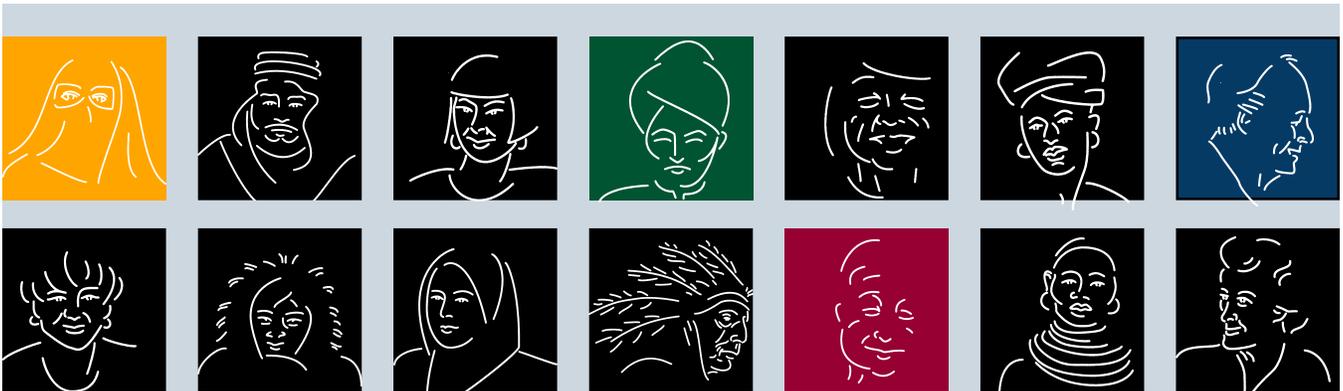


Diverse Cultures, Responsive Policing:

A Policy Framework



Prepared for



Multilingual Orientation Service Association for
Immigrant Communities

Funding Provided by
Voluntary Sector Initiative
Department of the Solicitor General of Canada





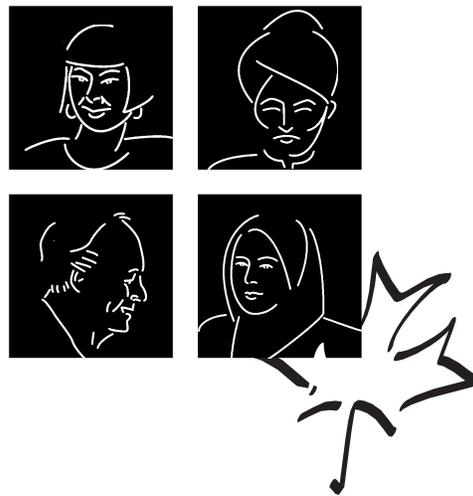
Vision

“Ethno-cultural groups are actively engaged with the Royal Canadian Mounted Police in a structured, co-operative policy development and evaluation process that positively impacts diverse communities and increases understanding.”

— PROJECT ADVISORY COMMITTEE
MARCH 15, 2003

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Prepared by CBMercer & Associates

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Diverse Cultures, Responsive Policing: A Policy Framework is not an official document of the RCMP.
The opinions and interpretations expressed in this document are those
of the MOSAIC Project Advisory Committee members, either individually or collectively.

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Foreword

On behalf of MOSAIC and the Project Advisory Committee, it is my pleasure to present this document: *Diverse Cultures, Responsive Policing: A Policy Framework*.

I would like to take the opportunity to extend my sincere thanks to the Department of the Solicitor General of Canada for funding the project through the Voluntary Sector Initiative, the RCMP Headquarters Diversity Management Branch, and all those across the country who participated. My great appreciation also goes to the members of the Project Advisory Committee for their invaluable guidance and support.

MOSAIC has a long-term vision: to create and foster a social environment in which newcomers are able to actualize their potential. Through a variety of initiatives and community partnerships, MOSAIC assists immigrants and refugees to settle, adjust and integrate into Canadian society. A central objective of ours is to promote the participation in society of community members from all walks of life. To achieve this, we engage them in a process of life long learning for change.

What is the aim of this document? It is to set out value-based guiding principles, to spell out a knowledge-based community approach, to define clear roles, responsibilities, and outcome measurements, and to give examples of best practices so that the RCMP and other groups might benefit by using them in the development of policies and program strategies.

By furnishing a tool to assess the impact of policies and practices that impact ethno-cultural groups, this document will, I believe, serve as an important and useful resource. This document brings to the forefront issues surrounding policing that affect immigrants and refugees. It is my sincere hope that it will enhance the work underway in the policing field, and help in the move towards the community-policing continuum.

Along with all the others who participated in the project, I believe that these ideas will prove of use to those involved in the development of policies and program strategies that address the challenges faced by immigrants and refugees.

Thank you!



Eyob G. Naizghi
Executive Director

About MOSAIC

MOSAIC (Multilingual Orientation Service Association for Immigrant Communities) is a multilingual non-profit organization dedicated to addressing issues that affect immigrants and refugees in the course of their settlement and integration into Canadian society.

MOSAIC's mandate is to support and to empower immigrant and refugee communities, helping them to address critical issues in their neighborhoods and workplace.

Since its inception in 1976, MOSAIC has assisted new immigrants and refugees through its numerous multilingual services. MOSAIC's programs and services are constantly evolving and developing in response to the needs of the community.

Our vision and mission guide our work.

“Our vision is of a Canada that welcomes all people, that supports their right to equality and choice as they determine their goals and aspirations, and that acknowledges their contributions in enriching and strengthening our communities.”

“Our mission is to support immigrants and refugees by listening to and responding to their needs. We do this through advocacy and through accessible, practical, and diverse services that enable them to meet their personal goals while building bridges to the larger community.”

Today, MOSAIC has blossomed into a \$10 million dollar organization with over 120 staff, 500 volunteers and 250 contractors. Services offered include interpretation, translation, English classes, employment programs, family programs, community outreach/development programs, volunteers programs, and bilingual and settlement services.

For further information about MOSAIC and this *Diverse Cultures, Responsive Policing: A Policy Framework* document, please visit www.mosaicbc.com or contact

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Acknowledgements

Diverse Cultures, Responsive Policing: A Policy Framework is a jointly produced policy framework for the Royal Canadian Mounted Police. The Department of the Solicitor General of Canada, under the Voluntary Sector Initiative (VSI), has funded MOSAIC to carry out this public policy development project.

Several partners were involved in preparing this policy framework including members of the RCMP Diversity Management Branch, members of the Commissioner's Advisory Committee on Visible Minorities, and representatives of community-based service organizations from across Canada. These partners would like to acknowledge the work of many individuals who contributed to the development of this document. It also draws heavily on the existing literature related to this topic. A complete bibliography is available in the Appendices.

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Executive Summary

In 1989 the Royal Canadian Mounted Police (RCMP) adopted a community policing philosophy that promised a more client-centered service delivery. A number of policies and initiatives have since been implemented to make this new enforcement model a reality within a traditional command and control structure. As the RCMP has gained more understanding about community policing a strategic priority has been identified to build knowledge, policy frameworks and partnerships with the diverse cultural communities that make up Canada's population.

Diverse Cultures, Responsive Policing: A Policy Framework is a tool designed to help policy makers understand and respond to the needs and values of diverse cultural communities across Canada through an *inclusive* approach. It is believed that this policy framework can be used to engage community organizations to positively influence the policy-making processes within the RCMP.

The participatory process used to develop this policy framework has created an interest among ethno-cultural groups to become more engaged with the RCMP in a structured, cooperative process that positively impacts diverse communities and increases understanding within the RCMP.

This document presents a contextual overview of legislation and the RCMP structure and current policies. It outlines a number of guiding principles that were developed through a collaborative, consensus-building process. It presents the six stages in policy development that were developed under the direction of the Joint Accord Table of the Voluntary Sector Initiative. It offers an approach to policy development that is collaborative and community-based and outlines recommended roles and responsibilities, outcome measurements and a monitoring process for implementation. Finally, this policy framework presents a number of test questions related to the guiding principles, good practices in policy development, and sample best practices that have been collected from municipal, provincial and national policing services, as well as other organizations and bodies.

Emerging from the consultative process used to develop this policy framework is a number of key messages for consideration by both RCMP and ethno-cultural groups:

1. The RCMP needs to be effectively engaged with ethno-cultural groups at all levels.
2. Ethno-cultural groups have clearly demonstrated a strong interest in being engaged in the policy development process.
3. Financial and appropriate human resources must be applied for effective engagement.
4. Formal and informal policy decision structures must be transparent and known.
5. RCMP must continue efforts to be more reflective of the community at all levels.

The RCMP has stated that a strategic priority relates to improving understanding about Canada's diverse population. The national and regional/provincial associations representing the interests of ethno-cultural groups, through the development of this policy framework, have expressed a commitment to work with the RCMP in this regard.

Introduction

What is a Policy Framework?

