



**OTTAWA POLICE SERVICE
SERVICE DE POLICE D'OTTAWA**

*Working together for a safer community
La sécurité de notre communauté, un travail d'équipe*

DIVERSITY IN POLICING

RECRUITING A POLICE SERVICE THAT REFLECTS THE COMMUNITY

Community Forum Report

March 27, 2003

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BACKGROUND

In the next four years, the Ottawa Police Service (OPS) will be hiring over 300 officers and other police personnel. Given this future need, the OPS hosted the *Diversity in Policing* community forum on March 15, 2003 to seek input from racial minority, Aboriginal, LGBTTS (Lesbian, gay, bisexual, transgendered and two-spirited) and women's communities on how to best engage diverse communities in the recruitment efforts. (see Appendix A) Recruiting a Police Service that reflects the community will result in increased diversity in policing for Ottawa.

The objectives of the community forum were for diverse communities to identify:

- the diversity elements and priorities for recruitment;
- the outreach strategies for recruitment in the diverse communities; and
- the role and responsibilities of Community Recruitment Champions.

Over 40 community members participated in the *Diversity in Policing* community forum. Key OPS personnel at this event acted as a resource on the police service and recruitment process.

INTRODUCTION AND WELCOME

Larry Hill, Deputy Chief, Ottawa Police Services convened the forum by welcoming participants. He reinforced with participants the commitment of OPS to always strive for improvement, particularly in the areas of racism, domestic assault, sexual discrimination and hate crimes. Deputy Chief Hill concluded by encouraging participants to engage in open and honest discussions during the community forum.

Sonia Brereton a member of the Community-Police Action Committee (COMPAC) welcomed participants and reiterated the recruitment goals of the OPS, with emphasis that policing should be viewed as a viable form of employment.

COMPAC is an Advisory Committee which assists the OPS to achieve the goals of providing just and equitable police services for visible minority and Aboriginal communities in Ottawa.

HOW POLICE RECRUITMENT WORKS

Staff Sergeant Syd Gravel, Ottawa Police Services made a presentation on the Constable Selection System and provided participants with a handout on the process. (see Appendix B)

He acknowledged that some changes to the current Constable Selection System, although needed, were not likely to take place quickly. Staff Sergeant Gravel stressed to participants the importance of their input for Stage 1 (Outreach Strategies and Plan) in the Pre-Interview Assessment process. He concluded by reiterating to participants that the main task at the community forum was to identify ways to have an equitable recruitment process within the current Constable Selection System.

SUMMARY OF COMMUNITY FORUM DISCUSSIONS

During the community forum, participants worked in three small groups with a focus on forward-looking ideas and strategies for recruitment. Below is a summary of these discussions.

VISION OF A POLICE SERVICE AND RECRUITS

Participants discussed the Police Service they wanted in order to identify the diversity priorities and attributes most desirable in recruits.

Participants' vision included a Police Service that:

- reflects the community it serves in all its diversity and is inclusive;
- values and respects diversity;
- has the overall capacity to serve communities in English or French;
- is knowledgeable and conversant with diverse communities in Ottawa;
- is unbiased and non-discriminatory;
- has officers and personnel who are always professional in their performance of duty;
- fosters continuous improvement and change;
- has high credibility in diverse communities;
- is known for being a police *service* and not a police *force*.

Given this vision of a Police Service, participants indicated that it would be desirable for recruits to reflect Ottawa's diversity, and to have the following qualities, values and attributes:

- strong communication skills;
- knowledgeable about various groups and the different diversities in Ottawa;
- sensitive, open-minded and unbiased to all diversities;
- good problem solving skills and self-control;
- strong awareness of stereotyping, bias and discrimination; and
- respectful of diversity, human rights and equality.

CONSTABLE SELECTION SYSTEM

Issues

Participants felt that the Constable Selection System is complex, cumbersome, tedious and difficult to understand for many communities.

They identified the cost for a potential recruit to reach the point where s/he is qualified to apply to a Police Service as a financial barrier to many immigrants and low-income communities. A fee of almost \$290.00 is required to take the standardized tests in Stage 4 (Assessment) in the Pre-Interview Assessment process, while the cost for Police College is about \$5,000.00. In addition, there is an increasing need for recruits to have higher education, as police recruitment becomes more competitive and for their career-advancement, which is a barrier for low-income people who cannot easily afford a college or university education.

