

# Diversity in Policing Project: Phase I report

Diversity in Policing Project: Phase 1  
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## 1. INTRODUCTION

This report documents Phase I of the Diversity in Policing (DiP) institutional change project. Report sources include: DiP needs assessment research findings; Project Management Team (PMT) key informant interview data; Validation Group and PMT meeting minutes; and, project artifacts such as documents, presentations and reports to chronicle Phase I of the DiP project.

The project is described below under eight sections: 1) purpose; 2) background; 3) anti-racism theory; 4) demographics, 5) time frames, and 6) the model of institutional change developed through PMT action research and Validation Group input\*; 7) unintended outcomes that have emerged from the project; and 8) next steps which incorporates the gaps in the research on institutional change projects.

\*This model construction is based on Valerie Pruegger's model of Diversity Organizational Change model shown in section 6.4.

### 1.1 Purpose

*"The real political task is to criticize the working of institutions that appear to be both neutral and independent; to criticize them in such a way that the political violence which has always exercised itself obscurely through them will be uncovered so that people can fight it" (Michael Foucault).*

The DiP project seeks to identify and reduce systemic racism in the Thunder Bay Police Service. To begin project staff held community consultations with racialized peoples to define the problem from their perspective. Based on this research, the Thunder Bay Police Service (TBPS), in collaboration with their project partners, the PMT and the Validation Group, worked towards institutional change.

### 1.2 Background

*"We have embarked on a project of institutional change for the Thunder Bay Police Service. The first step is to acknowledge that systemic racism exists in policing as it exists in many forms throughout our society" (B. Herman, speech, 21-3-07)*

Pre-project local events set the context for improved relations between the police and racialized peoples in Thunder Bay. In 1988 Clare Lewis held consultations with Aboriginal peoples in Thunder Bay for the Task Force on Race Relations and Policing. The commission reported racial profiling and historically problematic relations between police and Aboriginal peoples. Three years later Thunder Bay Multicultural Association, the TBPS, and potential funders began discussing an anti-racism initiative in policing. The

Chief of Police had an existing race relations committee that reported racial tensions between Aboriginal and other racialized groups and police. He was ready for an alternative approach to address policing problems with the community. Most recently, in a 2002 local study of racism, survey respondents reported racist interactions with TBPS. These events, described below, demonstrated the need for an institutional anti-racism project.

The 1998 Ontario Task Force on Race relations and policing interviewed people across the province, including Thunder Bay. In response to Thunder Bay participants' testimonies, the Chief of Police set up the Thunder Bay police/community relations committee. This committee began TBPS's engagement with racialized communities. For Task Force information see <http://www.attorneygeneral.jus.gov.on.ca/english/about/pubs/LeSage/section3.pdf>.

Representatives from Thunder Bay Multicultural Association, Heritage Canada, and TBPS held discussions as early as September 2002 about an anti-racism project to improve relationships between TBPS and its constituent community groups. The group also investigated other policing initiatives. As the project was starting, Kingston Police Services undertook a racial profiling study of its front line officers. Kingston's issue-based study of profiling differed significantly from the DiP project which is a proactive, embedded, and holistic approach to eliminate systemic racism.

The original race relations committee, comprised of members of Aboriginal and visible minority communities, was ineffectual. C. Woodbeck notes that "race relations is not a problem-solving model" (personal communication, 28-02-07). The Chief sought a problem-solving alternative to the existing committee. He also saw different issues brought forward by Aboriginal peoples and other racialized groups. To address these differences, the Chief formed two new groups—one of Aboriginal representatives (Aboriginal Liaison Committee) and one with all racialized group members (Validation Group).

In 2002 Diversity Thunder Bay commissioned *A Community of Acceptance: Respect for Thunder Bay's Diversity*, a study of racism in Thunder Bay. Haluza-Delay (2002) concluded that "[c]ertain institutions are also pointedly mentioned by racialized people—police services and both school boards, in particular. Institutions need to go beyond race relations policies and consider social practices and institutional culture" (p. 6). The full report is available @ <http://diversitythunderbay.tripod.com>. Report highlights are available through the Thunder Bay Multicultural Association website @ [www.tbma.ca](http://www.tbma.ca) by going to publications, then selecting the document *A community of Acceptance*.

Chief Herman (TBPS) took the Diversity study findings to heart. In November 2003 he presented the DiP proposal before the City of Thunder Bay. He noted that institutional racism exists, and police are an institution, therefore the police have racism within their policies and practices. Despite the Police

Association's initial reluctance towards the project, they soon supported TBPS and the DiP project work.

### **1.3 Anti-racism theory**

Anti-racism seeks to investigate and challenge the knowledges and power relationships that exist in institutions. According to Dei (2000), anti-racism is an "action-oriented, educational and political strategy for institutional and systemic change that addresses the issues of racism and the interlocking systems of social oppression (sexism, classism, heterosexism, ableism)" (p. 13). Anti-racism practitioners examine the policies and practices of institutional life to uncover embedded and/or taken for granted aspects of professional practice that discriminate against groups. Based on these examinations practices are changed to reduce or ultimately eliminate racism and other social oppressions, within an anti-racism framework.

Race as a concept does not include superiority or its opposite inferiority. But this social construct relies on historically 'established' biological and phenotypical race markers and cultural characteristics and the findings of racial/cultural inferiority to justify and enact racism. Racism has perpetuated historical, social, material, and political consequences for racialized peoples. These consequences are systemic and systematic— race connects to racism through societal institutions' intentional or unintentional policies and practices and individual attitudes and behaviours. Race connects to class, gender and sexuality as they are all "social categories that inform the complexity of human experience" (Dei, p 31). These social realities have led to conflicts between racialized peoples and policing. This anti-racism project is about changing the institutional and individual realities of racism for communities and policing.

*"Bias exists in every aspect of our society—why wouldn't it exist in a police service" (C. Adams, interview, 22-03-07)*

## **2. LOCAL PROJECT CONTEXT**

### **2.1 Demographics**

Thunder Bay is built on the traditional territory of the Fort William First Nation, which it now abuts. Fort William First Nation is a member of the Union of Ontario Indians (UoI). Not surprisingly, in 2001 81% of the Aboriginal peoples in Thunder Bay identified as Ojibwe. There are five more First Nations communities of the Union of Ontario Indians and one member of the Grand Council Treaty Three (GCT3) area within two hours of Thunder Bay. Beyond a two-hour driving radius, UoI, GCT3, and Nishnabe Aski Nations (NAN) communities surround the city for thousands of kilometers, broken only by the lake.

Thunder Bay is the largest city in Northwestern Ontario, and is accessible by air, land, and water. The city is a regional transportation, commercial, educational, and medical hub for goods and services. Many Aboriginal peoples from surrounding communities come to Thunder Bay for schooling, medical services and treatments, and work. Other Aboriginal peoples were born and raised in the city. Thus, Thunder Bay has the third largest per capita population of Aboriginal peoples in Canada. The Aboriginal population in Thunder Bay grew 172% from the 1981 to 2001 Census reports. Today there is a large, young, and growing Aboriginal population in Thunder Bay. (This information is taken from Chapter 3, Context, Demographics and Mobility Patterns of the *Urban Aboriginal Task Force—Thunder Bay Final Report* (2007). The report is available @ [www.ofifc.org](http://www.ofifc.org)).

Within a 20 kilometer radius there are five police jurisdictions. Two Aboriginal forces, Nishawbe Aski Police Services (NAPS) and Anishinabek Police Services (APS) serve First Nations communities within the Political Territorial Organizations (PTO) of Nishnawbe Aski Nation (NAN) and the Union of Ontario Indians (UOI) respectively. The Ontario Provincial Police (OPP) have jurisdiction for the area outside of the communities of Thunder Bay and Oliver Paipoonge, which are covered by the Thunder Bay Police Services.

## 2.2 Time frames

*"[an action plan for change is] not going to happen in one or two years, when it took 200 years to get to here" (C. Woodbeck, interview, 09-03-07)*

This Phase I report documents the project from its inception in January 2004 to its completion in March 31, 2006. No one involved expected a quick fix through this multi-year change management project led by the PMT and sponsored by Thunder Bay Multicultural Association.

## 3. THE PROJECT MODEL

*[m]any police services across the country have risen to this challenge [ of improved community and police interactions] as evidenced by the number of innovative models and best practices highlighting police and community partnerships. However, more effort is needed to integrate policies and practices throughout police organizations (Pruegger 2003, p.1).*

Based on Pruegger's (2003) comments above and her model (shown in 6.4), the frame for how TBPS' seeks to integrate policies and practices into the organization is outlined under the following headings: 1) needs assessment; 2) leadership; 3) power-sharing; 4) development and training; 5) representation in employment; 6) staff development; 7) recruitment, selection, and promotion practices; and 8) police/community relations.

### 3.1 Initial needs assessment

From July to September 2004 the DiP coordinator and the project researcher consulted with racialized community members. The qualitative community-based research included fifty key informant interviews with community members and organizational leaders and 23 focus groups involving 155 community members. The purpose of the key informant interviews was twofold; to orient and inform the coordinator of community perceptions of policing, and to provide awareness of the project to various communities. The research is described below.

#### 3.1.1 Methodology and methods

The methodology involved partnering with host organizations to facilitate the research. Hosts were strategically selected organizations with racialized members likely to have encountered police and potentially critical of local policing. Host organizations and researchers collaboratively selected and invited participants using purposive sampling. Aboriginal respondents comprised the majority of interviewees.

