Talked over the phone. Was advised to meet others who were more knowledgeable on the subject matter.
Eric MacDonald	Trans-gendered	September 2, 2004, 9.30 A.M.
<b>NATIVE CANADIAN</b>		
Peter McGregor		Talked over the phone. Consultants were directed to meet Roger Hunka.
Gordon King	Mic Mac Friendship Centre	Wed, Aug 11th, 11:30 A.M..
Roger Hunka	Native Council of NS	Wed, Aug 4th, 10:30 A.M.
<b>DISABLED</b>		
Carol Tooton	Canadian Mental Health Association	Wed, Aug 11th, 10:30 A.M.
Tova Sherman	Reachability	Mon, Aug 23rd, 10:00 A.M.
Hugh Bennett	Schizophrenia Society	Sept 7, 9:30 A.M.
<b>OTHER</b>		
Meghan Lesley	Dal Legal Aid Services	Contacted; Could not find a convenient time.
Heather MacNeill	Dal Legal Aid Services	Tue, Aug 24th, 10:00 A.M..
Claudette Legault	Executive Director, MISA	Tue, Sept 7, 12:30 P.M.
Mira Musanovic	Outreach/Crisis Worker, MISA	Tue, Sep 7, 12.30 P.M.
Wenche Gausdal	Settlement Worker, MISA	Tue Sept 7, 12.30 P.M.
Carmen Moncayo	Family Violence and Cross Cultural Awareness Program coordinator	Tue, Sept 7, 12.30 P.M
Dr. Blye Frank	Professor, Division of Medical Education,	July 21, 2004, 1.30 P.M.

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	Dalhousie University, Halifax	
Dr. Stephen Perrott	Professor of Psychology, Mount Saint Vincent University, Halifax	Aug 13, 2004, 12.30 P.M.

## **Appendix 4**

### **Suggestions for Organizing Community Advisory Board**

[A]. It is suggested that the Advisory Board should, among others, represent the following human groups: African-Nova Scotian Community, Gay-Lesbian Community, Multicultural Association of Nova Scotia, Metro Immigrant Settlers' Association, Nova Scotia Human Rights Association, the Native Community and the disabled. Needless to point out, the Board should also reflect other segments of the society. Over the time, the list of representatives may be revised to reflect the emerging social realities and demographic shifts in the Metro area.

[B] It would be appropriate to have the Chief of Police chair the board to give the Board high status and visibility. It is suggested that the Diversity Officer is also included as an ex-officio member of the Board.

[C]. The HRP Management should identify the frequency of the Board meeting. It is strongly recommended that the Board meets at least once in a quarter to play an effective role.

[D]. It is suggested that the Board should, among other things,

1. Convey information about emerging needs and concerns of various human groups to HRP
2. Recommend steps to HRP Management to meet the above concerns with time-lines
3. Act as a conduit transmitting HRP's new initiatives to the larger community
4. Assist HRP in recruiting, hiring and changing itself to a diversity-friendly organization.

[E]. HRP Management shall retain all final decision making authority on all operational matters.

[F]. The minutes of the Board meetings shall be confidential; key outcomes of Board deliberations and progress by HRP on various diversity initiatives should be widely publicized in the media and routinely reported on the HRP website.

## **Appendix 5**

### **Messages Seen in Other Police Websites**

Calgary Police Service (CPS), provides an informational statement affirming it

*... values the cultural diversity and unique individual experiences that each person brings to our organization. The Service strives to culturally reflect the communities that we serve, so we are better able to understand and address issues regarding race, religion, ethnicity, country of ancestry, disability, or sexual orientation.<sup>11</sup>*

Edmonton Police<sup>12</sup> specifically states:

*One of the goals of policing is to reflect the diversity of the communities served. This enables police services to continually improve their capability to deliver service that is effective and responsive to the needs of the community. Police services are therefore looking for men and women from all backgrounds and walks of life, including people of various races, cultures, and religions. Everyone who has a strong interest in becoming a police constable, and who feels that she/he meets the qualifications described in this information package, is encouraged to apply.*

The Winnipeg Police Service does not highlight, to the same degree, a focused recruitment approach specifically directed at the diverse community. However, the Winnipeg site does explain that the service has created a Women's Network that identifies and deals with issues specific to women officers, including recruitment, mentoring, retention and promotion<sup>13</sup>.