“A policy is a guiding principle or course of action adopted to achieve a desired objective. A policy framework, on the other hand, is a structure to guide the development of policy.”¹

A policy framework is a tool that guides policy and provides a rationale and philosophy affecting policy development. As a tool it must be consistent with the priorities, goals and objectives of the host organization and must be in keeping with governing legislation. It includes a vision, outlines the principles and processes to be followed and is generally written for a broad audience.

Why Develop a Policy Framework Related to Diverse Cultures?

“Attitudes influence perceptions. For example, our attitudes towards persons from a particular racial group will influence our perception of the individual’s actions. It is vital that police officers realize that our attitudes incline us to see things as we want them to be rather than as they really are.”²

When the Government of Canada announced the Voluntary Sector Initiative in June 2000, part of its mandate was to enhance policy development in federal government departments by engaging voluntary sector organizations. The Voluntary Sector Initiative also provided opportunity to build capacity within the voluntary sector to contribute to public policy development.

As Canada’s national police service, the primary goal of the Royal Canadian Mounted Police (RCMP) is to contribute to keeping Canadians – their homes and communities – safe. A strategic priority, identified by the RCMP, to address this goal is to build knowledge, policy frameworks and partnerships with the diverse cultural communities that make up Canada’s population.³ This policy framework is a direct response to that strategic priority.

This policy framework will also serve as a useful tool to assess the impact of existing and proposed policies that impact ethno-cultural groups. It is designed for use by policy planners at all levels within the RCMP as it builds on the principles and values of community policing initiatives already endorsed by the Royal Canadian Mounted Police. However, groups outside the RCMP can also benefit by using it to develop policy and program strategies.

¹ Government of British Columbia. *Policy Frameworks on Designated Populations*, page 4

² Cryderman, page 12

³ Department of the Solicitor General of Canada, Strategic Policy and Planning Branch, VSI Announcement, http://www.vsi-isbc.ca/eng/policy_projects_annexd.cfm

What does “Diverse Cultures” Mean?

Before beginning the policy development process it is important to understand the complexities within the population that any policy intends to address. It has been suggested that we naturally assume the complexity of the “non-ethnic” or “mainstream” society. We readily understand that it consists of many levels influenced by factors such as economic status, gender, age, sexual orientation, religion, class, etc. Yet when we seek to understand the various “ethnic” groups within our society it is easy to stereotype. These groups, however, are similarly complex and multi-dimensional, often consisting of many sub-groups.

Besides common complexities facing similar communities, additional factors often influence the evolution of subgroups including immigration status, length of time in Canada, language proficiency, etc. An understanding of the complexities of cultural diversity is an important starting point in policy development.

An Inclusive Policy Development Process

Diverse Cultures, Responsive Policing: A Policy Framework is designed to help policy makers understand and respond to the needs and values of diverse cultural communities across Canada through an *inclusive* approach. It is believed that this policy framework can be used to engage community organizations to positively influence the policy-making processes within the RCMP.

But interest in being engaged in policy development is also strong among agencies representing ethno-cultural groups. Emerging from this participatory engagement process has been a vision that supports a structured, cooperative process that positively impacts diverse communities and increases understanding within the RCMP. This vision extends beyond the RCMP.

The Department of the Solicitor General of Canada, through the Voluntary Sector Initiative, has provided funding for MOSAIC to carry out this policy development process. The support of the Solicitor General is extremely important given the interest in community organizations to be engaged in this process. Concern has been expressed as to the required commitment within the RCMP to support the on-going utilization of this policy framework at the national, regional, divisional and local level. Effort must be taken to acknowledge the importance of this document and accountability measures must be introduced to monitor its use.

How Was this Policy Framework Developed?

Diverse Cultures, Responsive Policing: A Policy Framework was developed through a consultative process that included the formation of a national project advisory committee, key informant surveys, focus group meetings held in Halifax, Montreal, Regina and Vancouver; as well as a review of current literature and existing policy frameworks.

Over 70 individuals have contributed to the development of this policy framework, representing an array of ethno-cultural, multicultural, municipal, regional, provincial and national association stakeholders.

CONTEXTUAL OVERVIEW

Impact of Legislation

Canada's Multiculturalism Policy

Canada became the first country in the world to officially recognize its pluralistic character when it passed the Multiculturalism Act in July 1988. Major institutions such as education, health, welfare and the police came under pressure to re-design rules and procedures for improved representation, access, and equitable treatment of minorities.

For Canada as a whole, a commitment to multiculturalism provides a framework for introducing policies and justifying programs for the effective management of a harmonious social order.⁴ Police in Canada have been under considerable pressure to adopt a style of policing consistent with changing realities of a multicultural society.

A multicultural policy encourages members of cultural minorities to participate in the planning and implementation of public policy for their protection.

Canada's Charter of Rights and Freedoms

The Canadian Charter of Rights and Freedoms, introduced with the Canadian Constitution in 1982, guaranteed fundamental, democratic, legal, egalitarian, and linguistic rights and freedoms against government intrusion. The Charter imposed formal new limitations on the government interaction with its citizens and suggested that civil liberties be protected with judicial interpretation rather than parliamentary restraint.⁵

Canada's Anti-Terrorism Act

On December 24, 2001 Bill C-36, the Anti-Terrorism Act, came into force. The legislation enabled the Government of Canada to take steps to combat terrorism and terrorist activities at home and abroad. The legislation included measures to identify, prosecute, convict and punish terrorist groups; provided new investigative tools to law enforcement and national security agencies; and was intended to ensure that Canadian values of respect and fairness were preserved.

⁴ Cryderman, pp. 22 – 23

⁵ Dyck, page 429

Opposition to the Act, however, suggests it has undermined other legislation that protected the rights and freedoms of those who reside within Canada:

“Federal government lawyers have called the proposed anti-terrorist legislation “Charter-proof.” But that doesn’t mean the anti-terrorism legislation should be enacted, says University of Toronto law professor Kent Roach.

“We may be too quick to accept ... what the government’s lawyers – or indeed any lawyers – conclude it is permissible to do,” he says.

Roach listed several extraordinary police powers found in bill C-36. Most notably, the bill allows police to arrest and detain a person without a warrant, on suspicion the suspect may be carrying out a terrorist activity. It also creates “investigative hearings,” in which suspects are compelled to give testimony that might incriminate them.”⁶

RCMP Structure and Policies

RCMP Organizational Structure

The RCMP is organized⁷ under the authority of the RCMP Act. In accordance with the Act, it is headed by the Commissioner, who, under the direction of the Solicitor General of Canada, has the control and management of the Force and all matters connected therein.

The RCMP enforces laws throughout Canada made by, or under, the authority of the Parliament. The RCMP provides police services under the terms of policing agreements to all provinces (except Ontario and Quebec), Yukon and Northwest Territories, and under separate municipal policing agreements.

In 1996, the RCMP moved towards a more regional management system under the direction of deputy commissioners. Four regions were developed: Pacific, Northwestern, Central and Atlantic. This change intended to ensure that there was greater grass-roots involvement.

The Force is divided into 15 Divisions, plus Headquarters. Each division is managed by a Commanding Officer. Divisions roughly approximate provincial boundaries with their headquarters located in respective provincial or territorial capitals (except Ottawa, Montreal and Vancouver). Air and Marine Services supply support to the divisions. The RCMP Depot Divisions (Training Academy) is located in Regina and the Canadian Police College is located in Ottawa.

⁶ Gambrill <http://www.canadalawbook.ca/headline158_arc.html>

⁷ RCMP Fact Sheet #3 <<http://www.rcmp-grc.gc.ca/pdfs/facts-english.pdf>>

Adoption of a Community Policing Philosophy

In 1989 the RCMP adopted a community policing philosophy that would provide a more client-centered model of service delivery. The RCMP mission statement affirms the adoption of this philosophy:

“The Royal Canadian Mounted Police is Canada’s national police service. Proud of our traditions and confident in meeting future challenges, we commit to preserve the peace, uphold the law and provide quality service in partnership with our communities.”⁸

Community policing focuses on transforming the police from a technically driven and professional crime fighting force, to a customer-inspired service that is community-responsive, culturally sensitive, problem-oriented, and ‘user friendly’. Community policing brings police and citizens together in a cooperative effort to solve crime and reduce community disorder problems in local neighbourhoods.⁹

Community policing has led to alternative approaches to policing to improve the delivery of service for those disenfranchised with conventional police styles. These initiatives often entail: (a) decentralizing the delivery of police services, (b) empowering front-line officers in crime prevention and problem-solving, (c) collaborating more closely through liaison with diverse publics, and (d) devolving resources and responsibilities to local organizations.¹⁰

Establishment of an Advisory Committee on Visible Minorities

The Commissioner’s Advisory Committee on Visible Minorities was established to provide advice to the Commissioner and the Commissioner’s representatives on policy related to recruiting, training, advancement and promotion of visible minorities; and on community and intercultural relations, and other related matters that may emerge from time to time.¹¹ Membership on the Advisory Committee consists of eight to twelve members and intends to reflect Canada’s cultural, regional, gender and age diversity. Nominations for appointments are received from sitting members, community groups and Commanding Officers of RCMP Divisions. Appointments are made by the Commissioner and are for a term of three years. No individual shall serve for a period of more than two terms.