Methods included focus groups with the following samples:

- Youth (in school and out of school)
- Homeless persons
- Persons experiencing effects of mental illness
- Aboriginal Elders
- Adult students in secondary and post-secondary programs
- Aboriginal organizational leaders working with racialized peoples

Researchers assured participants anonymity and confidentiality. No organizations or respondents were named in research findings.

Focus group participants responded to three research tasks. First, the Thunder Bay Police Services Mission and Values statement was shown to participants and discussed with them. Second, researchers asked open-ended questions to elicit participants' personal stories about encounters with police. For the final task, researchers asked three guiding questions: "What should Thunder Bay Police stop doing, start doing and continue doing?"

#### 3.1.2 Findings

The research participants' responses to task #2, personal stories of police encounters, echoes data from interviewees since the 1988 Ontario Task Force on Race Relations and Policing. Focus group participants had police encounter stories dating from 20 years ago to yesterday. Those respondents who hadn't had an encounter with police reported stories from friends or families. For every focus group, reports of respondents' bad encounters with police outnumbered good encounters. In all, emotionally-charged memories

were still close to the surface years later. These emotional memories and the dearth of negative experiences may prove difficult for TBPS to overcome.

For task #3, the stop, start, continue questions focus group respondents gave 355 responses: participants spoke in turn and chose to respond to or pass on the question. Respondents took a proactive approach: 41% of the responses focused on what respondents would like to see the police start doing; 37.5% of responses focused on what respondents would like to see the police stop doing; and, 21.5% of responses focused on what respondents would like to see the police continue doing. The findings for stop start and continue are grouped under broad themes which are discussed and also shown as tables below.

### (i) Stop Doing

Focus group participants spoke to three themes: race-based police behaviours; officer behaviours on the street; and, systems-level practices to be stopped. Respondents replied overwhelmingly to the theme of bias or race-based police behaviours (65%) to be stopped. Respondents' replies to the theme of Officer Behaviours (32%) focused on officers' use of power while interacting with suspects. Focus group participants believe that police officers need to stop abusing their power over suspects, and treat people respectfully. Respondents' replies to the Systems-level (3%) were single responses. Responses are broken out by theme below in Table 3(a).

TABLE 3 (a) Stop Doing

| Race-based police behaviours          | Officer behaviours                                 | Systems-level                         | THEME                      |
|---------------------------------------|--|---------------------------------------|----------------------------|
| <b>Stop doing/Number of responses</b> |  |                                       |                            |
| Profiling—34                          | Abusing power—15                                   | Criminalizing intoxication—2          |                            |
| Race-based treatment—45               | Disrespectful—17                                   | Handling own complaints—1             |                            |
| Targeting youth—5                     | Excessive force—5                                  | Closing community policing stations—1 |                            |
| Denying problem—2                     | Holding back medications & items in holding cell—2 |                                       |                            |
| Targeting neighbourhoods—1            | Condoning inappropriate behaviour—2                |                                       |                            |
|                                       | Personalizing crime—1                              |                                       |                            |
| 87                                    | 42   | 4                                     | <b>TOTAL Responses 133</b> |

Within the theme of Race-based behaviours, respondents cited profiling, race or biased based behaviours, and targeting as a significant percentage of responses (62% of total Stop responses). Although Stop responses were not the largest group overall, participants' responses on the theme of race-based

behaviours comprises the largest percentage of responses of overall comments (84/355 or 24% of total Stop, Start, Continue responses).

Researchers found that the perception of racial profiling was prevalent among interviewees and focus group participants and across all groups. This percentage, nearly one quarter of all comments, and the prevalence of profiling-related responses highlights the importance of stopping the practice and the perception of race-based policing.

(ii) Start Doing and Continue Doing

Respondents replied separately to questions of what police should start doing and what they should continue doing. In analyzing the data researchers found that themes such as officer behaviours/traits and force-wide initiatives overlapped for both questions. As well, respondents noted actions such as community policing and cultural sensitivity/anti-racism training under both Start and Continue. Respondents' categorization of the action as one to begin or one to continue is less relevant than the aggregate of responses favouring the action. Thus, these two questions are considered mutually with responses broken out by common themes in Table 3(b) below.

| <b>Officer behaviours</b>                          | <b>Relationships with Aboriginal/racialized communities</b> | <b>TBSP' programs &amp; initiatives</b> | <b>Systems-level</b>                          | <b>THEME</b>               |
|--|---|---|---|----------------------------|
| <b>Start or Continue doing/Number of responses</b> |   |   |   |                            |
| Demeanour—30                                       | Through cultural sensitivity/anti-racism training—45        | Community policing—13                   | Serve & protect—18                            |                            |
| Treat people as individuals—12                     | Being active/involved in community—17                       | Youth/school liaison—10                 | Being a presence in community—5               |                            |
| Communicate better—6                               | Build relationships/seek input from comm.& Elders—13        | Strengthen ALU—4                        | Follow Mission & Values—1                     |                            |
| Being professional—10                              | Hire racialized staff—13                                    | Other miscellaneous programs—3          | Doing a good job—2*                           |                            |
| Improving, adapting, educating self—10             | Provide translators—1                                       | Remote community awareness—1            | Tracking race complaints/complaints process—3 |                            |
| Articulating cause—3                               | Publicize events/initiatives addressing racism—2            |   |   |                            |
| 71   | 91  | 31                                      | 29  | <b>TOTAL Responses 222</b> |

\* Both respondents replied under the question of what should police keep doing.

Within the theme of Relationships with Aboriginal/racialized communities, participants reported cultural sensitivity/anti-racism training as the greatest percentage of responses (20% of total Start/Continue responses). Cultural sensitivity/anti-racism training was prevalent among focus group participants across all groups.

These findings showed that the DiP project needed to work on internal and external barriers: internal barriers to reduce systemic discrimination in policing including racial profiling; and, external barriers to address the perception of racial profiling at the community level.

*Police are a target for accusations of racism. This is a fact of life and the nature of the business. However, regardless of the accuracy of the charges, even the perception that the police are biased can lead to serious consequences in the larger and targeted communities. How the police respond can make a great deal of difference in gaining trust. Rather than reacting with defensiveness and denial, there needs to be a genuine attempt to work with racialized communities, to provide antiracism training to police officers, and to have severe penalties for any breaches that will inevitably occur. (V. Pruegger, 2003, Community and Policing in Partnership)*

### 3.1.3 Outcomes

Through the key informant interviews DiP formed a Validation Group (VG) of sixteen people. The VG that evolved is described more fully below in section 3.6, Police community relations.

## 3.2 Leadership

Institutional change requires a conflux of factors. The timing of events described above as well as the Heritage Canada funding availability were both important factors in the project moving forward.

Institutional change projects need organizational will. To marshal will, every project needs champions.

Bob Herman is the DiP champion for the TBPS. He has been the Chief of TBPS since October, 2000. Anne LeSage of the Indian Friendship Centre and Stan Beardy of NAN are leaders from Aboriginal communities. Both leaders risked criticism from their communities by aligning themselves with the TBPS.

Leadership or championing is theorized by PMT members in a number of ways. Cathy Woodbeck saw the Chief's leadership commitment to anti-racism when she posed a question to him early in the project--"What do you want your legacy to be?" His leadership has demonstrated his response.

Early in the project Bob Herman took an unconventional stance, from a policing standpoint. He tells the story of being at a meeting of the Ontario Association of Police Services Boards that was open to the public. Within that forum, Bob Herman stated to his colleagues "there is systemic racism in policing and we need to deal with it" (B. Herman, interview, 90-03-07). After the meeting a CBC reporter followed up with the Chief on his assertion. He gave an interview, reiterating that systemic racism in policing needs to be eliminated. After the interview a police chief from another jurisdiction was asked by reporters for his thoughts on systemic racism in policing. His colleague was taken aback and later phoned Chief Herman to ask what he might have been thinking by making such a statement.

Recently Bob Herman gave the keynote address for the city's International Day for the Elimination of Racial Discrimination. He noted that it was appropriate for a police officer to speak because of the day's origins in 1960 when police in South Africa opened fire on a peaceful demonstration protesting apartheid. He stated the goal of the TBPF to "eliminate systemic racism from its policies and its practices" is necessary in order to "ensure that police officers of a service do not behave in a racially prejudiced manner towards individuals" (speech given 21-03-07, p. 6).

The consistency of Chief Herman has contributed to the project's success. The normal tenure for a chief is three to five years. Bob Herman has been with the DiP project since its inception in 2004 and he plans to remain in the job to see the change project through to its completion. He acknowledges that institutional change needs leadership consistency.

Anne LeSage has been a DiP champion since the project's inception, as a PMT member and Chair of the Aboriginal Liaison Committee. Anne is well aware of the historical and current relationships between Aboriginal peoples and policing both as victims and suspects of crimes. Her approach to the problem is prosaic. She says "[w]e all aspire to the same things. The Aboriginal communities don't want crime, victimization, or violence. Community policing could work towards breaking down the 'us/them' barriers. We are working with police to identify and report criminal activity" (A. LeSage, interview, 13, 03, 07).

Anne's problem-definition echoes Cryderman et al (1992). They define community policing as "[a] clearly articulated doctrine along with a corresponding set of principles, policies, and practices that link police and community members together in joint pursuit of local crime prevention (p. 74). The community policing philosophy is also held by a TBPS Inspector,

who advocates for an approach “to work with communities to support them to build safe communities” (ESR interviewee, winter 2005).

