

Intercultural Interactions



Leveraging the Competitive Advantage
Through Diversity

Thunder Bay Police Service

Analysis of Policy & Procedure Manual

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Valerie J. Pruegger
246 Chapalina PI SE
Calgary, AB T2X 3P4

Email: pruegger@telus.net
Phone: (403) 256-2770

BACKGROUND

In late 2006, the Thunder Bay Police Service (TBPS) in conjunction with the Thunder Bay Multicultural Association enlisted the help of a consultant to review its Policy and Procedure Manual. The goals were to:

1. Review of Thunder Bay Police Services policies, practices and procedures to ensure their inclusiveness and respectful wording, providing recommendations for change if required with examples of policy wording and best practices from other jurisdictions.
2. Conduct an overview of policies and practices in other policing jurisdictions regarding diversity.

This report provides the findings from that review.

OVERVIEW OF REPORT

The report provides a general overview of the policy and procedure manual as a whole, and then looks at each section of the manual. Some sections, for example Human Resources, received more attention than others, e.g., Operational issues, as there is more opportunity in these sections for the TBPS to write inclusive policy. However, where there was room for change that would not affect regulations under the Police Act or legislated practice under the Criminal Code or other legislated acts, suggestions are made in the Operational policies and practices.

Criteria used to assess the manual were:

1. Inclusiveness and appropriateness of language used. This assessment ensured that respectful language is used, and terminology that is reflective of current usage is evident, e.g. Persons with Disabilities vs. Disabled Persons.
2. Comparison of TBPS policy and practices with current best practices in diversity organizational change management and/or creating inclusive work-places. Best practices were gathered from across North America and internationally (e.g., U.K., U.S. and Australia), with particular attention paid to those pertaining to police jurisdictions, but also included other sectors. An overview of the literature examined is available in the Bibliography at the end of the report.
3. A check list was used to assess the comprehensiveness of the TBPS's policies and practices. This check list was created from a review of the most frequently mentioned components of an integrated and complete inclusive workplace policy and/or practice as outlined in the diversity literature (see Appendix 1).

Below, the report will outline each section of the manual followed by recommendations for change if any.

POLICY AND PROCEDURE MANUAL SECTIONS & RECOMMENDATIONS

A. Introduction

The introduction to the manual nicely sets the tone and the intent of the Thunder Bay Police Service to be an inclusive and respectful work-place and service provider. The manual is easily navigable and the search engine is an effective tool for quickly assessing information. Overall, the Thunder Bay Police Service is to be commended for its well-written policies and excellent consideration of diversity issues here in. It is, to a great extent, already displaying best practices and leading practices in a number of areas!

- i. *Mission Statement.* The mission statement is a clear indication of behaviour expected in the TBPS. The Integrity statement could be more clearly delineated from Honesty, by noting the key difference between the two. Integrity is about doing the right thing even when no-one is looking or available to hold you accountable.

Recommendation: The Mission Statement should include a Statement of Intent or Goal Statement that outlines how the service intends to meet its mission. For example:

We are committed to respecting and enhancing the diversity within our organization by examining the ways that diversity impacts policy, service delivery and implementation issues, by understanding how to infuse diversity into our practices and by promoting the understanding of the role that diversity plays in ensuring positive results and outcomes for police-community relations. This commitment will make us a better organization whose individuals will continuously learn from diverse thinking and perspectives.

- ii. *User's Guide.* The User's Guide is a great overview of how to use and navigate the manual.

Recommendation: Add a statement to the effect that 'the guide is designed to guide personnel in effective and respectful interactions with civilian and sworn staff, and community members.'

- iii. Thunder Bay Policy Management System. Under the heading ' Guidelines For Writing Draft Policy, Orders, Directives, Etc.', add a clause about ensuring that all policy is assessed to ensure that it will have an equitable impact on all members of the community and/or within the service.

B. Part 2 - Administration

In this section, all chapters were reviewed, but only those where a suggestion for change is noted are outlined here.

- i. Chapter 2 - Code of Conduct. Under C. Neglect of Duty - include 'fails to report an act of discrimination or harassment'.
- ii. Chapter 3 - Complaints Against Police. Give some consideration to establishing a joint investigation procedure where one of the members of the team is drawn from the community. This increases transparency and trust. There will be times when such a procedure is not practical or desirable, but often a better result can be obtained through this practice.