Participants also found the Pre-Interview Assessment process to be overly lengthy with long wait-periods that vary from 6 months to 3 years to re-take standardized tests in Stage 4.

Further, they indicated that many people in diverse communities may find it difficult to proceed through the Constable Selection System process because English is not their first language.

Lastly, participants felt that the police officers conducting the Essential Competency Interview only have the standard diversity and human rights training which may not be sufficiently in-depth to deal with diversity issues in Stage 5 of the process.

Suggested Strategies

Suggested strategies that OPS can directly address included:

- clarifying and clearly communicating the recruitment goals and process to the diverse communities;
- formerly valuing recruits' knowledge of and experience with diversity issues as a desirable competency, skill or talent;
- covering or subsidizing the cost for standardized tests in Stage 4; and
- introducing a pre-hire program to better prepare interested potential recruits for the standardized tests in Stage 4.

Strategies suggested for the Constable Selection System that OPS cannot directly address included:

- shortening the time for all parts of the process;
- reviewing the tests within the entire process to ensure that current diversity and cultural considerations are integrated;
- providing multiple choice and second language considerations for testing;

- recognizing foreign credentials, skills and experience of recruits who were police officers outside of Canada, e.g. granting these candidates credits;
- lobbying the province for stronger policy, procedures and practices on diversity;
- gathering statistics at Stage 4 of the process; and
- approaching Revenue Canada and HRDC (Human Resource Development Canada) to support the cost of police training.

OTTAWA POLICE SERVICE

Issues

Participants felt the OPS needed a more holistic and coherent approach that would strengthen the current Police Service and also attract and retain new people.

They raised the issue that the current make-up of OPS does not reflect the diversity of the Ottawa community. Neither is diversity strongly reflected inside the institution, in operations and the provision of police services. To this point, they noted the lack of human resources in the Diversity and Race Relations, and the Recruitment sections to work with diverse communities.

Further, diverse communities may not perceive policing as a profession that is open to them as many view the Police Service as “only for Caucasian middle class males”. This was identified as a barrier for attracting women recruits especially those from different racial minority communities.

Participants found that it was not helpful for some current OPS personnel to have the apparent misconception that consultations with diverse communities, such as this community forum, amount to affirmative action measures.

Not helpful were also the historical negative interactions of police with various groups that have generated a great deal of distrust and an image of the police as reactive, authoritarian and repressive in some diverse communities.

Suggested Strategies

Strategies for the OPS suggested by participants included:

- developing and implementing a strong diversity policy with a comprehensive strategy throughout the OPS as an institution, in its operations and the provision of services;
 - “mainstreaming diversity” - making diversity and anti-discrimination part of everyday operations and service provision;
 - establishing and enforcing zero tolerance in the OPS for any form of racial, sexual and homophobic harassment and discrimination;
- ensuring strong, public and visible support from the Chief and Executives for a strong diversity policy and strategy in OPS;

- including multi-lingual and diversity/ anti-discrimination skills of existing police officers and recruits as valued and desirable competencies in human resource practices;
- increasing the human resources of the Diversity and Race Relations, and Recruitment sections of OPS; and
- tracking statistics of recruitment to OPS over next four years, in particular diversity statistics.

DIVERSE COMMUNITIES

Issues

Given Ottawa's increasing diversity and the settlement of new immigrants in the area, a range of different cultural and political understanding of policing exists which could hinder active recruitment.

Participants commented on the lack of support for family members and friends in considering policing as a career in some communities that have experienced repressive policing in their country of origin and view policing in Canada in the same way. Meanwhile, some families from diverse communities view policing as a dangerous and an unrewarding profession for their children. All these issues point to the need for more and stronger initiatives to continue building positive police-community relationships.

Some participants felt that it was more challenging for certain communities to assist in recruitment as their community members may have greater difficulties meeting requirements due to high drop-out rates from school, low income, language barriers, etc. Lastly, participants commented on the difficulty for many community agencies to take on additional programs such as mentoring for recruits due to the lack of resources and funding cuts.

