



**Excellence Through Diversity –  
A Report  
On the  
Education and Training Needs in Diversity  
Of the Halifax Regional Police.**

**perivale + taylor**

January 2005

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## Acknowledgements

In December 2003, the report of the *Nova Scotia Human Rights Board of Inquiry Decision regarding Mr. Kirk Johnson*, was released. The past two years has been a difficult time for both the Halifax Regional Police (HRP) and the community they serve as, collectively, they have dealt with the repercussions of the original precipitating event, the conduct of the Inquiry and its findings. Dealing with these repercussions has distracted both the community and the police from other community oriented activities. All stakeholders in the policing of the Halifax Regional Municipality (HRM) are intent upon moving forward such that the safety and security of the Region is rebalanced. A foundation for change is being established. Positive and meaningful change is made possible with the willing involvement and cooperation of a large number of people.

We are indebted to those individuals who have, directly or indirectly, contributed to the conduct of this Review. We recognize and appreciate their candour and willingness to share time, their commitment to community, and their belief in 'doing the right thing for the right reasons'. While it is difficult to list all who have been a part of this Review, we would like to express our sincere appreciation to everyone who has contributed, one more time, to ensuring diversity is truly valued and embraced within the Halifax Regional Municipality. Given the long history of previous reviews and reports, this participation required the suspension of cynicism and an inordinate amount of optimism.

To Chief Beazley and all his staff, especially Deputy Chief Chris McNeil, and senior officers, as well as, civilian support staff, who bore the brunt of gathering and delivering the requested information, we say, thank you. We are also grateful to the women and men of the Halifax Regional Police who took time to provide comment and perspective in the focus groups and interviews that were conducted as part of the Review.

A significant number of community representatives, heads of community organizations and volunteer agencies and well informed individuals with expertise in the field of community advocacy, diversity education and training, spent many hours meeting with us, advising and educating us (in the broadest sense of the term) with respect to diversity issues within the HRM. These individuals provided insight to the issues facing the community and avenues for change that might potentially be pursued. Simply stated, you were heard and we thank you. We have attempted to be a voice for your views.

The five members of the Advisory Board: Tracy Jones, Marcus James, Blair Lopes, Heather McNeil, and Eric MacDonald spent considerable time and effort reviewing our methodology and commenting on the feasibility of our recommendations. Their input has helped to craft, what we believe to be, a comprehensive discussion of the issues, a reasoned argument for changes, and in conclusion, practical recommendations. We would also like to convey our special gratitude to Marcus James and Joan Mendes for arranging the community focus groups. To the participants in the community focus groups - young and older, we value your time, your comment and your willingness to be involved.

### **Executive Summary**

There will be no easy solution to assuage the anger, hostility, mistrust and resentment that have built through the generations. The relationship between the African Nova Scotian community and the Halifax Regional Police<sup>1</sup> is dysfunctional. At best, the relationship is severely strained and, at worst, irreconcilably estranged. There are also tensions between the police and members of other diverse racial, ethnic, cultural and religious communities within the Region. There are, however, also many positive aspects to the police / community dynamic. It is apparent that there is significant support within the Region for the policing services and recognition that maintaining safety and security is a very difficult task.

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 in a number of ways. These include informing the police of suspicious incidents, reporting crime, taking preventive measures to avert crimes, providing input at town hall meetings and, at a more general level, supporting the police at budget times. The Nova Scotia Human Rights Commission (NSHRC) review and the subsequent Board of Inquiry decision rendered by Professor Philip Girard, underscored the need for immediate and planned actions by HRP to promote diversity education, in the broadest sense of the term. This was coupled with a need to build community trust and respect.

A variety of sources of information were used to complete the Review, including the following:

- ✍ Strategic, budgetary and procedural documents made available by Halifax Regional Police and Halifax Regional Municipality.
- ✍ Information gathered from HRP, HRM and RCMP employees through interviews.
- ✍ Information gathered from HRP officers through focus groups

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<sup>1</sup> The Nova Scotia Human Rights Commission finding addresses the need for change within the HRP, however, it also recognises that policing is the responsibility of both the HRP and the RCMP. Due to the demographics in the Region, both agencies have significant interaction with members of diverse communities.

- ✍ Secondary data including past reports on race relations, journal articles and newspapers.
- ✍ Information gathered from community representatives, Human Rights Commission officials and other informed and knowledgeable persons with respect to diversity management and human rights.
- ✍ Information gathered during focus groups with young and older residents of the Uniacke Square area.
- ✍ Data gathered through a benchmarking process with other police, government and private industry organisations.

*The present Review identifies specific actions, changes in internal systems and values on the part of HRP to achieve an embracing of diversity. While the primary focus of this Report is on the education and training needs of the HRP, education is defined very broadly and incorporates any action of the HRP, or its officers, that shapes or influences the perception of the police, particularly within the diverse communities. Education also includes the internal actions of the HRP that may influence staff perceptions of the role of diversity in the policing of HRM. Consequently, the Report recognizes that significant changes are critical in two aspects of the HRP management and operations: the external service delivery and the alignment of internal systems, processes and procedures. The Report addresses these dimensions in detail.*

The principal findings and recommendations address the following proposed action for the HRP.

- ✍ Recognizing the subtle cultural differences in the various diverse communities.
- ✍ Developing trust and a perception of fairness and transparency in the community.
- ✍ Promoting visibility in the community.
- ✍ Creating a workforce that reflects the community.
- ✍ Committing to action and communicating with the community.
- ✍ Developing a strategic approach to change the culture within the organisation.
- ✍ Ensuring that diversity becomes an integral part of policing on the street.
- ✍ Creating human resources strategies that promote diversity.
- ✍ Developing training and education opportunities that facilitate diversity.

This Report lists nine key findings and associated recommendations. The Report recognizes the changes that have been implemented by HRP and the progress achieved so far. This change is a dynamic process. However, there is further work to be done. The Report underscores the importance of strong and equal commitment on the part of HRP management and employees, working together with the community, to achieve a culturally vibrant organization that fosters inclusiveness and embraces diversity. At the same time, the Report also recognizes the positive steps that have been initiated by the HRP to buttress diversity within the agency and in the relationship with the community.

The two consulting firms [Perivale & Taylor and Das Management & Educational Services] contracted by HRP to carry out 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]

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agreement between the two consultants on findings. Our recommendations are also very similar if not identical in many respects. Because of the challenges posed by stringent time lines and distance, we have chosen to submit separate reports even though there is fundamental agreement on all key points.

## Introduction.

### Background to the Review.

In the recent past, the media has cited incidents of racial profiling and systemic racism that occur in major police organizations in Canada. Although the majority of police officers are highly skilled and professional, the alleged behaviours negatively affect the image of policing. These allegations affect the public's perceptions of the police, in general, and the trust that is vested in the policing system. At a more specific level, such allegations against police officers require allocation of significant agency resources to investigate and to determine satisfactory resolutions that rebalance the public trust in the police service. In the long term, these allegations may detract from the ability of police officers and agencies to work effectively.

Public trust of the police is essential. The effectiveness of police in ensuring the safety and security of the community depends, to a great extent, on the degree of assistance afforded by the public. This assistance manifests in several ways, including the reporting of suspicious incidents, taking action to prevent crime 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>2</sup>. Paradoxically, by being fair, effective and open in the way they discharge their core responsibilities, the police can be critically influential in reducing the hatred and violence that arise in a multicultural milieu.

The demographic changes that have occurred in Canada over the past forty years present significant challenges to policing. These problems are particularly acute 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>. These issues have also created significant tension between minority groups and police<sup>4</sup>. 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. These incidents led to public inquiries, coroners' inquests and political protests and demonstrations. Many of the initiatives introduced at the policy and operational levels, undertaken to address the

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<sup>2</sup> Bayley, D., 'Policing hate: What can be done?', *Policing and Society*, 2002, vol. 12, 2, 86

<sup>3</sup> See, for example, the perspective of a non-Canadian in King, M., "...*police-minority relations have still proven fragile as can be seen from a number of incidents which have resulted in inquiries into police misconduct and have brought to the surface issues of systemic sexism and discrimination in police organisations in Canada.*" Policing Social Divisions, University of Leicester, Scarman Centre, United Kingdom, 1999.

<sup>4</sup> Stenning, P., Policing the Cultural Kaleidoscope: Recent Canadian Experience, *Police and Security*, 2003, 7, 13-47.

challenges of policing a multicultural society, have had limited success<sup>5</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 Halifax Regional Municipality (HRM) is in a unique situation. On the one hand, the Halifax Regional Police (HRP) is responsible for policing of the urban Halifax area. The Royal Canadian Mounted Police (RCMP), on the other hand, is responsible for policing activity in the suburban and rural territory within the HRM. Both agencies work with the same governance and oversight authorities. Residents of these areas routinely, in the course of everyday activity, pass across the agency boundaries. The Nova Scotia Human Rights Commission (NSHRC) decision comments on the unique situation facing the HRM and its police services.

*'Even though the Halifax Regional Police Service (HRPS) 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 (HRPS) 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'.<sup>6</sup>*

The relationship between the African Nova Scotian<sup>7</sup> community, generally, and the police in the HRM, is, at best, severely strained and, at worst, irreconcilably estranged. This is not the outcome of a single incident, such as the case of Mr. Kirk Johnson. Nor is it solely related to incidents of conflict between members of the Black community and the HRP or RCMP officers who patrol the HRM. The disconnect between the Black community and the police is but one facet of an historical perception and reality of injustice and inequity resulting from, what is seen as, institutionalized and systemic racism. The police are merely the personification of the long-term unjustness. With regards the issues addressed in this Review, HRP must also labour under the burden of a societal mantle. The uneasy relations occur, in part, because the police are, "...the most visible...embodiment of the dominant group's power<sup>8</sup>". There will be no 'quick fix' to assuage the anger, hostility, mistrust and resentment that have been built through the generations.

The investigation, with respect to the treatment of Mr. Kirk Johnson by member(s) of the HRP, undertaken by the NSHRC and the subsequent Board of Inquiry decision rendered by Professor

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<sup>5</sup> Stenning, P., *ibid.*

<sup>6</sup> Nova Scotia Human Rights, *ibid.*

<sup>7</sup> During the course of this Review, the term Afro-Nova Scotian and African Nova Scotian were both used by various interviewees. For the purposes of this document, the term African Nova Scotian will be used for consistency.

<sup>8</sup> Reiner, 1985, 149 quoted in King, M.



Philip Girard<sup>9</sup>, underscored the need for immediate and planned actions to promote diversity education within police agencies.

Recent strategic initiatives of the HRP and the RCMP have recognized the need to establish integrated approaches to provision of police services.

It is clear that, *'the new face of policing in Canada is one of diversity'*<sup>10</sup>. The Board of Inquiry decision recognized that the HRP has made some progress in defining its goals and educating its workforce with respect to anti-racism and diversity training that will move the organization towards meeting these new policing demands. Equally clear, however, was the finding that existing policies and practices need to be reviewed both with regards their content, as well as the method of enforcement, to ensure equitable treatment for all constituents. The Board of Inquiry also directed a 'needs assessment' be undertaken as a necessary and preliminary step to adopting a program of education and diversity training. It is this recommendation that forms the foundation for the present study.

#### **Objectives of the Review.**

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 the 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 value and promote diversity.

Consequently, the scope of the study is as follows<sup>11</sup>:

- ✍ To identify positive change initiatives by the HRP when dealing with visible minority and other protected groups under human rights legislation.
- ✍ To identify internal training and employee development needs, with respect to diversity, in the HRP to help the organization become a centre of excellence.
- ✍ To identify changes in internal systems and practices to foster diversity, and
- ✍ To identify management actions that fosters a culture that values and embraces diversity.

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<sup>9</sup> Nova Scotia Human Rights Commission, Board of Inquiry Decision, December, 2003

<sup>10</sup> Griffiths, C., Whitelaw, B., Parent, R., *Canadian Police Work*, ITP Nelson, Toronto, 1999.

<sup>11</sup> Terms of Reference for project.

Throughout the Report, the focus will be on bringing about positive changes. Any critiquing of HRP policy or practice with respect to diversity issues is not intended to be punitive. Such assessment is merely an objective perspective that, along with internal management review, builds a foundation for assuring quality service to the public as well as emphasizing public transparency.

The HRP, in conjunction with the RCMP and the HRM, has already demonstrated its commitment to excellence in policing. The HRP, in fulfilling its stated mission to ‘Serve and Protect’ the quality of life and safety for the communities of Halifax, Dartmouth and Bedford, utilizes community partnerships in the provision of service delivery. The HRP recognizes that there are a number of long-term community crime and crime prevention issues that need to be addressed, in order to provide a meaningful, integrated and systematic policing response to the community. The need to harmonize the reactive/proactive police response models to reflect public values is a further challenge to policing within the HRM, for both the HRP and their policing partners, the RCMP<sup>12</sup>. The HRP accepts the need to ensure a culturally sensitive response to the diverse community and also accepts that their community policing efforts in some communities need improvement<sup>13</sup>. It is hoped that this Report will contribute to that goal of improved HRP service to the community and its diverse stakeholders by achieving excellence through diversity.

Professor Girard in the Report of Findings of 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 assign such a grade. Giving a mark in this way would require a snapshot of the processes implemented by the HRP. As indicated throughout the Report, the HRP is in the process of dynamic change. Determining a grade, applicable at any given point in this evolution, is, consequently, not possible and would be invalid and, somewhat, unfair.

### **Research Methodology.**

Given the importance and sensitivity of the issue of diversity, coupled with the breadth of understanding and experience that exists both in the community and the HRP, a guiding objective was to ensure that the Review was inclusive and comprehensive.

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<sup>12</sup> Final Report, *Integrating the Resources of the RCMP, the HRP and the Community in the Regional Municipality of Halifax*. Perivale and Taylor, 2002.

<sup>13</sup> Memorandum Re: Diversity Project, Sergeant Don MacLean, December 23, 2004. pp. 4,5.

The findings of the Board of Inquiry required that two consulting companies should be engaged to conduct the needs assessment. One company was to be selected from within the Province of Nova Scotia. The other company was to be selected from outside the Province. These companies were, respectively, Das Management and Education Services of Halifax and Perivale and Taylor of Toronto and Vancouver.

The information upon which this Report is based is gleaned from the following sources and gathered collectively by the two consulting companies.

- ✍ An examination of strategic, budgetary and procedural documents, made available by Halifax Regional Police and Halifax Regional Municipality<sup>14</sup>.
- ✍ Interviews with representatives of the HRP<sup>15</sup>.
- ✍ Interviews with representatives of HRM.
- ✍ Interviews with representatives of other police agencies, including the Halifax Detachment of the RCMP.
- ✍ Interviews with, and documentation from, representatives of the Canadian and Nova Scotia Human Rights Commissions.
- ✍ Interviews with a range of stakeholders including academic, community leaders, and representatives of various cultural, ethnic, religious and interest groups and organizations in HRM.
- ✍ Focus Groups<sup>16</sup>.
  - Youths (under 12 years and between 12 to 17 years) residing in the Uniacke Square area.
  - Parents residing in the Uniacke Square area.
  - Black police officers in HRP.
  - Female police officers in HRP.

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<sup>14</sup> Some documents were provided as an HRP response to the first draft of the consultants reports as several of the programs or approaches addressed in the HRP response had not previously been mentioned in interviews.

<sup>15</sup> All interviewees, whether police or community, were selected by the consultants. The majority of interviews were conducted in a cross-team method using a consultant from each company. All interviewees were advised of the anonymity of the interviews.

<sup>16</sup> Members of the police focus groups were not chosen by the consultants, nor selected randomly. Police participants in focus groups were selected by HRP. In the case of community focus groups, a general invitation to participate was made to everyone. This might have an impact on the findings generated from these groups.

- White male police officers in HRP.
  
- ✍ Past reports on race relations and criminal justice in Nova Scotia.
  
- ✍ Interviews with informed and objective interested parties on race relations and human rights, representatives of various stakeholder groups and human rights activists.
  
- ✍ Representatives of the Nova Scotia Human Rights Commission and Multi-cultural Association of Nova Scotia suggested further contacts for interviews.

During interviews with these informed persons and community 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.

- ✍ Media reports (including Halifax and national media sources) on diversity and race relations.
  
- ✍ Published research articles on best practices in diversity management, human resource management practices and test validation in private industry, government and policing.

The anecdotal evidence provided by various interviewees was crosschecked for its validity during subsequent interviews with others and by comparing the observations against published documents or other reports, where available.

The consultants appointed an Advisory Committee. The goal of this group was to provide input at crucial stages of the Review. Members of the group represented the diverse community 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 group provided input throughout the Review as interviewees and, thirdly, at the stage of the project where the 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. The breadth of experience and knowledge of the members of the Committee made significant contribution to the quality of the conduct of the Review.

The HRP senior management and officers and civilian members also made a significant contribution to the Review, providing comments and responding to frequent requests for documentation or clarification. Staff of the HRP, at all levels of the organisation, supplied valuable information through interviews and focus groups.

Additionally, during the course of the Review, we were also very fortunate to be provided support and input by a number of diverse community representatives who gave of their time, experiences and ideas to assist in the comprehensive nature of the work.

Finally, representatives of the HRM, Nova Scotia Human Rights Commission, police agencies, including the RCMP at local, provincial and federal levels, government departments and private enterprise organizations willingly supplied details of programs and thoughts on diversity.

The assistance of these participants was invaluable, however ultimately the findings are the responsibility of the consultants.

#### **Bases for the Findings and Report structure.**

The two consulting firms [Das Management & Educational Services and Perivale & Taylor] contracted 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 general findings. Our recommendations are also very similar, if not identical, in many respects. The consensus regarding the findings based upon different perspectives on the data underscores the validity of the conclusions. Because of the challenges posed by stringent time lines and distance, we have chosen to submit separate reports even though there is fundamental agreement on all key points.

The **Findings** section of the Report is organized in two sections. The first, **Community Perspective**, is comprised, principally, of the observations of interviewees and participants in focus groups in the community. We believed it important to convey a community perspective, as the public is, ultimately, both the employer and the client of the police services. Also, the requirement to meet cultural needs in the community was a driving force in the findings of the Board of Inquiry. It was apparent during the conduct of the Review that the *vox populi* can provide a valuable perspective on policing strategies.

The second section, **Halifax Regional Police Perspective**, refers, primarily as the title implies, to perspectives and observations of police interviews and police focus groups, examination of HRP documents and best practices research. This is coupled with the amalgam of all the information gleaned throughout the course of the Review as it can be applied to structures, strategies and processes within the Regional Police.

The recommendations following each of the findings in the community section are brief and general. As the majority of the changes must occur within, or be managed by, the HRP, the detailed recommendations that underscore the proposed changes appear after each of the findings in the HRP section of the Report.

Although the principal client in this project is the HRP, we recognize, and the terms of the Commission finding requires, that the Report of the Review will be accessible to members of the community. Consequently, the degree of detail and the nature of the description in the narrative regarding, for example, police processes, are prepared with a general audience in mind.

In addition, in a review and a subsequent 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 are those individuals who are protected in human rights legislation across Canada, and are included within a number of designations. However, even this series of delineations does not include members of some minorities who, as we mention in the Report, believe that the police do not fully understand their particular ethnic or social mores.

We also recognize that a “minority” group member of one community, say Asian, may also be a member of another “minority”, say gay or lesbian. Also, 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. In addition, further to the assertion that there is less polarization between groupings than is sometimes implied, 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 easy to adopt an overly simplistic view of the differing perspectives that have to be considered.

The danger of simplicity applies also to defining ‘diversity’. Although the precipitator of this Review was an incident involving a member of the African Nova Scotian community, this group is but one of several groups within the HRM that exhibit differing traditions, culture, behaviours, or physical characteristics. Each group is composed of distinct or unlike qualities. These are not considered as different from a central, or centrist, view of the population, rather each group within the Region differs from one another. Each group must be celebrated for its differences.

Throughout this Report, therefore, ‘diversity’ refers to each and all of the groups that comprise the mosaic that is the HRM. Any emphasis that does exist in the Report reflects the degree of concern or the degree of dysfunction regarding a particular group and the amount of effort that must be invested in achieving change. In this way, as has been observed above, the issues concerning that African Nova Scotian community may receive a disproportionate amount of emphasis.

The complexity of both the definition and the determination of the diversity needs of the community, amongst other things, underscores the difficulty of any organization, including the Halifax Regional Police, to effectively embrace diversity.

### **The Concept of Education Adopted for this Review.**

Education and training is a complex concept when applied in the police milieu. In conducting the Review and formulating observations and recommendations, a broad perspective regarding “*education and training on diversity in the Halifax Regional Police*”, has been adopted. Quite

simply, education is viewed as the method(s) of transforming individuals and, by extension, the police organisation.

This idea of education 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 accident 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 attitudes. Consequently, in the course of the Review, a wide range of activities in which the police organisation 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.

In this way, selection and training of recruit police officers, for example, impacts the education of other serving officers 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 acceptable ways of undertaking the police task. Likewise, the policies and procedures of the police organisation shape and orient the activities of personnel and, therefore, play an educational role in re-enforcing operational philosophies and organisational values.

These educational roles, however, are not confined to the internal activities of the police organisation. How the police 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 officers assigned to their 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 are not only, therefore, the custodians of community safety and security, the police are also a principal sculptor of community behaviours and values. The community identity of an individual requires his / her understanding and commitment to democratic ideals such as human dignity, justice and equality. The police are



one of the principal upholders of these ideals. Point to a community where the police are distrusted and considered corrupt and one can see a percolating social dysfunction.

At another level, education by and of the police is important in constructing bridges between cultures. In a cultural mosaic, communities are interdependent. As one community becomes more and more dependant on other communities, it is critical that a city, as well as 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 this way, education and training has both purpose and function. The purpose is the fundamental goal of the process, the end to be achieved. 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 educational process.

This may appear to be esoteric when one considers the role of education in the police milieu. The Community Oriented Policing (COP) approach is adopted by many police agencies including, in a similar form, by the HRP. COP underscores the principle of police involvement in community activity and the beneficial consequences of a broader community perception of safety and security.

COP is a police philosophy based upon several values and beliefs. COP considers that the mission of the police is to provide a professional, disciplined policing service designed to ensure the safety and security of all the community. In achieving this objective, COP balances two strategies; the ongoing identification of community problems and tailored responses to those community issues. COP recognizes that, regardless of a person's socio-economic status, race, national origin, language, age or religion, each person has a right to high quality police services. COP also recognizes that crime and disorder are only part of the many issues that police deal with in a complex and dynamic city.

However, it is not the police alone that identifies and manages the community problems. The police agency is merely the catalyst for this process. Through education and orchestration of

community resources, the police bring about community change to resolve the problems. Consequently, these changes in community dynamics are both a purpose and a function of education. Education is, therefore, the moulding of community members by police and is also a process of organisational change through recruitment, training, promotional selection and program development and evaluation. This is all based upon the defining vision of an agency that is cognisant of the need to be attuned to diversity within the community that it polices.