In November 2003 Stan Beardy, Grand Chief of NAN, wrote a letter to Heritage Canada supporting the DiP funding proposal. Bob Herman and Stan Beardy then began their relationship by meeting for lunch every six months to discuss relationships between the police and the Aboriginal communities. Trust has developed over time, and that has been a significant hurdle to overcome in changing relationships. Recently, at the Day for the elimination of racial discrimination, Beardy’s Deputy Chief, Alvin Fidler, acknowledged that many NAN members live in the city and committed NAN to greater participation in the anti-racism work of Thunder Bay.

Leadership also comes from the PMT with representatives from the original project partners: Thunder Bay Police Services (TBPS); Thunder Bay Indian Friendship Centre (IFC); Thunder Bay Multicultural Association (TBMA); and, Diversity Thunder Bay. For more information on each of these organizations, follow these links:

- TBPS @ [www.thunderbay.ca](http://www.thunderbay.ca)
- IFC @ [www.tbifc.com](http://www.tbifc.com)
- TBMA @ <http://www.tbma.ca>
- Diversity Thunder Bay @ <http://www.diversitythunderbay.tripod.com/>

Walid Chahal, PMT member from Diversity Thunder Bay, was originally involved in the police pre-project as a member of the race-relations committee. His leadership includes co-chairing Diversity Thunder Bay, and serving as Vice-President with the Thunder Bay Multicultural Association.

Cathy Woodbeck, Executive Director of TBMA, participated in drafting the original DiP project proposal. TBMA held the DiP Phase I Contribution Agreement with Heritage Canada. TBMA’s consistent relationship with the funder has contributed to the project’s renewal for Phase II.

PMT members have leadership roles within organizations and on the PMT. All of the original PMT organizational representatives continued on the PMT throughout Phase I. Each has championed the project within his/her organizations and as PMT members, contributing to DiP’s governance and meeting DiP’s goals and objectives. (See section 6.2, PMT membership).

### **3.3 Power sharing**

In the DiP project power sharing occurs both internally within the TBPS and externally with community representatives. Internally, the Chief has embedded management and staff into the DiP project through PMT and Validation Group membership, policy review responsibility, and researching training initiatives. This involvement spreads the project more broadly across management and through the organization.

Externally, the Chief has formed advisory groups and community partnerships to work collaboratively to improve policing and communities. Internal and external descriptions and examples of power sharing are explored further below.

The TBPS is moving away from the British para-military model on which Canadian policing is rooted to forging community partnerships for better policing. Bob Herman explains that for TBPS "...the service must be willing to open itself to examination from outside the organization" and that the "service must be willing to accept the criticisms and suggestions for change that will eliminate systemic racism from our policies, procedures and practice" (B. Herman, speech, 21-03-07). The three advisory groups outside the organization are the Validation Group, the PMT, and the Aboriginal Liaison Committee. Bob Herman opened up the organization by asking members from the Aboriginal community to sit on the interview panel to hire a new Aboriginal Liaison officer for TBPS. Having outsiders to the service participate in the day-to-day operations of hiring shows a willingness to share power rather than to cloister power under exclusive police credentials.

### **3.4 Action Research**

An action research model follows four recursive phases—planning, implementing, documenting, and reflecting. The PMT has used this model to research opportunities for project development and staff training. For example, the LEAD conference, the DiP mini-conference, and the Validation Group (VG)/TBPS conference were all undertaken using action research. The research projects developed expertise and advanced the project's objectives to identify and reduce systemic racism. Each initiative is described briefly below.

#### *3.4.1 Law Enforcement Aboriginal and Diversity network*

In 2003 then Secretary of State Jean Augustine announced the Law Enforcement Aboriginal and Diversity (LEAD) network, a joint initiative with the Canadian Association of Chiefs of Police, the Multicultural Program at Canadian Heritage, facilitated by the Royal Canadian Mounted Police. The LEAD network was established to respond to many national and regional consultations over the years which recommended a coordinated approach by policing agencies to better serve Aboriginal and diverse ethnic, racial, and religious communities in Canada (Canadian Heritage, 2003).

The LEAD Network provides a forum for Canadian law enforcement agencies to share best practices & information, establish links, devise a diversity training programme, and conduct research on hate/bias crime through a web site and an electronic newsletter (Pruegger, 2004).

Chris Adams, Executive Officer, TBPS attended early meetings for LEAD as

well as LEAD conferences in 2005 and, with Superintendent J. P. Levesque (TBPS), in 2006. The conference was an opportunity to hear from and learn of other Canadian diversity initiatives. Information on the LEAD Network is available @ <http://www.lead-alda.ca>. LEAD's resources and links section provides background information and completed research studies.

#### *3.4.2 DiP Mini-conference*

In March 2006 the DiP project hosted a mini-conference. The conference provided an opportunity to research and develop a policy analysis framework for TBPS. The conference used small-group discussion sessions followed by a plenary with four experts:

- Barry Thomas, former Executive Director of the Canadian Centre for Police Race Relations;
- Sergeant Steve Camp of the Edmonton police with expertise on Edmonton's policy audit;
- Dr. Valerie Pruegger, formerly of Calgary Police Services and now a consultant to police organizations; and,
- Retired Inspector Jim Potts, former OPP Aboriginal Liaison, and RCMP officer.

#### *3.4.3 Validation Group (VG)/TBPS Conference*

In February 2006 police and VG members met in Thunder Bay for a day-long session. They brainstormed three topics—employment, policy review, and learning. Methods included break out sessions followed by plenary discussions. Recommendations from the session have been incorporated into recruitment initiatives, the policy review, and TBPS' membership training.

### **3.5 Employment Issues**

#### *3.5.1 The Employment Systems Review*

An Employment Systems Review (ESR) is a comprehensive examination of an organization's human resource activities—policies and practices—to identify and remove systemic barriers to groups through employment opportunities, policies and practices. An ESR reviews an organization's policies and practices in the following areas: recruitment, selection, hiring or appointments, assignments, deployments and transfers, training and development, promotion, retention, termination, and reasonable accommodation for barriers. Bona fide barriers are grounded in actual job requirements; non-job requirement barriers that discriminate against groups are systemic barriers. ES Reviewers test for culturally-neutral barriers by determining that existing barriers exclude the same percentage of a sampling from different groups, e.g. racial, ethnic, gendered, disabled. If community policing involves reflecting the community, human resource activities are critical to achieving that representation in the workforce.

In late 2004 and early 2005 DiP retained a consultant, Dr. Barbara Herring, to conduct an Employment Systems Review (ESR) of TBPS. The purpose of the ESR was “to identify possible causes of the current under-representation of Aboriginal people and visible minorities in the Thunder Bay Police Services, compared to their external availability” (Herring, 2005, p. 6). TBPS leadership also sought to improve existing systems to increase Aboriginal peoples’ presence within uniform and civilian staff, to better reflect the Aboriginal publics who encounter police most often.

### Methodology

Dr. Herring established an ESR team (two TBPS HR staff, two DiP staff, and herself). The team reviewed all policies and documents related to Human Resources, sampled five competition files from three entry level positions, and interviewed ten staff members including senior managers, HR and training staff. The analysis conforms to the Canadian Human Rights Commission guidelines for Employment Systems Reviews under the federal Employment Equity Act. Although TBPS do not fall under the aegis of the federal act, these standards provided a comprehensive guide to the review.

The ES review did not thoroughly investigate all internal systems or staffs for several reasons:

- there are very few TBPS’ Aboriginal employees who are relatively new thus promotion was not a focus of the review;
- some systems, such as training recommendations, do not have a formal process to be investigated; and,
- Phase II will involve working with supervisory and front-line staff.

### Findings

Dr. Herring noted that TBPS is “an organization that has much work on its systems and has achieved much success by doing so” (p. 6). At the broadest level she found that: recruitment practices needed work to attract a broad cross-section of candidates and to create a more welcoming climate for Aboriginal peoples and visible minority members; and, there were gaps in recruitment and retention practices. Significant findings are organized under seven headings, as outlined below.

#### External recruitment (civilian and officer)

- The \$300.00 cost of the pre-interview assessment for officers may exclude racialized peoples from applying to TBPS
- The TBPS website violates TBPS policy statement on stereotyping in language and pictorial displays by not including Aboriginal persons
- It was not verified that the OCAP pre-interview assessment for officers has been validated to ensure there is no systemic bias against Aboriginal peoples

- The advantage given to internal applicants for permanent positions is a systemic barrier to racialized peoples because of their limited representation in the workforce
- TBPS does not communicate externally its 'positive action' policy regarding Aboriginal peoples, racialized peoples, and women
- TBPS does not have a welcoming message in its job postings
- TBPS job postings do not note that a significant part of the job involves working with the Aboriginal community
- Little or no outreach recruitment is directed to Aboriginal or other racialized peoples

#### Selection (civilian and officer)

- Although Aboriginal peoples comprise 10-15% of the Thunder Bay population, 75-90% of police interactions are with Aboriginal peoples which needs to be recognized as a core job duty in selection criteria for officer and civilian staff
- The \$7,500.00 fee for new constables to attend a 12-week training course at the Ontario Police College in Aylmer may be a financial barrier for racialized officers once they are hired
- Because NAPS and APS do not have the same financial and course attendance requirements and the OPP makes selection decisions faster TBPS may be disadvantaged in selecting Aboriginal officers
- The constable screening for community involvement does not have an equivalent service involvement within Aboriginal communities

#### Training and development

- Selection processes for training courses are not formalized and thus not transparent
- TBPS do not offer courses related to diversity issues, and there is little embedded diversity training in existing courses
- There is no training for supervisors re: performance appraisals
- The new recruits coach program is well-defined and includes formal training: there is no formal mentoring program in place.
- The graphic materials within the training manual needs to be examined for non-representation and stereotyping

#### Performance appraisals

- Performance appraisals do not include Aboriginal or other racialized peoples, nor any positive measures re: diverse publics
- The mission and the seven values of the Business Plan are not reflected in the performance appraisal standards

#### Filling Positions Internally

The ESR focused exclusively on movement through the constable ranks as there is not enough Aboriginal or other racialized staffs in place to fully review promotion practices throughout the organization.