Membership is voluntary and members serve without remuneration other than a daily honorarium as compensation for lost wages and other financial costs incurred as a result of attending meetings.

⁸ Quality Service Through Community Policing - Facilitator’s Guide, page 6

⁹ City of Winnipeg. *What is Community Policing?*, Page 65

¹⁰ Ibid, page 69

¹¹ RCMP Diversity Management Branch’s report to the Commissioner’s Advisory Committee on Visible Minorities, 2002

Diversity in RCMP Product Design

The RCMP has clearly committed to deliberately demonstrating diversity in its product design and development:

“The design approach was to use gender and race neutral artwork wherever possible. This continues to be the preferred approach. In 1997 the RCMP worked with Imagination Photo Services and renowned photographer Pierre St. Jacques to produce a series of photos of RCMP members in various geographic settings. These included photos of female and visible minority members.”¹²

Diversity in RCMP Training Curriculum

Training curriculum for new recruits exemplifies the RCMP commitment to diversity:

“Module I (session 9) contains a simulation exercise called Ecotonos which emphasizes effectively participating in a problem solving session in a culturally diverse group.

Module I (session 12 & 13) emphasizes the areas of Canadian human rights legislation and is taught by a Professor from the University of Regina that was the former Ombudsman for the Saskatchewan Government for a period of time.

Module 5 (session 15) emphasizes issues of community characteristics and community consultative groups.

Module 5 (session 16) includes the playing of a game called ‘Star Power’ which is a simulation exercise which demonstrates how easily power or authority can be abused. The area of noble cause corruption is addressed.

Module 7 (sessions 13 & 14) addresses issues in providing policing services to people with physical or mental disabilities. The sessions are complemented by guest speakers who are subject matter experts.

Module 12 (sessions 1,2 & 3) focuses on Hate Crimes legislation as per the Criminal Code. These sessions are complemented by guest speakers who are subject matter experts (i.e. CSIS agents).

¹² RCMP Diversity Management Branch’s report to the Commissioner’s Advisory Committee on Visible Minorities, 2002

Module 13 (sessions 2 & 3) focuses on issue unique to aboriginal communities and normally are taught in partnership with representatives from the aboriginal community.

Module 13 (sessions 4, 5 & 6) focuses on areas of civil disobedience and appropriate policing responses to this area.

Finally, the Canadian Charter of Rights and Freedoms is covered thoroughly throughout the [training].”¹³

The career advancement curriculum contained within the *Officer Candidate Development Program* and *Senior Executive Development Program* also reflects this commitment. Efforts are made to ensure that the assessment steps in these programs do not have an adverse impact against designated groups. These measures include representation of members from designated groups in assessment tool development activities, such as written exam pre-test, interview development workshops, etc., and in structured interview boards. For instance, when recruiting external interviewers for the Senior Executive Development Program, an invitation was sent to ethnic communities in the Pacific region in an effort to get visible minority representation among the interviewers.¹⁴

Diversity Representation within the RCMP

While representation of Canada’s diverse population has increased significantly in the force over the last ten years it is still far from being reflective of the communities in which the RCMP works. The following chart represents the growth of designated groups within the RCMP from 1992 to 2002:¹⁵

DESIGNATED GROUP	1992		1996		2002	
	#	%	#	%	#	%
Women	1,084	6.8	1,177	7.8	2,470	16.2
Aboriginals	297	1.9	374	2.5	869	5.7
Visible Minorities	156	1.0	310	2.0	707	4.6
Total Designated Groups	1,537	9.6	1,862	12.3	4,051	26.5
TOTAL FORCE	15,946		15,091		15,278	

¹³ RCMP Diversity Management Branch’s report to the Commissioner’s Advisory Committee on Visible Minorities, 2002.

¹⁴ RCMP Diversity Management Branch’s report to the Commissioner’s Advisory Committee on Visible Minorities, 2002.

¹⁵ Table presented by the RCMP Diversity Management Human Resources Directorate to the Commissioner’s Advisory Committee on Visible Minorities in January 2003.

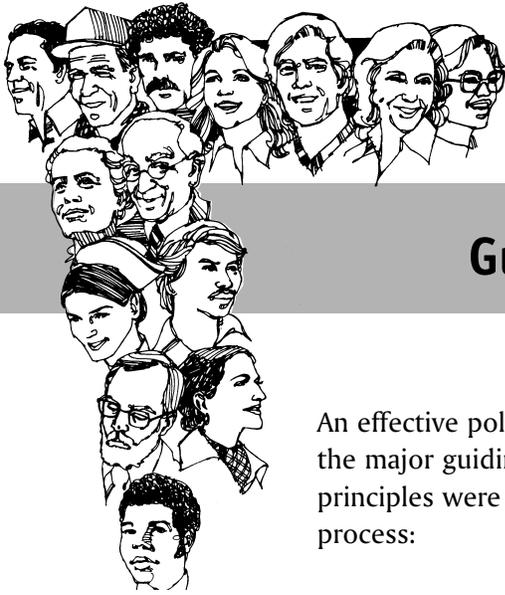
It should be noted, however, that the total number and percentage of designated groups within the RCMP may be misleading in that it does not appear to factor overlapping cohorts such as *visible minority women* or *aboriginal women*.

An increase in diversity representation is expected through continued emphasis on employment equity and a paradigm shift towards diversity competency. Additionally, National Staffing Policy Directorate is committed to ensuring that the RCMP recruitment and promotional policies and procedures advance the integration of diversity in all categories of employees.

“[The National Staffing Policy Directorate] is developing an employment equity strategy for recruitment and promotion of designated groups within the Civilian Member category, in line with initiatives already underway in the other employee categories through the use of targeted recruiting, developing inventories of potential Employment Equity applicants, and developing a retention strategy keeping Employment Equity in mind.”¹⁶

¹⁶ Excerpts from presentation by the RCMP Diversity Management Human Resources Directorate to the Commissioner’s Advisory Committee on Visible Minorities in January 2003

***A PROPOSED POLICY FRAMEWORK
FOR RESPONSIVE POLICING WITHIN CANADA'S
DIVERSE CULTURAL COMMUNITIES***

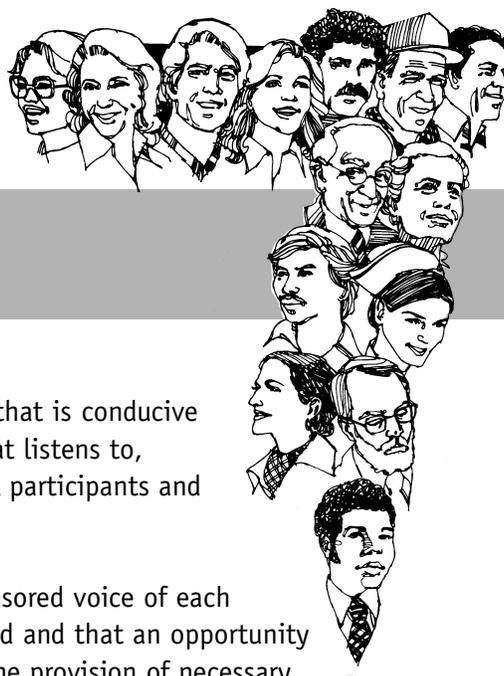


Guiding Principles



An effective policy development begins with a shared understanding of the major guiding principles that direct the process. The following guiding principles were developed through a collaborative, consensus building process:

- Accessibility** Ensuring appropriate measures are taken that will enable access and equal opportunity for all participants to participate regardless of race, religion, language, gender, region, socio-economic status, age, sexual orientation, knowledge or physical ability.
- Accountability** Ensuring responsibility for the promotion, implementation, communication, monitoring and evaluation of policies/processes in partnership with the ethno-cultural groups.
- Clarity** Ensuring the purpose, objectives, and processes are communicated and understood in advance and that the terms used have clear, unambiguous and agreed-to meanings.
- Commitment** Ensuring ethno-cultural participation is an integral, visible and transparent part at all levels and support through the provision of resources is communicated.
- Fairness** Ensuring that the policy has the same impact on everyone, ensures equitable treatment, respects religious and cultural values, is implemented without bias, and that avenues for redress are described.
- Inclusiveness** Ensuring the involvement of the broadest range of groups and/or individuals who may be affected by a policy or who can make a meaningful contribution to the debate.
- Independence** Ensuring the right to differing beliefs, traditions and opinions and the right to self-determination as to the interests of a particular group and that these may vary within each ethno-cultural group.



Mutual Respect

Ensuring an atmosphere and environment that is conducive to open and honest dialogue of all and that listens to, considers and incorporates the views of all participants and respects their legitimacy.

Participation

Ensuring the active, meaningful and uncensored voice of each ethno-cultural group is heard and respected and that an opportunity exists for on-going involvement through the provision of necessary supports.

Public Safety

Ensuring the provision of a safe environment, free from racism, hate, and discrimination, and that a clear understanding of public risk exists and there is extensive consideration of the entire population.