The community, however, must share responsibility for this transformation. Community leaders and other members of the community must actively participate in the learning process and become ambassadors for change. A ground swell must be created that requires change to occur. This cannot be a one-sided process. Both police and community must be willing to begin and accept the possibility of change. They must become actively involved in the evolution of that change.

Embracing diversity is the orchestration of all the organisational activities to value all constituent groups within the community. This involves a wide range of initiatives from recruitment and selection, promotion, human and operational resources policies and practices, transparency and oversight. The entire *persona* of the organisation reflects the cultural diversity of the community. Some organisations believe that the management of diversity is simply one facet of window dressing, a necessary part of image management. As addressed later in this Report, there is a growing recognition that embracing the diversity of the community makes for a more effective organisation and, in private enterprise terms, a more profitable organisation.

For example, in 2001 Congress in the United States implemented legislation that mandated that every new equipment purchase by federal agencies must be accessible to, that is usable by, all minority and disabled groups. This makes accessibility a more important decision than price in many purchasing decisions. In response to this initiative, IBM<sup>17</sup> reviewed its practices to determine the best way to respond to this legislative requirement. Several task groups were established throughout the organisation and mandated to recommend ways that the company could meet the federal requirement. The task groups were comprised of representatives of various groups within the company, such as Asians, Blacks, gays/lesbians/transgenders, Hispanics, white males, females, Native Americans and people with disabilities. Overall, the finding of the task groups made it clear that workforce diversity was a key to market place diversity. A focus on diversity was, in short, a major business opportunity.

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<sup>17</sup> Thomas, D., *Diversity as a Strategy*, Harvard Business Review, September 2004.

IBM implemented a process of development comprised of four facets.

- ✍ Demonstrate leadership support.
- ✍ Engage employees.
- ✍ Integrate diversity with management practices.
- ✍ Link diversity to internal and external business goals.

Based upon the revised planning, marketing and sales practices, IBM estimates that just one of its diversity efforts will produce more than a billion dollars during the next five to ten years.

Embracing diversity also reduces the possibility of civil litigation. As a result of an Ontario Human Rights complaint and \$1.5 million civil action, the Toronto Police Service has recently paid \$350,000 to a group of lesbian complainants<sup>18</sup>. The complaint and civil litigation followed a police raid on a bathhouse facility frequented by lesbians. The Human Rights Commission announced a rare public hearing. As part of the pending settlement, the complainants have agreed to drop both the human rights complaint and their lawsuit. All current and future officers will be subject to lesbian sensitivity training. It is estimated that the hearing would have taken almost two years and required testimony from dozens of police and other witnesses<sup>19</sup>.

In addition to any other benefits, effectively embracing diversity is necessary to avoid internal dissension. 1.5 million and current female employees have charged that Wal-Mart has systematically paid women less than men for the same job, has passed them over for promotions and retaliates against contrarions. Diversity should incorporate policies that address equity.

The HRP has a window of opportunity to re-establish and pursue the spirit of commitment promised in 1995 by the (then) Chief Vince MacDonald, Halifax Police Department, that all current employees and new employees would participate in a race relations course. The treatment of Mr. Kirk Johnson, by police, has impacted the positive image of the HRP. The incident and its aftermath have also detracted from the excellent police activity that is routinely conducted by HRP personnel. 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 rise above the adverse impacts of the Kirk Johnson incident. The prospective strategies of the HRP developed as a consequence of the critical incident moves the HRP far beyond simply meeting the requirements of the NSHRC.

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<sup>18</sup> *Globe and Mail*, December 10, 2004.

<sup>19</sup> See also, case of R. Schisler, awarded \$452k in civil litigation against the Toronto Police for the nature of an arrest and for homophobic remarks allegedly made against him. The Toronto Police Board has recently announced an appeal of the finding.

This Review is not intended to be, nor is it mandated to be, a review of the HRP's community-based policing practices. It is, however, about the HRP response to the need to review and amend, as appropriate, its training and educational policies, procedures and practices with respect to the diverse community it serves. Given the HRP commitment to community-based policing, this Review will include, where appropriate, comment on HRP community-based policing practices. It is the application of such approaches that provides a nexus to the issue of education and training with respect to the diverse community.

The new initiatives and attitudes of the HRP and its staff will build bridges with minority groups and enhance the opportunities for inclusive policing. Indeed, with conscious and consistent efforts, the evidence suggests that the HRP can become a beacon of excellence, and the benchmark for regional police services, by embracing diversity within the agency and its service delivery to the community.

## **Findings.**

### **The Perspective of the Community.**

#### ***Community Finding #1.***

***The Halifax Regional Police needs to understand the subtle differences in the various cultures within the Regional Municipality.***

Peel established a basic tenet of modern policing when, in London in 1829, he formed the first modern police force. Peel proposed that 'policing must be of the people by the people'. Coincidentally, the HRP prominently display, on their website,<sup>20</sup> a variation of this proposition "The police are the public and the public are the police." 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.

The make-up of the population 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. Many communities in Canada reflect a significantly higher cultural

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<sup>20</sup> <http://www.police.halifax.ns.ca/>

differentiation. Although it is inevitable that there is some dilution of cultural heritage, each of these 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 not 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. As the HRM and, in fact, Canada becomes more a cultural mosaic, the balance of cultures will become the focus of more debate. The current discussion of the desirability of establishing a Sharia Law court is one facet of the prospective changes in our community and judicial traditions to meet these multi-cultural changes<sup>21</sup>.

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'. This feeling of marginalization is exacerbated by police who, the groups believe, do not understand, nor try to understand or be sensitive to, the sometimes subtle differences in cultures. During the course of the Review, several examples were provided of this perceived lack of understanding and sensitivity.

- ✍ Members of the Slovakian and Czech community noted that community discussion was frequently based upon issues such as the Chechen conflict. These discussions were a normal part of social intercourse within the community. It was acknowledged that the discussion often became heated but, nevertheless, entirely under control. If the police attended such as incident, it was suggested, they invariably took strong enforcement action.
  
- ✍ Interviews and focus groups conducted in the Uniacke Square area acknowledged that Black youth often congregate at street corners. They often greet each other with a sliding handshake. To some Caucasians this action epitomizes troublesome youth, intent upon some criminal action. To the Black community, the street corner is merely a place to meet acquaintances. The street corner is an integral part of social interaction. Furthermore, some actions such as the "jive handshake" are a greeting between

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<sup>21</sup> Some Canadian Muslims are proposing the implementation of sections of Sharia [Muslim law] to settle family disputes outside the court system through arbitration committees/tribunals. Due to provisions of the (Ontario) Provincial Arbitration Act, the arbitrated agreements may be accepted by law, resulting in a bypass of the court system. In, [http://www.ccmw.com/Position%20Papers/Position\\_Sharia\\_Law.htm](http://www.ccmw.com/Position%20Papers/Position_Sharia_Law.htm)

friends. The police frequently interpreted these behaviours as threatening to community order.

It was acknowledged by interviewees in the Black community, that it is not suggested that youth standing at corners are never potentially troublesome or that a handshake never disguises the passing of drugs. Many members of the Black and other communities noted that they are not condoning the actions of the few miscreants that exhibit criminal or socially deviant behaviours that disrupt the tranquility of the neighbourhood.

- ✍ Members of the gay and lesbian community believed that the police failed to understand the particular subtleties of the culture and, more particularly, the similarities and differences between individuals who are gay/lesbian/ transgender.
- ✍ 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'. Interviewees mentioned being “outed” in front of unknowing parents, employers or friends. 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. While members of the gay/lesbian community perceived that a dispute may endanger a colleague, on occasions the police would not attend and, on other occasions, when the police did attend, disputes were perceived as “cat-fights” that did not warrant any police action.
- ✍ 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.

An example was raised in interviews of what has been called the ‘race riot’ of 1991. Even though the departments’ report of the incident suggested that the police response was “controlled and well-managed”<sup>22</sup>, interviewees did not agree and, more importantly, believed that the original interaction and the consequent melee resulted from a simple lack of understanding of cultural values in the Black community.

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<sup>22</sup> “Riot reports worlds apart”, The Mail-Star, December 20, 1991, A-1

It became clear during the interviews that different communities had different expectations of the HRP. While everyone wanted courteous and professional treatment, some groups professed to have special needs. Community contacts suggested that because certain behaviours within minority communities differ from the 'mainstream', police are likely to take umbrage and act forcefully, unnecessarily.

In mitigation, it is acknowledged 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 demonstrates that there is a general lack of understanding of the nuances of cultural diversity. 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.

Language and customs act as major barriers in offering appropriate responses to citizen / police interactions. Unlike Toronto or Vancouver, for example, the immigrant population in Halifax is relatively small compared to the total population. Yet, even in Halifax, the police officers face challenges in several situations involving new immigrants who have no, or very limited, knowledge of the English language and do not fully understand the Canadian law or customs. Often, some behaviour of some of these new immigrants, such as loudly debating political values, is mistaken by neighbours and the police officers as violent conflict and met with a formal police response.

It is also in the best interests of the police to understand the sometimes subtle differences in cultures. For example, in certain cultures, the subservient role of women in that society influences the information that will be revealed to police if both the male and female parties are interviewed together. In other cases, mentioned elsewhere in this Report, the police have recently recognised the need to understand, and be able to operate in, the East Indian or Asian communities so that investigations can be facilitated effectively. There are many examples where members of those communities have demanded that the police become fully acquainted with their customs and have agitated for more inclusive recruiting processes<sup>23</sup>. 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.

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<sup>23</sup> This topic is addressed elsewhere in this report

In ensuring that the police understand the subtleties of cultural differences, it is believed by interviewees and participants in focus groups in the community that there is a need for the police to understand that different cultures may exhibit different social mores. Many interviewees during the Review suggested that the police reflect what was described as a 'vanilla' perception of the community. This perception, facilitated by 'vanilla' rather than 'rose coloured' glasses, assumes that all cultures adhere to a life style that coalesces around a white, conservative view of reality. It was suggested that the police should remove the spectacles that provide this distorted sense of the diverse reality.

The crucial actions for the police are to first recognise that there are differences. The task for the street officer is then to determine an appropriate course of action subsequent to this realisation. This is the educational process in action.

***Recommendation with respect to Community Finding #1:***

- 1. The Halifax Regional Police further develop and implement approaches and programs (as detailed later in this Report) to ensure that the agency and its employees continue to recognise the unique nature of diverse communities within the Regional Municipality and, further, be cognisant of, and come to value and embrace diversity.***
  
- 2. The Halifax Regional Police establish an inclusive community Advisory committee, separate from the concept of town hall meetings, to directly advise the Chief of Police regarding emerging community issues and needs, concerns and challenges facing the representative groups and to act as an information conduit from the Chief of Police, back to the community.***

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***Community Finding #2***

***The Halifax Regional Police needs to recognize that community perception with respect to fair treatment and transparency of police activity contributes to the disconnect between police and the community. Consequently HRP needs to nurture and further develop trust within the diverse community.***



Although, as we have observed, most cultures adapt, in part, to what can be described as a 'mainstream' Canadian culture, most members of those communities have a desire and should be encouraged to retain and celebrate the differences in culture. Given the particular role of the police, therefore, it befalls the police agency and, at an incident level, the particular police officer, to understand these differences and to determine the range of acceptable behaviours, in accordance with the Rule of Law. During the course of the Review there were no examples provided where the desired behaviours of a sub-culture were grossly incongruent with those of the main culture.

This means, unfortunately, that the task is both very easy and very difficult. The task is easy, as the police are not called upon to decide between two opposing views of the world that may have devastating consequences. However, the dilemma faced by the police is that they are still called upon to make determinations between more subtle or finer distinctions in cultural perceptions.

We have previously note examples of these differences in perceptions, such as, particular behaviours on the part of young Blacks, special needs of the gay and lesbian or transgender community or, for example, the heated discussions in the Slovak / Czech communities or the difficulties experienced by the handicapped.

Again, this task of understanding 'community' is difficult. The task is not confined to the Halifax Regional Police or to the Halifax Regional Municipality. Other recent examples include the Toronto Police who were required in an accelerated way to understand the Chinese community as they investigated the Cecilia Zhang kidnapping; the Canadian Security and Intelligence Agency (CSIS) agents and the RCMP who had not become sufficiently and quickly culturally aware to facilitate the investigation of the Air India bombing; and, the Lower Mainland police agencies in British Columbia who had to very quickly become educated in Sikh and Hindi cultures to ensure the adequate investigation of a high number of slayings of young males in the community.

To compound the problem for police, not all actions initiated by the police are 'on-view', that is, police officers observing the incident prior to being dispatched via radio or Mobile Digital Terminal. On many occasions, it is concerned neighbours who hear or witness an altercation and summon the police and call for action. The police are then not only called upon to assume the role of the arbitrator but also that of the mediator.

Consequently, the police must develop a finer distinction regarding actions that require enforcement along with a centralist view of what lifestyle is within an associated acceptable range of behaviours. The police, consequently, assess incidents that they attend against this benchmark. Some behaviour that is acceptable to certain cultures is not acceptable when judged against a 'vanilla' measuring stick.

This is not to suggest that the police ignore actions that threaten the safety and security of the community. Over the last two decades the police have acknowledged that they have discretion when considering the enforcement of the law. This is evident with the reported, and supported, activities of the Village Constable in the Dartmouth area. Where the police operate in an urban environment, with significantly more crime and disorder problems, this latitude can become very broad. Owing to the large number of incidents that are occurring, both at agency level and at individual, officer level the police routinely make decisions not to enforce the law, or even, on occasions not attend certain calls for service, the latter strategy being referred to as 'differential response'. The decision to enforce the law or not to enforce the law is made based upon a range of factors. These will include the severity of the offence; the frequency of that type of incident; the time of day; other workload; degree of danger caused to others; the demeanour of those involved; the location and time of day of the incident; prevailing weather conditions; and including, in reality, political considerations, as evident in the Vancouver experience within the Downtown Eastside.

Discretion is, therefore, part of the *modus operandi* of policing. In recognition of diversity, the community believes that the police should factor into their decisions cultural issues that impact a community standard of policing. This is entirely commensurate with Peels axiom of 'policing of the people by the people'.

The trust of the police is an essential element in community safety and security. A belief in 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 minority groups.

Representatives of most ethnic and religious minorities, such as the Jewish community, Lebanese Association, Indo-Canadian Association, Sikh 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 Black 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. A leader in the study of diversity mentioned that,

*"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."*

It is apparent that, for a variety of complex and not-so-complex reasons, police officers are more likely to see Black youths as potential criminals. While no comparable Nova Scotia statistics were readily available, a 2002 Toronto study<sup>24</sup> 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 years. 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 year old population.

Regrettably, the HRP can occasionally inherit the negative media accounts ascribed to other police agencies. However, the anecdotal evidence gathered during the interviews and focus groups as part of this Review, indicates that similar outcomes are likely in Halifax. This gives rise to the community held belief that they are disproportionately targeted for "driving while Black".

***Recommendation with respect to Community Finding #2:***

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<sup>24</sup> "The problem with profiling" *The Daily News*, August 17, 2003, p. 23.

***The Halifax Regional Police, in terms of its organisational and individual officer educational experience, considers the idiosyncrasies and differences within the various communities within the Regional Municipality and tailors policing strategies and the use of discretion to recognise such differences. These policing approaches must, of course, be within the ambit of the Rule of Law and not undermine the integrity of the law nor compromise the safety and security of the community nor the police officers serving the community.***

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**Community Finding #3.**

***The Halifax Regional Police needs to introduce processes that enhance the visibility of the organization and its officers.***

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 interviewee. Similar sentiments were raised by most of the representatives of Black community who were interviewed.

It is apparent, within the Black community, that the lack of trust has arisen partly<sup>25</sup> because the officers from the HRP are simply not 'seen around' and by extension, do not interact with members of the community.

This approach of the police has resulted in a lack of trust of police on the part of the Black community<sup>26</sup>. The mutual lack of trust then impedes smooth and productive relationships. *"Most of the Black youths 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 the HRP officer's only visit the predominantly Black areas to catch offenders.

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<sup>25</sup> Other factors are addressed elsewhere in this Report.

<sup>26</sup> Although beyond the scope of this Report, the lack of trust between the Black and white communities has a deep 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, by virtue of societal role, are required to address these deep historical disconnects.

Members of the African Nova Scotian and Native Canadian communities in HRM desire HRP to be more visible. Both groups indicated that they would like to see more officers on foot patrol in the Uniacke Square area. Community members also stated that they would like to see police officers assigned to their neighbourhood on a more long-term basis so that they could build community linkages.

A recent initiative by the RCMP Cole Harbour Office to assign two Black officers to North Preston is also a direct response to addressing community needs and building community capacity within the context of community-based policing. The officers are afforded broad discretion to identify and resolve community order issues.

Community representatives from almost every diverse group frequently mentioned that the only time that they get to see an HRP officer is when there is a negative event. Under such circumstances, the interaction between HRP officers and the community is likely to be negative. Most interviewees emphasized that they would like HRP officers to interact with their members on a more routine basis and suggestions included dropping in to cultural centres or libraries. A representative of a community centre near Uniacke Square mentioned that in the past year, he had not seen an officer in the Centre. However, he added, one day two officers sheltered from the rain under the canopy at the back of the building. Even Black youth in a focus group, despite having negative perceptions of police, wanted contact through day-to-day events such as basketball games. The community sees such routine interaction as providing a foundation for amicable relations.

Visibility was one of the key areas in which the HRP did not score well in the 2001 Public Satisfaction Study<sup>27</sup>. While nearly three quarters of the respondents in that study were satisfied with the level of visibility of the HRP, 23% were dissatisfied. It is also noteworthy that while the respondents of this study were unable to identify one single greatest strength of the HRP, many were able to identify the single greatest weakness, that of lack of visibility. There were geographic differences in the satisfaction with the visibility of the HRP. While the data provided does not facilitate linking satisfaction with visibility to membership in a human rights protected group, based upon data gathered during the course of the Review, such a correlation is likely.

In providing balance, HRP state that they employ beat officers in the Gottingen Street/Uniacke square area twenty-four hours a day, seven days a week. In the spring of 2002, officers were

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<sup>27</sup> Corporate Research Associates, *Public Satisfaction Study: Final Report*, p. 12.

assigned to uniformed foot patrol “...after listening to our clients and recognizing the specific needs of that community. The officers were encouraged to interact with the business community, as well as citizens, and to take ownership in the community from a police perspective<sup>28</sup>.” Consequently, if the perceptions of the Black community, noted previously, are not correct, then the HRP is challenged to assuage these misconceptions.

However, it is not solely the Black community that wishes for greater visibility of HRP officers and interaction with individual members. Most of the representatives of minority groups value greater involvement of police officers in community events. While, as mentioned above, representatives of most ethnic and religious minorities, (the Jewish community, Lebanese Association, Indo-Canadian Association, Islamic Association), reported high levels of satisfaction with HRP in general, increased interaction was proposed as an additional way of improving cultural understanding.

Persons within the First Nations community, however, expressed a different view. An interviewee mentioned, “Police know little about this community. The community has talking circles, healing circles, and sentencing circles, but the police (HRP) are not attending.” An interviewee cited a July 2004 disturbance on Gottingen Street which, he believed, was racially motivated, as an example of police only listening to one side and being insensitive to the aboriginal culture. There was a ride-a-long program for native youth, through which police got to know youth. The program, he said, is no longer functioning. The interviewee added, “Now there is no contact. They don’t know anyone other than the drunks and those doing drugs.”

Collaborative activities between members of the HRP and various ethnic communities, especially, the Black community, can convey to each other the day-to-day difficulties faced by members of each group and put a ‘face’ to the police. Community Policing, as outlined above, was considered as a solution by some while almost everyone felt that, whether or not a formal program was implemented, police officers had to get to know the community around them and play a more active role in the day-to-day lives of the citizens. This, in essence, is an educational process and a component of the life-long learning experience.

As addressed in other sections of this Report, the HRP have, in the past, made attempts to establish rapport with the Black community. Interviewees mentioned the favourable actions of one officer in the Uniacke Square area. While this officer has since retired, a new liaison person has been appointed and the strategic and tactical objectives of this officer and the potential

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<sup>28</sup> Memorandum Re: Diversity Project, Sergeant Don MacLean, December 23, 2004. pp. 7, 11.

value of these actions will be discussed later in the Review, when the internal approaches of the HRP are considered. In addition to other benefits, the liaison officer will be able, as a first step, to establish a contact point for the members of the Black and all other communities. Regular deployment of officers to areas such as Uniacke Square is expected by residents. Many interviewees saw the HRP as an amorphous organisation that had no contact points and, in fact, resisted contacts other than the reporting of incidents.

It was this absence of normal interaction that often resulted in failures of understanding that lead to confrontation. As an interim measure, it was suggested that representatives of each high profile community, make themselves available to the HRP, to assist in the resolution of incidents before they become confrontation between individual member of the community or, at worse, groups within the community. Members of these groups may assist police as mediators to defuse a potential conflict situation. This would be a temporary strategy until the HRP have developed the necessary understanding and rapport to conduct their own assessment and mediation tactics.

***Recommendation with respect to Community Finding #3:***

- 1. The Halifax Regional Police develop strategies that ensure officers are more visible and interactive within the community, that this is orchestrated to address both criminal and non-criminal events and that, further, initiatives are implemented that facilitate access to citizens who may have inquiries of, or information for, the Halifax Regional Police.***

***This is likely to include,***

- a. The deployment of officers to identified high need areas and encouraging them to establish connections with members of the community. These visits should be in both non-threatening situations and where a member of the community has requested the assistance of the police.***
- b. Consider the appointment of a team of representatives from various “at risk” communities who may be available on an occasional call-out basis to assist the police in the mediation of serious disputes that are precipitated by diversity issues.***

#### **Community Finding #4**

***The Halifax Regional Police needs to introduce strategies and approaches that ensure that the community is able to identify with, and be seen to be represented by, the organization.***

As previously mentioned, 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 as the department was seen as, predominantly, reflective of the white, majority 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, as will be discussed elsewhere in this Review, the HRP have 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.

As noted above, the absence of adequate representation of diverse groups within the HRP leads to difficulty with the police understanding and reacting to other ethnic and non-traditional cultures. However, representatives of various 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 proffered, it was difficult for the members of the service to understand a non-white, non-traditional orientation on life. This difficulty of 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.

In addition to the desire to see representatives of their own community engaged as police officers and civilian staff, interviewees mentioned other ways to reflect diverse communities within policing services. Examples were given of other police services where representatives of the broader community were appointed, played an active role and were recognised 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 required. 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.