Suggested Strategies

Strategies for community outreach proposed by participants included:

- inclusive recruitment outreach aimed at reaching members of diverse communities, and specific groups such as youth, young adults, single parents and low income people;
- the OPS organizing more information sessions and attending more job fairs in high schools, colleges and universities;
- engaging the OPS Advisory Committees and other community agencies in organizing informal information sessions to educate or inform their community members of the employment opportunities with the Police Service;
- using the OPS Advisory Committees to bridge the Police Service to various communities for recruitment;

- using volunteers from Community Police Centres (CPC) to talk to high school students about policing as a career at school functions such as school career days;
- identifying official and unofficial community leaders to assist with recruitment efforts through collaboration between the OPS and community partners, OPS Advisory Committees, and MPPs;
- the OPS working in partnership with official and unofficial community leaders to recruit people through community centres, community agencies, sports organizations, tenants associations and family houses;
- police officers attending and participating more actively in events, schools, meetings, presentations, and cultural parades, festivals and other events specific to different communities;
 - excludes police officers who are providing security for these special events;
 - do not just send police officers from those communities hosting the events;
 - send police officers not from those communities hosting the events to increase their education and awareness;
 - have the Chief of Police and Executives be even more visible in diverse communities;
- soliciting the help of retired or former police officers from each community to outreach to their communities; and
- developing community-mentoring recruitment programs through partnership between OPS and diverse communities.

COMMUNICATION

Some participants felt that a strong OPS communication strategy was needed. Participants indicated that there was a lack of on going and vigorous information dissemination on policing in general, and in particular about the recruitment requirements and process. Further, the lack of access to and availability of culturally appropriate information on recruitment was also identified by participants as a barrier.

Suggested Strategies

Communication strategies to increase community access to information suggested by participants included:

- more vigorous marketing and outreach to the diverse communities by OPS;

- developing and implementing an OPS public relations strategy on diversity and anti-discrimination;
- reinforcing the image that OPS is a *police service* and not a *police force* – and, in Canada policing is a profession that serves and protects people in all communities;
- posting detailed recruitment information on the OPS web site in a more obvious and accessible way;
- linking more police recruitment information to other community agencies' web sites, e.g. www.hiiraan.com that reaches the Somali community;
- developing a communication database at OPS to continually improve awareness and outreach to diverse communities;
- issuing public service announcements (PSAs) on recruitment efforts, goals and the opportunity this presents to better reflect diversity in the OPS;
- using community newspapers, newsletters, radios and television stations or programs to deconstruct the negative image that some immigrants have of the police;
- providing clear information on the rewards and challenges of policing for the diverse communities, e.g. wage and benefits, risks, challenges, etc.
- translating police recruitment information into the major languages used in Ottawa;
- conducting recruitment in the “language” - terminology and nuances - unique to a specific group, e.g. the LGBTTS community; and
- supporting OPS multi-lingual communication products with contact persons who speak these languages and appropriate follow-up actions.

TRAINING

Issues

Participants raised key training issues related to recruitment that would create a conducive workplace environment to attract recruits from diverse communities.

Participants identified the need to foster continual improvement and change in policing to meet the increasing diversity in Ottawa. They felt that every police officer must be trained and competent to handle all calls and operate effectively in many different cultural and diversity situations.

An important issue raised by participants was the need to improve police officers' communication skills and ability to empathize. Along these lines, some participants pointed to the need for police officers in plain clothes to clearly identify themselves in community situations.

Suggested Strategies

Some training strategies suggested by participants included:

- continuous diversity and anti-discrimination training and upgrading for all existing and new police officers to increase their knowledge and sensitivity to issues and concerns of diverse communities; and
- establishing a community race and cultural unit in OPS to provide this training and upgrading.

COMMUNITY RECRUITMENT CHAMPIONS

Outreach to diverse communities can be more effective through a Community Recruitment Champion, someone who has credibility and is well respected in a specific community, who will help to:

- raise awareness, education and exposure to recruitment; and
- identify potential recruits.

Current police officers, church groups, OPS Advisory Committees and community agencies could help to identify Community Recruitment Champions. Participants felt that Community Recruitment Champions can only be effective with a strong commitment and the on-going support from OPS.

Participants suggested that Community Recruitment Champions include both individuals and organizations. These Champions will need to have personal experience in dealing with police and diversity issues. Additionally, they will need to have a strong sense of the “Ottawa pulse”. Participants felt that the Champions must be willing to be educated and trained.

Participants stressed that the Community Recruitment Champions will need very specific and honest information about recruitment to be effective.

NEXT STEPS AND CLOSING REMARKS

Nancy Worsfold, Director of Community Development, Ottawa Police Service spoke briefly about the next steps. She informed participants that a short report of the community forum will be prepared and sent to them. Ms. Worsfold reiterated that the OPS will be employing over 300 new recruits over the next four years and urged participants to take action in their communities – to spread the news and encourage community members to consider policing as viable employment and a decent career.