Responsibility

Ensuring reasonable expectations exist and that adequate resources, such as finances and time, are allocated to the process.

Transparency

Ensuring that open lines of communication are established, information is provided, context is understood, process is clear, limitations are recognized, accountability is acknowledged and no hidden agendas exist.

Appendix A includes a series of “test” questions for each of the above-noted guiding principles. When a policy/process is under development or review an affirmative response to the range of questions presented will assure the final policy/process meets the objective of the guiding principle.

A Collaborative, Community-Based Approach

Ensuring representation and participation by ethno-cultural groups requires a collaborative, community-based process that engages people in thoughtful, reflective dialogue and practice, and facilitates change to create a culture within our communities that is fair and just for all. The collaborative, process approach:

- Encourages participation and shared responsibility by a broad-base of officers and community members;
- Fosters personal commitment for change as well as cultural transformation in all organizations to embrace diversity; and
- Provides a balance of leadership and direction at the community level, with self-direction, commitment and community-based and community-determined action.

The chart¹⁷ below outlines the characteristics of the collaborative, community-based approach promoted through this policy framework – what it is and what it is not.

The Process Approach IS About:	The Process Approach IS NOT About:
<ul style="list-style-type: none">• Collaboration and shared responsibility, including shared planning, decision making and evaluation;• Personal and organizational commitment and transformation;• Community-based (bottom-up) process and actions with direction and support from national RCMP headquarters;• Ethno-cultural groups taking their own unique actions based on needs and priorities;• Ensuring equity for all in policing;• Incorporating initiatives in support of equity into existing activities with existing resources;• Fundamental change through sustained personal and organizational commitment to fairness and justice;• A comprehensive approach including those who are often excluded from decision making;• Community leadership.	<ul style="list-style-type: none">• Single organization leadership with full responsibility;• Systemic change alone;• Top-down, nationally-mandated change and control;• A template of prescribed actions for all to follow;• Limiting the scope to a single target group;• Entirely new and separate activities requiring new resources;• Lip services to change with limited personal commitment;• A limited approach targeting some groups while blocking the participation or limiting the benefits for other groups; and,• Complacency.

¹⁷ Adapted from Strategies in the Saskatchewan Process Approach, *Our Children, Our Communities and Our Future: Equity in Education*.

In May of 2002 the Government of Canada's Voluntary Sector Initiative released a draft document entitled, "*Working Together on Policy Development: A Code of Good Practice*". The document recommended a number of good practices in policy development that are supported in this policy development process.

Appendix B provides an overview of the good practices identified through the Voluntary Sector Initiative.

Six Stages in Policy Development¹⁸

There are six stages in the policy development continuum: *issue identification, setting the agenda, policy design, implementation, monitoring, and evaluation.*

Some activities cut across the continuum and can be used in a variety of ways at each stage. This is the case for consultation and engagement. Similarly, advocacy can be used throughout the continuum, as part of a strategy to affect change through efforts to influence public policy. Advocacy is generally defined as "*the act of speaking or of disseminating information intended to influence individual behaviour or opinion, corporate conduct, or public policy and law.*"

Issue Identification

Individuals and/or associations representing the interests of ethno-cultural groups can play a particularly valuable role in identifying emerging policy concerns to policy-makers in the RCMP. The community's advice, which results from objective experience and consultation with organizations, is given to the RCMP who respects it as valuable and informed opinion.

Because of their grassroots involvement, especially in service delivery, these individuals and/or associations may become aware of trends with policy implications or of emerging issues before the RCMP does. Increasing the participation of ethno-cultural groups in policing policy development processes – such as policy scanning and annual planning exercises, and advisory mechanisms – can help in this identification process. They can also play a helpful role by drawing public attention to emerging issues through advocacy.

¹⁸ This section is indebted to the Joint Accord Table of the Voluntary Sector Initiative (VSI) as presented in the document *Working Together on Policy Development: A Code of Good Practice*. Joint Accord Table of the Voluntary Sector Initiative. Ottawa. May 2002, pp. 6 - 7.

Setting the Agenda

Issues on the public policy agenda emerge from a variety of sources, including: political platforms, research and analysis, and voluntary sector organizations and groups of citizens. Individuals and/or associations representing the interests of ethno-cultural groups can bring key information, based on its detailed knowledge and understanding of emerging issues and pressing issues, to the development of the public policy priorities.

The RCMP, in its efforts to be open and accountable, is committed to working with these individuals and/or groups and involving them throughout the agenda-setting process, where possible and appropriate. This allows ethno-cultural groups to be informed and these individuals and/or associations to concentrate their efforts on those issues where there are possibilities to contribute to setting the agenda.

Policy Design

The RCMP and the individuals and/or associations representing the interests of ethno-cultural groups have experience in designing public policy on an ongoing basis. The steps involved include research, analysis, the drafting and testing of models, and the formulation of options for designs. Each party may work on this independently or in collaboration with one another.

Implementation

The individuals and/or associations representing the interests of ethno-cultural groups can play a role in designing and proposing appropriate policy approaches and mechanisms to ensure that implementation reflects and enhances policy goals and purposes. Experience in the delivery of various programs and services as well as long-standing connection to communities are vital to success in this work.

Monitoring

The individuals and/or associations representing the interests of ethno-cultural groups can play an important role in ongoing monitoring of the delivery and operation of policies, and also in identifying the need for changes in policy direction.

Impact Assessment

These individuals and/or associations can also play a valuable role in assessing the impact of policy at the national and local levels, based on their experience and their role in the delivery of programs and services. The RCMP should include this input when identifying new and/or revised policy issues.

Roles and Responsibilities

While the policy development process is relatively straightforward, an inclusive policy development process requires a clear commitment to dialogue and an understanding of roles and responsibilities at the national, regional/divisional, and local levels. While it is recognized that strategic planning is primarily the responsibility of the national body, additional responsibilities, such as communications and accountability, are also vital at this level. Conversely, strategic planning, communications and accountability related to engaging ethno-cultural groups are critical at both the regional/divisional and local levels as well.

National Level Responsibilities

As noted in the introduction of this policy framework, the Strategic Policy Branch of the RCMP has already recognized the importance of engaging and understanding Canada's diverse ethno-cultural communities. The call to produce this tool is evidence of that commitment. However, it has been noted in the development of this policy framework that this priority was not recognized at the regional, divisional and local detachment levels. Communication of this strategic priority is essential at all levels of the organization. In addition, the participants involved in the development of this policy framework recommended that both the Commissioner and the Diversity Management Branch have lead roles in ensuring that this policy framework is acknowledged, supported and utilized at all levels within the RCMP.

A primary responsibility to make clear the relationship between the mission statement and this policy framework and to communicate its existence rests with the Commissioner who is also ultimately responsible for ensuring accountability measures are in place to monitor its use.

It is the responsibility of the national headquarters to ensure adequate resources are prioritized and made available at the national, regional, divisional and local detachment level to engage ethno-cultural groups through a coordinated strategy as presented through this policy framework.

Communication, both internal and external, related to progress in engaging ethno-cultural groups should also primarily reside within the national head quarters. Best practices, as they are developed, should be shared among stakeholders at all levels.

National headquarters also has a responsibility to clarify which policy responsibilities are to be maintained at the national level and which policy considerations, as practiced within a community policing model, are to be de-centralized to the regional, divisional and local levels.

It was noted specifically noted, however, that the current practice of the Commissioner facilitating local dialogue forums to discuss issues of concern to diverse communities is supported and should be continued.

Regional and Divisional Level

The primary responsibility of the regional and divisional commanders related to this policy framework involves the promotion of its availability and monitoring its use. Once again, it should be accountable for its implementation and ensure mechanisms exist such as required reporting from divisions and local detachments on its use.

Regional and divisional commanders must ensure, as instructed by the national headquarters, that sufficient resources are allocated to engage ethno-cultural groups at the regional, divisional and local detachment levels.

Coordination of communication between national headquarters and divisions is also critical. It is recommended that the regional commanders develop and maintain external relationships with regional and/or provincial associations that represent the interests of ethno-cultural groups. An annual opportunity for dialogue, involving RCMP and individuals and/or associations representing the interests of ethno-cultural groups, should be planned by the regional commander to discuss issues and develop strategies to engage ethno-cultural groups at the regional/divisional level. Consideration must be given as to cost and time considerations to involve these individuals and/or association representatives in on-going consultation and committee participation.

Regional and divisional commanders have a responsibility to model inclusive behaviour and practice related to diversity. Regional commanders also should share regional initiatives and best practices related to the implementation of this policy framework with the national body.

Regional and/or provincial associations representing the interests of ethno-cultural groups are responsible for informing their respective constituency groups regarding issues and strategies raised through these dialogues. Additionally, they can provide insight to the RCMP as to special considerations related to these communities.

Local Level

Local detachments are responsible for reporting incidents involving ethno-cultural groups in accordance with their chain of command. However, commanders and officers in local detachments must be informed about the specific characteristics and dynamics of their respective communities. This means being accessible to all members of the community and actively engaged in communicating and problem solving with individuals and/or associations representing the interests of ethno-cultural groups. Local officers should be aware of the resources (i.e. associations and materials) that exist to support active dialogue with diverse cultural communities.