***Recommendation with respect to Community Finding #4:***

***The Halifax Regional Police review existing programs and, as appropriate, develop new strategies to ensure that the agency demographic is representative of the community.***

***Furthermore, as detailed below, ensure that human resource approaches and policies incorporate diversity requirements and examine other initiatives that may allow for the broader representation of the community in various aspects of policing services.***

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***Community Finding #5.***

***The Halifax Regional Police needs to communicate with the community and commit to action.***

There have been many studies regarding racism and discriminatory conduct by criminal justice personnel towards members of minority groups<sup>29</sup>. The most significant, and that which was widely mentioned in interviewees within the community, was the Marshall Report issued by the

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<sup>29</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

Royal Commission on the Donald Marshall, Jr. Prosecution in December 1989<sup>30</sup>. Many community leaders mentioned the report.

Four reasons were mentioned for its relevance to the current Review.

- ✍ They saw the report as evidence of racism against Blacks;
- ✍ They saw the report as an endorsement of what they claimed had been occurring between Blacks and the police for many years.
- ✍ They saw it as a motivator for police action towards change, and,
- ✍ The report itself 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 the input to a review, by the African Canadian Caucus of Nova Scotia<sup>31</sup>. The Caucus commented regarding the Government of Nova Scotia's subsequent response to the Royal Commission findings and recommendations. There was, firstly, a perception of lack of action and, secondly, 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 the Black community and the police was fractured. They suggested the plethora of previous reports pointed to a systemic issue. Although these reports do not directly pertain to Halifax, the experience of many in the Black community was echoed in the reports and the responses to the report. They believed it was incumbent upon the HRP to develop plans to ensure that the situation in Halifax did not deteriorate to the point that a report of systemic racism in the HRM was required.

Some interviewees mentioned previous commitments by senior managers. Chief Vince MacDonald, and Chief Beazley were cited 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, so-called, 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.

The concern regarding commitment and action extended to processes such as attendance at calls and complaints regarding misconduct.

<sup>30</sup> *Justice Reform and The Black community of Nova Scotia: The case of Donald Marshall, Jr.*, African Canadian Caucus of Nova Scotia, 1992.

<sup>31</sup> *Justice Reform and The Black community of Nova Scotia: The Case of Donald Marshall, Jr.*, African Canadian Caucus of Nova Scotia, 1992.

Interviewees believed that the HRP did not attend calls 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 and with the liaison officer, however, it appeared to the community that there was a 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, then the police did not attend. No comparative statistics were available to determine the degree of discretion used by the police in determining whether a call should or should not be attended. 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.

On balance, the HRP state, unequivocally, that the nature of the call dictates the police response, not the community from where the call is received nor the person calling. Further, all calls are given a priority code based upon public safety considerations. Officers, once dispatched do not have the discretion not to respond unless they are confronted with a more serious situation. All calls are documented within the Computer Aided Dispatch (CAD) system<sup>32</sup>.

The second issue of concern was that of apparent lack of interest or action when complaints were lodged against officers or against approaches adopted by the police. Interviewees believed that certain actions of officers were not wholly acceptable and required counseling by their supervisor. Calls had been made to the HRP office and the complainants thought that there was limited interest in addressing the issues when the address of the complainant was heard or the African Nova Scotian accent was detected. Most complainants, it was suggested, had no desire to lodge a formal complaint (under the *Police Act*). It was merely their intention to ask the reason for what they considered to be rudeness or lack of quality service.

One interviewee related an incident that occurred outside his house. He looked out to see two police officers on the sidewalk. He went out to inquire if there was a problem and noticed that his twelve year old son had been detained and handcuffed. He asked the nature of the problem and was informed by the officer that his son had been seen breaking windows in a nearby building. Further, the boy was under arrest and was being taken to the police headquarters. The

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<sup>32</sup> Memorandum, Re: Diversity Project, Sergeant Don MacLean, December 23, 2004. pp. 13,14.

interviewee was not allowed to travel with his son and was not allowed to visit his son at headquarters. After two hours the boy was released as, the officer said, the complainants had decided that they could not identify the boy as the person who broke the windows. Complaints lodged with the police received no response. The interviewee suggested that the police would not have acted in such a way within a non-Black area nor with a non-Black complainant.

While there is a complaint/grievance handling system and process prescribed in the *Police Act*, and publicly available through the HRP website, as well as information pamphlets regarding *Making a complaint Against a Municipal Police Officer in Nova Scotia*, many community members have little faith in the fairness of the internal process of inquiry or the sanctions imposed on the erring officers. 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, (community members believe) nothing much was done in terms of sanctions against the officer.

It is recognised that although the complaint process has privacy driven limitations with respect to disclosure, there is the perception that no sanctions were applied for inappropriate behaviour and, more importantly, whatever action was taken, there was no communication to the complainants.

Professor Girard, in his report of the findings of the Inquiry<sup>33</sup>, noted that,

*“It (the HRP way of dealing with complaints) is a system governed mainly by bureaucratic imperatives and by the laudable goal of protecting the employment rights of unionized police officers, but it does not display any creativity in its attempts to respond to the concerns of complaints.”*

When all other avenues of addressing community concerns fail, or are perceived by a member of the community as having failed, the complaints process and the opportunity to informally resolve a complaint regarding misconduct or service is the last opportunity to facilitate amicable relations. The complaints process is an element in the education of the public regarding the philosophies and *modus operandi* of the police. With regards the minority communities, the failure to achieve a satisfactory resolution to a complaint underscores many of the fears that community members may hold based upon the perception of the police acquired through conversation with acquaintances or from past experiences from their country of origin.

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<sup>33</sup> Girard, *ibid.* 43.

The segue between these two issues is the absence of communication with the community. For example, a member of the civilian panel appointed after the riots of 1991 had no knowledge of the HRP conducting an internal review or of the findings of that review. It was apparent that failing to deal with the original concern allowed the skepticism and hostility in the community to compound. This feeling was exacerbated by a lack of communication that might, otherwise, forge bridges across which the community organizations or individuals could raise issues or, simply, remain informed about their community. This then created a ground swell that made further resolution of any problem more difficult.

Interviewees pointed to the approach adopted by the RCMP in Cole Harbour. There, they said, an officer was deployed on a full time basis to identify and address concerns with police approaches prior to their being allowed to fester and contaminate all aspects of police-community rapport. Although the HRP state that they “...have ensured the Professional Standards Officer is readily accessible to the community<sup>34</sup>”, it appears that the community has limited knowledge of the position or is skeptical of its effectiveness.

***Recommendation with respect to Community Finding #5:***

***The Halifax Regional Police ensures that programs and policies developed to support diversity, in line with the detail noted later in the Report of the Review, be assigned appropriate resources and be accompanied by plans for orchestrated implementation, follow-up and, where appropriate, evaluation.***

***This is likely to include,***

- a. Establishing communication programs that inform community groups of the plans and programs of the Halifax Regional Police, on an ongoing basis,***
- b. Through communication to underscore the desire of the Halifax Regional Police to receive input to overall strategies from community groups.***
- c. The use of positions such as the Diversity Relations Officer and the Community Response Constables as a conduit for information to and from the community. Eventually, any and every member of the agency is to be a reliable contact and educator of the community on behalf of the Halifax Regional Police.***

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<sup>34</sup> Ibid. pp.14



## **The Perspective of the Halifax Regional Police.**

### ***HRP Finding #6.***

***The HRP needs to develop and implement change in its strategic and operational focus.***

**The foundation for strategic approaches to community oriented policing that incorporates diversity.**

The HRP operates within the HRM guiding principles<sup>35</sup> in which,

*“The Halifax Regional Municipality exists to serve the needs of its citizens. The management and employees will undertake to:*

*1. Support Council Decision Making:*

- ✍ Anticipate and respond to change issues;*
- ✍ Enhance level of internal and external communications;*
- ✍ Pursue the strategic benefits of regional government.*

*2. Recognize and Encourage Diversity.*

- ✍ Be responsive to local and regional needs;*
- ✍ Promote citizens based problem solving;*
- ✍ Value diversity as strength;*
- ✍ Be open to different service delivery models within HRM.*

*3. Deliver Efficient, Effective, and Responsive service:*

- ✍ Promote to respect, learning, cooperation and sharing of knowledge and resources throughout HRM;*
- ✍ Maximize value for dollars available;*
- ✍ Foster an atmosphere of quality service to internal and external customers with an open and responsive manner;*
- ✍ Encourage alternative, creative and effective methods of service delivery.”*

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<sup>35</sup> HRM, Human Resources Policies and Business practices, section 6.

The HRM outcomes<sup>36</sup> that are most relevant to the HRP diversity and community-based policing initiatives include,

*“Community Development.*

*The Halifax Regional Municipality values the uniqueness and character of communities as a part of a regional municipality and its citizens make the community a desirable place to live by having the opportunity to contribute to their communities.”*

*“Public Safety.*

*HRM and its citizens work in partnership to ensure its citizens feel secure and are safe to live and move within their community.”*

Working within the parameters established by the HRM, the HRP has developed a strategic approach that incorporates the following<sup>37</sup>,

*“Vision:* *Safety, peace and order in our community.*

*Mission:* *Leading and partnering in our community to Serve and Protect.*

*We are committed to:*

- *Distinguished service to our community.*
- *Peak performance through education and a focus on continuous learning.*
- *Team pride grounded in shared purpose and awareness of our abilities.*
- *Outcome focused management of our resources.*

*Goal One:* *Our culture and service will be satisfied with no less than safety, peace and order everywhere in our community.*

*Performance Outcomes.*

- *Reduction in crime.*
- *Community satisfaction with service.*
- *Employee empowerment.*
- *Actions identified/implemented.*
- *Processes reviewed/revised*

*Short-term Objectives (by June 2003)*

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<sup>36</sup> Ibid. section 6.

<sup>37</sup> HRP, internal document.



- *Actions identified, plans prepared and executed, evaluate outcomes.*
- *Ownership and accountability measured*
- *Processes reviewed and changes to business practices as required.*

*Long-term Objectives (by June 2005)*

- *HRP's contribution to improved quality of life (in) HRM.*
- *Improved services and performance.*
- *Continued planning, implementing and evaluation of outcomes.*
- *Accountability for performance.*
- *Continued review and revision as required.*

*Goal Two: Problem Oriented Policing philosophy and partnering structures are operating effectively.*

*Performance outcomes.*

- *Analysis, data collection, and reviews are used effectively.*
- *Resources are matched to meet plans requirements.*
- *Partnering and partnership in our community.*
- *Expanding community participation.*
- *Increasing volunteerism.*

*Short-term objectives (by June 2003)*

- *Processes reviewed.*
- *Identify opportunities to establish partnerships.*
- *Resource review completed.*
- *Plans developed.*
- *Resources provided for plan.*
- *Implemented Plan.*
- *Follow-through committed to priorities.*

*Long-term Objectives (by June 2005)*

- *Continued review to establish new partnerships.*
- *Continued review to ensure resources available.*
- *HRP's contribution to improved quality of life in HRM.*
- *Improved services and performance.*
- *Ownership and responsibility shared with communities.*

*Goal Three: Our individual and collective actions reflect our obligation to shared purpose.*

*Performance outcomes:*

- *Understanding of shared purpose.*
- *Increased communication and feedback from community.*
- *Actions by staff are consistent with shared purpose.*
- *Personnel with increased sense and confidence of purpose.*
- *Evidence of shared purpose toward distinguished service*
- *Behavioral measurements.*

*Short-term Objectives (by June 2003)*

- *Communication strategy identified and implemented.*
- *Awareness of staff of shared purpose.*
- *Activities to promote shared purpose.*
- *Training identified and implemented which assist staff in delivering shared purpose.*
- *Processes to evaluate established and administered.*

*Long-term Objectives (by June 2005)*

- *Understanding of shared purpose by staff and community constantly assessed.*
- *HRP's contribution to improved quality of life in HRM.*
- *Improved services and performance.*
- *Accountability for performance."*

Many of these outcomes necessitate an understanding of the diverse nature of the community and the development and implementation of plans to ensure the inclusion of elements of diversity within the strategic direction of the HRP. Strategic change that ensures that the HRP is fully prepared and resourced to meet the new policing demands will only occur as the planning and implementation process outlines, researches, develops and implements detailed approaches, such that change is brought about in a way that ensures a timed, do-able and measurable series of changes. Some of these initiatives require the buy-in and active participation of the community.

From a strategic perspective, police management can foster an internal culture that values and embraces diversity. The current HRP mission statement does not highlight an HRP commitment to diversity and inclusiveness. The HRP 'piggy-backs' on HRM corporate guiding principles, for example, with respect to recognizing and encouraging diversity. Even then, managers must still actively support the corporate direction.

Robert Lunney of the Canadian Association of Police Chiefs pointed out, "*Chiefs must consistently practice the organization's values in their professional and personal behavior*"<sup>38</sup>.

Such behaviours include:

- ? 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 taking an active part in events organized by diverse human groups [e.g., back community, the disabled].

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<sup>38</sup> "Fighting racism starts at the top" *Daily News*, August 27, 2003, P. 17.

### **Current HRP initiatives as a foundation for change.**

In the course of the Review, the HRP provided examples of the involvement of management and other personnel in community events that, was suggested, supported the concept and practice of diversity.

For example, Chief Beazley attended the Cornwallis Street Baptist Church on March 21, 2004, for an anti-racism service to mark the International Day for the Elimination of Racial Discrimination. At this time, Proclamation 2004 was read and included the statement:

*Halifax Regional Police publicly reaffirms our commitment to these efforts and hereby declares our intention to work toward the elimination of racism in cooperation with all persons in the community we serve*<sup>39</sup>.

In this regard, senior management provided a model for lower level officers by actively participating in an event of significant community interest. In this particular instance, Sergeant Don MacLean, a member of the Black community, provided the address on behalf of the HRP. By his words, he committed the HRP organizationally to “*eliminating racism and overcoming any obstacles to equality*”<sup>40</sup>. Further,

*[HRP remains] committed to this community, and all of our diverse communities, by providing distinguished service regardless of race, ethnicity or financial status... and that commitment will be shown not only in words, but by deeds. And if you believe we fail at this or any of our purpose, then you must know that there are mechanisms in place to answer to your dissatisfaction. All persons are subject to the law, however each person is equally entitled to dignified treatment by all those involved in the enforcement of the law*<sup>41</sup>.

The annual participation of the HRP in celebration of the International Day for the Elimination of Racism also heralded the appointment, by former police chief Vince MacDonald of Mr. Moriah, in 1998 as a Chaplain and an honorary Inspector, in HRP. The goal was to help bridge the gap between police and people in north-end Halifax and provide spiritual guidance to all members of the force, including members of visible minorities<sup>42</sup>.

The Halifax Regional Police Wall of Recognition at the Black Cultural Society of Nova Scotia is, in the words attributed to Chief Beazley, an instance of “*recognizing our officers of African descent...[who] have played an integral role in breaking down race barriers*”. The Chief

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<sup>39</sup> Key Messages, Halifax Regional Police: August 2004.

<sup>40</sup> Ibid.

<sup>41</sup> Ibid.

<sup>42</sup> “Ministering to both sides of the law”, Halifax Herald. March 21, 1999. In, www.herald.ns.ca

recognized, "...that a truly effective policing service includes officers who are reflective of the diverse community within our jurisdiction. This diversity provides us with the opportunities to learn and grow, and foster partnerships with our diverse communities"<sup>43</sup>. As a strategy to embrace diversity, attendance at, and direct participation in, highly visible community events works to achieve this objective.

An HRP officer, during one of the focus groups, commented on how informative and fulfilling it was to have participated in a sweat lodge ceremony and other initiatives in learning aboriginal culture. They were 'learning experiences'. However, the comment was also made that these initiatives are no longer available. It is interesting to note that [then] Chief Constable Christine Silverberg (Calgary Police Service) was ceremoniously honoured with the aboriginal name "Bluebird Lady" by the Peigan Nation in 1998, an honour which, she mentioned in an interview, would remain one of most cherished memories of her term as chief. The RCMP in the areas adjoining HRM are credited, by community members, with establishing links to the First Nations peoples, through aboriginal policing programs.

Symbols of commitment to diversity, such as the 'Wall of Recognition,' should be visible in all internal and external communication tools including photographs, recruitment messages, inter office memos, and inspirational boards. Past research evidence indicates the consistent and significant linkages between symbols and organization culture<sup>44</sup>. Continuous exposure to symbols not only reinforces a particular message but also helps remove stereotypes by creating cognitive dissonance.

Whether it is an office newsletter or in the public media, a consistent message coming out of HRP, would show the value that the organization places on diversity<sup>45</sup>. As noted in the 2001 Public Satisfaction Study, 32% of respondents form their opinions of the HRP from what they see or hear in the media<sup>46</sup>. Media relations are an important aspect of community-based policing. Public source information, derived from the media, is a primary vehicle of input that drives the formation of public opinion, at both the individual and community level, as it relates to policing. In part, this is due to the preponderance of "media" articles publicly available with respect to policing and associated law enforcement issues<sup>47</sup>.

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<sup>43</sup> *ibid*

<sup>44</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>45</sup> HRP has displayed 'Anti-racism' poster in the head office facility.

<sup>46</sup> Corporate Research Associates, Public Satisfaction Study: Final Report, p. 14

<sup>47</sup> Searches, such as those enabled by <http://www.specialedition.net>, allow an informed member of the public to examine daily all articles published by the major newspapers in Canada, related to a range of issues, such as racial profiling, police brutality, human rights investigations etc. Other specialized Internet search engines (Yahoo, Google) perivale + taylor

On balance, the public receives from the media more information on a daily basis, with respect to, for example, the issue of racial profiling<sup>48</sup>, than it does directly from those agencies and organizations charged with the responsibility to address the issue. The belief of many African Nova Scotians, as indicated during the interview process, that Mr. Johnson was physically stopped by HRP at least 25 times, is attributable to media renditions rather than to the actual finding of the NSHRC inquiry source. As evidenced in police internal documents, the actual number of physical stops is significantly lower.

During the interview process as part of this Review, almost all representatives of minority groups interviewed indicated a willingness to work with HRP and provide them access to their organizations and resources in order to gain a better understanding of their communities and their concerns. This would allow the HRP to develop a strategic approach to working with community in addressing diversity issues. However, there was sentiment expressed by some representatives that HRP had not appeared to follow through on offers of support. For example, two groups [the disabled and the gay-lesbian community] indicated that, despite their repeated attempts to create a linkage with HRP, none was forthcoming. To provide a balanced perspective, some cultural and religious community representatives stated that while they were open to police visitation and would welcome it, for example at religious institutions (temples), they had not necessarily made a direct overture or specific invitation to the police to attend.

HRP has/had several community/diversity initiatives, for example, *Citizens on Patrol*, *Adopt a Neighbourhood Program*, and *the Uptown Project*. In addition, there is current involvement with Halifax Regional Police Youth Program, a program for youth between the ages of 14 and 19 who reside within the boundaries of the Halifax Regional Municipality. This program provides youth the opportunity to explore their communities and gain valuable life experience through volunteer work with the Halifax Regional Police, as well as other emergency services including Fire, Ambulance, and Emergency Measures.

However, some programs, such as the Black Youth Liaison Officer, have not been offered recently. As well, "Blue Thunder" a five-man rock and roll band comprised of four municipal police officers and one citizen volunteer formed in September of 1991, are currently taking a

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literally provide, on a daily basis, hundreds of articles gleaned from newspaper reports and commentary across North America and elsewhere.

<sup>48</sup> Racial profiling is a complex issue in policing and in a broad range of public and commercial services. It is outside the mandate of this project to conduct a comprehensive examination of racial profiling in the police context. See, for example, Wortley, S. and Tanner, J. *Discrimination or "good" Policing? The Racial profiling Debate in Canada* Our Diverse Cities, No. 1, Spring, 2004, and, Engel, R, Calnon, J and Bernard, T. *Theory and Racial profiling: Shortcomings and Future Directions in Research*, Justice Quarterly, 19, 2, 2002, pp 249-273

break from their educational and musical performances. Their intent was to bring positive anti-substance abuse messages to youth, set to music. Combining the personal medium of music and the novelty of real police officers performing rock music, the eighty minute performances, provided personal experiences and reflections about the dangers of drug and alcohol abuse interspersed between songs.

It is noted that there are no specific community / diversity initiative directed at the aboriginal community or gay/lesbian population. HRP did provide an example of *ad hoc* liaison with groups such as Nova Scotia Rainbow Action Project (NSRAP) and AIDS Nova Scotia to address a specific disorder issue (“cruising”) at Spectacle Lake last year. NSRAP in their web site stated:

*“The police are trying to go about this in a fairly sensitive manner, consulting with community groups in order to try to deal with the complaints before doing an all out crackdown. However, they have quite clearly told us that, because persons at Spectacle Lake are acting in a manner which many would not term “discrete”, they feel an obligation to act upon complaints that they are receiving<sup>49</sup>.”*

There is apparently little interaction with the disabled group, especially the mentally challenged. However, HRP, (then A/Deputy Chief, Chris McNeil) did participate in group discussions along with Head of Law Enforcement Groups and Districts (Chief of Police, Director of Sheriff Services, etc) concerning the establishment of ‘improving first line law enforcement responders’ recognition of emotionally disturbed persons: ‘a community based education program’ which is intended to “... enhance knowledge of first line enforcement officers in 1) the recognition of emotionally disturbed persons (EDP) and 2) appropriate response strategies regarding immediate situations working in the field.”<sup>50</sup> The program has not yet become operational.

During a focus group of officers, comment was made regarding the efficacy of the ‘Village Constable’ program, essentially a proactive community-based initiative focusing on prevention and intervention rather than strict attention to law enforcement. An HRP document<sup>51</sup> suggest that the service is delivered within a specific geographical area, ..”*lived in by neighbours and usually having distinguishing characteristics which provide a bonding of community.*”

A number of officers advocated that this concept should be brought into more areas, for example Uniacke Square, as a prime location. There was also recognition that the ‘Village Constable’ concept must be allowed to develop, as there would not necessarily be instant

<sup>49</sup> “A public spectacle at Dartmouth’s Spectacle Lake”, NSRAP, October 3, 2004. In, [www.nsraps.ns.ca](http://www.nsraps.ns.ca)

<sup>50</sup> Dalhousie University, Department of Psychiatry. “Improving first line law enforcement responders’ recognition of emotionally disturbed persons: a community based education program”

<sup>51</sup> HRP, Operations Division, Patrol Section-Village Constable, undated.

success and tangible results. The Village Constable process works when trust is developed between the police and the community. However, developing that trust takes time, sensitivity and a strategic commitment to the community. The effective use of the Village Constable requires an organizational willingness to allow officer discretion versus a strict adherence to law enforcement.

In a complementary manner, the newly formed position of the Diversity Relations Officer also works in conjunction with Community Response Constables (CRC). One officer is deployed to each of the HRP divisions. The CRC role is to identify communities for outreach initiatives. The specific framework for the outreach process is still a work in progress, as is the mandate and strategic plan for the Diversity Relations Officer.

