



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

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

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**Outreach Recruitment Project  
Research Findings and Recommendations**

**Making the Ottawa Police Service an  
"Employer of Choice for All"**

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*Working together for a safer community*

## **Introduction**

This publication is the culmination of more than a year's work and sets the course for our Police Service's efforts to improve recruitment and retention practices. It provides an overview of the research conducted, its findings and proposes 17 recommendations.

The Ottawa Police Service launched the Outreach Recruitment Project in 2003 in order to develop a long-term program to increase the number of employees from under-represented groups, and to align recruitment with the Strategic Staffing Initiative. The project was also meant to, in part, address the recommendations of the Human Resources Audit conducted in 2000 that recommended, "that a proactive strategy be developed to promote/market careers in policing in the Ottawa Region."

The Outreach Recruitment Project is dedicated to looking at ways to recruit and retain qualified applicants while addressing the organization's need for diversity — not only diversity as it relates to what is visible (e.g., skin colour, language ability and gender), but also as it refers to what is not visible (e.g., sexual orientation, knowledge of other cultures or religious beliefs). The Outreach Recruitment Project is meant to open doors for people who may not have considered a career with the Ottawa Police. It is an organizational priority as listed in the Ottawa Police Service 2004 to 2006 Business Plan.

To determine how to best implement a new long-term recruiting program, the Outreach Recruitment Project carried out research on diversity hiring and recruitment among other police and non-police organizations, conducted community consultation, and consulted internally with its members. This publication focuses on the information collected during research activities and proposes concrete recommendations — each with designated responsibility and proposed timeline — that will guide the remainder of the Project.

This report is being presented to the Executive with a view to having all the proposed recommendations accepted. Pending feedback, it is anticipated that a pilot recruitment campaign will be launched in mid-2004, and a strong recruitment push will continue for at least the next three years.

## **Toward Better Recruiting and a More Diverse Workplace**

For the most part, the Ottawa Police Service's hiring practices have been passive. Traditionally, the organization has simply selected recruits from a pool of qualified applicants — those who have applied. The Strategic Staffing Initiative, demographics, a more competitive marketplace, etc. demand a new more proactive approach to recruiting. Instead of simply processing recruits, the Ottawa Police must start thinking about recruiting as the path that people take to the organization. Recruiting is a relationship that matures into an employment decision. It is the development of an adequate supply of diverse people right for the Police Service.

At the same time, the Ottawa Police recognizes it must do a better job in reflecting the community it serves. Perhaps more than any other organization, the Ottawa Police has an obligation to treat people fairly. By having a diverse workforce, it increases its chances of being able to police successfully in a society that consists of multiple ages, faiths, races, lifestyles, needs, disabilities, beliefs, opinions, genders and sexual orientations.

Increasing the diversity of the workforce will help the Ottawa Police to:

- increase the trust and confidence of all communities;
- better connect with the community it serves;
- harness the energy and support of a wider section of the community;
- be more effective at investigating crimes against vulnerable people;
- identify important gaps in service so it can ensure everyone has access to Ottawa Police services; and
- recruit others — from the widest possible pool of people — who can speak other languages, understand other cultures, understand other life styles, and are willing to use those skills to the benefit of the organization and community at large.

Reaching out to the community today improves our chances for success in the future, and improving current practices will help us recruit and retain talent. The Ottawa Police Service takes this notion to heart, and the Outreach Recruitment Project will go a long way toward promoting careers for under-represented groups in policing in the Ottawa area. However, achieving diversity is not exclusively driven by who we recruit. Becoming a truly diverse organization will be the fruit of intentional acts across all aspects of how the Police Service does business.

The Ottawa Police has demonstrated leadership in dealing with diversity issues related to ethno-racial and faith diversity, gender and gay, bisexual, lesbian and transgender issues. The organization has also stated its intention of becoming a model of a diverse police organization. This requires vigilance. But more than that, building and sustaining diversity requires a roadmap.

Part of that course has been defined in the Ottawa Police Service's 2004 to 2006 Business Plan. It identifies a tenth and new organizational value. One that directly involves improving the delivery of diversity relevant to the police services — something the Outreach Recruitment Project, along with many other projects, will help achieve. The

Plan also outlines a set of goals around organizational strategies that is meant to make the Police Service “*progressive, supportive and welcoming.*”

### Ottawa Police — Becoming a Truly Diverse Organization



This report forms a baseline to help us understand where we are. It identifies recommendations needed to directly support the Outreach Recruitment Project activities and list many other recommendations outside the purview of the Outreach Recruitment Project that will support our Police Service’s stated direction.

## **Research Work**

To determine how to best implement a new long-term recruiting program, the Outreach Recruitment Project carried out research on diversity hiring and recruitment among other police and non-police organizations, conducted community consultation, and consulted internally with its members.