Cynthia Cousens, Chair of the Liaison Committee was pleased to note that values are gradually changing and people are more accepting of others' differences. Ms. Cousens felt that the community forum was one step in working together to build a stronger and more supportive community. She concluded by thanking participants for their invaluable contribution.

The Liaison Committee brings together the lesbian, gay, transgendered and two-spirited communities and the police to discuss LGBTTS-related policing issues and to work together for equitable police services.

FEEDBACK RESULTS OF COMMUNITY FORUM

Participants were asked for their feedback on the community forum and 26 participants returned the completed feedback forms. (see Appendix C)

Overall, participants were very pleased with the community forum where 42% felt it was excellent; 38% very good; 15% good and 4% somewhat good. In addition, participants also rated the format of the forum highly where 38% found it was excellent; 38% very good; 19% good and 4% somewhat good.

Overall, participants praised the community forum as a genuine and sincere initiative by OPS. Many participants hoped for more community consultations on a regular basis throughout the 4-year recruitment process.

APPENDIX A AGENDA

Diversity in Policing March 15, 2003

Hintonburg Community Centre
1064 Wellington Street

- | | |
|-------------------------|--|
| 09:15 a.m. - 09:30 a.m. | Coffee & Muffins |
| 09:30 a.m. - 09:40 a.m. | Introduction/ Welcome
♣ <i>Deputy Chief, Larry Hill, Ottawa Police Services</i>

♣ <i>Sonia Brereton, Member – COMPAC</i> |
| 09:40 a.m. - 10:45 a.m. | How police recruitment works
♣ <i>Syd Gravel, Ottawa Police Services</i> |
| 10:45 a.m. - 11:55 a.m. | BREAK |
| 10:55 a.m. - 12:15 p.m. | What are the diversity priorities in recruiting people for the Ottawa Police Services?

Outreach recruitment - who and how?

Community Recruitment Champions - Role & Responsibilities |
| 12:20 p.m. - 12:50 p.m. | Report Back from Small Groups |
| 12:50 p.m.- 1:00 p.m. | Next Steps
♣ <i>Nancy Worsfold, Ottawa Police Services</i>

Closing Remarks
♣ <i>Cynthia Cousens, Chair - Liaison Committee</i> |

APPENDIX B CONSTABLE SELECTION SYSTEM

PRE-INTERVIEW ASSESSMENT

STAGE 1
Outreach Strategies/ Plan

STAGE 2
Recruitment, Job Awareness, Self Selection
Distribute Applicant registration Form

STAGE 3
Applicant Registration Submission
*Registration, Release of Information, Survey,
PAR-Q/PARmed-X Forms
Collect Applicant Fee of \$288.90*

STAGE 4
Assessment
Screen Registration

Standardized Tests

4.1

- a. Aptitude Test (AT) – 3 years
- b. Written Communication test (WCT) – 3 years
- c. Physical Readiness Evaluation for Police (PREP) – 6 months
- d. Vision and Hearing (optional to defer to 4.2)

4.2

- a. Behavioural Personnel Assessment Device for Police (B-PAD) –Video Based Simulation – 3 years
- b. Vision and hearing (if not done in 4.1)

NOTE: The fee for retest if unsuccessful is \$60.35 per test.

If Successful a...
CERTIFICATE OF RESULTS
...is issued.

INTERVIEW / POST INTERVIEW ASSESSMENT

STAGE 5
Interview Process
Application Submission

STAGE 6
Background Reference Check
Psychological Assessment – MMPI-2
Personal History Form

STAGE 7
Final Selection Decision
Final Medical

STAGE 8
Probationary Appointment

5.1 Essential Competency Interview (ECI)

1. Analytical Thinking
2. Self-confidence
3. Communication
4. Flexibility / Valuing Diversity
5. Self-control
6. Relationship building
7. Achievement orientation
8. Medical / Physical Skills and Abilities

5.2 Pre-background Questionnaire (PBQ) Review

5.3 Developmental / Local Focused Interview (LFI)

1. Information seeking
2. Concern for Safety
3. Assertiveness
4. Initiative
5. Cooperation
6. Negotiation / Facilitation
7. Work Organization
8. Community-service orientation
9. Commitment to learning
10. Organizational Awareness
11. Developing Others