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<sup>11</sup> [http://www.gov.calgary.ab.ca/police/recruiting/html/cultural\\_diversity.htm](http://www.gov.calgary.ab.ca/police/recruiting/html/cultural_diversity.htm)

<sup>12</sup> <http://www.police.edmonton.ab.ca/Pages/Recruit/career.html>

<sup>13</sup> <http://www.city.winnipeg.mb.ca/police/WomenInPolicing/womeninpolicing.htm>

## **Appendix 6**

### **Suggested additional Indices to Assess Recruitment Effectiveness**

- ? Total number of applications received from each human group for entry-level jobs. [This is being collected by HRP now]. This can be expanded for internal promotions/transfers as well.
- ? Ratio of offers extended to number of applicants for each group
- ? Ratio of number of qualified applicants at *each stage of selection* to total number of applicants for each position
- ? Turnover statistics for hires from different groups

## **Appendix 7**

### **Testing for Adverse Impact**

*Adverse impact* occurs when the selection rate for a protected group [e.g., women, gay-lesbians, disabled, visible minority] is lower than that for relevant comparison group [which has higher selection rate].<sup>96</sup> For example, in the following figure, out of the twenty-four women who applied for a position, only two were finally selected, while for men, the selection rate was much higher. While establishing adverse impact in selection is a complex activity requiring professional assistance, one rule-of-thumb that is frequently used to establish adverse impact in selection is the four-fifths rule<sup>97</sup>. According to this rule, adverse impact is established where the selection rate for the protected group is less than four-fifths that of comparison group.

#### **An Illustration of *Adverse Impact* [Fictitious data]**

	<b>Number of applicants (A)</b>	<b>Number of applicants who were hired (B)</b>	<b>Selection Ratio (B/A)</b>
Women	24	2	.083
Men	100	18	.180

Minimum selection rate for women according to four-fifths rule must be:  $4/5 \times .18 = 0.14$   
Because the selection ratio for women (=0.083) is less than the selection rate under the four-fifths rule (=0.14), we conclude that the selection procedure has adverse impact on women applicants.

## **Appendix 8**

### **Learning from the Mi'kmaq Community**

One model used in the past by the Mi'kmaq community with great success is the Community Legal Issues Facilitator (CLIF)<sup>98</sup>. The HRP could use this model with modifications. The CLIF dealt not only with the police, but also with other parts of the justice system (Corrections, Justice, Layers and Legal Ed). The CLIF helped identify and deal with the problems, concerns and issues faced by the Mi'kmaq community with all parts of the justice system. The Mi'kmaq community felt that having such an officer helped provide support to community members, helped the parties involved identify problems that occur and test solutions to such problems. In the case of the HRP, the Professional Standards Officer role could be limited to issues related to the Police department.



## Appendix 9

### Suggestions on the Diversity Training Program

To foster diversity, both the attitudes and behaviors of employees have to undergo changes. However, attitudes, by their very nature are deep-rooted and can be changed only in the long term. To bring about observable results, it is suggested that the diversity training creates an awareness of the need for diversity, fosters understanding of the various human groups and their cultures and finally help the trainee take specific action steps [See Figure A below]. As popular writings<sup>99</sup> indicate, these steps are sequential. Currently, HRP's diversity training program only focuses on creating awareness. It should also help the patrol officer and front line employee to adopt specific actions when faced with a culture that (s)he is not familiar with.

#### Figure A: Phased Intervention to Foster a diversity-valuing culture in HRP

<b>1. AWARENESS</b> _____ <b>2. UNDERSTANDING</b> _____ <b>3. ACTION STEPS</b>
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#### PHASE 1: AWARENESS

##### Objective:

*To help the employee recognize that diversity has very real and genuine effects on organizational climate, behavior, and work outcomes. To help them identify differences and make them aware of own assumptions about these differences.*

Sample questions to be discussed include: *What are my stereotypes about Blacks or women? Am I surprised to find that all engineers are not males or all secretaries are not women? What expectations do I bring in when I see a person holding a non-traditional position or exhibit a non-traditional behavior [e.g., a person from a poor neighbourhood driving an expensive car?] What are my assumptions about the link between race or gender and communication style? How valid are my assumptions?*

As Dr. Wanda Thomas Bernard of Maritime School of Social Work, who testified at the Kirk Johnson inquiry pointed out, "*negative stereotypes are so widely diffused in our media and popular culture that it would take a considerable amount of training simply to counteract the effect of subconscious stereotyping.*"<sup>100</sup> The purpose of this phase of training is to bring to open such hidden stereotypes so that change attempts can be made at a later point in time.