A community consultation held in early 2003 entitled the Diversity in Policing Community Forum shaped the initial focus of the Outreach Recruitment Project. It brought together 33 participants from throughout the city (with a rich representation of visible minorities, women and members of the GLBT community) to provide their perceptions of the Police Services diversity and suggestions on how to improve the organization's hiring practices. The session included an examination of the issues and suggested strategies to improve:

- the Constable Selection System;
- the diversity of the Police Service to better reflect the Ottawa community;
- communication and community access to information;
- training related to recruitment that would create a conducive workplace environment; and
- ways to better connect with diverse communities — raise awareness, educate and identify potential recruits.

Work throughout the rest of the year included collecting information and conducting research on best practices in diversity hiring practices (among police organizations and other private and public sector organizations), as well as internal research on employee perceptions of hiring and retention practices at the Ottawa Police Service.

To address the latter, the Ottawa Police Corporate Planning Section conducted nine focus groups (59 participants in total) with Police Service members from July to November 2003. The Police Service also collaborated with the Eric Sprott School of Business at Carleton University and had doctoral students conduct one-on-one telephone interviews (46 participants) with Police members as well as an additional focus group (11 participants) on change management issues related to outreach recruitment. The results of both avenues of internal research were reported separately, but made very similar findings and conclusions.

The goal of the internal research was to establish the factors that encouraged members to join the Ottawa Police, identify supports and practices that would improve recruitment and hiring (especially to improve the diversity of the workforce), as well as to identify the supports that would help integrate and retain new hires and new recruits. Specifically, the objectives of the internal research were to:

- obtain input/feedback from Police members on how to improve the recruitment and pre-hire processes in general and to improve diversity of the candidate pool;
- obtain input from Police members on how to improve post-hire supports; and
- identify potential barriers to employee retention.

In all, over 180 people participated in the research work. Both Carleton University and our Corporate Planning consider the research to have high “face validity.” In other words, the findings make intuitive sense and most agree with them. Small sample sizes are considered acceptable with high face validity.

The research work and accompanying findings was overseen by the Outreach Recruitment Project Steering Committee. The Steering Committee, co-chaired by Deputy Chief Larry Hill and community member Carl Nicholson from Community-Police Action Committee (COMPAC), was established in mid-2003, and brings together people from across the community, including representatives from the Ottawa Police Service, Senior Officer’s Association, Ottawa Police Association, the City of Ottawa, the Gay, Lesbian, Bi-sexual and Transgender (GLBT) Liaison Committee and the Eric Sprott School of Business, to name a few.

Lastly, it is important to note that this report and its contents were made possible through the contributions of many members of our organization, the Community-Police Action Committee (COMPAC) and members of our community. We acknowledge the valuable contributions of all who participated in this process.

## **Summary of Recommendations from all Research Reports**

Research activities yielded nearly 90 recommendations in three lengthy research reports. Carleton University's research findings are contained in the document aptly called *Managing Change and Increasing Diversity*. The Corporate Planning Section's research findings are contained in the document entitled *Outreach Recruitment Project — Internal Focus Groups*. And the community consultation held in early 2003 resulted in a report entitled the *Diversity in Policing*.

Presented with the research reports and the research work done on best practices, the Outreach Recruitment Project Steering Committee participated in several sessions designed to critically examine research results, evaluate proposed recommendations from the various sources and compile a broad set of recommendations based on the body of research conducted. The culmination of that work is the following 17 recommendations:

1. Add an Organizational Value that states the Ottawa Police Service is committed to a diverse and non-discriminatory police service.
2. Create a permanent Ottawa Police Service "Diversity Advisory Council" (DAC), whose role will be to ensure that diversity is an integral part of every aspect of the Ottawa Police Service management policies and practices.
3. Develop a comprehensive internal and external communications strategy in support of the goals for the diversification of the Ottawa Police Service.
4. Establish measurable diversity goals and tracking mechanisms.
5. Perform a comprehensive review of Ottawa Police recruitment processes, with the objectives of removing barriers to diversity hiring and compile data on unsuccessful applicants, from all stages of the Ottawa Police recruitment process, including ATS testing stages.
6. Review the recruitment processes for Civilian employees to ensure that it is consistent and bias-free.
7. Establish a mechanism to ensure that all board interviewers understand and demonstrate competencies in valuing diversity, flexibility, leadership and service orientation.
8. Develop a plan to review all policies and procedures to ensure that they are fully inclusive and respect diversity.
9. Develop a formal Employee Orientation Program for all new employees.
10. Develop an Employee Mentoring program that recognizes the needs of a diverse workplace.

11. Review dependant-care initiatives that reflect the needs of Ottawa Police Service employees.
12. Establish processes and a framework to support supervisory accountability to address inappropriate employee behaviour with respect to workplace harassment and discrimination.
13. Integrate diversity content into all Ottawa Police training.
14. Bolster existing or, where warranted, establish formal and informal mediation mechanisms for public complaints.
15. Establish a Coach Officer selection process that includes competencies in valuing diversity, flexibility, leadership, communication and service orientation.
16. Research and review the option of reimbursing recruit-training costs, contingent on a fixed term of service.
17. Review rewards, compensations and developmental programs for civilian members.