Recently, at the Downtown Halifax Business Commission's (DHBC) Mayoral Candidates' Debate, Mayor Peter Kelly declared himself "champion" of a cause to see more police presence in the downtown core. The HRP responded by agreeing to provide a "village constable" to patrol the Downtown and Spring Garden Road areas. The HRP commented that the "village constable" approach has been working well in Halifax's North End over the past several years. On November 3, Downtown's "village constable" will be working in the areas of Downtown and Spring Garden Road full time. The officer function, while not specifically focused on the diverse community, will act to prevent crime by identifying problems early. The officer plans to visit Downtown business owners to become familiar with their concerns. The DHBC will also hold a meet and greet with the officer early in the New Year<sup>52</sup>.

The Citizens Police Academy program has been revamped, and a new communication strategy employed, to attract members of the diverse community to attend the September 2004 session. The concept of the Citizen Police Academy has been successful in other jurisdictions as a means to inform and involve community members with the police, through classroom and practical learning opportunities, concerning the operational aspects of policing. An extension of this program, involving youth of high school age has also successfully been undertaken in other jurisdictions, such as Calgary, Alberta. The HRP focus will now move toward including more members of the Black community and other components of the diverse community in the program. Previously, during the March/April 2004 session of the program the majority of attendees were white males. A member of this Review's Advisory Board, who had attended the September 2004 Academy, commented during the draft findings review process, that the Citizen Police Academy was very well done and informative.

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<sup>52</sup> Downtown Halifax Business Commission, November 2004. In, [www.downtownhalifax.ns.ca](http://www.downtownhalifax.ns.ca)

A number of officers interviewed stated that they were very much involved in community activities. Activities undertaken include sitting on community councils, coaching sports in their home areas and, for some, involvement, in conjunction with the RCMP, in hosting 'Kids and Cops Camp'. One camp was conducted in 2004 with approximately 120 youth attending. This latter instance was viewed, by an HRP officer who participated (and related the experience during a focus group) as positive for building relationships with youth. The HRP recognizes the value of this enterprise in that it "...bridge[s] the gap between police and youth"<sup>53</sup>. Only a tentative date has been arranged for a 'Kids and Cops Camp in 2005.

The HRP is also visible in many other community events, although not necessarily specifically directed to the diverse community, but nevertheless inclusive of all community members, for example IWK Telethon, Christmas Daddies, Cops for Cancer and Salvation Army Kettle program, to name a few. These voluntary efforts of officers are not incorporated into the performance requirements nor necessarily into appraisals of officers.

The HRP operates a school liaison program directed at a range of grades in selected schools<sup>54</sup> and addressing topics such as,

- ✍ Internet security.
- ✍ StrangerDanger
- ✍ Drug use prevention.
- ✍ Bullying.
- ✍ Traffic safety, and
- ✍ The law.

A total of 720 such courses have been provided to date. These are comprised of 567 elementary schools, 135 in junior high schools and 18 in high schools.

The HRP fund and host 'Police Week', an annual interactive display. Youth from all schools in HRM are bussed to this event where they can observe displays, demonstrations and learn about the police department. Specialized sections and other organizations that partner with police also attend this function. . Examples exist in other agencies where similar youth programs are incorporated into the strategic approach of the agency. For example, the Delta

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<sup>53</sup> Memorandum Re: Diversity Project, Sergeant Don MacLean, December 23, 2004. pp.10

<sup>54</sup> No information was available on whether specific programs were provided for schools in minority neighbourhoods such as Uniacke Square, nor how many courses were provided during 2004. The HRM Diversity Coordinator reviewed the course content, however, no document regarding the review was available and no evaluation has been conducted regarding the courses.



Police operate a "Kidz 4 Success Kamp" in conjunction with the Boys and Girls Clubs of Delta, and the Victoria Police run a "Youth Combating Intolerance Camp". The officers who participate are recognised for their service.

HRP is a participating member in the LEAD (Law Enforcement and Aboriginal Diversity Network) initiative, having been asked to add a second member to the National Advisory Committee. HRP participated in LEAD from its early stages, and the Equity Diversity officer is a member of the working group. It was noted by an interviewee that, given its focus, LEAD could play a significant role in future training initiatives.

- ? The LEAD initiative will create a network of national, provincial/territorial, regional, municipal, and Aboriginal community-level police officers from across Canada. The network will address the gaps that exist between the values and lifestyles of Aboriginal and diverse ethnic, racial, and religious communities, and the capacity of police officers to serve them with an understanding and respect that contributes, in a meaningful way, to the safety and security of these communities.
- ? Members will be law enforcement officers of all ranks who work with Aboriginal and diverse ethnic, racial and religious communities, or who have an interest in creating a more inclusive proactive policing agenda in Canada.
- ? The LEAD network will be a forum in which law enforcement officers can ask questions, and share information and best practices about policing in our Aboriginal and diverse communities.
- ? Activities will include developing a Web site, an electronic newsletter, and a virtual platform for the network. The Web site, which will be accessible to both police and community members, will include best practices and a forum structure. Plans for the future also include listing information about hate / bias crimes, national crime statistics, community / police partnerships, and current policing issues.
- ? The network will also conduct background research on national standards, international best practices, and universal definitions of hate / bias crimes for police officers and justice personnel working with Aboriginal and diverse ethnic, racial and religious communities.

- ? The LEAD network is a partnership between the Multiculturalism Program of Canadian Heritage and the Canadian Association of Chiefs of Police, and is facilitated by the Royal Canadian Mounted Police.
  
- ? LEAD is considered a benchmark in the progress toward integrated policing in Canada<sup>55</sup>.

There are examples, in other jurisdictions, where 'diversity neutral' programs are woven into a broader diversity context and are based on an informed response to the needs of the diverse community providing a segue from existing, developed initiatives.

It is noted that police response to the issue of Domestic and Family Violence, at the local, provincial and national levels has been significantly upgraded over time and through specific domestic violence response guidelines and policy instituted within different jurisdictional areas. These changes were engineered based upon orchestrated strategic approaches. However, in the future, with increased immigration, the prevalence of domestic and family violence in these communities is likely to be exacerbated. This will necessitate proactive training for police officers as well as the establishment of partnerships with immigrant service agencies to address issues such as victim rights and the law.

An example of strategically and proactively addressing domestic violence is found with the Calgary Police Service which, in conjunction with the City of Calgary Action Committee Against Violence, piloted an initiative that saw the production of domestic assault reference material, translated into the major immigrant languages, and the wide dissemination of this material throughout the city. As well, information pertaining to the reporting of child abuse and sexual assault was translated and distributed into seven languages used within Calgary.

Additionally, a workshop aimed at helping new immigrants learn about the Canadian legal system, how police operate and the rights they enjoy as residents of Canada has been initiated and is the first of its kind in Canada. Conducted by specially trained officers, *You and the Law*, was designed based on 18 months of research, testing and evaluation, including input from immigrants and several support organizations.

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<sup>55</sup> [www.fncpa.ca](http://www.fncpa.ca)

The ninety-minute workshop for immigrant agency clients focuses on a variety of police-related topics, including:

- ? The role of police in Canadian Society - includes discussion of the municipal police, RCMP and the functions of a police officer.
- ? Criminal Code offences - examples covered are shoplifting, family violence, impaired driving and the consequences of arrest.
- ? Provincial statutes - includes laws involving driving, hunting, fishing and alcohol and the consequences of violation.
- ? Municipal bylaws - includes transit, parking and jaywalking.
- ? Police procedures - includes Canadian Charter of Rights and Freedoms, officer / violator contact and complaints against police.
- ? Crime prevention - includes personal, home and vehicle safety and discussion of programs such as Block Watch.
- ? Employment and volunteer positions - includes recruiting information and volunteer opportunities.

### **Developing in the HRP a Strategic Approach to Community Oriented Policing that Values Diversity.**

Although as noted elsewhere in this Report, Halifax and other police agencies have adopted outreach programs and approaches that attempt to establish bridges between the police and the community, strategic and orchestrated change is required to ensure a sustained pursuit of a community-based approach to police work. Several authors<sup>56</sup> have outlined the need for such an approach to reflect and accommodate the increasing diversity of Canada. A greater emphasis on community-oriented approach would reap the following benefits for the HRP.

- ✍ *“Citizens are actively responsible for policing their own neighbourhoods and communities;*
- ✍ *The community is a source of operational information, crime control knowledge and strategic operations for police;*
- ✍ *Police are more directly accountable to the community;*
- ✍ *Police have a more proactive and preventive role in the community that goes beyond traditional law enforcement;*
- ✍ *The cultural and gender mix of the police agency reflects the community that it serves;*  
*and*

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<sup>56</sup> Normandeau, A. and Leighton, B. *A Vision of the Future of Policing in Canada: Police-Challenge 2000*, Ottawa, Ministry of the Solicitor General, 1990; Oppal, *Closing the Gap*, *ibid.*

☞ *The organisational structure of the police agency facilitates broad consultation on strategic and policing issues.*<sup>57</sup>

However, changing approaches and attitudes towards diversity is not an easy task for police or other organizations. The report of the Commission for Racial Equality (CRE) in the United Kingdom, the government agency responsible for monitoring diversity within UK institutions reported significant problems experienced by the police in that country.

The CRE report<sup>58</sup> findings include:

- All 43 police forces in the UK had produced a race equality scheme
- Only one of the 15 schemes selected for detailed scrutiny reached CRE minimum standards
- One in three of the 15 forces in the sample did not adequately monitor employment
- Seven schemes failed at the first hurdle - assessing which functions and policies were relevant to promoting race equality
- One diversity instructor told officers: "You've done the diversity. That's a load of b\*\*\*\*\*s. Now let's get on with the real stuff."
- Many officers expressed concerns about the quality or commitment of the trainers, the superficial treatment of diversity issues and the 'bar and alcohol culture'.
- Evidence suggests many trainers were unconfident, uncommitted or even hostile to 'diversity'

Embracing diversity is operationally and tactically a sound business practice. Unlike Toronto or Vancouver, the immigrant population in Halifax is relatively small compared to the total population. Yet, even here, the police officer faces formidable challenges in several situations involving, for example, new immigrants who have no knowledge of the English language and who do not understand Canadian law or local customs. On occasion, as noted previously, some behaviours of new immigrants, such as loudly debating political values with accompanying hand and arm gestures, is mistaken by neighbours and by the police officers as potentially violent conflict and may result in excessive police response. This situation may be further exacerbated language differences that cause communication failures.

In other instances, the lack of knowledge of customs, for example, male dominance over female persons or the controlling role of husband in some societies, result in ineffective police responses and, potentially, an unwitting worsening of the situation. For example, a woman who

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<sup>57</sup> Oppal, *ibid.* in King, M.

<sup>58</sup> *Personnel Today*, June, 2004

has been violently assaulted by her husband will not respond to police questioning because of her fear of reprisal. Similar examples, such as reference to the Celia Zhang kidnapping case in Toronto have been mentioned in an earlier section. It is of strategic importance for the police to understand various cultures in order to permit the agency to address intra-cultural violence issues. Intra-community conflict and crises are generated within communities when various degrees of orthodoxy and or issues are the root of the conflict<sup>59</sup>. Police, such as the task force inquiring into homicides in the Indo-Canadian community in Vancouver, are often called in to investigate or mediate and resolve these conflicts.

The Oppal Commission Report, *Closing the Gap – Police and Community*<sup>60</sup>, 1994, suggests that addressing the needs of minority groups, particularly new arrivals to Canada, poses specific challenges for police agencies.

- ✍ The provision of services in multiple languages.
- ✍ Potential for racial tension and conflict.
- ✍ Victimization of the ethnic communities
- ✍ Improvement of police-race relations.
- ✍ Fear of the police.
- ✍ Lack of understanding of the criminal justice systems and the rights of minority ethnic communities.

The HRP strategic goals, as noted previously, suggest that the agency is a learning environment. Peter Senge, in *The Fifth Discipline*<sup>61</sup>, envisioned the learning organization as a place where people continually create the results they really want, through new and expansive thinking, freedom in which to do it, introspection and a reframing of activities according to the needs of the environment. The characteristics of a learning organization can be summarized as follows:

- ✍ A culture amenable to learning in general.
- ✍ A commitment by management to learning as an objective and expressed as observable action.
- ✍ Openness to ideas and a desire to do better.
- ✍ Freedom to experiment.
- ✍ A willingness to trust the judgement of colleagues, and

<sup>59</sup> Guidelines for Crisis Management and Conflict Mediation involving Police Services and Diverse racial Groups, Canadian Centre for Police-Race Relations, Greater Toronto Region Working Group, 1993

<sup>60</sup> Oppal, W. *Closing the Gap – Police and Community*, Ministry of Attorney General, BC, 1994

<sup>61</sup> Peter M. Senge, *The Fifth Discipline: The Art & Practice of The Learning Organization*. Currency Doubleday, 1990.

✍ Coordination of activities through dialogue.

The vision of a well-performing police organization is not, however, an academic construct. It is rooted and predicated on the notion of 'policing from the inside out'. That is, the excellence with which an organization delivers its policing service, is based on the excellence within the organization.

Then Chief Silverberg, Calgary Police Service, during an address to the Bonnycastle Lecture Series, University of Manitoba outlined a process for change.

*First, 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 our 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 mind set 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.*

Vision is essential, but it is also purposeful in achieving an organizational goal. Vision is inextricably linked to an organizations *raison d'être*. The stated vision of the HRP is: Safety, Peace and Order in our Community. However, there is no specific mention of valuing, let alone embracing diversity.

Managers of public sector enterprise can create value in the sense of satisfying the value goals of their citizens or clients. This is no different with respect to a Chief of Police. One way to achieve this is to deploy money and the authority entrusted to produce 'things' of value to their customers. In the case of police, this might be rapid response to emergency calls, safe streets, or the absence of crime, or policing services that are cognisant of the need for diversity. This, in essence, is the creation of value through public sector production, even though what is being produced and valued is not necessarily a physical product or service consumed by individual beneficiaries.

Public managers create value by establishing and operating their institutions to meet citizen desires for properly ordered and productive public institutions. This also underscores the importance of reassuring the 'owners', the public, that their resources are being well used and

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that the policies that guide an organization's activities reflect the proper interests and concerns of the citizens and their representatives. Public sector organizations must work hard at the task of defining publicly valuable enterprises as well as producing that value.

Public managers, through vision, create value.<sup>62</sup> Increasingly, the vision of any organisation must incorporate a diversity element.

Ultimately, it is the determination of the top and middle management in the HRP, which will make things happen. 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.*" This means that, if lasting change is to occur, everyone, from the Chief to the lowest organisational level employee has to be a willing partner in the change process. The entire notion of leadership in the policing context has to undergo a major change. The following figure demonstrates a method of achieving such change.

**A New Leadership Style<sup>63</sup>**

Away From.....	Towards....
Maintain, status quo	Create, innovate, experiment
Go "by the book", Decisions through the narrow lens of policing	Use data based decision making, combine police science with knowledge about society and its constituents
When things go wrong, blame employees	Repeated errors mean failed systems; monitor the processes continuously and improve them
An attitude of "I know everything about policing"; sole reliance on policing techniques taught in the Academy years back	Ask customers and the larger community about the outcomes of own approach, be willing to change tactics to get better results
<sup>64</sup> Role is primarily as controller, order-giver	In part a controller; key role as a coach, a teacher and a role model to several members in the community
Organization is closed to "outsiders". "We should stick with our brothers and sisters in the force."	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

<sup>62</sup>Moore, Mark. *Creating Public Value: Strategic Management in Government*. Harvard University Press, 1998, Boston, Mass.

<sup>63</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>64</sup> (see also Nadler & Tushman, 1996). Nadler, D. and Tushman, M. Beyond the Charismatic Leader: leadership and organizational change, in Steers, R., Porter, L. and Bigley, G. (Eds.) (1996) *Motivation and Leadership at Work*, 6<sup>th</sup> Ed. McGraw-Hill International.

Thus, as noted by Senge,

*“In a learning organization, leaders’ roles differ dramatically from that of the charismatic decision maker. Leaders are designers, teachers and stewards. These roles require new skills: the ability to build shared vision, to bring to the surface and challenge prevailing mental models, and to foster more systemic patterns of thinking. In short, leaders in learning organizations are responsible for building organizations where people are continually expanding their capabilities to shape their future – that is, leaders are responsible for learning”.*<sup>65</sup>

The link between this kind of leadership and community-based policing methods that value and embrace diversity is clear.

A further model, adapted from the Calgary Police Service experience<sup>66</sup>, retains the vertical chain of command, but overlays it with a cross functional structure, enforcing the ability of all members to participate while moving the service further along its goal of community-based policing.

**Traditional vs. Community methods of Policing**

<i>Traditional</i>	<i>Community</i>
? Reactive	? Proactive
? Conformity	? Creativity
? Enforcing law	? Prevention
? Bureaucratized, Manager as controller	? Cross-functional, Manager as learning facilitator/ coach
? Command of control	? Empowerment of lower ranks
? Focus on individual performance, technical job skills	? Focus on Team & Organizational Performance, skills of whole person
? Sporadic, isolated and contained training	? Life-long, holistic learning
? Centralized decision-making	? Community participates in decision-making

Organizational cultures can be "strong" or "weak" depending on the extent to which norms and values are clearly defined and rigidly enforced. An organization with a weak culture has ill-defined norms and values and low enforcement, while strong cultures tend to put high pressure

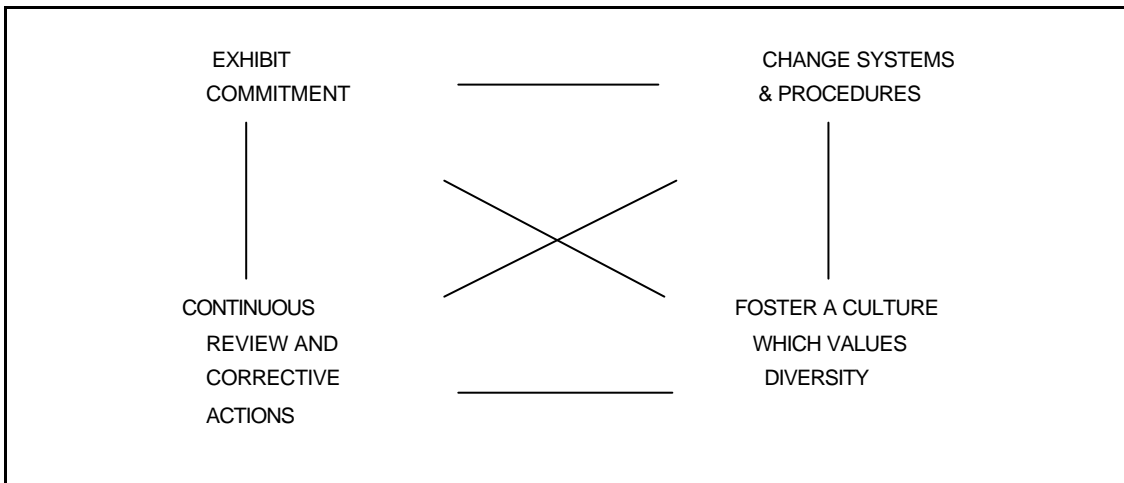
<sup>65</sup> Senge, P. The Leader’s New Work: building learning organizations, in Steers, R., Porter, L. and Bigley, G (Eds.) (1996) Motivation and Leadership at Work, 6<sup>th</sup> Ed. McGraw-Hill International.,726.

<sup>66</sup> Source: Adapted from CPS 1998 Environmental Scan (p.88) and Interview with Chief Silverberg, May 1999. Cited in David Cohen, *Implementing Private Sector Best Practices in the Public Sector: the Calgary Police*. In, [www.bestpracticeboard.com](http://www.bestpracticeboard.com)



on members to conform. Some of the norms may be "pivotal" or mandatory while others are non-mandatory or "peripheral". The peripheral norms are usually those relating to dress, decorum and generalized preferences and attitudes [e.g., political party preferences], but in some organizations, such as police agencies, several of these peripheral norms are enforced by management. Past research findings suggest that organizations where pivotal and peripheral norms are well established, diversity related changes are harder to achieve. In police agencies, the structure and discipline, with limited lateral entry and limited turnover of personnel to dilute dominant ideals, inhibits change. This means that stronger efforts at sustaining a culture that values diversity are necessary. This requires an integrated and on-going establishment, monitoring and refinement of the application. This approach is demonstrated below.

#### Management Actions To Foster Diversity



In conclusion, the perspective of the community, previously described, and the perspective of the police are different. There is disconnect between the community and the police and how they view each other. Both hold perceptions that they are not valued or respected by the other. The police view themselves as, to paraphrase Kelling<sup>67</sup>, mandated to fix broken windows in the community. In other words, to enforce the law, to focus on crime and social disorder problems such as fights, drunks and drugs. This is consistent with the HRP stated vision: Safety, Peace and Order in our Community<sup>68</sup>. However, in Halifax, as indicated in the previous section, the

<sup>67</sup> James Q. Wilson and George Kelling developed the 'broken windows' thesis to explain the signaling function of neighborhood characteristics. This was first published as, "Broken Windows: The police and neighborhood safety." The Atlantic Monthly, March 1982. pp 29-37

<sup>68</sup> Mission Statement, Business Plan and Other Documents. Halifax Regional Police : August 2004.

community wants the police to move beyond the reactive and be, in terms of perception and reality, less the agent of oppression and more the active participant in building, through partnerships, the social structure that contains the 'windows' from which community members view Halifax. The closing of this gap in perceptions and reality requires change on the part of the HRP.

Although the HRP has laid out strategic approaches to a more community oriented approach to policing, for community-based initiatives to be effective, the vision, plans and policies must be translated into an operational reality. Seagrave<sup>69</sup> has cautioned that *'the extent to which community policing represents organisational change in every police agency in Canada is open to debate'*. Also, Griffiths<sup>70</sup> suggests that *'although a great deal of literature on community policing exists and many police administrators talk the talk of community policing, very few members practice it'*. Although, since these articles appeared in 1999, some police agencies have moved closer to a community orientation in their planning and operations, in other agencies there is still a failure to fully commit to the practice. We suggest that it is this absence on the part of the HRP that has allowed the current fracture in relations with the diverse communities to develop.

Diversity has a strategic and operational impact on policing. Organizational leadership can create strategic change through the implementation and monitoring of internal and community based approaches that bring about, and underscore the value of, diversity. These strategic initiatives translate into tactical approaches that empower the valuing and embracing of diversity. This, in turn, will have a positive impact on the community. However, an organization set in a traditional mindset, limits awareness and understanding and stifles activities that otherwise would promote organizational change.

***Recommendation with respect to HRP Finding #6:***

- 1. The Halifax Regional Police adopts and implements a strategic management and operational approach to policing that incorporates an open perspective of the community, values diversity and focuses on an inclusive community-based approach to the policing task.***

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<sup>69</sup> Seagrave, *ibid*, 242 and Seagrave, J., *'What's in a word? "Community" Policing in Britain, USA and Canada'*, *The Police Journal*, LXIX (1):30-40, cited King, M.