##### Proposed Training:

This phase of the training looks into the life-styles and day-to-day challenges [as they relate to policing] of people belonging to various communities including the African-Canadian, Native, visible minority, physically and mentally challenged, gays and lesbians, trans-gendered people and persons originating from lower socio-economic status. [See Figure B for a listing of core groups].

## **Figure B: Core Dimensions of Diversity to be Included in the Training Program**

? Race
? Ethnic heritage, especially focusing on visible minorities and African-Canadians
? Native Canadians
? Gender
? Mental/Physical abilities and characteristics
? Sexual orientation [including trans-gendered people]
? Age
? Social class [including poverty and behaviours]

### **PHASE 2: UNDERSTANDING**

#### **Objective:**

*To help an employee to acquire a deep cognitive grasp of how and why diversity competency is relevant to the effective performance of individuals, groups and the larger organization.*

#### **Proposed Training :**

This phase of training highlights the characteristics, motivations and expectations, cognitive styles and behavior patterns of various human groups and trainees themselves. [see Figure C for sample contents]. This is to be attempted after the trainee has gone through the awareness training [see Phase 1]. Building on the general awareness created in Phase 1, the employee is now provided with additional facts about various groups and the reasons why they behave the way they do. The idea here is to provide enough information to the trainee to change the person's behavior and lead to the final step, namely action.

### **PHASE 3: ACTION STEPS**

#### **Objective:**

*To encourage HRP employees to take appropriate actions to recognize, effectively respond to and foster diversity within the organization.*

#### **Proposed Training :**

This phase of the training focuses on cognitive and behavioural skills that are important in the context of diversity management. The workshop should equip the trainee to choose from various behavioural options [e.g., silence, negotiation, isolation and so on].

## **Figure C: Illustrative Topics for Diversity Training For Sample Dimension: *Sexual Orientation***

*Note: The following list is illustrative and not exhaustive.*

### **Phase 1: AWARENESS**

- ? What is diversity management? How is it different from *employment equity* or *affirmative action*?
- ? What is the business case for diversity management?
- ? What are the benefits from diversity management?
- ? What images are evoked in my mind when I think of a person with a different sexual orientation? What are my stereotypes about this group? What is my response to a group of people with alternate sexual orientation?
- ? What facts can I provide to support the above feelings? Are they justifiable in the light of evidence?
- ? What is my self-image and identity?
- ? Are there parts of my identity that predisposes me to have bias against someone with a different sexual orientation?
- ? What would I do if I were a person with an alternate sexual orientation? What will be my behaviours? What will be my concerns?
- ? Can I now make "sense" of the behaviours of people with different sexual orientation? What did I learn which will help me to deal with them better in future?
- ? What did I learn about my own biases now?
- ? and so on.

### **Phase 2: UNDERSTANDING**

- ? What is the group identity of people with alternate sexual orientation? What are its salient characteristics?
- ? What is the worldview of members of this group? What are their traditions and how have they adopted traditions that support their life style?
- ? How does this group identity influence cognitive processes like memory and values? [for example, definition of what is or what is not important]
- ? Are there unique communication styles associated with this group?
- ? What aspects of organizational culture and practices are likely to pose special challenges to members of this group?
- ? What are some dos and don'ts of dealing with members of this group in public? What are parts of their accepted norms and what causes anxiety and embarrassment to members of this group?
- ? and so on.

### **Phase 3: ACTION PLANNING**

- ? What is my cognitive style? What are its implications for my interactions with members of this group? What should I pay special attention to?
- ? How should I communicate to this group?
- ? What aspects of nonverbal communication [e.g., voice tone and inflection, phrasing, speech volume, facial expression, interpersonal distance] are critical when dealing with members of this group?
- ? How should I interpret silence? How should I respond to it?
- ? What are alternate ways of managing conflicts with members of this group? How should I choose the best style for a specific occasion? What criteria should I use?
- ? How should I listen to their concerns? What are some dos and don'ts of listening?
- ? and so on

## **Appendix 10**

### **Training Evaluation Methodology**

Like any other training program, diversity training can also be evaluated at various levels and using various approaches and tools. In general, there are four major approaches to evaluating training:

1. *Reaction* of the trainees to the training program
2. *Knowledge* acquired by the trainees
3. Changes in *behaviours* of the trainees
4. Beneficial *organizational outcomes* due to training.