- Internal postings do not uniformly require skills in working with Aboriginal and other racialized peoples

#### Working Conditions and accommodation of special needs

- TBPS policies include discrimination and harassment and anti-harassment and the Ontario Human Rights code which must be signed off by uniformed and civilian employees: no implementation training supports the policies for anti-harassment and human rights
- TBPS has no means to gather data on why Aboriginal and other racialized staff leave TBPS
- Employee Assistance program does not include Aboriginal health organizations such as Anishnawbe-Mushkiki or Elders as services that are funded. EAP also does not include other religious leaders in funded services.

#### Corporate culture and executive commitment

- The operational vision of management is not explicitly stated
- There is not a clear and consistent message from all members of the senior group

In addition to the findings listed under the headings above, the ESR team made two related findings regarding TBPS' outreach recruiting:

- outreach recruiting of racialized candidates needed changes to remove bias; and,
- racialized candidates perceived exclusion from TBPS. These findings are challenges for the TBPS' goal of representation in employment.

Please see Section 6.6 for ESR Recommendations (March 2005).

#### *3.5.2 Staff development*

PMT members all appreciate that because of the complex and long-standing nature of racism and the exposure of police to "the part of society that most people don't experience on a daily basis" (B. Herman, speech, 21-03-07) and the biases formed from this daily contact, training the membership will not be a one-time fix. This appreciation is further complicated by the availability of appropriate training in anti-racism for policing as well as funding and time availability for training while maintaining essential policing services. These constraints provide real challenges to balancing the time requirements to address anti-racism as integral to operational requirements.

TBPS put a sample of police representatives through an OPP training course to assess the relevancy for the larger membership. As well new recruits to TBPS spend a day shadowing the Aboriginal Liaison Unit officer. Some of these initiatives are described below.

#### *3.5.3 Training*

Several training initiatives related to anti-racism and institutional change were undertaken during DiP Phase I. The OPP offers a training course on First Nations Peoples. Calgary and Edmonton police services offer a training course based on the Peace Officer Standards and Training (POST) training developed in California to distinguish criminal profiling from racial profiling. This training highlights the importance of articulable cause. DiP investigated each of these training programs for their relevance to the TBPS membership. As well, new TBPS recruits spend time shadowing various police units to get a feel for police work in Thunder Bay. These initiatives are described below.

(i) Ontario Provincial Police (OPP)

The OPP offers a four day training program re: First Nations peoples. Thunder Bay officers (Todd Pritoula and Larry Baxter) attended the training during Phase I. The officers have provided positive feedback on the training course. Chief Herman will put other TBPS members through this training in the future as need, timing, and funding permit.

(ii) Membership training in racial versus criminal profiling and diversity

Through the DiP project the TBPS investigated available anti-racism and diversity in policing training programs for its membership. TBPS learned of a training program offered by both Calgary and Edmonton's Police Services based on the California Commission on Peace Officer Standards and Training (POST) ([www.post.ca.gov/about/](http://www.post.ca.gov/about/)). POST offers training differentiating between racial profiling and criminal profiling. Edmonton Police Services (EPS) became certified in POST training and then put EPS membership through a locally-adapted training. (For information on the Edmonton training follow the link to [www.clarktraining.org/gen\\_info/accreditation1.htm](http://www.clarktraining.org/gen_info/accreditation1.htm))

In Phase I TBPS liaised with Edmonton and Calgary about POST training. During Phase II of the project Chief Bob Herman will send DiP police members to undergo the training in Edmonton and speak with the EPS membership to get their reactions to the training program, and learn how they adapted the training to their local context.

(iii) Shadowing

New TBPS recruits spend a day with a variety of units within the force. The Aboriginal Liaison Officer, Larry Baxter, is responsible for introducing the new recruits to the work of the Aboriginal Liaison Unit (ALU). For the new recruits this has included visiting local Aboriginal organizations and attending committee meetings. Pairing the new recruit with the ALU officer profiles the unit and signals the unit's status within TBPS.

*3.5.4 Recruitment, selection, retention, and promotion*

Bob Herman noted that recruitment, selection, retention and promotion practices are covered under the Collective Agreement and any changes need to fall within the Agreement or be agreed to during negotiations (interview, 09-03-07).

One recruitment challenge for TBPS rests in competing with three other police forces for new recruits. Nishnawbe-Aski Police Services (NAPS), the Ontario Provincial Police (OPP), and the Anishnabek Police Services (APS) are also recruiting Aboriginal and other racialized recruits to their workforces. As mentioned, funding for police training is a potential deterrent to interested recruits. The \$300 admission fee and the \$7500 Police College fee create systemic financial barriers for potential recruits. To address this concern Chief Herman has met with Aboriginal employment and training groups in Thunder Bay. He is negotiating with these groups to provide set-aside funding for their clients to enter policing.

In the section on power sharing above there is an example of Chief Herman using individuals external to the police force on the hiring board for a new TBPS Aboriginal Liaison officer. To select candidates Bob Herman asked Anne LeSage, a PMT and ALU committee member, to sit on the interviewing panel. Inviting outsiders to the police services selection committee is an exceptional practice for police services.

Chief Herman recently changed the promotion policy to a more competency-based process. He sees this as a promotional process that favours the application of knowledge. He says that the change adds “depth in the police force” (interview, 09-03-07). This change in the promotional policy complements the DiP project.

### **3.6 Police/community relations**

*“The police are the community and the community are the police” (Sir Robert Peel, 1829).*

When police services move from the traditional para-military model to a community policing model, they shift their basic assumptions about their functions and objectives. Chan (1997) notes that the new objectives give “priority to crime prevention, services which are responsive to the needs and feeling of community, citizens’ involvement in policing, and the minimalization of corruption” (p. 227). Community policing is proactive and accountable to its communities.

TBPS has built in accountabilities through community advisory groups. TBPS community advisory occurs through three mechanisms, two which are within the project and one which is external to the project. Outside of the project is the Aboriginal Liaison Committee (ALC). The ALC maintains links to the other two groups through membership overlap, both police and community members, with the Project Management Team. Within the project, the PMT

directs the Diversity in Policing project's anti-racism activities, and the Validation Group advises the Chief on policies, procedures and training, before initiatives are undertaken. The VG will outlive the project and TBPS are taking steps to integrate the VG into a standing committee.

A description of each of these groups follows.

(i) Aboriginal Liaison Committee (ALC)

In 1988, in response to racial profiling in Toronto, Clare Lewis led a provincial Task Force on race relations and policing. The Task Force came to Thunder Bay and heard testimonies from Aboriginal respondents. As a result of the Task Force the Thunder Bay police set up the Thunder Bay police-community relations committee. Members from the Aboriginal community, including the Aboriginal Inter-Agency committee, comprised the community membership. The committee did not have a good mix of people or positive outcomes. It was re-formulated as the Aboriginal Liaison Committee with a stronger advisory function. New terms of reference and annual work plans, which are posted on the Thunder Bay police website, have made the Aboriginal Liaison committee more relevant than its predecessor. One ALU member says that "overall relations have changed because both groups have developed a level of trust" (Anne LeSage, personal communication, 13-03-07) to meet joint needs of safe communities. Both sides don't want gangs and the issues focus on "how do we work together to do this" (Anne LeSage, personal communication, 13-03-07).

The Aboriginal Police Liaison Committee (ALC) is not part of the Diversity in Policing project, but it is an important component of police/community relations with Aboriginal peoples. The committee is comprised of police and community representatives. It has been in existence for five years. The ALC has Terms of Reference, membership criteria, and a purpose statement. The ALC also develops an annual work plan and provides input into the larger Police Services Business Plan. The group has a particular interest in the measurable results outlined in the larger business plan. The ALC's work influences the project in other practical ways as well. For example, ALC members were involved in reviewing the job description and hiring of the most recently appointed Aboriginal Liaison Unit officer. Since his hiring the Aboriginal Liaison officer meets directly with the Chief of Police to bring ideas forward to connect the police and the Aboriginal community. The Liaison officer also introduces new recruits around to Aboriginal organizations as they shadow him for a day. The liaison officer provides a vital link between the committee and the PMT, as he is also a PMT member.