Local detachments can provide valuable insight that can form important policy considerations at the local, divisional, regional and national levels. Knowledge of the community, including determination of risk factors and concerns, as well as a commitment of local engagement, is essential.

Officers must ensure they are culturally competent through continuous cross-cultural sensitivity training. Where necessary they should promote the use of interpreters and translators to ensure they understand the issues and that their message is clear. They are also directly responsible for ensuring that all parties have a voice in the discussion.

Outcome Measurements

The assessment of outcomes is important to determine the success of implementing an inclusive policy development process. This guide intends to improve the approaches used by RCMP and ethno-cultural groups to develop policy together. Results will flow from improved use of the array of good practices that are in place, from those proposed in this policy framework, and from those that will evolve with experience. Joint understanding of the mutual commitment of both parties to achieve progress together is key.

Long-Term Expected Outcomes

The long-term expected outcomes of the policy framework are to:

- Improve understanding between the RCMP and ethno-cultural groups across Canada.
- Recognize and increase ethno-cultural group involvement in the policy development and evaluation processes.
- Strengthen relationships between the RCMP and ethno-cultural groups across Canada.
- Foster a greater appreciation and understanding by all RCMP officers of ethno-cultural groups at the local, regional, and national levels.

Assessing the policy framework's use and effectiveness as a tool in meeting the policy framework's goals will require periodic review, discussion, analysis and reporting on the status of the policy development relationship across the RCMP and diverse cultural groups. This may result in changes to the policy framework and the setting of new priorities for change and improvement.

Performance Indicators

- Percentage of ethno-cultural groups and RCMP members satisfied with the collaborative initiatives supported through this process.
- Percentage of ethno-cultural groups and other community representatives satisfied with the quality of service provided by the RCMP.
- Percentage of RCMP officers satisfied with their level of understanding of ethno-cultural groups.
- Level of participation of ethno-cultural groups in consultation, governance and evaluation initiatives.
- Level of participation of visible minority officers in all levels of the RCMP organization.

Policy Framework Monitoring

Reporting

It is recommended that progress reports on the attainment of policy framework outcomes be prepared every two years by the RCMP and distributed to the regional commanders, divisional commanders, and local detachments. These progress reports should also be distributed to member of the Commissioners Advisory Committee on Visible Minorities and the national and regional associations representing the interests of ethno-cultural groups.

Consultation

Ongoing dialogue with national and regional/provincial associations representing the interests of ethno-cultural groups should be carried out in order to report progress on outcomes and to possibly receive survey results. A symposium or conference held every 2-3 years may be an appropriate mechanism to review outcomes and discuss outstanding issues.

Evaluation

Third-party evaluation of the policy framework outcomes every 3 to 4 years is recommended to assess the extent to which the vision has been achieved.



Conclusion

Increased interest and expectation has been generated across the country as a result of the consultative process used to develop this policy framework. A number of key messages have emerged for consideration by both RCMP and ethno-cultural groups:

- 1. The RCMP needs to be effectively engaged with ethno-cultural groups at all levels –**
It was acknowledged that a number of excellent policies and procedures exist, especially related to the community policing philosophy. However, the application of these policies and procedures at the national, regional, divisional and local detachment levels does not appear to be consistent.
- 2. Ethno-cultural groups have clearly demonstrated a strong interest in being engaged in the policy development process –** The level of support demonstrated through participation in the development of this policy framework is striking. In each region national and regional/provincial associations representing ethno-cultural groups, together with community-based agencies, various levels of government and other policing services expressed support for a more inclusive process.
- 3. Financial and appropriate human resources must be applied for effective engagement –** National and regional/provincial associations representing ethno-cultural groups applaud the support enabling members of the Commissioner's Advisory Committee on Visible Minorities to participate in strategic planning at a national level. However, similar advisory bodies at the divisional or local detachment level have also proven effective. Resources are necessary to support these initiatives as well.
- 4. Formal and informal policy decision structures must be transparent and known –** While the RCMP generally appears to be transparent in its activities related to addressing emerging issues within various ethno-cultural groups, there is a belief that opportunities for dialogue are limited during times of tension and perceived public risk. It is imperative that every effort be made to maintain on-going relationships and dialogue during these times.
- 5. RCMP must continue efforts to be more reflective of the community at all levels –** Aggressive steps must be taken recruit and promote more representatives of designated populations. A more diverse police service will complement the policy development process in that more police officers and commanders will be personally aware of issues facing ethno-cultural groups.

The policy framework's success will be dependent on the continued commitment of all individuals, organizations and communities associated with this process. Improving understanding is a priority for the RCMP and is shared by ethno-cultural groups. Each party must therefore commit to working toward the vision ... *Ethno-cultural groups actively engaged with the Royal Canadian Mounted Police in a structured, co-operative policy development process that positively impacts diverse communities and increases understanding.*

Appendix A

Guiding Principle Test Questions

The following “test” questions were developed to validate that the corresponding guide principle is demonstrated in the policy development or review process. It is expected that good policy and practice would be reflected in affirmative answers to each question indicated.

Guiding Principle	Questions Related to Policy Principle
Accessibility	<ul style="list-style-type: none"> • Does the policy/process have the mechanism to ensure full participation by all? • Does the policy/process take into consideration access barriers related to linguistics, race, gender, religion or sexual orientation? • Are the policy/process measures clearly defined and are they appropriate? • Who is at a disadvantage?
Accountability	<ul style="list-style-type: none"> • Is there an evaluation tool in place to determine if goals of the policy/process are being met? • Is there an independent, outside body to assess the effectiveness and outcomes of the policy/process? • Does the policy/process provide for a mechanism to enforce accountability? • If something goes wrong with the policy/process will the complaints resolution process allow for an issue to be resolved to the satisfaction of both sides? • Is the accountability process known to the community?
Clarity	<ul style="list-style-type: none"> • Does everyone have the same understanding of the meaning of the terms? • Is there a process to arrive at a consensus? • Is there a process to resolve disagreements? • Is the proposed policy/process in plain language? • Is there enough contextual material to make the policy/process clear across cultures? • Are the cultural assumptions made as explicit as possible?



Guiding Principle Questions Related to Policy Principle

Commitment	<ul style="list-style-type: none">• Does the policy/process define the level of commitment/involvement required?• Is the level of commitment/involvement required understood and satisfactory to all stakeholders?• Are the participants in the policy/process truly reflective of the community being served?• Are the necessary means and supports sufficient to ensure adequate participation?• How committed are participants to follow through on the recommendations made?• Does the policy/process demand an equitable and high level participation and commitment of both the RCMP and community?• Is the level of commitment demonstrated through continuity of involvement?
Fairness	<ul style="list-style-type: none">• Does the policy/process provide equal consideration of ethno-cultural groups and their various sub-groups, in relation to other segments of the population?• Does the policy/process ensure fairness of treatment of ethno-cultural groups in relation to others, even where the outcomes may not be equal?• Does the policy/process reduce disparities – either within an ethno-cultural group, or in relation to other segments of the population?• Are the procedures and criteria inherent in the policy/process fair and reasonable?• Does the policy/process address issues raised by communities such as accessibility, wrongdoing, abuse of power?• Does the policy/process restrict the ability of communities to raise issues?
Inclusiveness	<ul style="list-style-type: none">• Does the policy/process identify and seek to involve the groups and/or individuals who would be most affected?• Does the policy/process identify appropriate and relevant ways to engage the desired ethno-cultural groups in the process?• Does the policy/process enable the participation of ethno-cultural groups with limited English/French language skills?• Does the policy/process consider the traditional roles of men and women in a particular ethno-cultural group?• Does the policy/process include all relevant stakeholders regardless of economic status?• Does the policy/process recognize and build on existing community initiatives and include those involved?• Does the policy/process support the involvement of the broadest representation of RCMP and community?