While positive learning atmosphere during training programs are important, in our opinion, measuring this alone is an exhaustive measure of the effectiveness of training. These "smile scores" [as they are sometimes called] get an overall "feel" for how satisfied the trainees were with the pedagogy and other training arrangements. It rarely can effectively measure the knowledge acquired or the changes in the behaviours of the trainees. We strongly believe that changes in knowledge base [with a behavioural emphasis] and organizational outcomes are more valid measures of training effectiveness.

#### **1. Evaluating Knowledge Acquisition**

We recommend the institution of Pre and post measures of knowledge about various communities. The test questions should, ideally, have two components: *Knowledge acquisition* and *Practical application* skills. Figure D shows a sample test that attempts to incorporate both

#### **Figure D: Sample questions to assess learning and application skills**

**Instructions to the trainee:** *Each one of the following statements is followed by five alternatives. Choose the ONE alternative, which you consider the best. If two or more alternatives look equally valid, choose the one, which appears most relevant.*

1. Typically, African-Canadians express their uniqueness through\_\_
  - A. walk
  - B. talk
  - C. dress
  - D. B and C
  - E. all of the above
2. Typically, for Asian-Canadians, showing anger is:
  - A. saving face
  - B. losing face
  - C. showing high energy
  - D. showing individuality
  - E. A and C above
3. The primary source of sexual harassment is people who:
  - A. are obsessed with sex
  - B. like to be romantic all the time
  - C. abuse power

- D. Feel uncomfortable with new role of women  
E. A and D above
4. You were patrolling on Highway 102 at 10 P.M. and stop a car for inspection. You find that the driver has slurred speech. Most possibly\_\_  
A. the driver was drunk  
B. the driver was disabled  
C. the driver was a foreigner who is new to Halifax and is nervous  
D. A or B  
E. A, B or C

these. The test should be designed after a careful study of the "incidents" that officers typically face and prepare them for a multi-cultural, multi-racial, multi-life style community of tomorrow. These knowledge tests should be designed with professional assistance and have equivalent, alternative forms, which are randomly administered on different occasions. Ideally, the tests should be administered using a computer where the employee can sign on anytime [during a predetermined period] and will be offered 25 or 30 knowledge testing/application oriented questions randomly picked from a pool of 400 or 500 questions. Trainees receiving less than 80% score in the first instance should be asked to re-take test a second time within three months after the first attempt. The scores received in the test (s) should be kept in the employee files and considered when making career-related decisions.

## **2. Evaluating Organizational Outcomes**

The ultimate measure of success in diversity training is the achievement of desirable organizational outcomes. Several long-term measures of organizational outcomes are listed elsewhere in this report including number of high quality recruits, especially from non-traditional sectors in the society, number of new organizational initiatives suggested by employees, number of positive reviews about the organization in the media, number of commendations or awards won by HRP staff from surrounding communities and so on.

An illustrative approach to assess client satisfaction with police officers [with whom they dealt with] is described below.

### **Research Design:**

To assess the impact of diversity training, ideally, a *pre* and *post* measure of community satisfaction with front-line officers and customer service personnel is suggested. In other words, customer satisfaction figures for a randomly selected group of personnel before and after they undergo diversity training would be appropriate. The changes in these ratings [that is, the difference between post training scores and pre-training scores] can be compared against the difference in scores of other personnel who did not undergo any training. Based on the results, appropriate adjustments to the content and delivery of the diversity training can be attempted.

If such a controlled, pre-post repeated measure design is not possible, a post-training only measure comparing two groups, namely, trained personnel versus untrained personnel can be attempted.

## Sample Selection

In all instances, care should be taken to ensure that the sample chosen is statistically reliable and valid and randomly drawn. Figure E illustrates one approach to selecting the sample.

**Figure E: An illustrative sampling plan**

Assume the following are the contact categories in a particular time period [Note: other categories can be included depending on survey objectives]	
<b>Reason for contact with HRP</b>	<b>% of total contacts/cases</b>
1. Called the department to report an incident	a
2. Witness to a crime	b
3. Was stopped on the road for random inspection of vehicle	c
4. Involved in a motor vehicle accident	d
5. Requested information from HRP	e
6. Other	f
<b>Total</b>	<b>100</b>
A minimum of 60 phone interviews with individuals who had contacted HRP in each time period should be attempted. The "contacts" should be chosen in the above proportion. That is, the number of "persons who were stopped on the road" to be contacted is given as $= 60 \times .01c$ . One-half of the total contacts for "stopped on the road" [ $= 60 \times .01c$ ] should be by officers who had undergone diversity training; the other half should be by officers who are yet to undergo diversity training. The difference in the total satisfaction score for these two groups would serve as an overall measure of the training effectiveness.	