## Detailed Recommendations

<b><i>Recommendation 1</i></b>	
<b>Add an Organizational Value that states the Ottawa Police Service is committed to a diverse and non-discriminatory police service.</b>	
<b><i>Responsibility</i></b> The development of a recommended Organizational Value statement is within the scope the Outreach Recruitment Project. The Ottawa Police Executive would follow the established process for approvals of Organizational Value statements.	<b><i>Timeline</i></b> A value statement is viewed as critical to communicate the Police Service's vision, and to support the goals of the Outreach Recruitment Program.

### **CONTEXT:**

The Ottawa Police boasts nine organizational values. A tenth that clearly states the organization's vision around diversity should be added and communicated.

In its Policy Manual (adopted on June 19, 1999) the Ottawa Police Services Board made clear policy statements about diversity and discrimination and set these out as "requirements" that the Chief must address. Policy statements and the associated "requirements" are one of the most powerful tools which the Board can use to influence the direction of the organization. In addition to shaping the organization's policies and procedures, the performance of the Chief is measured and monitored against the achievement of these and other "requirements."

With respect to the treatment of staff (Section 3.2 ) the Chief is required to ensure that :

*"6. No staff member is discriminated against for any reason (e.g. ethical descent, race, sexual orientation, gender).*

With respect to staffing (Section 3.12) the Chief shall ensure that:

*"2. f) The Ottawa Police Service, through its staffing practices will seek to become over time, representative of the community."*

Creating a tenth organizational value which incorporates these two "Chief's Requirements" will make a strong statement to the Police Service about the kind of organization that OPS wants to be. It will be clear that there is direction and support from the senior-most levels of the organization to ensure that these requirements about diversity and a discrimination-free workplace are achieved. It will also be clear that members will be expected to govern their actions and behavior in accordance with the organizational values.

**Recommendation 2**

**Create a permanent Ottawa Police Service Diversity Advisory Council (DAC), whose role will be to ensure that diversity is an integral part of every aspect of the Ottawa Police Service management policies and practices.**

**Responsibility**

The development of the mandate, Terms of Reference and the recommended membership will be done within the scope of the Outreach Recruitment Project. The Ottawa Police Executive will be responsible for filling the positions on the Council.

**Timeline**

A formal internal advisory body is viewed as essential to ensure diversity goals and issues are incorporated across all proposed and existing policies and related projects. DAC could be in place within four to six months upon approval.

**CONTEXT:**

The Diversity Advisory Council would be a resource to the Chief of Police, Executive Command and members of the Ottawa Police Service.

Formed under the auspices of both the Community-Police Action Committee (COMPAC) and the Executive, the Diversity Advisory Council (DAC) would ensure that the Police Service’s understanding of member issues and requirements is broadened and deepened. DAC would be positioned to fulfill the unique and constantly changing needs of our diverse members while keeping in step with societal change.

The Council’s fundamental goals are to identify key issues and problems, discussion of and suggestions for potential actions to be taken, and the exchange of ideas for mutual process improvement and barrier elimination. The Diversity Advisory Council would be a recognized body within the Ottawa Police to ensure that workplace diversity forms part of all appropriate initiatives. It is proposed that DAC would report directly to the Chief of Police.

The Diversity Advisory Council should be composed of decision-makers at the directorate / divisional level with additional representation from appropriate levels of the organization and the community through COMPAC and the GLBT Liaison committees.

The suggested makeup of the Diversity Advisory Council should include: Executive Command representation, representatives of the Police and Senior Officer associations, Diversity and Race Relations, Human Resources, the Outreach Recruitment Steering Committee, GLBT Liaison Committee, the Diversity In Action Network and COMPAC.

Upon approval, a working group would be formed from Outreach Recruitment Steering Committee, COMPAC and Diversity in Action Network (DIAN). It is anticipated that a working DAC would be in position within four to six months.

## **Additional facts**

The key benefits of a Diversity Advisory Council will be:

- stronger relationships with the diverse members of both the Ottawa Police Service and the community;
- faster identification and resolution of issues that contribute to or detract from their Ottawa Police workplace experiences using group knowledge leveraged by the capacity to wield that knowledge effectively;
- earlier and higher quality definition of requirements for supports, resources and services; and
- by undertaking this proactive initiative, Ottawa Police will once again enhance its reputation as a forward-looking, progressive police service.

There is a need to ensure compatible, cooperative relationships between:

- Police Services Board;
- Chief of Police;
- DIAN;
- COMPAC;
- GLBT Liaison Committee;
- Diversity and Race Relations Section; and
- Human Resources Section.

<b><i>Recommendation 3</i></b>	
<b>Develop a comprehensive internal and external communications strategy in support of the goals for the diversification of the Ottawa Police Service.</b>	
<b><i>Responsibility</i></b> This recommendation is within the scope of the Outreach Recruitment Project.	<b><i>Timeline</i></b> Work on this recommendation should be completed by third quarter 2004

**CONTEXT:**

Perception of poor communication appears to be a major barrier to implementing change at Police Service. If asked by the Chief of Police for one piece of advice about how to best manage change at the Police, 45% of sworn and 50% of civilian respondents would recommend addressing communication problems. Common comments included:

- the inability of management to “sell” its ideas and initiatives to the rank and file;
- the perceived unwillingness of management to listen to the concerns of the rank and file and act on their suggestions; and
- in line with the concept that actions speak louder than words, the failure of management to “walk the talk” on critical pronouncements and directives.