<sup>70</sup> Griffiths, et al, *ibid*.239, cited King, M.

***This is likely to include,***

- a. ***A more inclusive community focussed approach to planning and deployment.***
  - b. ***The development of a strategic plan that incorporates an orchestrated approach to encouraging diversity.***
  - c. ***A management approach that encourages professional rapport between the agency and the community and between individual officers and citizens.***
  - d. ***Encouraging sworn and civilian staff to use their own discretion, while operating within the bounds of the agency strategic plan and policy, so that operational duties default to a community, diversity aware, base for action.***
  - e. ***Reviewing operational strategies to ensure that they are ‘community sensitive’ and that, within the bounds of the law, operational tactics allow for community idiosyncrasies.***
  - f. ***Reviewing crime-reporting processes to ensure that all incidents that are reported are subject to a common call-screening process such that incidents that absolutely require the attendance or attention of the police receive the appropriate attention.***
  - g. ***In addition to the Diversity Works logo on HRP recruiting Web link, the modification of the Web site to provide a clear, concise statement that Halifax Regional Police values and embraces diversity.***
  - h. ***Modifications to orientation and recruiting information to clearly state Halifax Regional Police values and embraces diversity.***
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2. ***Halifax Regional Police reviews and amends, as appropriate, public complaint handling procedures and internal grievance processes to ensure transparency, fairness, consistency, and timeliness.***
  
  3. ***Halifax Regional Police implements a process, within the confines of the Police Act, to analyze public complaints regarding officer conduct and police service, to determine and trend the nature of the complaints, frequency, resolution process, and outcomes in order to develop proactive strategies to address citizen complaints and to rectify expressed concerns, in particular, with respect to the diverse community.***

### **HRP Finding #7**

***The Halifax Regional Police needs to ensure the street application of diversity.***

#### **The Backdrop for Community Involvement by the HRP.**

The HRP vision is 'Safety, Peace and Order in our Community'. This is to be achieved through seven policing functions:

- ✍ response,
- ✍ enforcement,
- ✍ crime solving,
- ✍ prevention,
- ✍ education,
- ✍ referral, and,
- ✍ problem solving<sup>71</sup>.

For the operational officer in the HRP, *Human Resources Guide for Policing Opportunities*<sup>72</sup> provides an overview of how these core tasks are applied, in practice.

- ? *“General tasks, such as attending to calls, report taking, completion of logs, forms and reports, communicating with residents to obtain information, contact with criminals, providing common sense advice.*
- ? *Technical aspects, such as, memorization of Federal and provincial statues and regulations, exercising discretion, gathering physical evidence, attending crime information briefings.*
- ? *Physical Demands, such as, responding in emergency situations.*
- ? *Challenges and Risks, such as, prioritizing call and level of response.*
- ? *Difficult and Unappealing Conditions, such as, entering unsafe and unsanitary buildings, coming into contact with persons drunk, mentally unstable, agitated, covered in blood, vomit and other bodily fluids.*
- ? *Rewards, such as, salary and benefit package, consoling a victim, assisting a young person in getting their lives back together.”*

For the individual considering a policing career, the *Guide* also provides a positive incentive to become involved in police work.

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<sup>71</sup> *Mission Statement, Business Plan and Other Documents*, HRP, August 2004.

<sup>72</sup> *Human Resources Guide for Policing Opportunities* pg4-7.

*“The sense of job satisfaction and personal achievement you attain is incomparable and your motivation will always be the fact that you have a chance to make a difference by offering distinguished service”<sup>73</sup>.*

For officers on the street, the perspective on policing is somewhat different. Street officers see themselves as being ‘call driven’ with little time for activities other than attending calls. There is the belief, expressed by some during interviews, that management has limited desire for officers to become involved in other, perhaps, proactive initiatives. There are time constraints and incident related forms to complete. The workload conundrum is exemplified in the suggestion from one of the officers who attended a focus group, *“We don’t have time to chat to people. “ “It is an ongoing, never ending battle”*. This sentiment was endorsed by others in the same focus group as well as by participants in another focus group.

Officers point out, from their perspective, residents of Uniacke Square, both adults and children, do not want to establish cordial relations with the police officers who patrol the area. The officers hear the children calling out *“Five-O’, ‘Five-O’”<sup>74</sup>* 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 only wave or acknowledge an officers presence with a nod, 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, 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 officer focus group<sup>75</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”. 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 police,

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<sup>73</sup> Ibid. pg.7

<sup>74</sup> The exact origin for this designation is not known, however, this is thought to refer to the designation “Hawaii Five O” of the television series of the 1980’s.

<sup>75</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 these sentiments reflects what is believed to be the prevailing belief among, at least, a significant segment of the HRP patrol officers.

the officers suggest, with the current HRP approaches, have no opportunity to counter that influence.

This perception may be of particular significance if the officer is not part of the majority group. For example, some female police officers are concerned that they are not respected by community members. These officers face special challenges when policing some communities that hold traditional views of gender-roles for women. As well, female officers feel they are often not treated equally to their male counterparts. When a female officer responds to a call, she is not welcomed and, often, when a male and female officer jointly arrives at the scene, the female officer is totally ignored. However, some female officers commented that at times they can be very effective in calming a situation. It was suggested that male chauvinism crosses cultural and racial lines and female officers have to deal with inappropriate or harassing comments, gestures or actions from the public they serve.

In addition, officers are concerned and have a perception that ‘people constantly lay complaints’ with respect to incidents arising from officer / violator contact. They see the media as perpetuating this. 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. The officer proposed that it is the community that should become proactive. Others see the complaints issue as strictly between the police and the Black community, driven by the Johnson Inquiry. The Inquiry, they suggested, had acted as a catalyst for tension and complaints.

#### **Internal agency changes required to encourage the embracing of diversity at street level.**

A perception amongst operational officers is that the NSHRC Board of Inquiry, and other recent changes such as Integration of police services in HRM, have resulted in a climate of ‘management by crisis’. Additionally, this has resulted in limited street discretion afforded officers, an absence of a plan to deal with issues such as diversity and a belief that errors, although well meant, may result in punitive measures by management. There is a belief that ‘Being creative has risk’.

The application of problem solving techniques to crime and social disorder issues in Uniacke Square, is given short shrift by some officers who prioritize the organizations mission statement,

*Leading and Partnering in the Community to Serve and Protect* and the attendant core tasks, as noted previously, in a different order of priority. Their perception is that they are in the community to enforce the law. They are reactive not proactive. An interviewee commented, “*We are not social workers.*”

Several of the officers present at the focus groups pointed out that there is little incentive for HRP police officers to use discretion in resolving "incidents". If an officer uses an approach that was more appropriate for the occasion but deviates from policy or accepted approach, the officer, it was suggested, would be penalized. This suggestion was corroborated during our interviews with community representatives who mentioned that they had broached the idea of community-based programs and had been informed that officers told them they had limited discretion to undertake such initiatives. "*Mistakes are never condoned*", noted an officer during the 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.

An anecdote narrated during the course of the interview process highlights this point. A young police officer encountered a ten-year old child who was having a temper tantrum, all the while holding a knife in his hand. Sensing that no imminent danger existed to anyone, the officer used his interpersonal skills to calm the child and take the knife and return the child to his home. However, on hearing about the incident, his supervisor admonished him for not going by the book in dealing with the "incident". The absence of, or limitations to, implementing discretion promotes a traditionalist model and stifles problem solving, one of the seven police functions<sup>76</sup>.

To foster diversity, both the attitudes and behaviours of all police service employees have to undergo changes. However, attitudes, by their very nature, are deep-rooted and can be changed only in the long term. One aspect of behaviour and attitude relates to the issue of inappropriate language or the display of inappropriate behaviours. As noted elsewhere in this Report, individuals from other community groups and the Black community feel that there are no sanctions or punishment for inappropriate behaviours on the part of police officers when dealing with community.

There is a perception that the lack of information from HRP to complainants is not necessarily a result of due process or statute, rather it is viewed as the police essentially ‘forming square.’ Such defensive behaviour is endemic to organisations that are polarized from the community or clients. The issue of ‘who polices the police’, at this time, is one of the foremost national topics

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<sup>76</sup> Mission Statement, business Plan and Other Documents, HRP, August 2004.

on the police / public agenda. Given the crisis of confidence in policing, impacting police agencies nationally, 'silence' on the part of HRP is viewed by many as only exacerbating the situation. Although camaraderie and mutual support are positive in any organisation, the peer pressure to conform and the code of silence expected, emphasizes the negative impact. New hires that are open to change can be negatively impacted by the views of the (fortunately) few more cynical, more experienced officers who may hold jaundiced views on diversity, openness and community involvement.

Participants in focus groups and interviews observed that, while most police officers carry out their duties in a professional and conscientious fashion, there are some officers, who, consciously or unconsciously, act on their stereotypes about minorities, disabled and persons who hold different values, such as sexual orientation, or even appeared different from them in behaviours, such as, loud laughter from Black youth.

However, like the community, the HRP is not of one voice. Minority police officers suggested that they are also the target of racial slurs and harassment from other officers. They also reported the absence of any substantive sanction by the supervisors against such behaviours. Racially slanted humour and comments that disregard the dignity of the individual are common on the part of some supervisors, reported some of the minority officers during the focus groups. Others present did not refute that statement. However, the officers who feel offended by such remarks see little recourse 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. A number of Black officers who were present at the focus groups observed that, given the organizational climate, there is little likelihood that gays, lesbians or trans-gendered officers will ever have the courage to come out in the open. To provide balance, Deputy Chief McNeil, while commenting on the content of the draft Review noted that there are 'openly' lesbian members in the HRP and that their colleagues accept them<sup>77</sup>. Some female officers stated that, at times, their male counterparts within HRP harass them, although the general opinion was that this harassment by fellow officers was decreasing. However, they commented that it is they who must chastise a male officer for inappropriate comment or behaviour, as there is limited support from supervisors or their colleagues in their rank.

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<sup>77</sup> Teleconference, December 21, 2004. HRP, Perivale +Taylor and Das Management and Educational Services.  
perivale + taylor



Documents examined during the course of the Review also suggest that there is no adequate process to reintegrate officers who had been admonished for inappropriate comments or behaviours.

When an attempt at change is initiated success can be achieved. An officer reflected back to the time when the Drug Unit normally had lewd female posters displayed. “Before it was ok, but now this is an harassment issue. They put in positive workplace training, and now posters are gone.” When an organization, from the top down, states, for example, that workplace harassment, racism (in all its manifestations) are not tolerated, and imposes meaningful sanctions and follow up, the problem is being addressed.

### **Initiating changes in attitudes, perceptions, values and actions at street level.**

To optimize any change effort, it should *actively involve* the employees. Further, the goals set for an individual employee should be *achievable* given the time and other resources. The employee should, also, be *accountable* for producing learning or behavioural changes. This means that whether it is a one day training program or a month long community activity intended to foster diversity, there is an assessment of the employee's roles, learning and successes during the event.

The Standard Operational Policy and Procedure Manual Policy 1.2: Valuing Race Relations and Diversity indicates that HRP does not condone nor accepts racially-biased policing. However, some of the street officers, hesitantly, admit there is some racism. In a media conference on January 19, 2004, Chief Frank Beazley observed,

*“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...”<sup>78</sup>.*

Answering a follow-up question, Chief Beazley 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>79</sup>.*

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<sup>78</sup> Media conference, Chief F. Beazley, January 19, 2004

<sup>79</sup> *ibid.*

When the terms diversity, valuing diversity and diversity training are addressed with ‘street officers’ there is, as indicated in focus group comments, general agreement that the impact of the changing workforce is apparent. They mentioned that the changes in recruitment and training have had a noticeable impact. This training, they suggest, helps the officer to learn ‘what’s there’, but there is also general agreement that it does not effectively teach the officer “how to apply that knowledge on the street.” This latter comment is in contrast to the lessons learned by the University of Illinois Police, contacted in the benchmarking exercise as part of this Review. The Illinois officers view their diversity training as beneficial, but this is, they suggest, because the training is on-going and job related. It is effective because it is part of a strategic process with goals and objectives that impact both individual behaviour as well as organizational development.

During the course of this Review there was no indication provided that the HRP have adopted a similar orchestrated strategic, or tactical, approach to effective diversity management that has been applied at operational level.

Interviewees noted the creation of the Diversity Relations Officer as an initiative in support of a coordinated approach in diversity management. In the opinion of the HRP rank and file, the creation of the Diversity officer position is generally viewed as being positive. It is also noted that the position reports directly to the Chief of Police. However, the specific role and function for this position is not well articulated: officers acknowledged that it is still being developed. Other officers comment that much of the focus is on the Black community, and add that there is need for training also with respect to the gay/lesbian community and the transgender community. This training, they suggest, coupled with strategic and operational plans and the management support for street level community-based activities will further incorporate diversity into the *modus operandi* of the HRP.

It was suggested, by officers, that time could be a mitigating factor. For example, a senior officer commented, “*Wait 15 years and there will be no problem or less of a problem.*” The rationale for this being that the ‘new generation’ of police officers is being exposed to diversity in the community, is more accepting of diversity, and the new hires value diversity. It is also felt that, while they supported the concept of diversity, the officers lacked coordinated effort or the necessary direction to introduce changes.

***Recommendation with respect to HRP finding #7.***

- 1. The Halifax Regional Police develop strategies and tactics that further change attitudes and behaviours of all staff to move from a structured, reactive, agency focussed perspective to one of an inclusive community-based proactive perspective.***

***This is likely to include,***

- a. Greater discretion afforded street officers.***
- b. Management and supervisory support of community based activities.***
- c. Personal performance plans, within a corporate plan, which encourages proactive approaches to policing.***
- d. Enforcement of a work site anti-harassment policy.***
- e. Disciplinary or other action against those within HRP who do not fully meet the requirements of agency and personnel performance plans and HRP diversity and operational policy.***

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***HRP Finding # 8***

***The Halifax Regional Police needs to ensure the application of human resources approaches and policies that support diversity.***

**Recruitment of Personnel**

The HRP has made significant effort to increase the number of female, Native Canadian and visible minority members. This initiative is particularly evident in the 'sworn' component of its workforce. The first racially visible officer hired by Halifax Police Department was in 1967. Subsequently, Dartmouth Police Department followed and the first African Nova Scotian, from East Preston was hired. Sporadic hiring of all target groups continued during the next three decades. 1993 marked the first African Nova Scotian female to be 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>80</sup>.

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<sup>80</sup> Key Messages, Halifax Regional Police, August 2004.

Chief Beazley has publicly stated, regarding efforts to recruit for the 2005 Police Science Program, that HRP is encouraging participation from individuals in the diverse community.

*Our current recruitment campaign encourages individuals from diverse backgrounds to enter policing and effect change within the organization and within the community. This will better position Halifax Regional Police to respond to unique issues and foster partnerships within our diverse communities<sup>81</sup>.*

The Halifax Regional Police recruitment campaign in 2001 emphasized a community outreach strategy and resulted in the hiring of nine African Canadian, two Arabic, one Asian and seven female members. Included in the recruitment strategy was funding for selected candidates so as to remove a potential artificial barrier. A meeting of HRP management with Myan Francis, Chair, NSHRC, secured an endorsement of a minority focussed recruitment initiative.<sup>82</sup>

In the past ten years, 30% of all new police hires have been female and 14% from racially visible groups.<sup>83</sup> HRP is now utilizing 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>84</sup>.

The HRP recruitment team, for the 2004-2005 recruitment initiative is comprised of 14 officers and a civilian coordinator. The team exemplified diversity with 5 females and 11 visible minorities. Specific testimonials from serving female officers and male officers from the diverse community, readily available through the HRP website<sup>85</sup>, reinforce the HRP community outreach strategy.

*"The amount of time off allows for a reasonable balance between work and home."*

*"Being a Police Officer has been a positive in my life, it provides me the opportunity to try to better our society for my children and other youth."*

*"My hours and time off are great! It suits my lifestyle at this point in my life with off duty activities."*

*"They are always willing to share their expertise and work as a team to provide justice for the community they serve. They also provide you with support and their leadership and insight."*

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<sup>81</sup> "Recruitment campaign targets diverse communities." The Daily News, January 31, 2004.

<sup>82</sup> 2000 Racially Visible Minority Recruitment Process, (HRP Recruitment binder) pg.11.

<sup>83</sup> 2003-2004 Racially Visible Recruitment Plan, Halifax Regional Police Service, page 2. August, 2004.

<sup>84</sup> Key Messages HRP August 2004u

<sup>85</sup> [www.halifaxregionalpolice.com](http://www.halifaxregionalpolice.com) (Recruiting icon). Photographs of the members providing testimonials indicate their membership within the diverse community.

The message also provides a positive life style focus, balancing work, family and community commitment.

*"These goals are easily attainable through working hard and displaying a high level of dedication to your work. Essentially, openings are always available for those willing to accept the responsibility for those desired positions."*

*"Being a police officer is rewarding in many ways. It provides me with lots of time off to spend with my family and to volunteer. Since sports is a major part of my life, I have chosen to volunteer my time as an assistant coach for varsity athletes<sup>86</sup>."*

The use of internet police service web sites as a communication strategy and an information tool to focus on and recruit from the diverse community is a best practice noted in other jurisdictions. This approach is illustrated in the following examples.

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>87</sup>*

Edmonton Police<sup>88</sup> specifically state:

*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>89</sup>.

The RCMP, who are partners in policing with the HRP in the HRM, have a specific and focused statement with respect to their commitment to cultural diversity<sup>90</sup>.

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<sup>86</sup> *ibid.*

<sup>87</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>88</sup> <http://www.police.edmonton.ab.ca/Pages/Recruit/career.html>

<sup>89</sup> <http://www.city.winnipeg.mb.ca/police/WomenInPolicing/womeninpolicing.htm>

<sup>90</sup> [http://www.rcmp-grc.gc.ca/recruiting/index\\_e.htm](http://www.rcmp-grc.gc.ca/recruiting/index_e.htm)

*The Government of Canada recognises cultural diversity as a fundamental characteristic of Canadian society and, as a federal institution, the Royal Canadian Mounted Police (RCMP) is committed to providing effective police services that are appropriate, sensitive and equally responsive to all segments of Canada's diverse society.*

*The RCMP is committed to policies and practices which reflect all laws, regulations and government commitments confirming and dealing with diversity and including all laws prohibiting discrimination on any grounds as defined by the Canadian Human Rights Act.*

*The RCMP is committed to a membership which is representative of Canadian society and to promoting and supporting equity within its employment practices.*

The HPR recruitment team visited a range of venues to promote the 2004-2005 recruitment process and initiative<sup>91</sup>. This included:

- ? General audience information sessions; attendance at Career Fairs (St. Mary's University; Blueprint for the Future Aboriginal Youth Career Fair; Halifax Joint Fair (Universities); Millwood High School; Public Service Commission – Female Employees Career Day)
- ? Universities (Acadia, Mount St. Vincent, Dalhousie, St. Francis Xavier, and St. Mary's)
- ? Community Centres (Membertou first Nations, Eskasoni first Nations, Chapel Island first Nations, Wagmatcook First Nations Whitney Pier (Black cultural Centre), Dartmouth Career Centre, MicMac Friendship Centre)
- ? Others (Arabic community newsletter, MISA, Atlantic Sport and RV show, Greek Orthodox Church, Career Resource Centre).

While there are other potential sites to consider for recruitment initiatives such as Multi-cultural Association of Nova Scotia [MANS], *Celebration 2005*; Metro Immigrants Settlers' Association [MISA], *reachAbility.org* ; Rainbow Coalition Lesbian-Gay-Bisexual Youth Project and so on, it is evident that HRP has specifically directed their recruiting resources to be inclusive rather than exclusive with respect to the diverse community.

The number of HRP officers who have declared themselves to be members of racially visible groups, minority groups or female is provided in the following table along with the proportion of these groups in HRM<sup>92</sup>. As can be seen from the table, while the proportion of HRP officers who have declared themselves to be African Nova Scotian is in line with the proportion of this group

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<sup>91</sup> Halifax Regional Police, *2003-2004 Racially Visible Recruitment Plan*. Appendix B.

<sup>92</sup> The consultants 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.

in HRM [for the entire HRP workforce and not for specific job categories], almost all other groups are under-represented in HRP.

**Visible Minorities in HRPS Workforce**

HRM/ HRP <sup>93</sup>	Total	Female	Total Racially Visible	Black	Aboriginal	Arab	Chinese	South Asian	Disabled
HRM	355,945	170,575 (47.9%) <sup>94</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>95</sup> (11.5%)
HRP (Sworn Officers only)	403	55 (13.6%) <sup>96</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>97</sup>	3	-7 <sup>98</sup>	1	1	1	3	46

The authorized strength of HRP includes twenty-six (6.5%) racially visible officers of which twenty-two (5.5%) are Black officers. There are, fifty-five (13.6%) females and three (0.7%) from the Aboriginal community. In contrast, the population of HRM is made up of seven percent racially visible people (with 13,000 Blacks constituting the biggest group at 3.7%) and one percent aboriginals. Hence overall, in terms of numbers, HRP reflects the area's population reasonably well, except in the case of females<sup>99</sup>.

With respect to females, however, HRP is above the norm established within Nova Scotia. A recent Statistics Canada<sup>100</sup> study showed that 12.3 per cent of police officers in Nova Scotia are female. This is below the proportion of females (13.6%) in the HRP. The study demonstrates that the national average of proportion of females within policing is 16.6%. British Columbia has the highest provincial proportion at 20.5% with the Vancouver Police Department having 23% of its sworn officers being female. In 2004, 26 percent of the recruits to the Vancouver Police were

<sup>93</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>94</sup> Indicates percentage of the population

<sup>95</sup> Estimated using national figures for disabled in the 25-64 age group.

<sup>96</sup> Indicates percentage of sworn HRP officers

<sup>97</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>98</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.

<sup>99</sup> There are no physically challenged HRP officers. While the importance of physical and mental fitness to effectively carry out the duties of a police officer, is understood, police as well as other public service providers – EMS, Fire Department must be mindful and ensure that only those criteria that are absolutely essential for effective performance are being enforced and unintended discrimination or artificial barriers should not be permitted.

<sup>100</sup> Statistics Canada, December, 2004, reported The Vancouver Sun, December 12, 2004

female. In the Surrey Detachment of the RCMP, the largest detachment in the country, 19 per cent of its officers are female.

In research conducted in 1994, Jain found that not only were visible minority police officers predominantly male, but their proportion varied considerably from one agency to another. In 1990, visible minority officers comprised only 0.8 per cent of the RCMP; 4.7 per cent of the Toronto Police service; 4.5 per cent of the Halifax police and 3.8 per cent of the Vancouver Police.<sup>101</sup> However, in 1993, visible minorities comprised 7 per cent of the general labour force in Toronto and 16 per cent in Vancouver.<sup>102</sup>

While total application statistics are recorded by HRP, a more detailed record keeping will enable the organization to take more proactive actions to focus on specific communities. Detailed data will also identify the hurdles for applicants from the diverse communities. This will also assist the organization in maximizing the return on recruitment initiatives. The following statistics are recommended.