Guiding Principle Questions Related to Policy Principle

- Independence**
- Does the policy/process promote and enhance the ability of ethno-cultural groups to represent themselves?
 - Does the policy/process contribute to overcoming barriers that might otherwise restrict independence for participants?
 - Does the policy/process strengthen the capacity of ethno-cultural groups to address their own issues and/or concerns?
 - Is the policy/process based on a general presumption of ability, not inability, on the part of ethno-cultural groups?
 - Does the policy/process enable ethno-cultural groups to make the most of their abilities?
 - Does the policy/process allow or provide for timely and effective intervention in the interests of ethno-cultural groups if, and when, warranted?
- Mutual Respect**
- Does the policy/process acknowledge and respect the traditions and beliefs of the participant groups?
 - Does the policy/process respect the aspirations and rights of ethno-cultural groups and RCMP, including the ability to make meaningful choices?
 - Does the policy/process recognize the accomplishments of ethno-cultural groups and RCMP and the contributions they've made to society?
 - Does the policy/process help to dispel negative stereotypes and misperceptions about ethno-cultural groups and RCMP?
 - Does the policy/process adapt to the capacity of ethno-cultural groups and RCMP in a manner that maintains their dignity?
 - Is the respect truly mutual and does it encourage participation?
- Participation**
- Does the policy/process promote and support the active and meaningful participation of ethno-cultural groups in the daily affairs and decisions that are important to them?
 - Does the policy/process promote and enhance opportunities for ethno-cultural groups to participate meaningfully in all aspects of community policing?
 - Does the policy/process provide effective means for ethno-cultural groups to be consulted and actively involved in the design, implementation and evaluation of policies and programs of importance to them?
 - Does the policy/process impose barriers to the participation of ethno-cultural groups?
 - Does the policy/process promote communication and direct contact with ethno-cultural groups themselves?
 - Does the policy/process challenge the biases and perceptions that form barriers to dialogue?
 - Does the process set barriers to effective dialogue?
-



Guiding Principle Questions Related to Policy Principle

Public Safety	<ul style="list-style-type: none">• Does the policy/process support and enhance the safety and the sense of security of ethno-cultural groups and RCMP?• Does the policy/process provide for timely and effective management and communications of risks, and for the reduction of risks to ethno-cultural groups and RCMP?• Does the policy/process strengthen the physical security of all participants at home, work, or in the community?• During times of crisis are the RCMP visible in the community? Are they seen as part of the community? Are they participating/working in the community?• Does the policy/process negatively stereotype ethno-cultural groups to determine “trouble” populations?• Does the policy/process negatively stereotype RCMP?• Does the process/policy provide immediate, timely responses to community concerns?• Does the policy/process impress upon the participants the importance of identifying issues of hate?
Responsibility	<ul style="list-style-type: none">• Is there an equal division of responsibility?• Is consideration given to each stakeholder available resources (financial and time) as well as resource limitations?• Does the policy/process provide adequate resources (financial and time) to implement?• Do the public organizations assisting the RCMP also provide adequate input and support to develop and implement programs?
Transparency	<ul style="list-style-type: none">• Are there outside influences or interests that affect the policy/process such as hidden agendas?• What are the reasons for each of the stakeholders’ involvement in the policy/process?• Is any partner at a disadvantage?• Is the policy/process clear so all stakeholders interpret it in the same way?• Is the same information available to all parties in clear simple language for informed consent or informed decision-making?• Is all the information disclosed in policy/process development?• Is the rationale for a final policy/process decision clearly understood by all parties?

Appendix B

Good Practices in Policy Development¹⁹

The following practices are aimed at affecting changes in behaviour that will result in better policy. Following are examples of shared good practice that reflect a collaborative, community-based approach. This list is not intended to be exhaustive; both parties will be expected to continuously look for new ways to enrich the dialogue:

Shared Good Practices for Both Parties

The RCMP and the voluntary sector should:

- Engage in an open, inclusive and ongoing dialogue that covers the policy development continuum: issue identification, agenda setting, policy design, implementation, monitoring, and impact assessment.
- Ensure appropriate and significant representation from across the voluntary sector;
- Keep in mind the policy implications of their experience and activities and inform one another of important conclusions; and
- Ensure that assessment takes into account the fact of differing impacts of policies on regions.

Shared Good Practices for the RCMP

The RCMP should:

- Emphasize the importance of involving the ethno-cultural groups from the outset of the policy development process and throughout its various stages;
- Find mechanisms to encourage genuine participation in the policy development process by the voluntary sector in all its diversity, including harder-to-reach groups;
- Draw on the full range of methods to engage the sector at the various stages of the policy development process, including written consultations, opinion surveys, focus groups, user panels, meetings and the Internet;
- Make readily available, to the fullest extent possible, in accessible and useable formats, appropriate statistical and analytical information – such as survey data, research studies and policy papers – to assist ethno-cultural groups in analyzing and developing informed policy positions;
- Respect and seek out the expertise of and information from the ethno-cultural groups and include it in the analysis and design of policy initiatives;
- Develop ways to listen – on a regular basis – to the concerns of diverse cultural groups;
- Make every effort to plan and coordinate policy dialogue with the ethno-cultural groups on related topics, avoiding overlapping requests for participation in the same period;

¹⁹ Adapted from Government of Canada. *Working Together on Policy Development: A Code of Good Practice*. Joint Accord Table of the Voluntary Sector Initiative. Ottawa. May 2002, pp. 8 - 9.

- Ensure that policy initiatives capture the fullest spectrum of views and give due consideration to all input received, paying particular attention to those likely to be most affected by policy proposals;
- Include opportunities for the ethno-cultural groups to discuss the rationale for and implications of decisions, thereby building understanding and maintaining trust; and
- Use the appropriate means to ensure that information about the results of dialogue and consultations (e.g. final reports, approved policies) is made available to those engaged in the policy development process, so they know what use was made of their input and how their involvement in policy dialogue ultimately influenced RCMP proposals or decisions.

Good Practices for the Voluntary Sector

The ethno-cultural groups and their respective organizations should:

- Develop and strengthen knowledge and policy capacity in their areas of expertise;
- Develop a better understanding of the RCMP's formal and informal policy development process;
- Take specific steps to ensure that minority groups within the community as well as supporters and users are given an opportunity to consider issues and provide input;
- Represent their constituents and articulate their position clearly on particular issues that they consider important;
- Identify whose views are represented when intermediary bodies are expressing views on sections of the community, on issues of major importance to the community members, supporters and users;
- Perform an intermediary role on behalf of other communities by using a wide range of methods to extend the dialogue's reach, canvassing an organization's members/users/volunteers before presenting views on their behalf, and including a summary of the groups consulted and the methods of consultation used;
- Identify and maintain contact with policy-makers, and actively seek opportunities to share policy ideas with them; and
- Express concerns about emerging issues, on its own initiative and when the RCMP has issued an official invitation to do so.



Appendix C

Resource Organizations

Directory of National Resource Organizations

Canadian Centre for Victims of Torture
194 Jarvis Street, 2nd Floor
Toronto, Ontario
Canada M5B 2B7
Telephone: (416) 363-1066
Fax: (416) 363-2122
www.icomm.ca/ccvt

Canadian Multicultural Education
Foundation
Box 74039, Peppertree Post Office
Edmonton, Alberta
Canada T5K 2S7
Telephone: (780) 488-8793
Fax: (780) 488-8709
www.cmef.ca

Canadian Council for Refugees
6839 Drolet #302
Montréal, Québec,
Canada H2S 2T1
Telephone: (514) 277-7223
Fax: (514) 277-1447
www.web.net/~ccr

Canadian Race Relations Foundation
4576 Yonge Street, Suite 701
Toronto, Ontario
Canada M2N 6N4
Telephone: 1-888-240-4936 (toll free)
Fax: 1-888-399-0333 (toll free)
www.crr.ca

Canadian Ethnocultural Council (CEC)
176 rue Gloucester St, Suite 400
Ottawa, Ontario
Canada K2P 0A6
Telephone: (613) 230-3867
Fax: (613) 230-8051
www.ethnocultural.ca

Department of Canadian Heritage –
Multiculturalism
25 Eddy Street
Hull, Quebec
Canada K1A 0M5
Telephone: (819) 997-0055
Toll-free: 1-866-811-0055
http://www.pch.gc.ca/progs/multi/index_e.cfm

National Council for Visible Minorities in
the Federal Public Service
1903A1, Jeanne Mance Building
Tunney's Pasture
Ottawa, Ontario
Canada K1A 0K9
Telephone: (613) 941-8235
<http://www.hc-sc.gc.ca/ncvm/english/>

National Organization of Immigrant
and Visible Minority Women
219 Argyle Ave
Ottawa, Ontario
Canada K2P 2H4
Phone: (613) 232-0689
Toll free: 1-866-296-8366
Fax: (613) 232-0988
<http://www.diversewomen.com/national.html>



Directory of Provincial Resource Organizations

Atlantic Region

Newfoundland

Association for New Canadians
P.O. Box 2031, Station C
144 Military Road
St. John's, NFL A1C 5R6
Telephone: (709) 722-9680
www.anc-nf.cc

Nova Scotia

YMCA Newcomer's Centre
3663 Dutch Village Road
Halifax, NS B3K 3B7
Telephone: (902) 457-9622
www.cipyouth.com

Metropolitan Immigrant Settlement
Association

2131 Gottingen Street, Suite 200
Halifax, NS B3K 5Z7
Telephone: (902) 423-3607
www.misa.ns.ca

Prince Edward Island

PEI Association for Newcomers to Canada
179 Queen Street
PO Box 2846
Charlottetown, PEI, C1A 8C4
Telephone: (902) 628-6009
Fax: (902) 894-4928
www.peianc.com

PEI Transition House Association
Anderson House/2nd Stage Apartments
PO Box 964
Charlottetown, PEI C1A 7M4
Telephone: (902) 894-3354
Fax: (902) 628-8718

New Brunswick

Multicultural Association of Fredericton
123 York Street, Suite 201
Fredericton, NB E3B 3N6
Telephone: (506) 457-4038