(ii) The Validation Group

An important part of Phase I was the establishment of a Validation Group (VG) in November 2004. The VG replaced the earlier race-relations committee. This group brought the community and the police together to

develop collaborative solutions to the problems addressed through the project. The VG provides realistic feedback on the policies, procedures and training that the police propose. They also bring new ideas and initiatives to the police. The Validation Group is not intended to serve as a civilian oversight board of the police. A separate civilian oversight committee holds the employment contract for the Chief of Police. The Validation Group is not a community complaints forum either. Community groups' dissatisfaction with policing can be brought to the Chief with the lens of issue identification and collaborative problem-solving. Complaints about the Thunder Bay police are resolved locally. If the complainant is unsatisfied with the resolution by the TBPS, the complaint may appeal to a provincially-regulated complaints process.

The Validation Group membership grew out of the initial community consultation research. The group had 16 members, nine men and six women. Original membership included who met about every six weeks. Requirements for membership included:

1. Members provide both representation and expertise.
2. As explained to the Grand Chief of the Nishnawbe-Aski Nation, "We want a group that is so knowledgeable that if they tell us we're going in the wrong direction we will change that direction immediately. We also want them to be so credible that if they tell you we're going the right direction, you will immediately believe them".
3. Members generally work with the persons who are most likely to encounter police often and thus are knowledgeable about the issues.
4. Members are credible in their communities.
5. Members include ten Aboriginals, three racial minorities and three white Europeans with specific expertise.

The Validation Group spent Phase I doing fact-finding and research, training, and providing input to the Chief. (see section 6.3 for membership).

The Validation Group (VG) as well as the ALU are challenging in that they tend to be fluid in terms of members' attendance and the relevance of their work. The right members and group cohesion is a delicate balance to achieve. A group works best around specified tasks. The Chief reports that it took a few years for the ALU to gel. The VG is in the process of re-newing itself as a Standing Committee that will outlive the DiP project.

(iii) The PMT

PMT members direct the DiP project. The initial members included the DiP project partners, i.e. TBPS, Thunder Bay Multicultural Association, Thunder Bay Indian Friendship Centre, Diversity Thunder Bay. The project officer from Heritage Canada, also participated as an ex-officio member in PMT meetings. PMT community members remained consistent throughout Phase I of the project. Police membership grew as the project evolved. At the end of Phase I TBPS PMT representatives include the Senior Command Team, an

Association member, and the Aboriginal Liaison officer. More information on the PMT members is interspersed throughout this case study. (See section 6.2 for PMT membership).

One commonality of these three groups is the approach to their work. Each group uses a consensus model for decision-making. This consensus model has been adapted from the BC Labour Force Development Board for the DiP project. (See Section 6.4 for the consensus model used)

### **3.7 Outreach and Dissemination of information**

Phase I work focused on foundational initiatives such as the community consultations/needs assessment, the Employment Systems Review, and the development and implementation of advisory groups (e.g. PMT, Validation Group, Aboriginal Liaison Committee).

During Phase I the PMT also capitalized on opportunities for action research, networking, and disseminating information to others about the project. The three conferences, i.e. LEAD, policy mini-conference, and the VG/police on policy, learning, and employment served to plan and advance changes to TBPS. These conferences are described in section 3.4, action research, above.

Early in the project, March 2003, the DiP proposal was presented to the Police Services Board. In the fall of the 2003 DiP representatives again presented the project to the City of Thunder Bay and TBPS. Other outreach included PMT presentations at the following venues:

- May 2005 CBC interview
- fall 2005 Innoversity Summit in Toronto
- Thunder Bay Aboriginal Inter-Agency Council
- Ontario Association of Police Services Boards
- Ministry of Transportation, Thunder Bay
- Ontario Health Association, Conference on Aboriginal Health
- Lakehead University, Political Science class
- Workshop on Aboriginal Employment, Thunder Bay and,
- the Canadian Association of Mental Health conference(Thunder Bay)

The most surprising unplanned communications came from the Queensland Police Services of Queensland Australia. Detective Senior Sargeant Bruce Graydon wrote a letter to then coordinator, Neil Nelson. In his letter he describes the current issue with police of Palm Island trying to “re-build relationships on the island” and he asks for “any advise or knowledge that you can pass along” about the “great work” that TBSP is doing through the DiP project (B. Graydon, letter, 18 July 2005).

### **3.8 Measuring results**

Phase I research, including the community consultations/needs assessment and Employment Systems Review, provided direction for change to TBPS policies and practices.

In Phase II the PMT will focus on measuring results. The PMT will measure the TBPS' membership and racialized community members for changes in perceptions and attitudes. The PMT also wants to determine if internal changes to TBPS' employment practices for racialized members of TBPS have improved, following recommendations from the needs assessment and ESR.

Training is a crucial element of institutional change. If employees are expected to change with the organization, they need the tools to help them to change their behaviours. Once TBPS trains the membership, it will be important to see the impacts of the training. Interviewing the membership before and after training them will provide information on the impact of the training on individuals, and their perceptions of the utility of the training.

DiP will need to provide public education about the institutional change project. Once the public education is completed, pre and post testing on community members' perceptions on racial profiling will determine if their perceptions can be changed through an institutional change project.

In Phase II measuring changes to employment systems, policies, training, as well as the community perceptions of changes to the TBPS will demonstrate the successes and ongoing challenges for this institutional change project. Measuring results will assess the indicators of the institutional change work.

### **3.9 Unintended consequences/outcomes of project**

#### **(i) Meno Wakiagun—the Place of Safety**

The Place of Safety proposes a front-end, short-term detoxification centre, which is modeled on the Australian Sobering-Up centres. Sobering-up centres are defined here as non-custodial safe overnight accommodation for the publicly intoxicated. For an article on the Australian Sobering-Up centre model, please follow the link to:

[www.austlii.edu.au/au/journals/AboriginalLB/1991/42.html](http://www.austlii.edu.au/au/journals/AboriginalLB/1991/42.html)

#### **(ii) Reinventing the Street Patrol**

Thunder Bay had a volunteer Street Patrol in the mid-nineties: program funding cuts eliminated the program. The Aboriginal community, led by the local Indian Friendship Centre, is investigating a renewed Street Patrol in Thunder Bay's Simpson-Ogden neighbourhood. Street Patrols are organized either to patrol police officers' behaviour or to assist with community members on the streets. The Anishnabec Health street patrol is a long-standing model for serving homeless people in Toronto.

*“The project was not expected to move quickly but we’ve moved further than expected” (W. Chahal, interview, 15-03-07).*

## **4. NEXT STEPS**

### **4.1 Phase II work**

Phase II, Implementation of Diversity in Policing, runs from April 2006 to March 2008. Phase II has four broad goals:

- Recruiting
- Policy review
- Learning
- Dissemination

To meet these goals Diversity in Policing has completed the following:

- commissioned the policy review (V. Pruegger, March 2007); and,
- TBPS’ representatives have reviewed the Edmonton training program.

Before March 31, 2008 Diversity in Policing and TBPS will continue and assess recruitment initiatives, train the membership, and disseminate information about the project. A localized training session will be pilot tested in summer and fall 2007, revised, and then TBPS membership will be trained in the winter of 2008. Dissemination of information will be prioritized for racialized groups in the city as well as to other police services.

The PMT will evaluate the four year DiP project by asking ‘what difference did it make in the end’. These differences will be measured in multiple ways, through the following:

TBPS membership’s attitudes and beliefs;  
perceptions of the racialized communities re: racial profiling;  
integration of ESR recommendations into TBPS;  
integration of applicable policy review recommendations into TBPS;  
year over year changes in recruitment, selection, and promotion of employees to better reflect the community served;  
the success of recruitment initiatives undertaken;

See section 6.8, Work Plan—Phase II.

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## 6.1 Glossary of Terms used

**Racism** includes “those aspects of Canadian society that overtly and covertly attribute value and normality to White people and Whiteness and that devalue, stereotype, and label racialized communities as “other,” “less than,” or “different.” (Lopes & Thomas, 2006).

**Racialization** is the “process by which societies construct races as real, different and unequal in ways that matter to economic political and social life.” (Report of the Commission on Systemic Racism in the Ontario Criminal Justice System).

**Systemic discrimination** “means practices or attitudes that have, whether by design or impact, the effect of limiting an individual’s or a group’s right to the opportunities generally available because of attributed rather than actual characteristics.... It is not a question of whether this discrimination is motivated by an intentional desire to obstruct someone’s potential, or whether it is the accidental byproduct of innocently motivated practices or systems. If the barrier is affecting some groups in a disproportionately negative way, it is a signal that the practices that lead to this adverse impact may be discriminatory” (Abella, 1984).

**Institutional racism** is the network of institutional structures, policies, and practices that create advantages for White people and discrimination, oppression and disadvantage for racialized people.” (Lopes & Thomas, 2006).

**Diversity** refers to, but does “not quite mean, “equality”. It suggests the range of human characteristics found in any workplace or community. It also implies “cross-cultural communication, “dealing with difference,” and “creating harmonious workplaces.” Diversity, as a concept, does not provide a framework to examine power and racism or to identify the elements of racial equality.” (Lopes & Thomas, 2006).

**Racial profiling** involves “any action undertaken for reasons of safety, security or public protection that relies on stereotypes about race, colour, ethnicity, ancestry, religion, or place of origin rather than on reasonable suspicion, to single out an individual for greater scrutiny or different treatment”. (Ontario Human Rights Commission, 2003)

The Commission has noted that profiling can occur because of a combination of the above factors and that age and/or gender can influence the experience of profiling.

**Hate crimes** are “motivated in whole or in part by a bias against the victim’s perceived race, religion, ethnicity, sexual orientation, or disability” (FBI, retrieved @ [http:// www.fbi.gov/ucr/ucr.hate#hate](http://www.fbi.gov/ucr/ucr.hate#hate)).