- iii) Chapter 4 - Crime Prevention. Under the list of organizations the police should work with, include 'Aboriginal elders, friendship centres and/or Aboriginal service agencies'.
- iv) Chapter 6 - Dress Code. Include language and pictures that acknowledge and accommodate religious or other cultural considerations regarding beards, hair, head dresses, etc. For example, Sikh men (hair and beard), traditional Aboriginal men (braids)
- v) Chapter 10 - Occupational Health & Safety. The inclusion herein of a scent-free workplace policy is to be commended.
- vi) Chapter 11 - there is no Chapter 11. This oversight should be addressed.
- vii) Chapter 15 - Human Resources. This is an extremely important chapter that provides a great deal of information. As such, in the main index, it would be helpful to have a sub-index appear when this chapter is opened in order to increase navigability as well as to highlight the excellent human resource practices outlined herein. For example, the sections on Assessment on Non-Canadian Credentials and Stereotyping In Language And Pictorial Displays are excellent and are the kinds of areas in which the TBPS takes a leadership role. Some suggestions for changes include:
 - Asking for extra curricular activities in job postings can create bias. Often, through our off duty activities, people can gain information about our age, ability, religious and political affiliation, ethnicity, etc., all of which are prohibited grounds to ask on a résumé.
 - Under the heading 'Information to be Collected' it may be useful to collect information on various diversity groups' success or lack thereof in joining the service.
 - Under 'Educational Training On Human Rights, Diversity, And Race Relations In The Workplace', Section III 'Specific Objectives' add all civilian and sworn staff receive training on bias-free policing and hate bias incidents and crime. In the same section under 'Responsibilities' add the words in italics: Senior management must demonstrate *and be evaluated on its* active commitment to both training and the creation of an equitable work environment which values diversity.
 - Under 'Guidelines for the Implementation of Education Training' include 'Trainers are experienced and trained in anti-racism/discrimination educational approaches that highlight issues of individual and societal power imbalances.
 - Under 'Attributes to be Evaluated' add 'all levels will demonstrate the ability to work effectively with diverse colleagues and community members'.
 - Under 'Selection Process' include that interviewers will be trained in cross-cultural communication styles and bias-free interview techniques.
 - Under 'Guidelines to Work and Family Support Initiatives - Allowances for Time-Off to Care for III Spouse or Child', add 'family member'. This may not be possible if there is a union agreement in place. However, it recognizes the growing need for individuals to care for aging parent/guardians and family members other than children.

- Under 'Workplace Discrimination, Harassment, And Stereotyping Prevention - Complaint Procedures' include that someone other than the targeted individual can and should raise a complaint. You may also want to include a short section on why some people might not complain and might even laugh along or go along with the harassment/discrimination. All members have a responsibility to report these incidences, not only the person with the least power to act.

Overall, this Chapter is extremely well-thought out and state of the art.

- viii) Chapter 18 - Police Vehicles. A small statement that the police vehicle is a workspace and as such, all policies and practices of the TBPS apply. There have been reports from community members on ride-alongs in other jurisdictions that police officers seem to forget they are there and engage in inappropriate comments or jokes directed at members of various groups.
- ix) Chapter 26 - Telephone Etiquette. A section on English-As-Second-Language (ESL) callers should be added here that outlines how to access translation services and/or how to communicate most effectively with ESL speakers.
- x) Chapter 32 - Criminal Intelligence - There is no link to Chapter 33 from within this chapter. A section on Hate Bias Incidents/Crime would be very useful in this Chapter.
- xi) Chapter 37 - Electronic Communications Policy - There should be a section on email policies around sending inappropriate jokes, harassing email, etc. In the area on Internet usage, you may want to add hate sites as a prohibited area of use unless necessary to the job.
- xii) Chapter 38 - Annual Reporting - One best practice in accountability regarding inclusiveness and diversity initiatives is to produce an annual report card that examines hiring, promotions, training, attendance at community events, hate bias incidents/crime, community committees, etc. There are a number of internal audit tools available in this regard. The one listed by Van Ngo in the Bibliography is simple and comprehensive. Please note that this chapter is not listed in the Table of Contents.

C. Part 3 - Records / CPIC

There was nothing to note in this section. It is pretty straightforward.

D. Part 4 - Communications/Radio

In CHAPTER 1 on the Index page, the language should be updated from 'manning' to 'staffing'.

In CHAPTER 4 in regards to the use of racial references, more probabilistic language should be use, e.g., 'suspect is reported to be...' rather than 'suspect is' (unless you are absolutely sure).

E. Part 5 - Protocols

CHAPTER 13 - Disabled Persons - the language here should be updated to 'Persons With Disabilities'. This moves the focus to the person rather than the disability and is current usage in this area. The only addition to this section would be to add a protocol for contacting the individual's case worker, psychologist or psychiatrist as soon as possible.

CHAPTER 22 - Sexual Offences Protocol is very good, sensitive to the needs of victims and thorough.

CHAPTER 25 - the Domestic Assault section is extremely well-written and thorough. One addition would be to include violence against pets as a warning sign and consideration of working with Animal Service agencies to arrange to temporarily care for pets should the victim wish/need to be removed from the home. Research has shown that many women choose to stay in an abusive environment out of fear for the safety of the pets should they leave, and leaving a pet behind is extremely traumatic for children.