Multicultural Association of Greater
Moncton Area
1299A Mountain Road, Suite 2
Moncton, NB E1C 2T9
Telephone: (506) 858-9659
[www.monctonlife.com/organizations/
magma](http://www.monctonlife.com/organizations/magma)

Saint John YM/YWCA
19-25 Hazen Avenue
Saint John, NB E2L 3G6
Telephone: (506) 646-238
www.saintjohnny.com

Central Region

Ontario

Ontario Council of Agencies Serving
Immigrants (OCASI)
110 Eglinton Avenue West, Suite 200
Toronto, ON M4R 1A3
Telephone: (416) 322-4950
Fax: (416) 322-8084
www.ocasi.org

Urban Alliance on Race Relations
675 King St. West., Suite 203
Toronto, ON M5V 1M9
Telephone: (416) 363-2607
Fax: (416) 363-1415
www.uarr.org

Quebec

Table de concertation des organismes
au service des personnes réfugiées et
immigrantes

518, rue Beaubien Est
Montréal, QC H2S 1S5
Téléphone : (514) 272-6060
Télécopie: (514) 272-3748
www.tcri.qc.ca

Prairies Region

Alberta

Alberta Association of Immigrant Serving
Agencies

300, 750 - 11th Street SW
Calgary, AB T2P 3N7
Telephone: (403) 233-8482
Fax: (403) 262-2033

Saskatchewan

Moose Jaw Multicultural Council

60 Athabasca Street East
Moose Jaw, SK S6H 0L2
Telephone: (306) 693-4677
www3.sk.sympatico.ca/mjmul/

Prince Albert Multicultural Council

17 11th Street West
Prince Albert, SK S6V 3A8
Telephone: (306) 922-0405
[www.siastr.sk.ca/studentgallery/
NMGallery/pamulti/](http://www.siastr.sk.ca/studentgallery/NMGallery/pamulti/)

Regina Open Door Society

1855 Smith Street
Regina, SK S4P 2N5
Telephone: (306) 352-3500
[www.accesscomm.ca/nonprofits/
reg.open.dr/index.html](http://www.accesscomm.ca/nonprofits/reg.open.dr/index.html)

Saskatoon Open Door Society

311 4th Avenue North
Saskatoon, SK S7K 2L8
Telephone: (306) 653-4464
www.sods.sk.ca

Manitoba

Citizenship Council of Manitoba

406 Edmonton Street, 2nd Floor
Winnipeg, MB R3B 2M2
Telephone: (204) 943-9158

International Centre of Winnipeg

406 Edmonton Street, 2nd floor
Winnipeg, MB R3B 2M2
Telephone: (204) 943-9158
www.icwpg.mb.ca

Pacific Region

British Columbia

Affiliation of Multicultural Societies and
Service Agencies of BC

205 - 2929 Commercial Drive
Vancouver, BC V5N 4C8
Telephone: (604) 718-2780
Fax: (604) 298-0747
www.amssa.org

Immigrant and Visible Minority Women
of BC

#320-3680 East Hastings St
Vancouver, BC V5K 2A9
Telephone: (604) 294-5993

MOSAIC Settlement Services

1720 Grant Street
Vancouver, BC V5L 2Y7
Telephone: (604) 254-9626
Fax: (604) 254-3932
www.mosaicbc.com

Appendix D

Sample Best Practices

Following are a sample of practices that are presented for consideration at the national, regional, and local community level. These are drawn from national, provincial, and municipal police services, as well as a number of community-based initiatives aimed at addressing diversity, race relations, and community policing processes. They include:

- Principles of community policing
- How to do community policing?
- How to get your community involved?
- Guidelines for race relations policy action
- What police departments can do to improve race relations
- How to establish police and diversity networks
- Suggestions for preventative and corrective action
- Top ten benefits to race relations training
- A First Nations community policing example
- A Cultural and racial diversity strategy
- Outcome measurements for diversity advisory committees
- Race relations competencies for senior management, middle management and constables

Principles of Community Policing²⁰

A review of literature suggests five recurrent themes that theoretically distinguish community from conventional policing. These include:

Partnership Perspective

Establishing a partnership through consultative dialogue involving the police and public at large. A true partnership rejects a view of the police as experts with exclusive credentials from crime control. In its place is an image of police as 'facilitators' and 'resource personnel' who work in collusion with interested citizens to solve problems.

Preventative/Pro-active Policing

A pro-active approach attempts to deal with problems before they arise rather than after the fact. It seeks to prevent crime through mechanisms of social development and community participation. The police are strategically positioned to (a) analyze community strengths and weaknesses; (b) jointly recommend solutions to prevent future occurrences; (c) mobilize the community to fight the problem; and (d) galvanize whatever resources are available to deal with recurrent issues.

²⁰ Reprinted from *Police, Race & Ethnicity: A Guide for Police Services*.

Problem Solving

Community policing acknowledges the futility of continuous responses to recurrent incidents within a certain area by a small number of repeat offenders. A problem solving approach strategy seeks to (1) isolate and identify the underlying causes of recurrent problems; (2) evaluate alternative solutions; (3) respond by applying one or more solutions; (4) monitor the impact; and (5) redesign solutions if feedback is negative.

Empowerment

What does a sharing power involve? First, police organizational structures need to be decentralized away from central headquarters and put to service on behalf of the local community through storefront offices and mini stations...enhancing community access. Second, central authorities must be persuaded to devolve power to the local community. Devolution must include meaningful input into the design and implementation of local programs.

Cultural Sensitivity

Community policing embraces both a community-based orientation and culturally sensitive dimension. A commitment to diversity compels police to view cultural differences as a resource of potential value in fighting crime. Attempts to 'multiculturalize' the police have incorporated the following organizational adjustments:

- Introduction of looser weight and height restrictions that traditionally discriminate against minority applicants.
- Active recruitment of minority members to make the police force more representative.
- Promotion of intercultural education and cross-cultural training programs.
- Improvement of procedures to handle citizen complaints regarding police contact.
- Eradication of overt racism and discriminatory attitudes within the police force especially in terms of recruitment and training of officers.
- Sponsorship of workshops to promote understanding between police and the community.
- Police involvement in community consultation/liaison bodies to ensure co-operative relations with local members over issues of mutual concern.
- Greater emphasis on pro-active and preventative styles of policing to reduce incidents of racial discord between the police and the multicultural constituencies they serve.

How Do We Do Community Policing?²¹

Community Policing is the way the O.P.P. conducts business (Commissioner's Directional Statement '95) and our business is service delivery. As a result, a 3 stage 8-step community policing service delivery process has been developed in consultation with the community and our police officers from across the Province.

The front line, or *core service*, is primarily what the O.P.P. is about. Adoption of the service delivery process is an expectation of each detachment. Understandably, some locations will meet this expectation sooner than others, however we should all be moving in this direction.

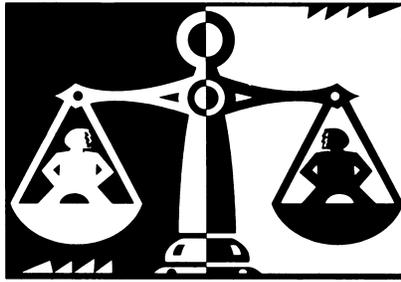
At first glance, the 3 stages may appear labour intensive or even overwhelming. These guidelines, if implemented, will guarantee a successful community policing service delivery for our community and are a necessity for community policing practitioners.

The three stages are identified as: *Preparation, Operation and Review*.

Stage One: Preparation

STEP 1: ORIENTATION	Define: what is community policing Understand: the service delivery process Identify: partnership requirements to do the process.
STEP 2: COMMUNITY PROFILE	Identify: what are the community <ul style="list-style-type: none">• Demographics• Economic/physical characteristics• Incident trends• Agency/community resources Analyze: information to develop structure (step 3)
STEP 3: STRUCTURE	Develop: <ul style="list-style-type: none">• Teams• Community zones• Community policing committee partnerships• Community liaison
STEP 4: TRAINING	Educate: <ul style="list-style-type: none">• Team leaders• Team members• Community leaders• Community committees on their roles and responsibilities, problem solving and planning

²¹ Reprinted from *O.P.P. Community Policing "How Do We Do It" Manual*.



Stage Two: Operations

STEP 5:
DEFINING ACTION

Identify: reactive requirements (incidents, MVA's)
Develop: local community/police plans including:

- Traffic management
- Crime management
- Other local issues

through problem solving you identify resources, methods/strategies, time lines, plan evaluations

STEP 6:
IMPLEMENT

Respond: to reactive requirements
Implement: community/police plans dealing with:

- Traffic management
- Crime management
- Other local issues

Evaluate: actions

Stage Three: Review

STEP 7:
SERVICE DELIVERY
EVALUATION

Measure/Evaluate:

- Reactive & proactive operations
- Impact of preparation stage on operational results
- Community satisfaction levels

Identify: required changes

STEP 8:
CHANGE & AMEND

Implement:

- Actions to effect required changes

How Can We Get Our Community Involved?²²

Within most communities we will find a wide range of needs, interests, and visions of what the community could or should be. It is this diversity of views that helps to create interesting and vibrant communities. It is often from these differing elements that the fabric of a strong and cohesive community is woven.