## 6.2 Project Management Team Members

### Original membership

|                 |  |
|-----------------|--|
| Bob Herman      | Chief, Thunder Bay Police Services (TBPS)  |
| J.P. Levesque   | Superintendent, TBPS   |
| Anne LeSage     | Executive Director, Thunder Bay Indian Friendship Centre<br>Co-chair, Diversity Thunder Bay<br>Member, Police Aboriginal Liaison Committee |
| Walid Chahal    | Sociology professor, Lakehead University<br>Vice-President, Thunder Bay Multicultural Association<br>Co-chair, Diversity Thunder Bay       |
| Cathy Woodbeck  | Executive Director, Thunder Bay Multicultural Association<br>Member Diversity Thunder Bay  |
| Paul Paularinne | Heritage Canada (Ex Officio member)  |

### Membership and affiliations @ March 31, 2006

The PMT consists of four members of the Thunder Bay Police Service (three from the Senior Command Team) and four community members. These members are:

|                |  |
|----------------|--|
| Bob Herman     | Chief, Thunder Bay Police Services (TBPS)  |
| Chris Adams    | Executive Officer, TBPS  |
| J.P. Levesque  | Superintendent, TBPS   |
| Larry Baxter   | Aboriginal Liaison Officer, TBPS   |
| Todd Pritoula  | Representative, TBPS Association   |
| Anne LeSage    | Executive Director, Thunder Bay Indian Friendship Centre<br>Co-chair of Diversity Thunder Bay<br>Member of Police Aboriginal Liaison Committee |
| Walid Chahal   | Sociology professor, Lakehead University<br>Vice-President Thunder Bay Multicultural Association<br>Co-chair of Diversity Thunder Bay          |
| Cathy Woodbeck | Executive Director, Thunder Bay Multicultural Association<br>Member Diversity Thunder Bay  |

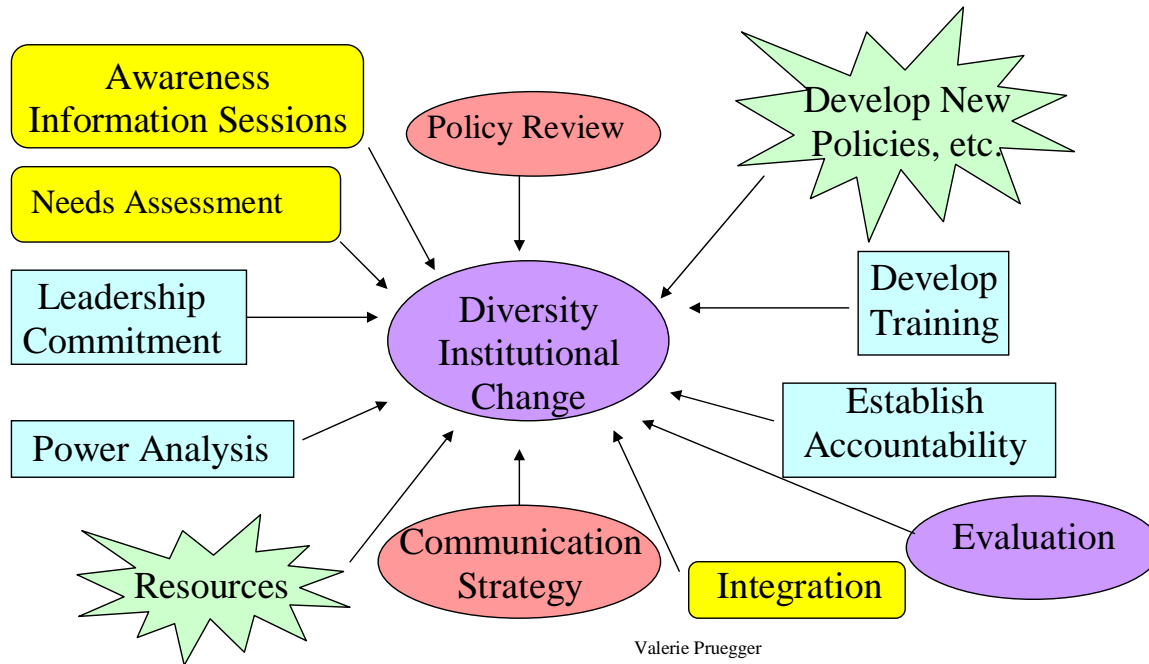
### 6. 3 Original Validation Group

|    | Name                 | Area of knowledge, other concerns and connections   |
|----|----------------------|---|
| 1  | John Fox             | Independent Advocate, Ojibway speaker. Involved in is children & youth work, addressing issues and advocating for children and families, & addressing CAS crown ward issues. He is a cultural liaison work with Ojibway and Non-Native people. Co-trainer for Anishnawbe-Mushkiki.  |
| 2  | Vernon Ogima         | Manager, YES Employment. Has worked on-reserve and off in employment area and has served all populations and races. Active advocate for improvement is substance-abuse services for Aboriginal peoples.   |
| 3  | Aileen Malcolm       | Youth Health Advocate, TB District Health Unit. Formerly worked with Métis Aboriginal Association in diabetes education; with Cancer Care Ontario - Aboriginal Cancer Care Unit/ Needs Assessment in cancer services to remote communities and for Ontario Women's Directorate re: Access to Health Information for Aboriginal Women in Ontario. Aileen is an Ojibway from the Robinson-Superior Treaty area. She graduated from Con College in Aboriginal Health & has developed novel educational materials for Aboriginal peoples in accessible languages and formats.             |
| 4  | Wolf Morrisseau      | Grand Medicine Chief, Lake Nipigon. Wolf is an accomplished artist and has had influence on the field. He has been involved in land claims and other justice issues from here to the East Coast. Currently he is conducting an art-driven recovery program for inmates of Thunder Bay Correctional Centre Ojibway speaker.  |
| 5  | Senator Robert McKay | R. McKay is an elected Senator to the Métis Nation of Ontario, as Senator and Councilor for Region 2. Senator McKay is also a member of the Aboriginal Admissions Subcommittee for the Northern Ontario School of Medicine. He has taken leadership in seeking a sobering up centre for Thunder Bay.  |
| 6  | Claudia Legard       | Claudia Legard is Ojibway and a dual citizen of Fort William First Nation and Grand Portage Minnesota First Nation. Her work includes: Thunder Bay Indian Friendship Centre - Combined Criminal/Family Courtworker - Feb. 1, 1999 to present (7 Years) Advocacy; President - Anishnawbe Mushkiki Health Access Centre. for 8 years and 2 years steering committee partnership(founder); Vice President - Elizabeth Fry Society of Northwestern Ontario (EFSNO) INC. 2 years member 2 yrs on board; and, Vice President - Fort William Ojibway Nation Anishnabequek (FWONA) INC. 2002. |
| 7  | Kevin Desmoulin      | Lakehead University Student, Political Science Major. Executive member, Lakehead University Native Student Union (LUNSU) and student representative to the University Senate. Kevin has served as Deputy returning officer in provincial and federal elections. He is a member of the Advisory Committee for ANC Thunder Bay and a member of the Economic Justice Committee for Thunder Bay. He is a status Indian.   |
| 8  | Noella Kwisses       | Noella is a Community Wellness Worker for the Ontario Métis Aboriginal Assoc. She sits on various committees (e.g. Domestic Violence, Northern Ontario School of Medicine, Aboriginal Police Liaison Unit, Elder Abuse). These committees consist of members of the Aboriginals and the mainstream community. By trade I'm a Registered Practical Nurse. I'm a Status Indian from the Gull Bay First Nation.  |
| 10 | Abdullahi Mohamoud   | Advocate and Problem-Solver for African and Muslim Communities. Mr. Mohamoud is recognized by the Somali Community in Thunder Bay as their informal advocate, and he is often busy in that role in the community and with police relations.   |
| 11 | Neena Lamba          | Ms. Lamba represents the South Asian Community and TBMA. She works in settlement at Thunder Bay Multicultural Association. She organized and  |

|    |                  |  |  |
|----|------------------|--|--|
|    |                  | hosted a focus group for the DiP community consultation. Ms. Lamba is a certified interpreter and translator for South Asian languages.  |  |
| 12 | Zauk Ling        | Zauk Ling is head of the Burmese Students' Association at Lakehead University. She is new to Canada and advocacy.  |  |
| 13 | Doug West        | Professor of Political Science, Lakehead University Doug West has contributed to the community through his 14 years on the Board of Directors for the Lakehead Social Planning Council & his current work with Action for Neighbourhood Change (ANC) project. As Associate Professor of Political Science, he has created new courses in the policy of community development and in community service learning.  |  |
| 14 | Bart Pilato      | Bart is an employment adjustment consultant, who works with Matawa First Nations. He helped to establish the Capacity Building Development Training Strategy project, which brought 9 of 10 Matawa communities together to implement local training initiatives by offering residents a variety of training in the areas of self-employment, skills building, networking, and the labour market.<br>He also helped Matawa to establish their Admin. Network, to share resources and develop a unified approach to get out of third-party management, a necessary step to self-government. He works with various social justice organizations (e.g. DOORS TO New Life, Injured Workers) to address the challenges immigrants face in the labour market. |  |
| 15 | Barb Walberg     | Teacher, Aboriginal Law Program, Negahneewin College; Con College Coordinator of the Aboriginal Law and Advocacy Program at Negahneewin College of Indigenous Studies which promotes community advocacy skills for Aboriginal students, with a focus on law and alternative justice initiatives. She serves on a committee seeking to address systemic issues and barriers within the College system for Aboriginal students. Her interest is to explore ways to create a just and inclusive community in the city and region.   |  |
| 16 | Satu Groombridge | Former researcher, Diversity in Policing Project, Satu was a primary facilitator for Community Consultations and on the Employment Systems Review (ESR) team. She currently works in an employment program in Sioux Lookout. Former work has been with the March of Dimes. She also performed a focus group survey of secondary school students' experience with racism for the Lakehead Social Planning Council. She is a long term member of Diversity Thunder Bay and previously represented TBMA on the Aboriginal Interagency Council.  |  |
|    |                  |  |  |