Lack of trust and resistance to change are intensified when employees do not understand the change or its implications and perceive that it might cost them much more than they will gain. Communication of ideas helps people see the need and the logic of a change.

A comprehensive internal communications strategy will help address member concerns. The importance of an announcement through our Business Plan from the Ottawa Police Services Board in its’ support of the tenth Organizational Value and the subsequent support of the Chief about the changes required to help with the diversification of the Ottawa Police Service cannot be overstated. Recognizing the priority of changes that must occur including the programs that come out of the Outreach Recruitment Project, as a means to attract Champions, will set the stage.

**Recommendation 4**

**Establish measurable diversity goals and tracking mechanisms.**

**Responsibility**

This recommendation is within the scope of the Outreach Recruitment Project, to be handed over to Human Resources for maintenance on an operational basis.

**Timeline**

Work on this recommendation should be completed by fourth quarter 2004. Resources for work on this aspect of the project are urgently needed.

**CONTEXT:**

In order to implement an effective diversity program, the first step is the self-identification process. A confidential survey is carried out to determine to what extent the Ottawa Police is representative of the community it serves. An analysis of the workforce survey results is then undertaken to determine if there are any gaps in the representation of the designated groups (workforce analysis). A Corporate diversity plan is then prepared based on the data from the survey that will outline identified employment barriers to designated groups and detail how to eliminate them, which can be applied to future employment and service programs. The plan can also include short-term hiring and promotion goals of persons from the designated groups where under-representation has been found, along with measures to be taken each year to achieve these goals.

As with any plan, the Ottawa Police Service must make reasonable progress and monitor the implementation of its diversity plan on a regular basis to assess if reasonable progress is being made.

Keeping workforce survey results up-to-date is key. Accordingly, it will be important for Ottawa Police to provide a questionnaire to all new employees hired after the date of the original survey.

To maintain records with respect to its workforce, a tracking system will need to be established.

In *Diversity at Work*, Trevor Wilson states, “You cannot remedy a problem that you cannot measure. Employers, seeing the actual numbers for the first time, would recognize the degree of under-representation of the designated groups in their organizations and would be encouraged to devise solutions to the problem.”

Equally compelling, Marilyn Loden makes a case for tracking in her book *Implementing Diversity*. Specifically, she argues “Without data from many credible sources to highlight key issues and support planning decisions, each step in the implementation process can be viewed by some employees as suspect. With the help of current and credible information about employee demographics, it is easier for making the case for valuing diversity, set priorities and manage change.”

All police services are organizations that deal with facts and numbers, so this is not a foreign concept to any. The need to measure our existing make-up has to be one of the first steps in determining our gaps and our goals. One of the Charter's specific objectives is clear:

**Establish strategic targets for recruitment of employees to increase the capacity of the Ottawa Police to provide service to diverse groups within the community.**

In order to make this happen we have to create and support an internal demographic survey that measures what the Charter also recognizes as key groups that are required within the make-up of the Ottawa Police Service:

- visible and linguistic minorities;
- aboriginals;
- women;
- gay, lesbian, bisexual and trans-gendered; and
- other groups to be identified.

The Chief's Requirements under the Police Service Board By-Law #3 of 1-1999, section 3.12(f) clearly states: "staffing practices will seek to become over time representative of the community." In order for this to happen clear goals established from clear existing measurements have to occur. These measurements must be on going. They must be both qualitative and quantitative internally, so that we can be assured that we are meeting our own needs internally to work within a diverse community and that we do continue to reflect our diverse community as well. Our internal surveys should be compared to the qualitative surveys that can be obtained from the community. These would determine how they see the service addressing their needs and reflecting their communities from their perspective.

***Recommendation 5***

**Perform a comprehensive review of Ottawa Police recruitment processes, with the objectives of removing barriers to diversity hiring and compile data on unsuccessful applicants, from all stages of the Ottawa Police recruitment process, including ATS testing stages.**

***Responsibility***

This recommendation is within the scope of the Outreach Recruitment Project.

***Timeline***

Tracking mechanisms are viewed as critical to the success of the Outreach Recruitment efforts.

**CONTEXT:**

Placing the proper tracking mechanisms in place would:

- establish where real or perceived barriers may be and remove or address them;
- identify areas of required support for applicants;
- identify areas of required resources for sections; and
- measure support for the organizational goals.

In four research groups, participants indicated that some aspects of the testing processes are biased. Gay and lesbian participants questioned the use of a diagnostic tool, the Minnesota Multi-Psychic Personality Instrument (MMPI) as a psychological screening tool.