## Survey Questionnaire Design

Clearly, the questionnaire to be employed depends on the survey objectives and the type of personnel whose performance is being monitored. If necessary, professional assistance should be sought when developing the questionnaire since poorly formulated questions can create a number of artifacts during data collection. Some illustrative questions to gauge customer satisfaction with police service are shown in Figure F.

**Figure F: Sample Service Evaluation Questions**

<p>These are sample questions for assessing client perceptions of a police officer that stopped the respondent while driving. These questions will have to be modified for other situations. Depending on the final checklist, a five or three point scale can be used to sum up the score.</p> <ol style="list-style-type: none"><li>1. Did the officer clearly explain the reason why you were stopped?</li><li>2. Were those reasons backed up by observable or testable facts?</li><li>3. Did the officer give you an opportunity to present your case?</li><li>4. Was the officer's tone of voice appropriate?</li><li>5. Did the officer show understanding of your circumstances [even if not agreed with your position]?</li><li>6. Considering everything, would you say that the officer acted professionally?</li></ol>
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## **Appendix 11**

### **Sample Indices Of Effectiveness Of Diversity Initiative**

HRP should continuously monitor key outcomes to assess the benefits of diversity. Not only will this act as a key tool for changing attitudes of those who don't buy into diversity efforts initially, but also help foster a new organizational climate that looks at diversity as a key competitive tool. Some of the indices that can be tracked and linked to diversity management are shown below:

- ? Number of high quality recruits, especially from non-traditional sectors in the society
- ? Number of new organizational initiatives suggested by employees
- ? Number of positive reviews about the organization in the media
- ? Number of complaints and grievances from public against front-line service personnel
- ? Reduction in number of negative reviews in the media
- ? Response time
- ? Number of calls from public which help avert major crimes or incidents
- ? Employee turnover, especially turnover of employees belonging to protected categories
- ? Employee satisfaction scores
- ? Office skill banks available within HRP [e.g., languages, knowledge of different religions]
- ? Number of commendations or awards won by HRP staff from surrounding communities
- ? Citizen and client satisfaction scores

## **Appendix 12**

### **Illustrative Additional Questions for Exit Interview**

The following are sample questions that can be added to the usual exit interview process to assess the impact of organizational culture on an employee's decision to leave employment. Other usual questions seen in Exit Interview Form should remain.

- .....
- k. Were your job duties and responsibilities what you expected?
  - l. What is your major reason for leaving HRP?
  - m. Is there something that we could have done to keep you here?
  - n. Do you think that HRP values diversity? Why? Can you cite some incidents or anecdotes to elaborate?
  - o. Do you think that we treat all our employees equally irrespective of their backgrounds? in performance evaluation? in considering for promotion?
  - p. Now, go back to the time you joined HRP. To the best of your recollection, did you feel being welcomed by your colleagues and superiors in the early days?
  - q. Were you ever harassed/bullied/ridiculed or ostracized by any one because of your background? May we ask for details? [We promise confidentiality]
  - r. Are there systems or procedure s here that should be changed to make someone like you more at home here?
- .....
- .....