- ? Total number of applications received from each identifiable minority group for entry-level jobs. This statistic is already available in HRP.
- ? 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.
- ? The departure from the HRP of any employee, (but particularly members of targeted groups) should be subject to an objective exit interview. The information gleaned from such interviews should be recorded to determine, in individual and aggregated, trend form, if any changes in processes are required to facilitate continued employment or to attract new hires. Although HRP management suggested that exit interviews are conducted, this practice is not employed consistently and aggregated data is not fed back into the human resource processes.

Flowing from the HRP initiatives to recruit persons from the diverse community, the issue of candidate selection requires examination. It is also important to recognize that the HRP recruits from the whole community it serves, not just the diverse community. Consequently, the issue of

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<sup>101</sup> Jain, *An Assessment of Strategies of Recruiting Visible Minority Police Officers in Canada, 1985-1990*, McMaster University, Faculty of Business, 1994, Cited in Seagrave, J., *Introduction to Policing in Canada*, 1997, Prentice-Hall and King, M. *ibid*.

<sup>102</sup> Seagrave, J. 98, *ibid*



recruit cultural competency and the degree to which it should be a criterion in hiring decisions is relevant.

The Calgary Police Service, as discussed previously, is cognizant of, and sensitive to, the demographic change to the community at large and sets the basic expectation for all applicants with respect to community interaction, stating:

*... it is imperative that all applicants understand that they must maintain the highest professional conduct when dealing with Calgary's diverse communities. This means all applicants must be free of prejudices and stereotypes and using non-discriminatory practices when dealing with the members of the public or co-workers<sup>103</sup>.*

Recruiting information publicly available on the HRP web site, does not specifically address applicant behavioral expectations with respect to the diverse community. However, the HRP Applicant guide states:

*You will need to practice strong interpersonal skills to obtain information from suspects, victims, and witnesses many of whom will be in an agitated state and may be from different backgrounds and cultures...you will recognize community issues and address them with your problem solving and analytical skills. You will cooperate with other stakeholders to address community issues<sup>104</sup>.*

The orientation procedures for police officers supplied by HRP<sup>105</sup> did not have any reference to diversity management challenges nor does it underscore the importance of this competency for a police officer. The civilian employee orientation guide<sup>106</sup>, with reference to the HRM corporate guiding principles, has a short section on recognizing and encouraging diversity. Section 3, detailing employment policies, discusses non-discrimination within the context of HRM Employment Equity Policy. The HRP states it will ...”make reasonable accommodation for qualified individuals with known disabilities unless doing so would result in an undue hardship.<sup>107</sup>” The section pertaining to *Standards of Conduct*, the *Workplace Rights Policy* refers to the HRM obligation to:

*...provide a workplace free of harassment. Diversity is a hallmark of the strength of our community and maintaining dignity and respect for all people is a responsibility of each employee of our corporation<sup>108</sup>.*

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<sup>103</sup> *ibid*

<sup>104</sup> Halifax Regional Police Applicant Handbook, revised May 2003.

<sup>105</sup> *Orientation Package for Lateral Entry Police Officers*, Prepared by Halifax Regional Police Service Training Section, Undated. Supplied in August, 2004.

<sup>106</sup> *Civilian Employee Orientation Guide*, Halifax Regional Police Service, Revised: September 15, 2003, p. 5.

<sup>107</sup> Halifax Regional Police, *Civilian Employee Orientation Guide*, (Revised September 15, 2003) pg.9.

<sup>108</sup> *Ibid.* pg.17.

There was no specific statement pertaining to the value of diversity or the organization embracing diversity, evident in the Civilian Employee Orientation Guide and directly attributable to HRP other than by virtue of it being a business unit within HRM and, consequently, subject to HRM guiding principles.

### **Selection of Personnel**

The recruit selection devices reviewed during the course of this Review do not adequately measure a new hire's competency to value or embrace diversity. The details of various selection tools supplied by HRP did not have any component that measures an applicant's exposure to multi-cultural, multi-racial environments and the ability to effectively operate in such environments. The current selection tools need refinement to incorporate this competency so that they can be measured using objective indices or behaviours.

Additionally, there is no information available from HRP on the predictive or criterion-related validity of various selection devices such as tests, role-plays and interviews used by HRP. In particular, the present selection test, which apparently is used as a first screening device, is not validated for various cultural groups. An interviewee said that valuing diversity is one of the competencies sought at selection. Questions are applied evenly to all candidates. However, in evaluating the present selection test, Professor Stephen Perrot of Mount Saint Vincent University, an ex-police officer and now a psychologist who was hired by HRP as a consultant on selection methods, commented regarding the Henmon Nelson personnel selection method used by HRP.

*"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 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 Nations applicants will score lower on this test, on average, than White and Asian applicants.*<sup>109</sup>

The other selection procedures and predictors currently employed by HRP have only *face* or, at best, *content* validity. There is very little knowledge about their predictive validity. For example, the role-play used for promotion does not have any diversity management component. It should be noted that the role-plays are a critical component of the existing selection and promotion system. For example, in the 2003 Sergeant's Promotional Routine, twenty-eight of the forty-four (64%) of the total applicants failed the role-play. It is possible that qualified minority applicants may be overlooked if the predictors, for example, the tests or role-plays used, do not have the ability to predict future performance. Only a more in-depth analysis can determine this conclusively. It is beyond the mandate of this Review to offer guidance on the detailed development of selection processes.

An unintended outcome of the present selection procedures and weights attached to different predictors, (for example, experience versus test score; interview performance versus experience) may be the invisible barriers created against the career development of specific groups. There is no information that this, in fact, currently exists. However, in the context of designing human resource management systems that remove invisible barriers and create an inclusive organization culture, a further examination of the entire selection system and the validity of various predictors are necessary. Such an examination and the development of a new process are beyond the mandate of this Review.

Within the context of career development and the potential of selection for promotion, an officer observed during the interview process as part of this Review, that the Chief *"could quite readily justify promoting female and Black officers if they are qualified."* The individual added, *"there is a need to have racial and gender visibility at the senior levels."*

The African Canadian Caucus, commenting on the stance of the Government of Nova Scotia with respect to the recommendations flowing from the Marshall inquiry, noted that the government 'supported' (but not accepted) recommendation #57. The recommendation proposes, *"Action should be taken to make sure that people of colour get into police management positions."*<sup>110</sup> Both these observations attest to the need for selection processes that are transparent and valid. Education and training processes in preparation for selection

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<sup>109</sup> Relevant extract from a letter from Professor Stephen Perrot to Superintendent Fred Sanford, Halifax Regional Police Service, dated December 3, 2002.

<sup>110</sup> "Justice Reform and the Black Community of Nova Scotia: The case of Donald Marshall Jr.", African Canadian Caucus of Nova Scotia, 1992. pg.34.

processes that specifically assist members of minority groups are offered in other jurisdictions<sup>111</sup> to rebalance systemic inequities.

In the immediate future, the present selection devices need to be validated for their concurrent validity. In the foreseeable future, their predictive validity should be established and where necessary, refinements made to cut-off scores to ensure that they are not discriminatory to any group.

There are challenges inherent in any validation procedure. Considering this, 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 developed for the purpose of checking concurrent validity will also be helpful when the organization, at a later date, is ready to determine the predictive validity of the test. In the long run, the predictive validity of *all* selection tools needs to be examined and the selection procedure refined to ensure bias free, high validity for all groups.

Such a validation procedure will allow HRP to review various selection procedures for possible adverse impact. Adverse impact occurs when the selection rate for a specific group (e.g., women, gay-lesbians, disabled, visible minority) is lower than that for relevant comparison group.<sup>112</sup> In the hypothetical example provided, in the table below, 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, one rule-of-thumb that is frequently used to establish adverse impact in selection is the four-fifths rule<sup>113</sup>. According to this rule, adverse impact is established where the selection rate for the specific group is less than four-fifths that of comparison group.

Employment statistics for an adequate number of years were not available [for various groups, at different selection stages] and consequently were not examined to determine whether or not adverse impact exists on any specific group. Follow up examination of statistics needs to be undertaken to ensure that there is no unconscious or systemic discrimination in selection of people belonging to any specific group.

<sup>111</sup> For example, Justice Institute of British Columbia.

<sup>112</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>113</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.

### An Illustration of *Adverse Impact* [Hypothetical]

Number of applicants (A)	Number of applicants	Selection who were hired (B)	Ratio (B/A)
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 (= .083) is less than the selection rate under the four-fifths rule (= .14), we conclude that the selection procedure has adverse impact on women applicants.

### Competency

The current HRP Competency Assessment Form<sup>114</sup> contains "value diversity" as a competency. However, given the nature of the work, many of the behaviours on the part of the employee may not be 'visible' or evident to the supervisor. This means that the rating will be based on subjective assessments and information gathered through informal sources. Consequently, the assessment of this competency may be subject to bias and other forms of inaccuracy. Further, some of the anchors such as "*monitors and evaluates own beliefs and behaviours with regard to prejudices and personal bias*" is not visible to most observers. Instead of such subjective anchors, behavioural descriptions, work activity and accounts of community participation and involvement can be used to judge this competency.

Many officers noted that they are involved in voluntary community activities, which, they suggested increased their understanding of diversity issues. Such activities, however, are not necessarily captured within HRP performance documents. Such community activities could form part of the 'Other Noteworthy Events' category within the employee performance file.

It is interesting to note that of the ninety questions which formed the Sergeant's Promotional Routine Exam last year<sup>115</sup>, no single question related to diversity competency. Additionally, there is no direct evidence that role-play<sup>116</sup> tested an officer's diversity competency. Examination components need measures of diversity competency.

<sup>114</sup> Performance Documents, *Competency Assessment Form*, (pg.7) HRP, August 2004.

<sup>115</sup> *Sergeant's Promotional Routine Exam* dated April 12, 2003, Halifax Regional Police Service.

<sup>116</sup> *Promotional Routine for the rank of Sergeant: Role Play No. 1*, April 13, 2003, Halifax Regional Police Service.

Diversity competency does not appear to be a key factor in many HRP promotion or career-related decisions. Even where it is, it is not measured in any objective manner. If employees are to value diversity, they should have clear knowledge of performance-reward linkages. In other words, they have to know that diversity competency is valued and it is measured using specific, objective indices such as community involvement or knowledge measures. Such a linkage should also be widely publicized within the organization so that a climate that values diversity is sustained.

### **Promotion**

During the interview process, officers commented that some individuals perceived promotional opportunities, above the rank of Sergeant, and the selection process for female and racially visible officers, as being biased and subjective. Interestingly, female officers attending a focus group reported high satisfaction with the organization and its selection processes. They reported no barriers, visible or invisible, in the recruiting, performance appraisal or promotion processes to the rank of Sergeant. No recent employee survey was made available to the consultants that assesses the “female friendliness” or, for that matter, “any specific group friendliness” of the HRP. However, one is mindful that there are very few women in non-commissioned officer ranks (Sergeant and Staff Sergeant) and none in the senior officer levels (Inspector and above) of the organization.

Between 1965 and 1994 the proportion of women police officers in Canada rose from 0.6 per cent to 9 per cent, while, at the same time, 40.8 per cent of the labour force was comprised of women<sup>117</sup>. Although, the proportion is increasing, like visible minority representatives, the majority of women occupy non-decision making positions. This situation is evident in the HRP.

Some officers in the focus groups conducted as part of this Review, noted that the issue of promotion centered, at least for the Sergeant rank, on the seniority clause, an issue directly linked to the collective agreement. In essence, the most senior person is appointed.

Again, this situation is not unique to the HRP. A report regarding the Toronto Police<sup>118</sup> indicates that as of 1999 a significant gap still existed between the number of male and female officers although women held the majority of civilian positions. A survey of the 7,231 member agency

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<sup>117</sup> Seagrave, *ibid.* 95, Oppal, Justice W., *Closing the Gap – Policing and the Community*, vol. 1. Ministry of the Attorney General, BC, 1994

<sup>118</sup> Duncanson, J., *White Men Dominate Police Report Says*. Toronto Star, January 29, 1999

conducted by the forces Human Resources section noted that male officers are shown preference over female officers on the majority of occasions.

Minority group members interviewed in HRP expressed concern about the lack of visible minority or females in senior, positions of authority, in the organization. During one discussion, an interviewee stated this concern had direct impact on policing the diverse community. The individual cited the example of two reports prepared on the aftermath of the, so-called, 'race riot' of 1991 and how the two reports provide different perspectives of the incident. The police report mentioned that the police response was "*controlled and well-managed*"<sup>119</sup>, its communications "*professional and deliberate*". The Black representatives, however, suggested a different perspectives on the incident. The suggestion was that the incident could have been avoided if the senior officer in charge had had an understanding of the Black community and had discussed with community leaders the issues that formed the genesis of the incident.

Another interviewee observed, "*Even the police report indicates that someone in position of authority gave orders.*" While it is logical to assume that a police officer in authority would give an order, the interviewee also noted from a community perspective: "*If that person in authority had been more sensitive to the sentiments and life-styles of the African Canadians the event would not have gone out of proportion (sic).*"

The HRP has made a focused effort to recruit from the diverse community. However, there is a need to ensure recruitment, selection, and promotion systems and practices are aligned and integrated so that there are no unintentional systemic barriers and that the processes ensure competency based selection that include the competencies required to police a diverse community and facilitates the valuing and embracing diversity within the organization.

***Recommendation with respect to HRP Finding #8:***

- 1. The Halifax Regional Police build on its current progress in human resource matters by further developing competency-based recruitment, selection and promotional processes that are valid and reliable and that encourage the embracing of diversity. At the same time, the processes should ensure that candidates of the highest calibre are appointed to sworn and civilian positions within the organisation***

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<sup>119</sup> "Riot reports world apart" *The Mail-Star*, December 20, 1991, p. A -1

***This is likely to include,***

- a. ***The continuation and enhancement of a broad outreach recruiting program that includes targeted access to diverse communities within Halifax Regional Municipality and the Province.***
  - b. ***The encouragement of ‘previously hired’ applicants with broad experience of policing in a diverse environment in jurisdictions across the country.***
  - c. ***The development of selection and promotional processes, at all levels of the organization, that are competency based, valid and reliable and that have due regard to the diverse policing environment in which the Halifax Regional Police operates.***
  - d. ***Performance appraisal processes that include a diversity component that requires and recognizes an assigned diversity work element and also recognizes volunteer work that supports diversity.***
  - e. ***Establishing for officers and civilian staff, learning experiences in diversity through, for example, secondment to other agencies operating in diverse communities or, for example, Coal Harbour office of the RCMP (North Preston community office), or through connection with the LEAD network to ensure that information on diversity is brought back to the organization and incorporated in strategic and tactical plans.***
  - f. ***A process to ensure all selection devices are valid and reliable.***
  - g. ***Diversity competency as selection criteria for both recruitment and promotion.***
  - h. ***Conducting employee surveys every two years to determine satisfaction levels and identify areas of concern, especially with respect to, diversity issues and including recruitment, orientation, training, performance appraisal and promotions.***
2. ***The Halifax Regional Police ensure all serving civilian supervisors and all serving sworn officer supervisors (rank of Sergeant and above) have completed the Building Cultural Competency Course.***
  3. ***The Halifax Regional Police, enact policy requiring the Building Cultural Competency Course as a prerequisite for consideration in all promotional processes.***



### **HRP Finding #9**

***The HRP needs to ensure the introduction of training for a diverse community-policing role<sup>120</sup>.***

#### **Diversity Training in other Contexts.**

Training of employees has been the traditional approach to facilitating a broader understanding of diversity issues. Training can begin a process of self-examination of personally held cultural beliefs and also provide a foundation understanding of the subtleties of differences of other cultures, however, training has its limitations. A witness<sup>121</sup> at the Johnson inquiry noted,

*“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.”*

Consequently, as we have proposed, training should be one facet of a broad organization wide, orchestrated process that includes, for example, personnel selection, human resource policies, strategic planning, street level community involvement and an associated organizational change process.

Training conducted by various domestic and international police agencies demonstrates various levels of success. The results must be considered in the context of the particular organizational culture, location and institutional framework under which the particular police services operate, however, certain conclusions can be drawn.

The principal forms of training in the public, business and voluntary sectors consist of, primarily, sensitivity training, diversity or anti-harassment training. Most police services, especially in major Canadian cities, have included a diversity component in their recruit training. The experience has been that such training for in-service officers is both less frequent and less well received.

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<sup>120</sup> An integral part of the Review was the conduct of benchmarking regarding diversity and training. A detailed summary of the findings is provided in the Appendix.

<sup>121</sup> DR. W. Thomas Bernard, Maritime School of Social Work.

According to evaluators, broad types of sensitivity / awareness training are not always effective and neither are participants receptive to such training. This reduced acceptance particularly applied to those who have been ordered into taking such training. According to some trainers, such training is most effective with people who are already sensitive to cultural issues. Changing beliefs of people is harder to achieve and the attitudes of the more flagrant discriminators are almost impossible to change. Policies that support diversity and address organizational culture and the workplace, along with proactive strategies from leadership, are mandatory conditions for such training to result in positive change.

Internationally, in the police community, as well as in other types of organizations, the verdict has been similar whether it is the recent training for British police, following allegations of racism<sup>122</sup> in the Metropolitan Police, or training in the corporate sector. The response is generally that mandatory, isolated, sensitivity training fails to provide a real context and application for diversity. Companies in the United States originally invested in diversity training to meet Affirmative Action and Equal Employment Opportunity requirements, reduce litigation costs and to buy what was termed, social peace. The result tended to be divisiveness, backlash, hostility and increased litigation. It was apparent that complementary processes had to be established that included initiatives such as establishing, publishing and enforcing a zero-tolerance policy against discrimination and harassment, developing standards which define unacceptable behaviours in the workplace and providing skills training for all employees to meet the company's standards.

The RAND report is a noteworthy account of prescribed changes as a consequence of the Consent Decree signed by the Los Angeles Police Department (LAPD) following a series of high profile events involving members of diverse communities. Training recommended by the RAND report was to include instruction on:

- ✍ various cultures in the community;
- ✍ effects of diversity on community relations and how best to deal with other cultures;
- ✍ ramifications of demographic and sociological changes for law enforcement;
- ✍ influence of perceptions, cultures and prejudices on behaviour;
- ✍ public and private agencies that provide assistance to members of the community with special needs, such as immigrants;
- ✍ reducing citizen complaints and law suits, negative publicity and liability;
- ✍ officer safety skills;

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<sup>122</sup> See Lawrence Inquiry, UK, 2002.

- ✍ conflict resolution techniques
- ✍ how cross-cultural knowledge and skills contribute to "real police work".

The RAND report recommended creating training on multicultural issues in consultation with communities. Further, the report proposed that diversity awareness has to be recognized as an integral aspect of policing philosophy and practices, as demonstrated in the conduct of field operations. The principles and the content of the training, therefore, are required to be placed in an operational context. The training has to be presented such that operational officers can directly apply it.

In Florida, by state mandate, police officers are required to complete a two-hour workshop on cultural diversity (awareness) training each year to keep their certification. It uses role-play, general cross-cultural information and situational videotapes depicting insensitive behaviours. According to Florida International University psychology chairman and race relations expert, racial sensitivity training may not be effective because it is mandatory. Very little of it is applied in the real world, without monitoring of behaviour, encouragement and guidance by supervisors. More positive interaction with the community and visibility from community policing can break down barriers and lead to better relations with the community.

In Canada, the Government of Canada's Multiculturalism program has recently funded a national Law Enforcement Aboriginal and Diversity Network (LEAD), mentioned in detail elsewhere in this Report. This is a joint initiative with the Canadian Association of Chiefs of Police (CACCP) and facilitated by the Royal Canadian Mounted Police (RCMP). The initiative has been conceived as a coordinated approach by all policing agencies to better serve Aboriginal and diverse ethnic, racial and religious communities. The LEAD network consists of police officers at the national, provincial/territorial, regional, municipal and Aboriginal community levels across Canada. The goal is to create a network with the infrastructure to connect the officers so they can share best practices, establish links in the community, devise a Canadian training program, set up a web site and an electronic newsletter and conduct research. *"Although each city has its own individual situations and challenges, there are many issues we have in common. The LEAD network will allow us to enhance one another's work by discussing issues and building solutions together"*, said Chief Jack Ewatski of the Winnipeg Police Service.

The Province of Nova Scotia offers an anti-harassment course for employees. The course is based on the province's Sexual Harassment and No Discrimination policy<sup>123</sup>.

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<sup>123</sup> Province of Nova Scotia, May 2000, Policy 9.3

The experience of the Delta Police Service, in British Columbia, is that it is necessary to buttress any training with involvement of officers in community events in non-conflict contexts. The Delta Police see community involvement as part of the training / education of both the officers and the community. The Calgary Police have also adopted an approach of extending the mutual training to interaction with the community in a non-enforcement context. The Victoria Police, for example, has designed a specific program focused on the reduction in intolerance. Funded by Canadian Heritage and Capital Savings Company, the camp places Victoria youth in a setting that facilitates an understanding of hate, intolerance, racism, sexism and homophobia. Police officers participate and gain a better understanding of diverse communities from those that attend.

Brief descriptions of diversity training / education or other diversity initiatives offered by selected Canadian and international police services are noted in the table at the end of this section. Since evaluations of these programs were not or have not yet been undertaken in a systematic way, over a period of time, it is difficult to ascertain the tangible impact of these initiatives. Where such information has been available, lessons learned have been indicated.

In summary, the findings of the benchmarking were that,

- ✍ Diversity training courses are useful if weaved into the general agency philosophy, strategic approaches and specific strategic plans and training context.
- ✍ Course content must be relevant to the street experience and allow officers to directly apply those skills in dealing with enforcement (and non-enforcement) interactions with members of the various communities.
- ✍ In developing course content, officers who have experience should provide input regarding how best to manage cultural subtleties in an operational context.
- ✍ Communities should be involved in course design and provision to ensure the accuracy and realism of the training.

### **Training Initiatives within the HRP.**

The HRP observed that<sup>124</sup>, as a result of the Johnson Inquiry, it had become apparent that much of the HRP diversity training had become stale. As a consequence, a review of training

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<sup>124</sup> Internal memo, 2004/08/06.

was conducted. The HRP has traditionally used the HRM Building Cultural Competency as a core course.

For the past several years, HRP has been participating in the Diversity training program offered by HRM. The training focuses on key dimensions of diversity and elaborates on the challenges in the context of managing a diverse workforce or dealing with a multi-racial community.