Community participants felt that the Constable Selection System is complex, cumbersome, tedious and difficult to understand for many communities. They identified the cost for a potential recruit to reach the point where s/he is qualified to apply to a Police Service as a financial barrier to many immigrants and low-income communities. In addition, there is an increasing need for recruits to have higher education, as police recruitment becomes more competitive and for their career-advancement, which is a barrier for low-income people who cannot easily afford a college or university education.

Confidentiality of the tracking process is critical. However, names must be obtained to validate the integrity of the information.

<b><i>Recommendation 6</i></b>	
<b>Review the recruitment processes for Civilian employees to ensure that it is consistent and bias-free.</b>	
<b><i>Responsibility</i></b> This recommendation is within the scope of the Outreach Recruitment Project to be handed over to Human Resources for maintenance on an operational basis.	<b><i>Timeline</i></b> Work on this recommendation should be completed by fourth quarter 2004.

**CONTEXT:**

The internal research uncovered many perceived weaknesses in the civilian recruitment process. Two of the more prominent ones identified by civilians are the lack of a probation period for new employees and what participants saw as an abuse of short-term contracts for civilian positions rather than the creation of permanent positions.

Many participants indicated that the Police do not adequately communicate with applicants to keep them informed. As well, the length of the hiring process is too long compared to the private sector. Although the reasons for delays may be varied — some participants thought that delays could be due to understaffing in Human Resources or administrative requirements, such as requisition forms requiring several signatures.

Research participants also felt that the Police Service does not interview civilian applicants in a consistent manner. Participants indicated that they believed the interviewers on interview boards were not very experienced or well trained in interviewing or they were inappropriate choices (e.g., officers interviewing data entry applicants). The content of interview questions was inconsistent, sometimes pertaining mainly to the duties of the job and sometimes not at all. Job interviews are given too much weight in comparison with an applicant’s work and life experience.

Some of the more constructive suggestions involved using more one-on-one assessment of applicants, particularly for the Call and Communications Centres. Participants recommended more use of scenario-based testing to assess personality, aptitudes and the ability of applicants to deal with stress.

Overall, the research will be very helpful in developing a consistent and bias free recruitment process for civilians.



***Recommendation 7***

**Establish a mechanism to ensure that all board interviewers understand and demonstrate competencies in valuing diversity, flexibility, leadership and service orientation.**

***Responsibility***

This recommendation is within the scope of the Outreach Recruitment Project to be handed over to Human Resources for maintenance on an operational basis.

***Timeline***

Work on this recommendation should be completed by fourth quarter 2004

**CONTEXT:**

With regard to the sworn interview process, focus group participants indicated that many officers conducting interviews have had only two years on the job, and therefore, do not have enough policing experience. They also thought that interviewer selection and training has been done in ad hoc fashion, and interviewers simply do not have enough knowledge or experience as interviewers. As well, women and visible minority participants thought that the Police Service had too few visible minority and women interviewers.

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

With regard to the civilian interview process, research participants indicated they believed the Police Service does not interview civilian applicants in a consistent manner. Research participants felt that the interviewers on interview boards were not very experienced or well trained in interviewing or they were inappropriate choices (e.g., officers interviewing data entry applicants).

Board interviewers includes all who partake in any interview processes within the organization, such as ECI interviewers for recruits, recruit background investigators, civilian hiring board interviewers, transfer / competition board interviewers and promotional process assessors.

<b><i>Recommendation 8</i></b>	
<b>Develop a plan to review all policies and procedures to ensure that they are fully inclusive and respect diversity.</b>	
<b><i>Responsibility</i></b> This recommendation is within the responsibility of the Diversity Advisory Council to develop, action and support.	<b><i>Timeline</i></b> Development of this framework is viewed as crucial to the overall success of the Outreach Recruitment Project as it addresses how “welcoming” the Ottawa Police presents itself. Work on this recommendation should be one of the Diversity Advisory Council’s first objectives.

**CONTEXT:**

One of the difficulties for our visible minority, women, GLBT and Aboriginal officers is that there is a perception that they are not receiving the same opportunities as white males in career advancement programs such as courses, workshops, working in different sections, on different projects or committees. They have this perception based on whom they see in those area and the lack of times they themselves have been asked to be involved.

Changing a culture is best done through changes to rules, processes, systems, structures, rewards and sanctions. The primary target of renewal or change should be behaviour and the most effective way to change behaviour is to put people into a new organizational context, which imposes new rules and responsibilities on them.

Ensuring that all policies and procedures that affect all aspects of movement within the Police Service have sensitivity and awareness built into them with regards to diversity and the zero tolerance enforcement of respect for these issues will go a long way to make the Ottawa Police Service a more attractive work environment for its members.

The Diversity Advisory Council would develop a plan which would identify which policies and procedures should be reviewed and by whom. This plan would then be approved for action by the Chief.

***Recommendation 9***

**Develop a formal Employee Orientation Program for all new employees.**

***Responsibility***

This recommendation is within the scope of the Outreach Recruitment Project to develop a Project Charter. The implementation would be managed as a separate project under the responsibility of Human Resources.