## Appendix 13

### Learning From Other Agencies<sup>101</sup>

<b>Police Force</b>	<b>Illustrative Diversity-Related Actions/Programs</b>
<b><i>Canadian Police Forces</i></b>	
<b>Halton Regional Police Service</b>	<ol style="list-style-type: none"> <li>1. Recruits undergo four-hour introduction to diversity issues.</li> <li>2. Officers provided seven hours of Multi-faith training. Video on sexual harassment and discrimination used.</li> </ol>
<b>Ontario Provincial Police</b>	<ol style="list-style-type: none"> <li>1. All leadership courses for officers and civilian staff include diversity components.</li> <li>2. Each regional headquarter has a community policing coordinator.</li> <li>3. Head Quarters has a Community Policing Support Services unit.</li> <li>4. Diversity Recruiting Unit assembled when needed.</li> </ol>
<b>Vancouver Police</b>	<ol style="list-style-type: none"> <li>1. Diversity Relations Unit (2 officers, 1 civilian).</li> <li>2. Diversity Advisory Committee comprised of members of diverse communities to advise the Chief Constable.</li> <li>3. Participation in Police Diversity Network.</li> <li>4. Seven hours of diversity training at Justice Institute with diversity project for recruits.</li> <li>5. Voluntary diversity training for all officers and civilian staff.</li> <li>6. Hate Crimes Investigation Unit</li> </ol>
<b>Calgary Police Service</b>	<ol style="list-style-type: none"> <li>1. Diversity training for recruits that focuses on knowledge and skills development in cross-cultural and non-discriminatory communication.</li> <li>2. Dedicated Cultural Resources Unit (7 are officers), with a Diversity Education Liaison Officer.</li> <li>3. All officers have their own cultural community portfolio with an advisory committee.</li> <li>4. Diversity Cup Soccer Tournament and Diversity Hoops basketball games arranged</li> <li>5. Workshop called "You and the Law" aimed at helping new immigrants</li> </ol>
<b>Winnipeg Police</b>	<ol style="list-style-type: none"> <li>1. 30-member Diversity Unit, which mentors recruits and officers and maintains contact with diverse communities.</li> <li>2. Recruits receive enhanced (by the organization's Diversity Unit) diversity training called <i>Policing Our Diverse Community</i>.</li> <li>3. A 5-day Aboriginal Perceptions training is taught in collaboration with aboriginal communities.</li> <li>4. Hate Crimes Investigation Unit</li> </ol>
<b>Ottawa Police Montreal Police</b>	<p>Hate Crimes Investigation Unit</p> <ol style="list-style-type: none"> <li>1. Hate Crimes Investigation Unit</li> <li>2. Community Liaison Committee for the Black, Asian, Latino, S.Asian communities.</li> <li>3. "<i>Strategic Actions with the Community Unit</i>" to coordinate activities of each neighbourhood police station's community officer(s).</li> </ol>
<b>Surete du Quebec</b>	<ol style="list-style-type: none"> <li>1. <i>Alive with Pride</i> - Crime prevention/ community intervention program aimed at preventing drug abuse in Native communities.</li> <li>2. Bear Mascot (Police) to reach out to Native children.</li> </ol>
<b>Saskatoon Police Service</b>	<ol style="list-style-type: none"> <li>1. Cultural Resource Officer and Aboriginal Liaison Officers.</li> <li>2. Diversity training for sworn and civilian officers.</li> </ol>

<b><i>International Police Forces</i></b>	
<b>London Metropolitan Police, UK</b>	<ol style="list-style-type: none"> <li>1. A Diversity Directorate for improving retention and progression of minority staff.</li> <li>2. Cultural and Communities Resource Unit (A confidential data base for officers to register life skills learned).</li> <li>3. A Racial and Violent Crime Task Force</li> <li>4. Special diversity training department.</li> <li>5. All 40,000 members given intensive diversity training.</li> </ol>
<b>Sussex, Police, UK</b>	<ol style="list-style-type: none"> <li>1. Neighbourhood policing teams to partner with local communities.</li> <li>2. Independent advisory groups to liaison with communities.</li> <li>3. Hate crimes investigation unit.</li> <li>4. Diversity training that is incremental, and role -and- location specific to teach specific skills.</li> </ol>
<b>Dorset Police</b>	Diversity training for all staff.
<b>West Midlands Police</b>	<ol style="list-style-type: none"> <li>1. Consultative community committees to advise high ranking officers</li> <li>2. Hotline for reporting colleagues who fall below professional standards.</li> <li>3. Mandatory diversity training for all staff.</li> </ol>
<b>LAPD</b>	<ol style="list-style-type: none"> <li>1. Recruits get 32 hours of diversity training.</li> <li>2. All LAPD employees are required to attend cultural diversity training.</li> <li>3. Quarterly meetings between the Chief of Police and representatives of diverse communities.</li> <li>4. Eighteen Community Advisory Boards.</li> <li>5. Strategic Plan for Recruitment, which focuses on recruitment from diverse communities.</li> </ol>
<b>Tannenbaum Centre, NY</b>	Religious Diversity in the Workplace training program for recruits and officers.
<b>Springfield Police (Mass.)</b>	University of Massachusetts provides 43 weeks of diversity training to officers and command staff
<b>Naples police ( Florida)</b>	A state-mandated two -hour workshop on cultural diversity (awareness) training each year to maintain certification.
<b>Atlanta Police (Georgia)</b>	Diversity Training for Public Safety Personnel Program with ten modules, three videos and several cultural descriptions of various ethnic groups