### 6.4 Diversity Organizational Change Model

# DIVERSITY ORGANIZATIONAL CHANGE MODEL



### **Consensus building model**

In this approach, people are not simply for or against a decision, but have the option to situate themselves on a scale that lets them express their individual opinion more clearly. This model is usually used with a round, so that everyone in the meeting is given the opportunity to state where they are according to the following six levels:

- 1) Fully support.
  - 2) Support with reservations.
  - 3) Acceptable.
  - 4) Will not block it, can live with it.
- 
- 5) Need more information or more discussion.
  - 6) No; cannot accept it.

If everyone is a level #4 or above, consensus has been reached.

If someone is at level 2, 3 or 4, they have the option of explaining their reservations. These can be addressed by the meeting, if the group wishes to. This is not absolutely necessary for achieving consensus if everyone is already at 4 or higher, but it usually improves the recommendation or suggestion being discussed.

If someone is at level 5, they have the obligation to explain what information or discussion they require from the group. If someone is a level 6, it is important for them to try to offer a solution that can accommodate their needs and the needs of the rest of the group.

In addressing someone's reservations, it is important to

- a) ask everyone for possible solutions (the person expressing the concern and the rest of the group both have a responsibility to find solutions), and
- b) ask people to suggest improvements or alternatives that meet the objectives of the entire group.

(This model was adapted from the BC Labour Force Development Board)

## 6. 7—ESR Recommendations

### **SUMMARY OF RECOMMENDATIONS**

This section summarizes all recommendations found throughout the report.

The following list of recommendations is the means to define and change behavior, to recruit and retain a diverse workforce and to realize the mission of the organization.

#### **External Recruitment**

##### Officers

1. In all job ads, include an invitation to a diverse candidate pool. For example, Thunder Bay Police invites candidates from the diversity of the population and particularly encourages Aboriginal candidates to apply.
2. Actively and aggressively support organizations other than the police to deal with alcohol related problems in the city:  
Promote the revival and increased funding for the Aboriginal Street Patrol so the volunteers receive some compensation. This tends to reduce the negative image of police arresting (Aboriginal) drunks without other cause.  
Advocate for more funding for shelter/detox for drunks on the street – especially needed for youth age 14–18.

Support other recommendations from the Community Consultation as an important recruitment strategy.

3. All job ads for uniformed employees should include that a significant part of the work involves dealing with the Aboriginal community. Thus, the job requires the applicant to have skills, experience and demonstrated sensitivity and effectiveness in dealing with this community. These competencies are particularly important for positions such as education, neighbourhood policing as well as the Aboriginal Liaison Officer positions.
4. Discuss with local First Nations and other organizations and Métis Associations the availability of funds to cover the cost of the pre-admissions test. Promote the availability of these funds to Aboriginal applicants' view the outreach contacts.
5. TBPS could act as guarantors for loans for new recruits to attend the Police College.

6. Invite Aboriginal officers to get involved with Aboriginal outreach and recruitment as a way of both motivating the officers and enhancing outreach recruitment of Aboriginal employees:
7. Include Aboriginal and visible minority uniformed staff in the recruitment team and in outreach recruitment where possible.
8. Motivate Aboriginal officers by providing them with opportunities to help in the Aboriginal community.
9. Interview Aboriginal officers re how they would like to help the police to help Aboriginal people/neighbourhoods. How would they personally like to be involved (if at all). What role do they currently play in Aboriginal communities in Thunder Bay? Elsewhere?
10. Recruit police constables in Manitoba as well as NW Ontario (e.g., Winnipeg Free Press is distributed across Manitoba)
11. As part of the TBPS efforts to recruit more Aboriginal and visible minority staff, participate actively in efforts to Improve community relations with the Aboriginal and visible minority communities. Also improve relations between TBP and on-reserve community police (e.g., trade ride-alongs)
12. Conduct outreach recruitment to Negahneewin College, the Aboriginal YES program, other identified centres that support employment for Aboriginal people. This should include:
  - Personal contact between HR and the centres
  - Inform the centres of the job requirements for both officer and civilian recruitment) and selection criteria.
  - Discuss how the agency can help candidates to prepare for the selection process
  - Discuss possible barriers (e.g., costs, police image) and discuss strategies to address these barriers.
13. Send notice of all job openings available to external candidates to these contacts.
14. Encourage contacts to send candidates via the HR contact for further support.
15. Do the parallel outreach recruitment to reach groups that support employment of cultural minority job seekers.
16. More police presence in the Aboriginal HS, e.g., part of a Law course or other relevant curriculum. (This idea was discovered by TBP leadership one members is actively investigating this initiative.) For recruitment purposes, this course should be one that is offered to students with high potential to finish high school.
17. Develop a project to improve the image of police among potential Aboriginal recruits. While “on the street” behaviour of police is one important avenue, another project would be to undo some of the image acquired in the past. For example, one PBP member suggested hiring a PR firm, perhaps in partnership with other police services in the north (Aboriginal and non-Aboriginal, OPP, municipal, etc). Seek substantive funding to ensure sufficient funds for this kind of “turn-around.” Include cultural sensitivity.

## Civilians

All of the recommendations regarding recruitment of officers would have positive impact on the recruitment of civilians. Still, there are some specifics worth adding.

18. Supplement the current civilian recruitment practices with outreach recruitment to reach Aboriginal and cultural minority job seekers.
19. For example, HR staff suggest that more outreach-level attention to Confederation College graduates would likely be both efficient and effective, both re attracting quality candidates in general and attracting more aboriginal candidates. The college has a Police Foundations program, a Law and Advocacy program (aboriginal) and other relevant programs both generally and within Negahneewin College of Indigenous Studies.
20. Negotiate with the union to release a reasonable percentage of Record Clerk openings for external recruitment of Aboriginal and visible minority candidates. It is suggested that this percentage could be from 20% - 50%.
21. Recent job ads do not include encouragement for Aboriginal people or visible minority communities to apply.
22. As with uniform positions, external recruitment advertising and internal postings should explicitly welcome applications from all designated groups.

## Selection

### Officers

23. Generally, Add to all recruitment and selection tools a reflection of the fact that dealing effectively with the Aboriginal population of Thunder Bay is a significant core job duty. Test for knowledge, skills, experience, training and sensitivity re this requirement.
24. Specifically, add a locally-focused interview question to the constable selection process to determine the knowledge, skills, experience and sensitivity to the Aboriginal community in and around Thunder Bay, or in another part of Canada.
25. Consider including an Aboriginal interviewer – internal or external - on the selection team to develop appropriate questions and possible answers for the candidates.
26. For both uniformed and civilian job seekers, let job candidates know that elders are appropriate as references.
27. If community involvement is used as a selection criteria in the future, include an option to obtain a reference from an Aboriginal elder who would give an opinion of the candidate's suitability with respect to taking care of and helping in their community.

## Civilians

28. Add to all recruitment and selection tools for Com Op and Receptionist jobs, a reflection of the fact that dealing effectively with the Aboriginal population of Thunder Bay is a significant core job duty. Test for knowledge, skills, experience, training and sensitivity re this requirement.
29. While there is little external recruitment for Records positions, some do come in on a part time and/or temporary basis. Selection processes for these levels should be the same as for full time, permanent positions.

## Training and Development

### Officers

#### Orientation

30. The orientation program includes only a half-day on aboriginal issues, that time is spent with the Aboriginal Liaison Officer. There may be other areas in which working with an aboriginal population should be addressed, and that is a task for the coordinator in the next phase of the project.

#### Ongoing Training & Development – Officers

31. We anticipate that the Community Consultation will contain recommendations for specific training and education, as will outputs from the Coordinator's work inside. Action can wait for those events.

#### General Supervisory and Management Training Senior Level Training – Generally

32. We have no general concerns here. All would like more training and more topics, but resources are limited. It is up to later recommendations from this project to justify any such changes.

## Training in Anti-Harassment and Other Skills for a Diverse Workforce, and

### Other Training Related to Equity/Diversity Issues

33. We expect the next phase of this project to justify additional areas of knowledge and to suggest innovative methods for delivering such learning.

### Training and Career Development

34. The systems for choosing who gets access to training are very important. These should be clear, standardized and public.

#### Special Issue: Performance Measurement

35. This is not specifically a diversity issue. However, we have in past met with related concerns, e.g. when white male supervisors are too easy (out of fear of complaints) or too hard (out of personal bias or envy) on persons from the various designated groups. Performance appraisal is one of the most important of all HR systems and deserves attention in any organization.