***Timeline***

Work on this Charter should be completed by fourth quarter 2004

**CONTEXT:**

Many research participants felt that all new hires to the Ottawa Police Service should receive some form of orientation, either a documented orientation package or both documentation and in person sessions.

The Orientation Program could include information about:

- Information on Ottawa Police culture, Hierarchy
- Rules and Regulations, Policies and Procedures
- Contracts (civilians), Compensation and Benefits, Collective Bargaining Agreements
- Professional Development and Volunteer opportunities
- Security Awareness issues.
- Community Policing Philosophy
- Harassment and Discrimination policies
- Life Style Training: scheduling, shift work, sleep, diet, stress.
- Introduction to sections, building locations, NCOs, Directors, Supervisors.

The institution of follow-up interviews/debriefings for all new employees, six months after hire for civilians, six months after “road-readiness” for sworn officers is another area for improvement of the work environment.

The project recognizes existing supports being developed by the Ottawa Police Association for employees in this area and suggests that existing materials and approaches be used as resources in the development of the Orientation Program.

A formal employee orientation program will have a positive impact on employee attraction. It will also provide an excellent post-hire support for new recruits targeted by outreach recruitment.

<b><i>Recommendation 10</i></b>	
<b>Develop an Employee Mentoring program that recognizes the needs of a diverse workplace.</b>	
<b><i>Responsibility</i></b> This recommendation is within the scope of the Outreach Recruitment Project to develop a Project Charter. The implementation would be managed as a separate project under the responsibility of Human Resources.	<b><i>Timeline</i></b> The Mentoring Program is viewed as having the potential to be a very important post-hire support mechanism. Work on this charter should be completed by first quarter 2005.

**CONTEXT:**

Carleton University’s research found that the establishment of mentors drawn from experienced police officers for new sworn recruits found high support (79% of responding sworn members). The role of the mentor would be to guide new sworn recruits (41%) and help them acclimatize to the realities of the job (14%).

The development of an Employee Mentoring Program for new employees found overwhelming approval (93%) among civilian respondents. Mentoring support was believed to facilitate learning (57%) and a sense of belonging (29%).

Women participants felt that most new recruits do not receive enough supervision, feedback or mentoring. Participants in the mixed groups and visible minority groups agreed that coach officers cannot act as mentors because often they are too young, green and not always a good match in terms of compatibility with their recruits.

Gay and lesbian participants indicated that GLBT members are not always comfortable going to their Sergeant or supervisor for help.

While one group, composed entirely of males, felt that an officer’s Sergeant was in fact his or her mentor; all other groups felt that a formal mentoring program could offer better matches of senior officers to new recruits. Some participants indicated that it is not always possible for new recruits to rely on their Sergeant for assistance.

**Recommendation 11**

**Review dependant-care initiatives that reflect the needs of Ottawa Police Service employees.**

**Responsibility**

This recommendation is part of the Outreach Recruitment Project to review and propose additional post-hire supports and provide recommendations to Human Resources to determine appropriate action.

**Timeline**

Such programs will help attract potential members. Work on the review and recommendations should be completed by the fourth quarter 2004.

**CONTEXT:**

Research found in *Where to Work in Canada? An Examination of Regional Differences in Work-Life Practice* by Dr. Linda Duxbury and Dr. Chris Higgins has shown that employees who are responsible for the care of others are more likely to experience productivity losses from increased absences, tardiness and stress at home and on the job and such time-wasters as excessive use of the phone. They were also more likely to have difficulties balancing work and family responsibilities and reported higher levels of stress and role overload. Care includes those responsibilities related to: marital status, family type, parental status, eldercare dependents and membership in the sandwich generation.

Dependent care is not just a question of care for children. Concern over eldercare responsibilities is now increasing. Eldercare is defined as providing some type of assistance with the daily living activities for an elderly relative who is chronically ill, frail or disabled. Employees who have responsibility for dependent children and aging parents are known as the “sandwich generation” to reflect the fact that they are often caught in the middle of competing demands. .

The majority of Canadian employees have dependent care responsibilities. Data reinforces the idea that work-life conflict in Canada is no longer restricted to those employees with children but now encompasses a much wider group of working Canadians.

Their research has also clearly demonstrated that work and family policies are ineffective if supervisors do not support them. There is a tremendous amount of inequity in organizations today as supervisors act as gatekeepers to many of the benefits offered by the firm. WHO you work for within an organization has become more important than WHERE you work.

A review of our practices is required to address our changing organizational needs as well as those of our employees.

<p><b>Recommendation 12</b></p> <p><b>Establish processes and a framework to support supervisory accountability to address inappropriate employee behaviour with respect to workplace harassment and discrimination.</b></p>	
<p><b>Responsibility</b> This recommendation is within the responsibility of the Workplace Harassment Prevention Project to action.</p>	<p><b>Timeline</b> Supporting supervisory accountability is viewed as crucial to the overall success of the Outreach Recruitment Project as it addresses how “welcoming” the Ottawa Police presents itself.</p>

**CONTEXT:**

Many of our organization’s women and visible minorities have experienced discrimination and do not challenge it because they want to fit in. They fear that if they rock the boat their careers will be limited. They feel strongly that they are not receiving the support from their supervisors in this regard, and that there was no incentive for the supervisors to enforce against harassment or discrimination. Supervisory involvement with a consistent and zero-tolerance approach would go along way to eliminate that worry.