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- <sup>57</sup> Memo from Sergeant Don MacLean to the consultants dated December 23, 2004, page 11.
- <sup>58</sup> Memo from Sergeant Don MacLean to the consultants dated December 23, 2004, page 5.
- <sup>59</sup> "Newsmaker question and answer: Reverend Donald Skeir" *The Sunday Daily News*, December 22, 1991, p. 4.
- <sup>60</sup> Memo from Sergeant Don MacLean to the consultants dated December 23, 2004 page 15.
- <sup>61</sup> The Regent Park Report, Ontario Public Complaints Commission, 1985; Report of the Municipality of Metropolitan Toronto, Working with Youth in Birchmount, Finch, Lawrence Heights, 1988; Discrimination Against Blacks in Nova Scotia, W. Head and D. Clairmont, 1989; Report of Race Relations Task Force, Government of Ontario, 1989; Rapport Finale and Rapport de Recherche, Comite d'enquete sur les relations entre les corps policies et les minorities visible et techniques au Quebec, Montreal Minisitere des Communications and Montreal Commission Droits de la Personnes du Quebec, 1988; Final report and Summary of Information Gathered from the Service Providers and Racial Minority Community organisations in the Jane Finch Community Regarding the Quality of Police-Minority Community relations, African Canadian Youth Association, 1989; Review of the Race

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<sup>61</sup> *Justice Reform and The Black community of Nova Scotia: The case of Donald Marshall, Jr.*, African-Canadian Caucus of Nova Scotia, 1992.

<sup>62</sup> The Regent Park Report, Ontario Public Complaints Commission, 1985; Report of the Municipality of Metropolitan Toronto, Working with Youth in Birchmount, Finch, Lawrence Heights, 1988; Discrimination Against Blacks in Nova Scotia, W. Head and D. Clairmont, 1989; Report of Race Relations Task Force, Government of Ontario, 1989; Rapport Finale and Rapport de Recherche, Comité d'enquête sur les relations entre les corps policiers et les minorités visible et techniques au Québec, Montreal Ministère des Communications and Montreal Commission Droits de la Personnes du Québec, 1988; Final report and Summary of Information Gathered from the Service Providers and Racial Minority Community organisations in the Jane Finch Community Regarding the Quality of Police-Minority Community relations, African Canadian Youth Association, 1989; Review of the Race Relations Practices of the Metropolitan Toronto Police Force, Municipality of Metropolitan Toronto, 1992; Police Use of Force and Violence Against Members of Visible Minority Groups in Canada, Stenning, P., Canadian Centre for Race Relations, 1994; Report on the Attorney-Generals File, Prosecutions and Coroners Inquests Arising out of Police Shootings in Ontario, Glasbeek, J., Commission on Systematic Racism in the Ontario Criminal Justice System, 1995

<sup>62</sup> *Justice Reform and The Black community of Nova Scotia: The case of Donald Marshall, Jr.*, African-Canadian Caucus of Nova Scotia, 1992.

<sup>63</sup> Memo from Sergeant Don MacLean to the consultants dated December 23, 2004 ,page 16.

<sup>64</sup> Media conference: Kirk Johnson Human Rights Decision. Chief Frank A. Beazley's Statement, Monday, January 19, 2004, at 2 PM.

<sup>65</sup> Media conference: Kirk Johnson Human Rights Decision. Chief Frank A. Beazley's Statement, Monday, January 19, 2004, at 2 PM.

<sup>66</sup> Mission Statement, Business Plan and Other Documents, HRP, August 2004.

<sup>67</sup> Froude, Tryon Edwards (ed). *The World's Greatest Quotations*, Crest Publishing House, New Delhi, 2005, p.166.

<sup>68</sup> *Human Resources: Miscellaneous*, file provided by HRP.

<sup>69</sup> Ibid, p. 1.

<sup>70</sup> Ibid, p.5

<sup>71</sup> HRP, Diversity Training. - adapted from material provided ©1999 National Multicultural Institute.

<sup>72</sup> HRP Diversity Training Manual, tab 5-9.

<sup>73</sup> Key Messages, Halifax Regional Police, August 2004.

<sup>74</sup> 2003-2004 Racially Visible Recruitment Plan, Halifax Regional Police Service, page 2. August, 2004.

<sup>75</sup> Key Messages, Halifax Regional Police, August 2004.

<sup>76</sup> Letter from Professor Stephen Perrot to Superintendent Fred Sanford, Halifax Regional Police Service, dated December 3, 2002, pages 1 and 2.

<sup>77</sup> *Orientation Package for Lateral Entry Police Officers*, Prepared by Halifax Regional Police Service Training Section, Undated. Supplied in August, 2004.

<sup>78</sup> *Civilian Employee Orientation Guide*, Halifax Regional Police Service, Revised: September 15, 2003, p. 5.