F. Part 6 - Operations

CHAPTER 10 - Criminal Harassment - Again, in this section under 264(2) (0), pets should be added.

CHAPTER 25 - Hate Crimes - Some police services have gone beyond the Criminal Code definition to use this definition:

A criminal occurrence committed against a person or property which is motivated in whole or in part by hate/bias or prejudice based on perceived race, national or ethnic origin, language, colour, religion, sex, age, mental or physical disability, sexual orientation, or any other similar factor. This definition acknowledges crimes where hate is a partial motivator (and this has been noted at other places in this manual), and also includes the idea of 'perceived' membership in a group which is important as often people are targeted when they are presumed to belong to a group but, in fact, do not, e.g., gay males.

CHAPTER 30 - Interpreters - While sometimes it is inescapable, a clause should note that when at all possible, neither a family member nor a community member should be used as an interpreter, especially in domestic violence and sexual assault situations. Often interpreters from the family or community, especially males, will caution the female victim to remain quiet so as not to bring shame on the community.

CHAPTER 37 - Missing Persons - It might be useful to add Aboriginal women and prostitutes (sex trade workers) to the list of high risk victims. While these people are adults, they are often the target of predators and the least likely to be investigated right away due to the transient and unpredictable nature of their lifestyles. The 2004 report on discrimination and violence against Indigenous women in Canada noted that *"few police forces have specific protocols on actions to be taken when Indigenous women and girls are reported missing"* and provides some recommendations on how to proceed (Amnesty International, p. 19).

CHAPTER 48 - Prisoners, Care and Handling of - The section on handling medicine bundles in this chapter is excellent. A similar section should be added for handling of prisoners who are ESL speakers, and handling turbans for Sikh prisoners. A final clause might be provided for the protocol around transgendered persons who are in transition for one sex to the other.

CHAPTER 77 - Elder and Vulnerable Adult Abuse - To the list of vulnerable adults, you may want to highlight sponsored and/or isolated immigrants. This may be worded: Every Chief of Police should, where possible, work in partnership with the local Crown, municipalities, community and social service agencies/providers, businesses, seniors' and other local organizations to develop programs for preventing and responding to complaints of elder and vulnerable adult abuse, including fraud awareness and prevention, *and awareness of the heightened vulnerability of immigrant elders in terms of sponsorship agreements, isolation and language barriers.*

CHAPTER 100 - Non Disclosure of Personal Information - This might be a good area to note the mistrust and fear some community members might feel in giving personal information to the police either because of corrupt police forces in the home country, or as survivors of state sanctioned torture. Some protocols for how to handle these situations would be in order.

In the new manual, I did not find a section on search of premises, however, the old manual had such a section and should the TBPS wish to incorporate it, a couple of clauses could be changed per below (changes noted in italics):

LE011 Search of Premises

require that before conducting a search of a dwelling, the officer in possession of the search warrant will, where practicable and unless safety or operational requirements clearly dictate otherwise, indicate the reason for their attendance and request that the door be opened; *and comply with cultural values around modesty, sacred objects, taboos, etc.*

require that seized evidence be collected, handled, packaged, marked, recorded, transported and stored in accordance with the police service's procedures for the collection, preservation and control of evidence and property; *and with respect to cultural practices around sacred objects.*

- G. **Part 7 - Emergency Procedures.** There was nothing to note in this section.
- H. **Part 8 -** This section was blank.
- I. **Part 9 - Use of Force -** It is important to establish a protocol for communicating use of force policies to the community. Most Canadians and very few newcomers understand the constraints in which the police operate and the protocols around escalating use of force.
- J. **General Recommendations -** As noted earlier, this is an impressive document with excellent language and attention to inclusive policy. It already has many current best practices in place. However, some additions may be considered:
 1. **Citizenship/Police Academies -** these programmes have proved popular with citizens and are an excellent method of reducing the 'us vs. them' dynamic in the community, as well as they provide a vehicle to educate community members about the duties and constraints of policing. For ideas on how to create a programme, see <http://www.lexingtonpolice.lfucg.com/ComServ/CitAcademy.asp>; <http://www.calgarypolice.ca/community/cpa.html>.
 2. **Mentoring -** mentoring programmes are an excellent way to ensure that under-represented police members are groomed and prepared for increasing responsibility in the police service. An excellent paper on this process by Sprafka and Kranda is attached to this report. A telling remark by a former gang member now employed in public service notes the importance of mentoring. The young man said, "The gang actively recruited me making me feel that my skills and abilities were needed and valued, they groomed me for increasing responsibilities and they made me feel like I could be promoted if I played my cards right. When I joined the public service, I was shown to a desk and the only time I had contact with a supervisor was when he thought I'd

screwed up!" Organizations that value their people, make them feel valuable and give them opportunities for growth and advancement will be more successful in attracting and retaining good employees.