There is also a perception that supervisors are not listening to the feedback from Coach Officers on the performance of their recruits and neglecting to discipline recruits in order to correct problems early on. Some participants thought that perhaps supervisors lacked the tools or means of disciplining or correcting problem behaviour.

The Workplace Harassment Prevention Project already recognizes issues in this area in that one of its critical success factors states that: “It will be critical that all staff in positions of authority clearly understand and demonstrate a commitment to the principles of a harassment-free workplace, including demonstrated accountability for all harassment-related issues under their areas of responsibility.”

Also, as part of the Workplace Harassment Prevention Project Strategy: “A formal accountability framework for supervisors, managers, coach officers and any other staff in positions of authority will be established to support the objectives of the reduction and prevention of harassment in the workplace.”

There is also a strong link to this research finding and our new Supervisory Training that is directly linked to behaviour as it relates to all our competencies. In as much as the organization has recognized the need to address the issue it is important for the Executive to know that our research validates how crucial this work is to Outreach Recruitment.

***Recommendation 13***

**Integrate diversity content into all Ottawa Police training.**

***Responsibility***

This recommendation is within the mandate of Professional Development Centre to implement.

***Timeline***

Increased training on diversity will increase awareness and understanding helping to make the organization more welcoming to employees from diverse backgrounds. Work on this project should be completed by the second quarter of 2005.

**CONTEXT:**

Training in diversity was recognized or asked for at all levels of training by participants including community members.

Once the goal to be diverse is established and properly communicated, along with policies and procedures, rewards and disciplines in place to support the goals then training to fit the new existing infrastructure can be put in place to respond to the new environment.

To be pro-active, training can be prepared as each new process or policy is developed, but training should not always precede the policy. If it does, the timing must be minimal between one and the other.

Far too many times, organizations put training in place first to support the “talk” of the organization, without the supportive infrastructure that is the “walk” of the organization. This creates disconnect and cynicism.

Several specific instances of concerns in this area have already been noted (loss of experience and middle management). More generally, the concern here was expressed in the realization that the present model of formation is not appropriate for the future. The question was asked, “Are we socializing the new recruits properly?” The question of a stimulating enough environment for the new recruit to learn in was identified earlier. To this should be added the mentioned requirement of obtaining the skill sets to interact with an increasingly sophisticated society.

Addressing this recommendation would meet The Chief’s Requirements under the Police Service Board By-Law #3 of 1-1999, section 3.12(5) that clearly states: “Pays particular attention to ensuring that all personnel are sensitive to the pluralistic, linguistic, multiracial and multicultural character of Ottawa.”

<b><i>Recommendation 14</i></b>	
<b>Bolster existing or, where warranted, establish new formal and informal mediation mechanisms for public complaints.</b>	
<b><i>Responsibility</i></b> This is a separate initiative, outside of Outreach Recruitment, but within the responsibility of Professional Standards to implement.	<b><i>Timeline</i></b> This piece of work is viewed as crucial to the overall success of the Outreach Recruitment Project as it addresses how “welcoming” the Ottawa Police presents itself.

**CONTEXT:**

The community has asked for formal and informal mechanisms for the public and the police to work together.

This step would go a long way to communicating to the public that the Ottawa Police takes issues of public complaints of police behaviour including harassment and discrimination serious and is willing to address them appropriately. It also allows the opportunity for the community to be more directly involved by the informal approaches that can be established. This can be a win-win situation to attract a more diverse applicant.

Lessons learned through informal resolution can be shared to help us become more respected and trusted by communities for whom there is a present distrust or lack of respect for the police.

This is an area in which the Diversity Advisory Council can take a lead role as an advisor to the Professional Standards section in developing these mechanisms. With COMPAC represented on the Diversity Advisory Council, there may be an opportunity to model or build on the work done by COMPAC’s CI-CS Teams — a recognized leader in the resolution of community critical incidents (CIs) and critical situations (CSs).



***Recommendation 15***

**Establish a Coach Officer selection process that includes demonstrated competencies in valuing diversity, flexibility, leadership, communication and service orientation.**

***Responsibility***

This is a separate initiative, outside of Outreach Recruitment, but within the responsibility of the Coach Officer Renewal Program to action and support.

***Timeline***

This recommendation is viewed as crucial to the overall success of the Outreach Recruitment Project as it addresses how “welcoming” the Ottawa Police presents itself.

**CONTEXT:**

Every focus group — with women only, men only, gays and lesbians and mixed groups — identified the inexperience of coach officers as a major weakness. Participants believed that the Coach Officer program loses the best coach officers (those that are good patrol officers with more experience and seniority) to other sections through transfers and promotions. Therefore, participants perceived that the knowledge- and experience-base on patrol is shrinking.