<sup>79</sup> *Sergeant's Promotional Routine Exam* dated April 12, 2003, Halifax Regional Police Service.

<sup>80</sup> *Promotional Routine for the rank of Sergeant: Role Play No.1*, April 13, 2003, Halifax Regional Police Service.

<sup>81</sup> Nova Scotia Human Rights Commission, Board of Inquiry Decision, December 22, 2003 Page 40.

<sup>82</sup> For a discussion, see Hari Das, *Strategic Organizational Design: For Canadian Firms in a Global Economy*, Scarborough, Ontario: Pearson Education, 1998, pp. 52-58.

<sup>83</sup> "Fighting racism starts at the top" *Daily News*, August 27, 2003, P. 17.

<sup>84</sup> For example, see, "Relevance of symbolic-interactionist approach in understanding power: a preliminary analysis" *Journal of Management Studies*, Volume 25, no. 3, May, 1988, pp. 251-267.

<sup>85</sup> *Ten Four From Chief Fantino*, Toronto Police, 2002, 11.20, pages 1-2

<sup>86</sup> *HRP Standard Operational Policy and Procedure Manual* dated November 17, 2003 and revised on January 19, 2004. Order # 06-04.

<sup>87</sup> Corporate Research Associates Inc., Metro Quarterly Survey, Third Quarter, 2004, Table HP1

<sup>88</sup> Corporate Research Associates Inc., Metro Quarterly Survey, Third Quarter, 2004, Table HP3.

<sup>89</sup> E-mail from Sergeant Don MacLean on Dec 29, 2004, 11.55 A.M.

<sup>90</sup> Kingston Police Chief Bill Closs quoted in "Police racism disputes not new" *The Globe and Mail*, August 4, 2003, A3.

<sup>91</sup> Kingston Police Chief Bill Closs quoted in "Police racism disputes not new" *The Globe and Mail*, August 4, 2003, A3.

<sup>92</sup> Charles Saunders, "Two wrongs make two wrongs" *The Daily News*, December 22, 1991.

<sup>93</sup> Adapted from, Couper D., and Lobitz, S. (1987). *Quality Leadership: The First Step Towards Quality Policing*, The Police Chief Magazine, April; Also see, Couper, D., and Lobitz, S (1991). *Quality Policing: The Madison Experience*, City of Madison: Wisconsin.

<sup>94</sup> CPS 1998 Environmental Scan (p.88) and Interview with Chief Silverberg, May 1999. Also see, David Cohen, *Implementing Private Sector Best Practices in the Public Sector: the Calgary Police*.

<sup>95</sup> Senge, P. "The Leader's New Work: Building Learning Organizations", In Steers, R., Porter, L and Bigley, G [eds], *Motivation and Leadership at Work*, 6<sup>th</sup> edition, NY: McGraw Hill, 1996, p. 726.

<sup>96</sup> Victor Catano, Steven Cronshaw, Willi Wiesner, Rick Hackett and Laura Methot (2001). *Recruitment and Selection in Canada*, Second edition, Nelson/Thomson Learning, Toronto, p. 44.

<sup>97</sup> Vining, A.R., D.C. McPhillips and A.E. Boardman (1986). Use of statistical evidence in employment discrimination litigation, *The Canadian Bar Review*, Vo. 64, pp. 660-702. Also see, Victor Catano, Steven Cronshaw, Willi Wiesner, Rick Hackett and Laura Methot (2001). *Recruitment and Selection in Canada*, Second edition, Nelson/Thomson Learning, Toronto, p. 45.

<sup>98</sup> Final Evaluation Report of the Community Legal Issues Facilitators Demonstration Project, June 30, 1996, Native Council of Nova Scotia.

<sup>99</sup> Carol Harvey and June Allard (2003). *Understanding and Managing Diversity*, 2nd edition, NJ: Prentice-Hall, 7-14; Taylor Cox, Jr., and Ruby Beale (1997). *Developing Competency to Manage Diversity*, San Francisco: Berrett-Koehler Publishers, Inc., 1-24; Norma Carr-Ruffino(2005). *Making Diversity Work*, NJ: Pearson-Prentice Hall, 1-51.

<sup>100</sup> Dr. Wanda Thomas Bernard quoted by Stephen Kimber, "The police union is right-- and that's why they need help" *The Daily News*, January 25, 2004, P. 22.

<sup>101</sup> Perivale and Taylor: *A Report on the Education and Training Needs of the Halifax Regional Police Service in Diversity Management*, Halifax Regional Police, December, 2004.