3. Cadet Programme - These programmes allow young people, especially from communities that have not traditionally seen policing as a viable career, an opportunity to understand what a policing career entails, and they help to increase rapport and trust between police and young people.
4. Pay Duty - There was no mention of uniformed pay duties in the manual, but should a police service offer its members out to private organizations for security or crowd control, and they wear their uniforms for this duty, the perception in the community can be very negative, especially if the private organization practices racial profiling or other discriminatory acts in which the pay duty police officer can not intervene. The perception by the public is that he or she condones the discrimination.

Apart from these four areas of potential future development, using the Inclusive Workplace Assessment in Appendix 1, the Thunder Bay Police Service scored very high on many of the items including:

- Developing inclusive definitions
- Providing good policy statements valuing and supporting inclusiveness/diversity
- Advertising in alternative media
- Having establish contacts with immigrant serving agencies
- Providing diversity training at all levels of the organization
- Developing bias-free selection processes
- Establishing a business case for diversity
- Establishing a complaint and resolution strategy

The areas where further work could be done include: ¹

- Developing a strategy for an ongoing demographic analysis of your workforce and the community
- Having a self-identification strategy and communication plan to inform personnel of the importance of self-identifying
- Developing a cultural competency assessment or internal audit for annual review of progress
- Providing bias-free interviewing training for recruiters, interviewers and promotion committees
- Having in-place mentoring programmes
- Developing accountability mechanisms for all levels of staff around implementing policy into practice around issue of diversity
- Instituting learning plans for professional development

¹ This work may already be in place but was not evident in the reading of the policy manual.

- Developing a clear communication plan and strategy both for internal and external communication of policy, practice and progress in creating an inclusive workplace
- Developing a succession policy and plan

The Thunder Bay Police Department is encouraged to review the papers attached to this document for an in-depth review of cultural competence or inclusive practice in human resources and in the attraction and retention of personnel.

As observed in the 2005-2007 Thunder Bay Police Business Plan, by linking performance indicators to an activity, it is possible to ensure the implementation and sustainability of any new policies or the existing policies at the TBPS.

CONCLUSION

This report focused on the newest draft of the policy and procedure manual. The Standards Manual (2000) was also reviewed, but most of the comments pertaining to that manual, have been captured in the analysis of the newer version. However, Appendix 2 contains any additional comments from that manual.

I am very impressed with the care that has been taken to create an inclusive policy and procedure manual for your service. Ensuring that this policy lives in your day to day practice will ensure that the TBPS and its partners create an inclusive and respectful working environment and community.

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APPENDIX 1. INCLUSIVE WORKPLACE ASSESSMENT CHECK LIST

INCLUSIVE WORKPLACE ASSESSMENT

Activities conducted by your workplace	SCALE				
	None	Working on it...			Complete
1. Definition and shared understanding of racism/inclusion in the workplace	1	2	3	4	5
2. Policy statements valuing and supporting ethnoracial equity	1	2	3	4	5
3. Current demographic analysis of your workforce and the community	1	2	3	4	5
4. Self Identification strategy	1	2	3	4	5
5. Cultural competency assessments	1	2	3	4	5
6. Advertising in ethnocultural or Aboriginal media	1	2	3	4	5
7. Diverse placement of interns or co-operative students	1	2	3	4	5
8. Established/ongoing contacts with immigrant serving agencies	1	2	3	4	5
9. Intercultural training for recruiters and interviewers	1	2	3	4	5
10. Review of recruitment versus bias-free selections practices	1	2	3	4	5
11. Bias-free assessments and job descriptions	1	2	3	4	5
12. In place mentorship programs	1	2	3	4	5
13. Diversity training plans/modules for all staff	1	2	3	4	5
14. Measurement/evaluation of effectiveness	1	2	3	4	5
15. Accountability methods of management and staff	1	2	3	4	5
16. Professional development of learning plans	1	2	3	4	5
17. Communication plan for implementing racism-free strategy	1	2	3	4	5
18. Development of a Business Case for Diversity	1	2	3	4	5
19. Succession Planning	1	2	3	4	5
20. Complaint & Resolution Strategy	1	2	3	4	5

APPENDIX 2. STANDARDS MANUAL 2000

- CP002 Crime Prevention -add "to ensure wherever possible to work with community based officers, members with knowledge of cultural or linguistic protocols in given communities, ...".
- CP005 Provides and excellent clause for People with Disabilities.
- LE16 Prisoner Care & Control -
Procedures (e) - add 'speak ESL'.
Procedures (g) - could the right to counsel poster be in different languages?
- LE24 Domestic Violence Occurrences - in this section I would add ensuring responders have training in the impact of domestic violence and charges in different cultural communities, as well as working with same-sex domestic violence situations.
- LE 30 Property Offences - add something about graffiti and hate propaganda.