APPENDIX C

FEEDBACK RESULTS

Diversity in Policing Community Forum March 15, 2003

1. Overall, how would you rate the format of the Community Forum?

Poor 1	2	Good 3	4	Excellent 5
0%	4%	19%	38%	38%

Comments:

- It was a well organized forum.
- Plenty of info. shared, and many concerns were brought out.
- Just the fact that you have it is very positive – hope you have more.
- This is a good process to give the OPS a feel of its communities.
- I thought it went very well.
- More meetings or forums.
- Maybe we needed more time to analyze the smaller groups.
- Excellent because of location and timing.
- Lots of time in small group discussion – good turn out.
- Some good ideas were presented.
- Congratulations on the initiative.

2. What did you find most useful about the Community Forum?

- Small group discussion was interesting.
- The discussion with Nathan and Syd.
- The interest to make changes.
- The level of communication between the diverse participants.
- Group discussion.
- Sharing ideas with others from the community and the Police Services.
- Informative, public perception of Police, education/ certification concerns.
- More Information.
- Small groups, and Deputy Chief Larry Hill and officer Syd gave excellent presentations.
- Meeting members of various communities and their ideas about recruitment.
- Having the ability to sit down in a group and discuss what a diverse police force should consist of.
- Dividing us into sub-groups, and getting our response.
- Discussion on what police we want.
- Recruitment session.
- Focused – openness. The Police are taking the right initiative to make it reflective of the community it serves.
- Information.
- To find out, once again, that the goals, issues and problems of ethnic communities are the same for everyone – brainstorming together is always valuable.
- The room for open discussion on the topic of the constable selection process and outreach recruitment.
- The first plenary and the workshops.
- Questions and answers re recruitment process, and small groups.
- Good turnout.
- Sense that something is being done.
- I learned quite a bit about recruiting for the police and some of the criticisms of the process that make it difficult to be a diverse body.
- The initial discussion with Mr. Syd.
- Opportunity to share information on barriers to enter Police. Too many tests before reaching the stage of applying for a job as a constable.

3. What did you find least useful about the Community Forum?

- There was nothing that was not useful. Not enough time to hear all concerns – they are important! Not sure where to go from here? Realization that not enough resources are invested in race Relations and in Recruitment.
- N/A

- N/A
- Time too short.
- Nothing.
- Nothing!
- The process of hiring new police officers.
- N/A
- Nothing much. N/A
- Everything was very valuable.
- Lack of time and the need for “short term’ results.
- The Test explanation was too long even though it pointed clearly that the hiring system needs a complete overhaul.
- Not enough time to discuss important issues.
- Nothing.
- None.

4. Overall, how would you rate the Community Forum (e.g. facilities, discussion, format, food, organization, etc.)?

Poor 1	2	Good 3	4	Excellent 5
0%	4%	15%	38%	42%

Comments:

- The facilitator – Elizabeth was very good.
- It was well organized and both the facility and food were very good.
- Bravo!
- Useful but little answers or patted answers. Drastic changes are needed to improve hiring and retention.
- Central location, lots of food, good turn out.
- Specific focus group (red) lacked focus and often ended up discussing other related matters – cost, training, interview process.

5. What suggestions do you have for future community forums/ meetings?

- Keep the dialogue going.
- This forum must be repeated regularly (i.e. 3 – 6 months) if long term results are to be achieved in this city.
- Recruiting youth.
- To have this event more often in a year.
- Longer discussion groups at future meetings.
- Advertise earlier. Develop a contact list within the community and contact directly by email and mail.
- Continue such forums.
- Would like to have more of these meetings.
- More time for small group discussions.
- To possibly see some results from prior forums.
- More forums. Involve all decisions with community members. Community consultations.
- We need more workshops like this one. More of this.
- Continue this course and through his the community-police relations will develop more amicably.
- More people to know about the meeting.
- Do not stop, let’s have more of these meetings. Let’s do more outreach.
- Keep them coming!
- Provide a synopsis of the organization i.e. present police organization and difficulties with retention. Let the Executive Committee attend to hear directly from the community.
- Move around various communities. Use PSA on CBC – cultural radio programs, CKCU, etc. to advertise.
- Hope there will be others.
- Need more time and more meetings to reach more of the community.
- I think some ideas were very good. It would be useful to be sure that there was a follow up.
- Have more meetings of similar content.
- Keep up this type of initiative. Have another in the next 12 months.