All officers hired after 1992 received mandatory diversity training. However, only 179 or 44.4% of the 403 sworn officers have received diversity training (Cultural Competency Level I and Level II)<sup>125</sup>. The HRP has taken initiatives to increase the number of seats made available in HRM's diversity training programs. The HRP has also appointed and trained the Diversity Relations Officer to conduct the Building Cultural Competency Program and hopes to have all its officers trained by December 31, 2005<sup>126</sup>.

Although providing a valid and a strong base for understanding and application of the principles of diversity, the program also has limitations:

- ? It is voluntary, which means that often the employees who most need the training do not attend.
- ? It is understood that most employees go through only Level 1 of the training.
- ? The program does not look at some groups in any great depth (e.g., the disabled, gay-lesbian and trans-gendered community).
- ? There are no objective indices of learning, transference or attitudinal change on the part of the trainee.

The training for HRP personnel is supposed to be voluntary and will cover only the first two courses in the HRM program. As noted elsewhere in the Report, 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 position would be to provide the course to HRP staff. HRP records indicate that the yearly hours of training in 2004 (up to May, 2004) are lower than in previous years<sup>127</sup>. Management interviews indicated HRP as an organization has taken advantage of HRM's diversity programs, however, individuals within the agency have not. An HRP manager noted, *"The calendar goes out and it is also advertised on email, but attendance is not optimum."*

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<sup>125</sup> Human Resources, miscellaneous file provided by HRP.

<sup>126</sup> HRP, *ibid.* 1.

<sup>127</sup> HRP, *ibid.* 5.

There are four caveats mentioned in the introduction to the course to the HRP/HRM Cultural Competency course.

- ✍ There are no experts in cultural competence, it is a life long learning process;
- ✍ To be effective cultural competence must occur at both the intellectual and emotional level;
- ✍ Competence training alone does not change organizational cultures; and
- ✍ The impact is primarily on the 'culture wheel' by surfacing both organizational and individual mental models and developing new ones<sup>128</sup>.

It may be suggested that a training program that builds on the base of *Building Cultural Competency* and extends it could be a means to focus on improving awareness and understanding of diverse groups and result in learning specific action steps to foster diversity. These steps are sequential.

The HRP Diversity course is one facet of an intended three phase of diversity training.

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 officers in the HRP have taken this recent course, but HRP records show that 95 took the original course.

Other aspects of the Phase 2 training include a range of diversity related course content provided over periods ranging from 3 hours to 3 days of instruction<sup>129</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;

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<sup>128</sup> Ibid.

<sup>129</sup> HRP Diversity Training Manual, tab 5-9.

- ✍ *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 materials.

The diversity training programs in the HRP (*Aboriginal Awareness Training, Black Cultural Centre Diversity Training, HRP Diversity Workshops*) are all optional and only some officers participate in these programs. It is possible, that such self-selection does not ensure training of officers who most need it.

The HRP also recognizes that some positions such as Beat Officers, Community and POP (Problem Oriented Policing) officers require more concentrated learning opportunities. The HRP plans to introduce further training opportunities in this regard. In the course of the Review, no plans for such training, course training standards or intended outcomes were provided to the consultants. In addition, there was no indication that a requirement to have completed a specific set of training programs was required prior to appointment to any of these positions.

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 other attendees. Many felt that there are few formal training programs to sensitize them to new cultures. The officers felt that a 3-week diversity-training program that is now part of the regular training for patrol officers, did not equip them with enough practical skills to face unfamiliar diversity based situations.

Interviewees from the community mentioned incidents that could occur and for which HRP officers may not be fully competent to address. These include incidents such as ,

- ✍ Resolving a family conflict or domestic violence within a newly arrived immigrant family which does not speak English;
- ✍ Intervening between a parent and a youth when the youth has been 'outed' and now declares his/her sexual orientation;
- ✍ Determining the appropriate holding cell in which to place a trans-gendered female, or

- ✍ An appropriate and culturally sensitive questioning of a Sikh female child, who has been the victim of sexual assault.

It is noted in the '*Orientation for Lateral Entry Police Officers*', that diversity was not specifically stated as being within the course syllabus. Family Violence related topics accounted for 6.5 hours of training and Domestic Violence had an additional 7 hours along with 3.5 hours of orientation training focused on Restorative Justice. There was no specific mention of diversity.

Lateral entry officers are those with previous police experience who might transfer to the HRP. Consequently, the training / orientation process at HRP is significantly reduced. In some instances, an officer may have been recruited from an agency, such as Calgary Police Service or Toronto Police, which have a significant diversity training program, and officers are routinely exposed to and police within a widely diverse population. On these occasions, the officer would be acquainted with the principles of diversity and have experience with the particular cultural groups present in those communities.

However, in other instances the officer may be from other agencies, such as those located in Prince Edward Island, which may have limited diversity training and limited operational experience of diversity issues. It is only since 1996 that the Atlantic Police College has introduced a diversity component into its training of officers. Consequently, the lateral entry recruit to HRP may be dispatched to an incident with cultural or life style overtones and may possess insufficient experience or training to adequately address the matter. For officers who were 'experienced hires' to the HRP prior to 1996, unless they have undertaken to acquire or been provided with diversity training, there is still a necessity for refresher courses. 'Learning on the job' does not necessarily equate to a competent and informed learning process. 'Learning on the job' is also subject to the exposure to the stereotypes held by other officers. Street officers in focus groups also reported that several senior officers and Sergeants lacked any form of diversity training and also had to 'learn on the job'.

The HRP is planning to implement a Phase 3 of the diversity program that incorporates elements to ensure 'Bias free policing'. This will, it is suggested in an HRP memo<sup>130</sup>, integrate diversity into all aspects of the training curriculum. "*Human resources will undertake a review of training best practices as a foundation to develop an HRP approach to address the issue of bias free policing.*" Such training has not yet been developed and implemented.

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<sup>130</sup> 2004/08/06



Officers did provide other suggestions with respect to training issues. For example, consideration should be given to designing a feature on the Records Management System (RMS) (the computer based system on which all incidents and operational and some administrative data are recorded) that would provide a 'drop down menu' with information specific to various representative cultures and communities. This matter was also referenced by the Diversity Relations Officer, who had provided input into the RMS design with respect to the drop down menu.

Some individuals viewed mandatory diversity training as not being effective. They said that there was a need to educate the 'big group', the whole community, 'because people always have their own agendas'. There should be courses that people want to attend, then they can spread by word of mouth and this will give the course credibility. These persons did not address the converse that word of mouth also can work to reinforce peer pressure on individuals 'not' to attend courses, no matter how relevant or informative those courses may be.

### **The Evaluation of Diversity Training and Education.**

Evaluation is an integral part of any training course. As we have observed elsewhere in this Review, outcomes determine the success or absence of success of the training approaches. One measure of the effectiveness of training can be gauged by the participant's knowledge retention and ability to apply the concepts learned to practical settings. This means that the pre- and post-test should have two components, knowledge acquisition and practical application skills. These are essential gauges of the effectiveness of the education process. The test should be designed after a careful study of the "incidents" that officers typically face in providing bias free policing in a multi-cultural, multi-racial, multi-life style community.

The ultimate measure of success in diversity training is the achievement of desirable organizational outcomes. These assessments will help to ensure that the gulf has been bridged between agency intention and community-based application. Three key measures of organizational outcomes are suggested,

- ✍ The success in supporting the corporate goals in HRM,
- ✍ Employee satisfaction, and
- ✍ Community satisfaction.

The organizational measures will include successful achievement of personal and unit objectives as part of the agencies success in meeting HRM business unit objectives. Employee

surveys provide a form of assessment of corporate health and community satisfaction and can be gauged by both a survey and more direct measures such as complaints against the police.

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 implemented.

In summary, although diversity training suffers when it is made mandatory, such training should be an integral part of any agency training program. In HRP, at least on an interim basis, the diversity training should be mandatory. The reluctance to attend such sessions has traditionally been based upon the perception that the information acquired is unrelated to practical policing. In effect it is discretionary, a 'nice to know', as one officer observed. Something can be gleaned from this observation. As we have noted elsewhere in this Review, knowledge of diversity is important to the agency and equally important to the individual officer. In addition, it is apparent that to be truly beneficial, from the police perspective to make a difference to street work, the training must incorporate elements that, in fact, are directly applicable on the next shift that the officer may be assigned.

### **Bases for Diversity Training in the Broader Community Context.**

An integral part of the Review was a benchmarking study with other police agencies regarding programs and training that focus on diversity. The following can be gleaned from the benchmark research, detailed in the appendix, and applied to the HRP context.

- ✍ Since diversity sensitivity / awareness training has, in the opinion of many evaluators, proved to have limited success as pure training unrelated to the operational context, the HRP should focus on facilitating education and information support for in-service officers and civilian staff through an in-service diversity network to facilitate the exchange of information about experiences with policing diverse communities. This could include,
- Information concerning the various community cultures.
  - The impact of culture and race on policing.

- Problem solving to identify and address diverse community issues.
  - Officer safety issues.
  - Diversity applied to investigative and conflict resolution contexts.
  - Cultural/racial ramifications of the demographic composition.
  - Related officer skill banks available within HRP (e.g. language, cultural experience, multi-cultural/diversity upbringing).
  - How to reduce citizen complaints and law suits.
  - The impact of media / negative publicity.
  - The issue of liability arising from race related cases, and
  - Best practices in applied diversity.
- ✍ More detailed information and training on aspects of diversity and cross-cultural / diversity and race issues education should be provided for recruits. These should be interwoven into all aspects of recruit training rather than add-on, a special session. Selected, trained, in-service officers, who are positive role models, can be recruited to deliver components of this training, thus fostering ownership and interest in the race and culture aspects of policing and in the process broadening their own awareness. This can be contrasted with stand-alone courses on diversity, race, etc. which do not draw attendance and have modest benefits.
- ✍ As noted, making in-service training mandatory tends to harden attitudes and result in divisiveness and hostility. As various evaluators have pointed out<sup>131</sup>, this is due to resistance to such training in the traditional police sub-culture. However, on an interim basis, courses should be mandatory and based on the broader street relevant issues mentioned above, point one. Such courses will be required for potential supervisors if, as suggested, diversity is adopted as a key component in promotional processes.
- ✍ Both in-service officer education and recruit training mentioned above need to be strongly supported by leadership proactively raising race and culture related issues in policing in a variety of in-service settings including orientation sessions, meetings, task forces, and embedding in the business of policing. Such management support should be an integral aspect of a broad communications strategy that underscores the value of diversity.

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<sup>131</sup> See, Lewis Task Force above.

- ✍ Experience has shown that the best education takes place during interaction between members of groups from disparate backgrounds in non-threatening situations. This is key in relations between youth and police. To facilitate such interaction and foster good relations between the Black community and police, HRP should establish a Black Youth and or Community Police Liaison unit to coordinate channels of communication, forums and recreational activities with youth to build bridges with Black youth and the rest of the community. Initiatives such as police youth camps, sports and recreational events foster awareness about police work among youth and about youth concerns and culture among police. Such programs also attract future recruits.
  
- ✍ These initiatives should form a part of a broader community-based approach. Management may resist the special event/program initiatives, as they are 'resource rich'. However, given the current climate with regards diversity and community relations, these approaches are required to provide base education, bridges and later strong foundation for improved relations with specific, and particularly the Black, communities. As diversity becomes a common element in the *modus operandi* of the HRP, the emphasis and content of the strategies is likely to change. The resource requirements will then be reduced. As has been pointed out, failure to provide such initiatives may be more costly in the long-term.
  
- ✍ Create a Black Community Advisory Committee to facilitate education about police work among the community and about community concerns among police. To avoid the often cited shortcomings about such committees, recruitment of committee members should be based on a transparent process and selection criteria, and the work of the committee should be focussed through the setting of clear, achievable goals that are reviewed annually to evaluate success. This could be an adjunct to the Chiefs Advisory Committee mentioned elsewhere in the Review or a separate entity coordinated by the Diversity Relations Officer.
  
- ✍ HRP should co-sponsor and participate in Black community events and community focussed television programs on general topics such as Defensive Driving, Crime Stoppers, etc. in a non-threatening proactive way to foster community education and good relations.

- ✍ Integrate diversity competency into strategic planning, performance management system and police training. Embedded, diversity is an integral part of the competency required to support the work of policing.

The organizational context in which the diversity information is provided, the content of the course, and the method of its delivery are crucial elements in its acceptance by agency personnel. Being fully cognizant of the cultural differences of the various communities, ensuring that officers are sensitive to cultural needs and respectful of the public with whom they have contact are crucial from the community perspective. The collective skills and experiences of the police and the community can achieve this goal.

***Recommendation with respect to HRP Finding #9:***

***Within the foundation of outreach programs and human resource approaches outlined in the previous recommendation, the Halifax Regional Police develop and introduce diversity training and education for personnel that is street relevant, incorporates community input and best practices and is subject to evaluation. The training should, initially, be mandatory and dovetail with courses provided by Halifax Regional Municipality. The preceding section provides suggestions regarding content and structure for such Halifax Regional Police courses.***

### **Concluding Observations.**

The Halifax Regional Police has a proud history of service and professionalism. The majority of the sworn and civilian personnel are highly competent and possess a high level of integrity and commitment to serving the community. The majority of employees not only work but also own property and live in the Regional community. In two important respects, therefore, they are an integral part of the community.

Where allegations of inappropriate behaviour arise, all staff is impacted. During the conduct of the Review, it was apparent that, whatever their perspective on individual incidents, all staff are dismayed by such allegations and have a desire for a transition to a rebalancing where the HRP is recognised for its professionalism.

The desire to create a strong, professional and sensitive organisation is present throughout the HRP. From members of the senior management to the newest appointees, all who participated in this Review reflected a wish to move on and to work on the organisational and personal enhancements required to be a leading police organisation. The staff that provided their valuable input to the Review displayed high energy and commitment to their jobs. The community is supportive of change in the HRP and, given that change being brought to fruition, will endeavour to work with the service to jointly provide an approach to community safety and security that is cognisant of, and responsive to, community needs. This fervent desire is buttressed by members of the Police Board and the administration in the HRM. The recently implemented plans for the integration of the services of the HRP and the RCMP reflect the mutual support of positive change in the two agencies. These factors bode well for the continued transformation of the HRP into a vibrant, proactive and diversity responsive organization.

Two principal prerequisites for change are, therefore, in place. The recognition of a need for change and the desire to move forward. The HRP must now develop a strategic plan that incorporates a diversity component. Management and supervisors must then orchestrate resources and implement the plans so that it is applicable in practice. The potential within the HRP can then be coordinated to become one of the best and most respected police services in the country. All the ingredients for a successful change are currently present.

The challenges of change are many and complex. The expectations of the surrounding community from the organisation are high. There is a desire to see tangible actions that promote inclusiveness and embrace diversity. General societal history and recent events involving the HRP have created an atmosphere of distrust of the police. This has not always been entirely the responsibility of the HRP. However, the fact that the police are the primary contact in the enforcement of societies rules, coupled with events such as that which precipitated this Review mean that the police must bear a large part of the responsibility for planning and bringing about change. As we have outlined, changes are required in recruiting, selection, promotion, training in diversity, program development that incorporates diversity, and enhanced transparency in investigations and complaints resolution. Tactical approaches need to be amended to ensure that police are visible in the community in a routine manner as well as at times of crisis. It is only through on-going, non-stressful, supportive interaction that the community will come to trust the police and to become supportive of the HRP. All these elements should flow from diversity-based strategic plan.

Any strategic change program and its constituent parts must be subject to time lines and monitored.

Although all these initiatives are crucial, the changes, however, go beyond just the development of programs or the introduction of a training course or the implementation of competencies that reflect an understanding of diversity. The changes must bring about attitudinal change such that openness to diversity simply becomes part of the HRP mantra as to being 'the way we operate'.

This is all part of the education process.

However, as we have noted, the responsibility for change cannot, and should not, be left solely with the police. The police are only one facet of community controls and influences. Community leaders, leaders in the faith community, community centre managers, teachers in schools must also participate in the development of the waft and weave of the fabric that envelops our communities.

This is also part of the education process.

Most of all, however, many of the participants, within the police and within the community, in this Review are parents. Those who do not have children, have children within their sphere of influence. Collectively, this is where change has to occur. Enlightened approaches to diversity,

in all quarters, will eventually result in a community where the young child living in Uniacke Square or 'The Prestons' does not see the police officer as the enemy, a member of an occupying force, but sees that officer as an integral part of his or her community, a buttress for a sustainable quality of life and one of the many potential sources of support in times of crisis.

***Concluding Recommendation.***

- 1. The Halifax Regional Police should build upon its current, very significant, strengths, characterized by the quality of personnel, its innovative programs and partner relationship with the RCMP and major community stakeholders, to enhance the organizations' approach to embracing diversity, in all its manifestations, within Halifax Regional Municipality.***
  
- 2. The Halifax Regional Police should develop an inclusive and comprehensive implementation plan, based upon the preceding recommendations, that includes a schedule of development and implementation and processes for monitoring by management and the appropriate oversight authorities.***
  
- 3. Upon completion, the plan should meet all the requirements of the finding of the Nova Scotia Human Rights Commission and address the current and future diversity policing needs of Halifax Regional Municipality.***



## **Appendices.**

### **Recommendations.**

#### The Perspective of the Community.

##### *Community Finding #1.*

The Halifax Regional Police needs to understand the subtle differences in the various cultures within the Regional Municipality.

##### *Recommendation with respect to Community Finding #1:*

1. The Halifax Regional Police develop and implement approaches and programs (as detailed later in this Report) to ensure that the agency and its employees continue to recognise the unique nature of diverse communities within the Regional Municipality and, further, be cognisant of, and come to value, and embrace diversity.
2. The Halifax Regional Police establish an inclusive community Advisory Committee, separate from the concept of town hall meetings, to directly advise the Chief of Police regarding emerging community issues and needs, concerns and challenges facing the representative groups and to act as an information conduit from the Chief of Police, back to the community.

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##### *Community Finding #2*

HRP needs to recognize that the current community perception of fair treatment and transparency of police activity contributes to the disconnect between police and the community. Consequently, Halifax Regional Police needs to further nurture and develop trust between the police and the diverse community.

##### *Recommendation with respect to Community Finding #2:*

The Halifax Regional Police, in terms of its organisational and individual officer educational experience, consider the idiosyncrasies and differences within the various communities within the Regional Municipality and tailor policing strategies and the use of discretion to recognise such differences. These policing approaches must, of course, be within the ambit of the Rule of

Law and not undermine the integrity of the law nor compromise the safety and security of the community nor the police officers serving the community.

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*Community Finding #3.*

The Halifax Regional Police needs to introduce processes that enhance the visibility of the organisation and its officers within the diverse community.

*Recommendation with respect to Community Finding #3:*

1. The Halifax Regional Police develop strategies that ensure officers are more visible and interactive within the community, that this is orchestrated to address both criminal and non-criminal events and that, further, initiatives are implemented that facilitate access to citizens who may have inquiries of, or information for, the HRP.

This is likely to include,

- a. The deployment of officers to identified high needs areas and encouraging them to establish connections with members of the community. These visits should be in both non-threatening situations and where a member of the community has requested the assistance of the police.
- b. Consider the appointment of a team of representatives from various “at risk” communities who may be available on an occasional call-out basis to assist the police in the mediation of serious disputes that are precipitated by diversity issues.

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*Community Finding #4*

The Halifax Regional Police needs to introduce strategies and approaches that ensure that the community is able to identify with, and be seen to be represented by, the organisation.

*Recommendation with respect to Community Finding #4:*

The Halifax Regional Police review existing programs and, as appropriate, develop new strategies to ensure that the agency demographic is representative of the community.

Furthermore, as noted below, ensure that human resource approaches and policies incorporate diversity requirements and examine other initiatives that may allow for the broader representation of the community in various aspects of policing services.

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*Community Finding #5.*

The Halifax Regional Police needs to communicate with the community and commit to action.

*Recommendation with respect to Community Finding #5:*

The Halifax Regional Police ensure that programs and policies developed to support diversity, in line with the detail noted later in the Report of the Review, be assigned appropriate resources and be accompanied by plans for orchestrated implementation, follow-up and, where appropriate, evaluation.

This is likely to include,

- a. Establishing communication programs that inform community groups of the plans and programs of the Halifax Regional Police, on an ongoing basis.
- b. Through communication to underscore the desire of the Halifax Regional Police to receive input to overall strategies from community groups.
- c. The use of positions, such as the Diversity Relations Officer and the Community Response Constables, as a conduit for information to and from the community. Eventually, any and every member of the agency is to be a reliable contact and educator of the community on behalf of the Halifax Regional Police.

The Perspective of the Halifax Regional Police.

*HRP Finding #6.*

The Halifax Regional Police needs to develop and implement change in its strategic and operational focus.

*Recommendation with respect to Halifax Regional Police Finding #6:*

1. The Halifax Regional Police adopt and implement a strategic management and operational approach to policing that incorporates an open perspective of the community, values diversity and focuses on an inclusive community-based approach to the policing task.

This is likely to include,

- a. A more community focussed approach to planning and deployment.
- b. The development of a strategic plan that incorporates an orchestrated approach to encouraging diversity.
- c. A management approach that encourages professional rapport between the agency and the community and between individual officers and citizens.
- d. Encouraging sworn and civilian staff to use their own discretion, while operating within the bounds of the agency strategic plan and policy, so that operational duties default to a community, diversity aware, base for action.
- e. Reviewing operational strategies to ensure that they are 'community sensitive' and that, within the bounds of the law, operational tactics allow for community idiosyncrasies.
- f. Reviewing crime-reporting processes to ensure that all incidents that are reported are subject to a common call-screening process such that incidents that, absolutely, require the attendance or attention of the police receive the appropriate attention.
- g. In addition to the Diversity Works logo on Halifax Regional Police recruiting Web link, the modification of the Web site to provide a clear, concise statement that Halifax Regional Police values and embraces diversity.
- h. Modifications to orientation and recruiting information to clearly state Halifax Regional Police values and embraces diversity.

2. Halifax Regional Police review and amend, as appropriate, public complaint handling procedures and internal grievance processes to ensure transparency, fairness, consistency, and timeliness.
  
3. Halifax Regional Police implement a process, within the confines of the *Police Act*, to analyze public complaints regarding officer conduct and police service, to determine and trend the nature of the complaints, frequency, resolution process, and outcomes in order to develop proactive strategies to address citizen complaints and to rectify expressed concerns, in particular with respect to the diverse community.

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*HRP Finding #7*

The Halifax Regional Police needs to ensure the street application of diversity.

*Recommendation with respect to Halifax Regional Police finding #7.*

The Halifax Regional Police develop strategies and tactics that further change attitudes and behaviours of all staff to move from a structured, reactive, agency focussed perspective to one of an inclusive community-based proactive perspective.