As well, there is no competition for the Coach Officer positions and often Coach Officers end up being chosen by their Sergeant. Coach Officers were not being chosen for their skills and experience – if they pass the course, they become a coach officer.

The research conducted by Carleton University found that the second most approved post hire strategy (76%) involved revamping the coach officer program. While 48% of sworn respondents indicated that the change should mostly address coach officers’ qualifications, 17% supported the change because (they said) the present coach officer program is simply not working.

Renewing the Coach Officer program and ensuring that the training component of the Coach Officers includes diversity issues as recommended by this report will have a positive impact on employee attraction. It will also provide an excellent post-hire support for new recruits targeted by outreach recruitment.

<b><i>Recommendation 16</i></b>	
<b>Research and review the option of reimbursing recruit-training costs, contingent on a fixed term of service</b>	
<b><i>Responsibility</i></b> This is within the scope of Outreach Recruitment, but within the responsibility of Human Resources to research, review and make recommendations.	<b><i>Timeline</i></b> Reimbursing constable recruit training costs will have a direct impact on attracting applicants and may affect attraction of new recruits. Work on the review and recommendations should be completed by the fourth quarter, 2004

**CONTEXT:**

Two of the focus groups, one mixed and one for women identified the cost of applying to the police as a barrier for disadvantaged applicants, particularly single mothers and minorities.

An excellent example of why the Ottawa Police must review our approach to the costs that surrounds our recruiting is the following. It is against Muslim religion to pay interest on monies owing. The Ottawa Police pays the Ontario Police College in advance for new recruits. This tuition money then has to be repaid to the Service with the first year being offered interest free. For a Muslim who adheres to his / her religious beliefs this one year re-payment will cause financial hardship. For him / her there is no other option than to pay everything back within one year. For anyone who is not a Muslim, there is no hardship other than the same hardship anyone faces with paying back a loan over time.

In light of this knowledge, is the Police Service willing to make exceptions to the repayment plan? For any Muslim trying to hold to his / her religious beliefs of not paying interest, without imposing upon the Service, by making the payments within the year, creates a hardship for him / her, one that the Ottawa Police is imposing upon him / her by not being flexible or aware of his / her religious obligations.

As a matter of interest, it should be pointed out that some police agencies consider re-payment complete by having their officers stay on the job with them three to five years.

***Recommendation 17***

**Review rewards, compensations and developmental programs for civilian members.**

***Responsibility***

This is a new initiative, outside of Outreach Recruitment, but within the responsibility of Human Resources to develop, action and support.

***Timeline***

This recommendation is viewed as important to the overall success of the Outreach Recruitment Project as it addresses how the Ottawa Police promotes employee satisfaction.

**CONTEXT:**

When asked what the Police Service could do to increase the chances of their staying, the most common answers among civilian members centred on the topics of salary increase (36%) and career development (21%).

In spite of the fact that our research clearly shows that most civilian employees intend to stay till they retire the quality of work done by civilians can be affected by how they see the rewards, opportunities and compensations available to them compared to other organizations.

There is a perception that the Ottawa Police does not treat civilians in professional positions with the same respect, particularly in terms of remuneration, they would receive in the private sector.

This complex issue must be dealt with a multi-pronged approach that includes looking at alternate forms of reward and recognition. In this vein, rewards need not strictly be a matter of financial compensation but may include:

- opportunities for in-house training in other areas of work –creating a broader knowledge base;
- encouragement to seek out educational opportunities outside of the Organization and information on re-imburement for further education initiatives; or
- secondments to other organizations for development opportunities that benefit both the employee and the organization.

## **Next Steps**

The process of data collection and consultation used in the past year has led to the information contained in this report. The Outreach Recruitment Project is now in a position to act upon this information in a way that will change the culture of the organization and will operationalize the challenge of recruiting diversity into the Ottawa Police Service. Specifically, this means that projects such as mentoring, dependant-care, orientation, coach officer, harassment and anti-discrimination and the formation of the Diversity Advisory Council will turn into actionable items.

Furthermore, there is a clear requirement for the Ottawa Police to support these on-coming changes. The Business Plan for 2004-2006 includes our tenth organizational value and this can be seen as the next great step for the Ottawa Police Service. Communicating and supporting this new tenth organizational value will translate the longer-term organizational change challenge into immediate actions that will result in the hiring of personnel from the diverse areas missing in the organization. If there are not successes visible in the very near future, there is a tremendous potential for existing allies to withdraw their support and enthusiasm for the project and goals of increasing diversity at the Ottawa Police. Similarly, if these same allies do not see evidence of a long-term commitment to significant and real organizational change respecting diversity, significant criticism is likely to follow.

Therefore, it is imperative that the next steps of the project include a clear understanding inside and outside the organization what the specific and measurable goals of the tenth organizational value will mean including the need for the Outreach Recruitment Project to support it. This will be clearly evident in the actions proposed and undertaken in the next immediate number of months of the project.