#### Mentoring

36. We recommend examination of the unwritten “curriculum” taught here. Coach officers teach skills, yes, but they also transmit the culture. The TBP leadership need to know what is being transmitted via this process.

#### Training Policy, Training Communications Materials and Training Calendar

37. As with any organization, a longer-range and more strategic training plan is desirable. Conversely, the current calendar is driven by the business plan and the plans of the Branch Commanders and that is to be commended.
38. We expect that future recommendations from this project will have considerable impact on the training calendar, and
39. We expect such recommendations to have implications beyond the mandate of the current Training function.
40. Among such future recommendations it is very likely that the following will be included:
  - Recommendation to conduct a prior learning assessment and training needs assessment to ensure efficient use of training investment in this area.
  - Useful training for new recruits (and beyond) could include some history or race relations in this region and some of the key events that have shaped historical attitudes of Aboriginal people toward whites and toward police, and Aboriginal politics of the region. Police need to know this in order not to be caught unaware of these feelings.
  - More training – in Aboriginal relations, race relations, anti-racism (Jane Elliott), cross cultural training for decision-makers.
  - More powerful, impactful training. There is a limit to what activists call “food and folklore” training – the equivalent aboriginal term is “beads and feathers”. Learning one another’s customs will not automatically lead to respectful behaviour. To

do so requires teaching what constitutes respectful behaviour and demanding that such behaviour is implemented.

- Better training in inter-cultural relations, discuss police culture and how body language, tone and voice may be interpreted differently across cultures, how these may be perceived in the Aboriginal culture and in a culture with a history of oppression by institutions including the police. What is taught now, e.g. “they don’t make eye-contact” is quickly becoming outdated and is becoming its own stereotype.
- TBP could usefully organize a group from diverse populations to examine training materials for presence of, and dignified representation of, all designated groups.

### Civilians

41. The task of recruiting aboriginals to these positions is far more urgent than planning for long term development.
42. However, it would be in the interest of the Records function, whatever the color or gender of its staff, to develop something equivalent to a “lead hand” role, however informally, just to develop leadership and in the interest of succession planning.

## Performance Evaluation

### Officers

43. Following the receipt of this report and the parallel report on the Community Consultation, TBP should formally examine the PA system and add elements more reflective of the direction of this report.
44. When doing so, we are convinced that starting with the mission and values as a framework would help to make such revisions internally consistent, integrated and defensible – v. seeming merely to be reactive to a single current issue.
45. This process is sufficiently important to merit the time and cost of high-quality implementation training.

### Civilians

46. Developing separate forms for the major civilian functions would be useful. This is not a diversity issue, just good practice.
47. As with the Officer side, analysis of this system and the forms used should be undertaken in the light of our impending report on the Community Consultation.
48. Again, use of the Mission and Values as a framework would be useful.
49. This process is sufficiently important to merit the time and cost of high-quality implementation training.

## Filling Positions Internally

## Officers

48. It would be subtle to operationalized, but the issue of promoting “keeners” v the “merely reliable” merits have some investigation. There is no single perfect style of learning, leading or working as a constable. And to be quiet does not imply being either uninformed or unintelligent. Attention to the ways and styles of a less expressive culture, a culture less honouring of extroverts, is truly called for.
49. To require skills in dealing with aboriginal and minority communities for ANY transfer or promotion makes sense. That should be required and posted with every internal and external posting.
50. As an example, one specific criterion for PTR might be positive contact and positive involvement with the Aboriginal community or increased knowledge and understanding of the Aboriginal community (e.g., basketball games, Big Brother, lunch at the Aboriginal HS, joint canoe trips, sweat lodge). This moves the commitment from a verbal one to an observable action.
51. Preclude from promotion any officers with excessive complaints from the Aboriginal (or any racial minority) community - or even for one complaint if it is considered serious.
52. Augment the system of giving opportunities to prepare for advancement to keeners with probing these topics as part of a yearly developmental plan. Incorporate in career planning, succession planning.

## Civilians

53. Given the “bidding” constraints within the collective agreement, little change is possible. In time, TBP could negotiate into that agreement some exceptions to facilitate the entry of externals – particularly aboriginals and racial minorities – to the records clerk function.

## **Working Conditions and Accommodation of Special Needs**

### Officers and Civilians

54. We want to recommend that any documented evidence of racist attitudes or behaviour be cause to reject applicant for promotion.
55. The same should apply to appointments to the Coach Officer position; these are the key teachers of the organizational culture.
56. When such behaviour is noted, the person should be told that this is career limiting behaviour and sent then for anti-racist training. Promotion should be contingent on evidence of change.
57. Critical polices (e.g. harassment) should be accompanied by training – we have decades of experience from which to assure you that implementation is not automatic and understanding is not self-evident.

58. A letter of agreement with the association re job-sharing could be developed and thus TBP would be prepared for future applications.
59. Provide specific support for Aboriginal officers and officers from cultural and racial minority groups. For Aboriginal people, this could include participating in an Aboriginal circle specific to the Thunder Bay Police or including a wider group such as other police services or other emergency services in Thunder Bay.
60. When the Ontario-wide questions regarding how to manage complaints are resolved, build into the TBP system a regular analysis of complaints – validated or dismissed – according to individual, group and force.
61. Develop standardized responses to various outcomes of such analyses.
62. Discuss how to handle compassionate leave, for example, for funerals. Try to handle most by trading shifts, not with additional time off. Acknowledge that Aboriginal staff has more responsibilities than non-Aboriginal staff.
63. Include in cultural training an understanding that spirituality is much more central to Aboriginal culture and to many other cultures outside North American and Anglo-European cultures. Therefore, to create a welcoming environment for these groups, there is a need for more accommodation of spiritual and community responsibilities.
64. In communications with uniformed police, communicate that their integrity in the treatment of the Aboriginal and visible minority public and clients is an important contribution to the “team” (the goals of the TBPS). Their integrity around this is seen as support for the team effort.
65. Training in current models (and case law) re managing discipline and terminations for all who supervise others should be offered and required.
66. The habit of doing exit interviews should be reestablished and a process for regular analysis (including by designated group) should be developed.

The following three are, at this point, just ideas to explore. There is opportunity for very effective innovation.

Include Anishnawbe-Mushkiki Health Service as part of the EA program and literature.

67. Include elders in the services funded by EA.

68. Include other religious leaders in the support funded by the EA program.

## **Corporate Culture and Executive Commitment Officers and Civilians**

69. Change at the level intended – and this project is only one means to that end – is beyond merely systemic change, beyond mere change in knowledge or skill. To reliably change the behaviour of officers as they encounter aboriginal and racial minority citizens requires a change in culture and all of the explicit and the subtle and invisible systems that are part of that culture.
70. Success will require a constant and consistent message from all members of the senior group.
71. The “Operational Vision” of the desired state needs to be articulated before it can be clarified. Essentially, people have to know, “what will it look like when it’s working? ”
72. The existing TBP Value statement can be an explicit tool for communicating, operationalizing and enforcing change.
73. Such messages involve both speaking and modelling.
74. Such messages also involve visible implementation of change, including clear use of rewards and sanctions. (This is already being done – more will be needed.)
75. There are some relevant gaps in the education and training of some members of the senior team. It would be useful, given permission of that group, to perform a learning needs analysis within the context of this project.

### **The Special Case of Outreach**

There is the task of welcoming, and the parallel task of making that welcome credible. More detailed discussion of outreach initiatives is presented with the final, detailed recommendations. We will introduce some key ideas here.

76. Results from the Community Consultation demonstrate that aboriginals and some (not all) racial minorities distrust Thunder Bay Police. Visible and committed attention to how those citizens are treated day-to-day as they encounter police will help to build trust. They do not ask for special treatment, merely for equal treatment.
77. The representation and the experience of aboriginal and racial minority officers within TBP is observed throughout those communities. Improving that, through implementation of specific recommendations in this report, will help with further outreach and with day-to-day policing.
78. Outreach, indeed any targeted recruitment initiative, needs a view that is both broad and long term. Much is already done well, e.g. the neighbourhood policing program, presence of officers in schools and the creation of the ALU. No new and foreign concept is needed – more of that kind of thinking will lead to success.
79. A community member reminds us that access to youth living on-reserve is complicated. An outsider, whether individual or

- organization, needs to find the access channels for each reserve, and those may include the formal organization (chief, council, administrator) but will almost always involve one or more elders. Identifying which elders to begin with is own separate task. So to make a presentation to youth – potential recruits – on FW Reserve is a correct short-term thing to do, but will require different approaches than would a typical European white community.
80. Targetting. TBP needs a marketing plan. Who are the most likely recruits? Where are they? What do they read? Watch on TV? Listen to on the radio? More attention should be paid to Wawatay, MNO publications and APTN than to the Chronicle-Journal and channel two. Presence as regular guests in college programs (aboriginal advocacy and justice, police foundations) would contribute. The possible high school course as in Sudbury seems likely to be worth adapting here.
81. The Executive Officer at TBP suggested a joint recruiting campaign, including OPP and the two aboriginal forces. That might stretch across Northern Ontario. It could include the RCMP, and perhaps other local services like fire and EMS.
82. To conclude, the Validation Group summarizes that *“When the police organization is seen as having awareness of the aboriginal cultures, having the willingness to make changes to the force then recruitment will be easier. When the existing aboriginal police officers are seen as visible role models in our community and held in high esteem on the force then their jobs will look more appealing to aboriginals who may consider policing as a career.”*