This is likely to include,

- a. Greater discretion afforded street officers.
- b. Management and supervisory support of community based activities.
- c. Personal performance plans, within a corporate plan, that encourage pro-active approaches to policing.
- d. Enforcement of a work site anti-harassment policy.
- e. Disciplinary or other action against those within Halifax Regional Police who do not fully meet the requirements of agency and personnel performance plans and Halifax Regional Police diversity and operational policy.

*HRP Finding # 8*

The Halifax Regional Police needs to ensure the application of human resources approaches and policies that support diversity.

*Recommendation with respect to Halifax Regional Police Finding #8:*

1. The Halifax Regional Police build on its current progress in human resource matters by further developing competency-based recruitment, selection and promotional processes that are valid and reliable and that encourage the embracing of diversity. At the same time, the processes should ensure that candidates of the highest calibre are appointed to sworn and civilian positions within the organisation

This is likely to include,

- a. The continuation and enhancement of a broad recruiting program that includes targeted access to diverse communities within the Halifax Regional Municipality and the Province.
- b. The encouragement of 'previously hired' applicants with broad experience of policing in a diverse environment in jurisdictions across the country.
- c. The development of selection and promotional processes, at all levels of the organization, that are competency based, valid and reliable and that have due regard to the diverse policing environment in which the Halifax Regional Police operates.
- d. Performance appraisal processes that include a diversity component that requires and recognizes an assigned diversity work element and also recognizes volunteer work that supports diversity.
- e. Establishing for officers and civilian staff, learning experiences in diversity through, for example, secondment to other agencies operating in diverse communities or, for example, Coal Harbour office of the RCMP (North Preston community office), or through connection with the LEAD network to ensure that information on diversity is brought back to the organization and incorporated in strategic and tactical plans
- f. A process to ensure all selection devices are valid and reliable.
- g. Diversity competency as selection criteria for both recruitment and promotion.
- h. Conducting employee surveys every two years to determine satisfaction levels and identify areas of concern, especially with respect to diversity issues and including recruitment, orientation, training, performance appraisal and promotions.

2. The Halifax Regional Police ensure all serving civilian supervisors and all serving sworn officer supervisors (rank of Sergeant and above) have completed the Building Cultural Competency Course.
3. The Halifax Regional Police, enact policy requiring the Building Cultural Competency Course as a prerequisite for consideration in all promotional processes.

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*HRP Finding #9*

The Halifax Regional Police needs to ensure the introduction of training for a diverse community-policing role.

*Recommendation with respect to Halifax Regional Police Finding #9:*

Within the foundation of outreach programs and human resource approaches outlined in the previous recommendation, the Halifax Regional Police develop and introduce diversity training and education for personnel that is street relevant, incorporates community input and best practices and is subject to evaluation. The training should, initially, be mandatory and dovetail with courses provided by HRM. The preceding section provides suggestions regarding content and structure for such Halifax Regional Police courses.

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*Concluding Recommendations.*

1. The Halifax Regional Police should build upon its current, very significant, strengths characterized by the quality of personnel, its innovative programs and partner relationship with the RCMP and major community stakeholders, to enhance the organizations approach to embracing diversity, in all its manifestations, within HRM.
2. The Halifax Regional Police should develop an inclusive and comprehensive implementation plan, based upon the preceding recommendations, that includes a schedule of development and implementation and processes for monitoring by management and the appropriate oversight authorities.

3. Upon completion, the plan should meet all the requirements of the Nova Scotia Human Rights Commission and address the current and future diversity policing needs of the Halifax Regional Municipality.

### **Work Plan.**

During the course of the research phase and later while preparing the initial draft reports, discussion was held with our partner consulting company, Das Management and Educational Services, regarding the inclusion of a work plan with an accompanying implementation time line with respect to the Review recommendations. Perivale and Taylor has decided not to include such a plan. There are several reasons for this decision.

- ✍ The development of a work plan was not within the mandate of the Review.
- ✍ Any follow-up regarding the implementation of the recommendations is more the responsibility of the Nova Scotia Human Rights Commission or the Police Commission or similar oversight body.
- ✍ Several of the recommendations will require additional funds. It is the responsibility of HRP management to determine spending priorities and to seek funding where that is required.
- ✍ The determination of an action plan is an operational matter and, consequently, beyond the scope of this Review.



**Summary of findings of the benchmarking exercise.**

To be able to place the diversity training and education initiatives of the Halifax Regional Police into a broader diversity context, a benchmarking exercise was conducted. This research incorporated net research, personal contact with representatives of police agencies and private industry, and review of literature obtained from public and private sources. Summarized below, are the results of the research.

DIVERSITY TRAINING/EDUCATION INITIATIVES

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED <sup>132</sup>
Ontario Provincial Police	Diversity and First Nations components in all leadership training courses. These set out standards and what is expected from officers and civilian staff.	
Halton Regional Police Service	Recruits are provided a four-hour introduction to diversity issues, policies on discriminatory behaviour and the Ontario Human Rights Code, at the Police College. In-service, officers are given a seven-hour Introduction to Multi-Faith Community Panel. Video on workplace harassment and discrimination issues is provided.	
Halifax Police Department	Training provided to recruits, and in-service personnel in two -phase process, as outlined in the report. Third phase planned. Plans to give all officers training to improve racial sensitivity.	
Vancouver Police	In addition to training received through the Justice Institute, Vancouver Police provide a voluntary two-day diversity training course for officers and civilian staff. This training is in the process of being updated.	The Service is considering whether to make diversity training mandatory to get increments and promotions. This has not yet been implemented.
Justice Institute, BC	Recruits receive 7 hours of diversity training provides information about different aspects of cultural communities - experiences people go through. Trainer relates experience. Objective is to teach not to make assumptions. As part of field training, recruits are assigned a diversity project - to conduct research on a particular community and report back to the class. Diversity is a running theme through all recruit training. Training for in-service officers is more sporadic. A Diversity Forum is held every year.	

<sup>132</sup> 'Lessons learned' is included if an evaluation of the initiative has been undertaken by the host agency.  
 perivale + taylor

DIVERSITY TRAINING (Contd.)

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM		LESSONS LEARNED
Calgary Police Service	Diversity education for recruits and officers explores the barriers to effective community policing in a diverse society. It provides knowledge and skills development in cross-cultural and non-discriminatory communication. Trainees also get first-hand experience with members of diverse communities. Topics include community and police expectations and perceptions of each other, systemic discrimination and bias, cross-cultural communication skills, developing self-awareness, hate/bias crime, diverse cultures, immigration trends and case studies.		
Winnipeg Police	The Diversity Unit has enhanced Recruit training with the introduction of a <i>Policing Our Diverse Community</i> session. The Service also provides a 5-day Aboriginal Perceptions course taught by police in conjunction with members of the Aboriginal community that examines contemporary issues involving community members.		
Various police services	Police intercultural education courses to create awareness and sensitivity about the cultural propensities of various groups.	Evaluations found very modest benefits (mainly in terms of communication and sharing of information from interactions between police personnel and representatives of minority groups in the courses), that it is so far short of what is needed, in both design and delivery, it may also reinforce stereotypes. (Ungeleider and Echols; Lewis Task Force). This has been attributed to resistance to such training within the police sub-culture as well as the fact that such training has typically not been integrated into mainstream police training programs but has been an add-on.	

OTHER MEASURES TO RESPOND TO DIVERSITY

POLICE SERVICE/ RELATED AGENCY	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
Winnipeg Police Service	Diversity unit with over 30 members from various cultural and religious backgrounds used for mentoring recruits and in-service officers and attend cultural and religious ceremonies within the communities.	Very positive reaction, breaking down previous barriers to understanding.
Vancouver Police Department  Toronto, Ottawa, Montreal, Vancouver, Winnipeg	Three-person Diversity Relations Unit with two uniformed and one civilian staff. In addition to participating in Police Diversity Network activities, also coordinates meetings and activities of Chief Constable's Diversity Advisory Committee composed of representatives of diverse communities. Hate Crimes Investigation Units responsible for developing expertise, documenting incidents of hate motivated crime, gathering statistics, training colleagues.	
Ontario Provincial Police	Each of the six regional headquarters has a community policing coordinator and Community Policing Support Services at HQ that includes work on Diversity policing issues. HR assembles a diversity recruiting unit as required.	
Calgary Police Service	Dedicated Cultural Resources Unit has nine staff, made up of seven officers including a coordinator for diversity education. Each officer has a cultural community portfolio with its own advisory committee and taps into issues of concern for each community. The Chief attends committee meetings once a year. The Unit organizes the Diversity Cup Soccer Tournament and Diversity Hoops basketball games that bring together various cultural communities and police. Each portfolio officer provides input to recruit training. A Diversity Education Liaison Officer is part of the Cultural Resources Unit and helps resolve conflicts and promote positive communication between police and the community, encourages community members to participate in diversity education courses and gets involved in diversity related committees. Police developed and deliver a workshop called "You and the Law" aimed at helping new immigrants about the Canadian legal system,	Ongoing liaison with diverse communities helps communication and provides a conduit for issues on an ongoing basis for the unit, and for the service when needed. It also provides useful input to recruit training. It is not clear if rank and file officers are aware of the unit and its functions. The Law and You workshop's potential was lauded by an immigrant community service provider. The Police Chief sees two-way benefits - for the community in learning how police enforce the law and for the officers who deliver the workshop in learning about the immigrant communities, in the process.

OTHER MEASURES TO RESPOND TO DIVERSITY (Contd.)

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
Various police services	Ethnic community/ Liaison / Diversity advisory groups to advise police and maintain open communications between the police and such communities. Often these have been accompanied by the establishment of a special unit within the police services to enhance relations with such communities.	Has been advocated by all commissions of inquiry, task forces, etc. Among the difficulties that have limited their success is the perception that police only appoint representatives who are supportive of police, leaving critics of the police without representation. Other problems have been the difficulty of ensuring that such groups are truly representative, sustaining minority group participation, ongoing perceptions by minority group participants that group meetings are dominated by police rather than minority group concerns and that police are not receptive to suggestions unless they conform to police priorities. Likewise police show reluctance to work with committees when they have no control over who is appointed. Committees may also be designed to meet the needs of populations that do not represent a natural community, for instance when they are defined to conform with police boundaries and the agendas don't fit the communities they serve. Lack of commitment and lack of clarity about the mandate and role of such groups impedes effectiveness. However, it serves as a good public relations tool for police.
Surete du Quebec	<i>Alive with Pride</i> - Crime prevention/ community intervention program to counter drug use in Aboriginal communities and Bear Mascot (Polixe) used to reach out to children in Aboriginal and diverse communities in a non-threatening way.	

OTHER MEASURES TO RESPOND TO DIVERSITY (Contd.)

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
Montreal Police Service	<p><i>"Strategic Actions with the Community Unit"</i> to coordinate diverse community relations. The unit supports the efforts of 49 neighbourhood police stations each of which has one or two community liaison officers. The Service has a Community Liaison Committee for the Black, Asian, Latino, S.Asian communities. The Human Rights Unit oversees this liaison and employment equity.</p>	
Canadian Association of Chiefs of Police	<p>LEAD program - To create a network of national, provincial, regional, municipal and Aboriginal community based police officers across Canada who have an interest more inclusive proactive policing in Canada. The objective is to build, share and maintain knowledge of effective practices in policing diverse communities including HR practices and learning resources.</p>	
Saskatoon Police Service	<p>With funding from Canadian Heritage, the Saskatoon Police Service undertook various initiatives for inclusive policing - put into place a Cultural Resource Officer to work with minority and special interest groups (in addition to the already established Aboriginal Liaison Officers). The Community Liaison Officers take the lead in working with multicultural groups. Diversity training for both sworn and civilian members of the Police Service is an integral part of the program.</p>	

OLDER PROGRAMS

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
RCMP	RCMP and the Davis Inlet Band Council entered into an agreement in 1995, establishing an interim policing arrangement to provide effective, efficient and culturally appropriate policing responsive to the unique needs of the residents of Davis Inlet. It provides for the appointment of Band Council employees as Peace Officers under 7(1)(d) of the Royal Canadian Mounted Police Act. The peace keepers work in cooperation with and under the direction of RCMP officers. RCMP also provides them with policing training and participates in other training initiatives recommended by a committee established as part of the agreement.	
Federal Solicitor General	Established Canadian Centre for Police Race Relations in Ottawa around 1992 to act as clearing house for information and best practices on police race relations and advise police services on policies and training in this area.	The Centre was closed in 1999 as a result of budget cutbacks.
Royal Newfoundland Constabulary	The Training Section used a \$2,500 Multiculturalism Department grant provided in 1994 to purchase equipment for a Two Way Streets - Race Relations Program, an interactive laser disc training course developed for operational police officers. Six members of the Constabulary were trained as instructors.	
Halifax Regional Police	HRP accepted eighteen people into a special class of visible minorities in 1993. Twelve people graduated. The class was taught the same things as other recruits - standards and the curriculum were never lowered or in any way compromised. Only the class composition was different, i.e. the individuals were visible minorities.	Without active recruitment minorities won't join. "To attract a certain type of person, you have to use similar people to do it" - Don MacLean, HRP

POLICE RESPONSE TO DIVERSITY IN OTHER COUNTRIES

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
<p>London Metropolitan Police, UK</p>	<ul style="list-style-type: none"> <li>- Has a Diversity Directorate and a Cultural and Communities Resource Unit. The latter is a confidential database where police officers and staff can register life skills than can be used to support resolution of critical incidents or investigations.</li> <li>- Racial and Violent Crime Task Force investigates the most serious types of these crimes, particularly where community confidence has been lost.</li> <li>- Met supports 13 staff associations.</li> <li>- A Diversity Directorate team focuses on improving retention and progression of minority staff.</li> <li>- Diversity training has been provided to 40,000 Met staff including high ranking officers to catering staff. The training covered attitudes, values, prejudiced behaviour, intercultural communication, institutional discrimination and organizational and cultural change. A facilitated discussion between police trainees and 4 to 8 members of the community was also part of the 2-day training. Diversity issues are also an integral part of all police training courses. There is a special diversity training department in the policing training centre.</li> </ul>	<p>According to Cmdr. Steve Allen of the Diversity Directorate, consistent high quality interactions with community members will only be achieved by an intelligence approach backed by quality briefings, training processes, structures, culture and leadership. He also stressed the need for early intervention in disputes by supervisors or managers actively seeking resolution and the need for enhanced support and training to improve managers' capabilities to better achieve this. He sees successful operational policing only through an engagement and understanding of diversity.</p> <p>A Finnish police delegation found that despite the Met's commitment, that having a separate diversity training department could be a weakness in that it indicates that diversity is somehow separate from basic training and work of police officers. According to the Finnish police delegation members, Met police view diversity trainers as the lowest in the hierarchy and have a "them against us" perception. In the view of one of the trainers some police officers are resistant to such training and are resentful of being branded in their opinion as individually racist. "Their attitudes were very negative and some would deliberately interrupt or refuse to participate in the training". The Home Office wants to see training lead to change, but said there is very little study on the standard of the training given by the 46 independent police forces in England. In their view training does not deliver organizational change, and believe that leadership is the key. Met police say they are working hard to put systems in place to create a culture of diversity.</p>

POLICE RESPONSE TO DIVERSITY IN OTHER COUNTRIES

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
Sussex, Police, UK	<ul style="list-style-type: none"> <li>- Sussex has created neighbourhood policing teams in order to better engage with local communities and partner with them to reduce crime and increase detections and build confidence.</li> <li>- Divisional independent advisory groups to better reflect the policing needs of local communities.</li> <li>- Appointed a Diversity Manager With additional resources for the diversity team.</li> <li>- Specialist investigations units to provide a comprehensive response to hate crimes.</li> <li>- Ensure policy development takes into account anti-discrimination legislation and necessary monitoring arrangements.</li> <li>- Diversity training based on needs analysis, which is incremental, in phases, role and location specific, to promote, develop and sustain community safety in partnership with the community and other agencies , develop specialist trainers, improve quality of service delivery to ethnic minorities and other diverse groups and build greater trust, among other things. 1,800 officers (in 2001/02) received community awareness training that included a street intervention module. This is linked to national occupational standards and includes community participation.</li> </ul>	



POLICE RESPONSE TO DIVERSITY IN OTHER COUNTRIES

POLICE SERVICE/ RELATED AGENCY	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
A number of other UK police services	Have undertaken diversity training and / or other diversity initiatives.	<p>Under the Race Relations Act, all police forces and authorities as well as all public bodies have a statutory duty to produce a race equality scheme. But the Commission for Race Equality (CRE) found that more than 90 per cent of police race equality schemes fail to meet minimum legal requirements, including the duty to monitor employment.</p> <p>Sir David Calvert-Smith, who compiled the CRE report, found that diversity training gave officers little understanding of what constitutes racial discrimination, how it can lead to an abuse of police powers and failed to support officers challenging racism in the workplace.</p> <p>According to the director of diversity &amp; inclusion at Royal Mail, training is just a small part of promoting diversity and employers needed to embed it firmly as part of the business.</p> <p>Diversity training needs to be backed by visible and strong leadership from the top and combine it with local action with every manager having individual responsibility and objectives, as with anything else they deliver.</p>
Dorset Police	Initiated diversity awareness training for all staff designed to address recommendations following a force wide cultural audit and is specific to the needs of the diverse communities.	

POLICE RESPONSE TO DIVERSITY IN OTHER COUNTRIES

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
West Yorkshire Police	Provides training Equal Opportunities Legislation and Policy and Positive Action and Positive Discrimination.	
West Midlands Police	Positive initiatives have included positive recruitment, progression and retention of visible minority staff, dismantling barriers forum, consultative community committees to advise high ranking officers, grievance procedure and response to issues, hotline for reporting colleagues who fall below professional standards. These address not just diverse victims but also diverse offenders. Mandatory diversity training has been provided for all police officers and civilian support staff including training in policing diversity.	
Strathclyde Police	Established a Diversity Recruiting Team to ensure that the personnel within Strathclyde Police fully represent the diverse nature of the wider community. The Team is responsible for communicating with the minority communities, build understanding about the different issues relating to diversity in terms of recruiting and promoting the benefits of working together in partnership.	
Northumbria Police	Has instituted a diversity policy that encompasses hiring, retention, development of current and potential staff and to manage diversity into its policies, practices, procedures and culture and intends to monitor progress. It also addresses harassment.	

POLICE RESPONSE TO DIVERSITY IN OTHER COUNTRIES

POLICE SERVICE/ RELATED AGENCY	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
LAPD	<p>- The Service provides 32 hours of training specifically on cultural diversity to recruits. - -                      - All LAPD employees are required to attend cultural diversity training using real-life experiences, personal experiences and open discussion about culture, biases, stereotypes, dynamics of change, and communication. Close to 10,000 have been trained.                      - Quarterly meetings are held between the Chief of Police and representatives of diverse communities, giving the latter opportunities to raise concerns directly with the Chief and the LAPD the opportunity to disseminate factual information about topical issues facing the Department and the City to the communities. There are eighteen Community Advisory Boards.                      The Community Relations Section maintains contact with community organizations, leaders, etc. and gets feedback about the Department's effectiveness.                      The Strategic Plan for Recruitment includes priorities for recruiting quality candidates from a diverse pool of candidates and does outreach.</p>	<p>Evaluation of training was proposed by the Human Relations Commission.                      According to one analysis of law enforcement in multicultural communities: "The more professional a peace officer is, the more sophisticated he or she is in responding to people of all backgrounds and the more successful he or she is in cross cultural contact."                      According to the RAND report, the LAPD does not communicate a unified message leaving individual officers to fill in the vacuum with their own interpretations of appropriate behaviour.</p>
Tannenbaum Centre, NY	<p>Religious Diversity in the Workplace training program for police officers to equip new recruits and police on the streets understand the religious practices and beliefs of the diverse communities they serve and how they relate to law enforcement, so they do so in ways that respect different traditions. It helps them work with and get cooperation from communities to defuse potentially explosive situations and investigate in order to be proactive in terms of developing situations. The training curriculum is both experiential and cognitive.</p>	

POLICE RESPONSE TO DIVERSITY IN OTHER COUNTRIES

POLICE SERVICE/ RELATED AGENCY	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
Springfield Police (Mass.)	Contracted University of Massachusetts to provide 43 weeks of diversity training to officers and command staff. The objective is to increase awareness to the skills and competencies necessary for effective community policing. It explores definitions of diversity, stereotypes and prejudice, as well as how to effectively change patterns of thinking and behaviour as a strong beginning for systemic change. Intent is to integrate diversity education into the police academy's ongoing training program.	
Metro Nashville Police	Provides diversity and cultural sensitivity workshops for police recruits, lateral police officers and civilian supervisors. The goal is to increase awareness and knowledge regarding cultural diversity and its implications for culturally competent service delivery.	
Naples Police (Florida)	By state mandate police officers are required to complete a two-hour workshop on cultural diversity (awareness) training each year to keep their certification. It uses role-play, situational video tapes depicting insensitive behaviour, etc. They receive this training once in four years.	According to Florida International University psychology chairman and race relations expert, racial sensitivity training may not be effective because it is mandatory. Very little of it is applied in the real world, without monitoring of behaviour, encouragement and guidance by supervisors. More positive interaction with the community and visibility from community policing can break down barriers and lead to better relations with the community.

POLICE RESPONSE TO DIVERSITY IN OTHER COUNTRIES

POLICE SERVICE	SUMMARY DESCRIPTION OF PROGRAM	LESSONS LEARNED
Maryland State Police	Prevention and resolution program to support the Service's emphasis on "zero tolerance for harassment of any kind". The program includes a "train-the -trainer" component, executive briefings, policy development and monitoring the application of training. About 2,500 Maryland State Police sworn and civilian employees received the training.	
Fort Collins Colorado  Atlanta Police (Georgia)	All personnel are given compulsory diversity training by police trainers to prevent bias-based policing. The Human Rights Office assists with basic recruit training. Diversity Training for Public Safety Personnel Program provides diversity training sessions for law enforcement personnel and bimonthly meetings of the Multi-cultural Task Force. Peace Officers throughout Georgia can earn two hours of academic credit for most of these sessions. Currently there are ten modules, three videos and several cultural descriptions of various ethnic groups used in this training.	Public safety officers have consistently given high ratings to this training. Officers and departments are requesting advanced training and asking for assistance with cases and technical assistance on cultural issues.
University of Illinois Police	The Cultural Resources Officer group made up of six sworn officers and one civilian employee provides ongoing cultural diversity training to all sworn and civilian employees, both new and existing. Training methods include shift briefings, in-service training, diversity bulletin board. Sessions include group discussions, case scenarios, videos and various guest speakers from different community groups.	They have learned that their diversity training is beneficial because the training is on-going and job related. It is effective because it is a strategic process with goals and objectives that impact both individual behaviour as well as organizational development.
University of Virginia Police	Diversity instructor uses jokes, quizzes, exaggerations, personal history and culturally diverse composition of class to present diversity in a non-threatening way - to show different levels on which people relate.	