Negative consequences can result when one group feels that it should have greater control within the community, or a greater share of community resources, than those allocated to others. This can cause people to compete for community resources in unfavourable ways.

Positive efforts will include different groups who are all in their own ways working toward the goals of a healthy community and high quality of life.

One of the major challenges facing community-policing committees is the mobilization of resources in order to take ownership of community issues and solutions. Committees function as a catalyst by bringing these resources together as community partners and problem solvers.

How Do We Create a Climate Which Enables Us to Tap Into These Varied Community Resources?

It is important to develop a philosophy of 'acceptance' among committee members. Such a philosophy will celebrate the differences which exist within various sectors of the community. It will also define the rights of individuals within the committee and the community. A committee which embraces this philosophy will:

- Recognize people as its most important asset
- Accept that different individuals or groups will have different points of view
- Respect all points of view
- Focus discussion on the point of view rather than the individual
- Be inclusive, not exclusive
- Reflect the diversity of the communities being served.

How Do We Reach Out Into The Community To Mobilize These Human Resources?

Following a Process

By following the following process, we can ensure that we are identifying the appropriate stakeholders in addressing our issues:

- Through analysis, identify the issue.
- From the issue, identify who the community stakeholders are or should be and why.
- Identify committee members responsible for appropriate stakeholders.

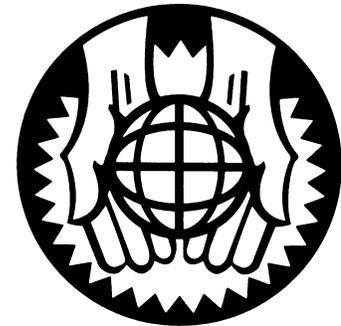
²² Reprinted from *O.P.P. Community Policing "How Do We Do It" Manual*.

- Discuss methods needed to secure their “buy-in”.
- Approach the stakeholders – share the info, analysis and findings (e.g. person to person, through the media or a flyer).
- Identify your committee of stakeholders, its’ purpose and plan to resolve the issue.
- The plan includes consulting and working with the stakeholders.

Advertising

It is important for the community to know what your Community Policing Committee is all about. You should take every opportunity to publicize your committee and its role within your community. There are a number of ways to do this effectively including:

- Media releases
- Community bulletin boards
- Community cable T.V. programming
- Displays at fairs, home shows, police week or other local events
- News coverage of committee activities
- Providing guests for local radio talk shows
- Participating in awareness surveys.



Media Relations

It may be helpful to designate a member of your committee to be responsible for media relations and coverage. Brainstorm ideas for keeping your committee and its activities in front of your community. As your committee develops a positive community profile, it will become easier to attract more help from the community for your projects.

Outreach Directory

Each detachment has a copy of the Outreach Directory created by the employment equity office of the Ministry of the Solicitor General (1995). This directory has been assembled to identify organizations which have access to people from diverse groups. You will find that some agencies are listed in more than one area because those agencies provide services in more than one area.

The directory contains Federal, Provincial, and Municipal government along with private sector agencies. You should note that there are other agencies as well which can provide access to community members. This directory is intended to provide you with a starting point to locate resources.

The directory has been divided into ten geographical regions. Users may find it necessary to contact organizations outside their own geographical region as some organizations may have subsidiary agencies in the various regions or could give referral to another organization providing a similar service.

Office of the Anti-Racism Coordinator

As part of the Community Policing Development Centre, the Anti-racism Coordinator can provide you assistance and consultation in reaching out to your community.

Chamber of Commerce

Your local chamber of commerce should be able to provide you with listings of all service clubs, social groups, businesses, and sports clubs operating within your community. These lists are helpful for identifying possible sources of funding as well as identifying groups which might be able to partner with you in various community projects.

Social Service Agencies

Social service agencies such as Community Care often have directories of community resources and agencies available. Such directories would be helpful to identify stakeholder groups and individuals within the community which could partner with your committee in problem identification and resolution.

Database

Your committee may find it helpful to create your own database of community groups and/or individuals that might be available to you when needed to work on a project or the solution to a particular problem.

Commissioner's Advisory Committee on Visible Minorities²³

Terms of Reference

The purpose of the CACVM is to provide advice to the Commissioner of the Royal Canadian Mounted Police (RCMP) and the Commissioner's representatives on policy related to recruiting, training, advancement and promotion of visible minorities; and on community and intercultural relations, and other related matters which may emerge from time to time.

Mission Statement

The main purpose of mission of the CACVM is to advance and promote positive relation between the RCMP and visible minority persons and communities by:

1. Assisting in creating an open and equitable, a culturally skilled organization;
2. Encouraging an effective RCMP response to cultural diversity and to reaching the goals of our national multicultural policy; and
3. Ensuring fair and equitable recruiting, training, and advancement and promotion policies.

Mandate

The main objective of the CACVM is to advise the Commissioner of the RCMP on matters related to visible minority communities and the RCMP by:

- Advising on policy, legislation, programs and initiatives affecting the relationship between the RCMP and visible minority communities;
- Advising on the services provided by the RCMP to visible minority communities;
- Advising on visible minority issues brought to the CACVM by the RCMP;
- Advising on the establishment of measurable goals for recruiting and advancing visible minority members and monitoring outcomes;
- Advising on the establishment of a structure for dealing with issues concerning visible minority members;
- Identifying present and potential problems and issues in the recruitment of visible minority members of the RCMP and proposing solutions to resolve them;
- Having regular access to visible minority members so that issues raised can be addressed in a fair and equitable manner within the structure of the RCMP; and
- Revising the mandate statement at least every five years.

²³ Reprinted from the *RCMP Commissioner's Advisory Committee on Visible Minorities*. Terms of Reference.

Membership

- The CACVM will consist of a minimum of eight members and a maximum of twelve members.
- Membership should be a reflection of Canada's cultural, regional, gender and age diversity.
- Nominations for appointment to the CACVM shall be received from the sitting members, community groups and Commanding Officers of RCMP Divisions
- Nominations shall be in writing and shall be submitted to the Officer in Charge, Official Languages and Diversity Branch.
- Appointments will be made by the Commissioner of the RCMP and shall be final and binding.
- Appointments to the CACVM shall be for a term of three years. No individual shall serve for a period of more than two terms.
- Membership in the CACVM is voluntary and members shall serve without remuneration. A daily honorarium will be paid to CACVM members as compensation for lost wages and other financial costs incurred as a result of attending a meeting.



Vancouver Police Department's Diversity Relations Unit²⁴

Mandate

- To work towards maintaining and building positive relations with our diverse community.
- To ensure all persons are treated with respect and equality through dealing with issues on prejudice, discrimination, or harassment directed towards any person or group.
- To ensure that our diverse community has open access to all police services and that our police services has access to the diverse community.
- To deal with and remove those barriers that impact on the ability of the police and community to work together.

Office Ethics Policy

Introduction:

The values described herein are intended as a guideline for work behaviors of the Diversity Relations Unit members as they perform their duties. It is not assumed that these values represent or should represent a member's complete set of individual values and there is no attempt to intrude on anyone's moral or religious orientation.

Service excellence in the Diversity Relations Unit will be measured by how well each member and the Diversity Relations Unit, as a whole, perform in accordance to these values. Together, these values are this unit's service ethics.

Statement:

As members of the Diversity Relations Unit, it is recognized and accepted that we are all members within the Vancouver Police Department and as such we must be self-aware and consistently model the values reflected in this policy.

²⁴ Reprinted from the *Diversity Relations Unit*. Vancouver Police Department's website.

Values:

The members of Diversity Relations Unit believe in the following values:

Value	Statement
Honesty	We believe that by being truthful in our dealings with others, the public and co-workers, we exhibit trustfulness, which is essential for healthy relationships and interactions.
Competency	We believe that knowing our jobs well is the first step toward excellence and we are committed to lifelong learning through training.
Confidentiality	We believe in seeking to protect the individual's anonymity in shared information with the members of this unit.
Creativity	We believe each of us should seek new ways to improve our knowledge, effectiveness and efficiency.
Diversity	We believe that everyone is valued for their unique contributions to improve relations.
Equity	We believe everyone should be treated respectfully and fairly.
Fairness	We strive for equitable resolutions to all situations.
Informative	We acknowledge that we are one of the community and department's resources for information and we endeavor to communicate the most up-to-date and accurate information as possible.
Positive Attitudes	We believe that each of us is obligated to encourage our best personal characteristics and we strive to maintain and model a courteous, friendly behavior.
Self-Assessment	We believe in self-improvement and value the views and opinions of others.
Teamwork	We believe that no one is better than the team and that no one's interests are over the team's interests.
The Golden Rule	We endeavor to do unto others, as we would have them do unto us.

Race Relations Policy: Guidelines for Action²⁵

A Race Relations Policy demonstrates a police organization's response and commitment to Canada's cultural and racial diversity.

Its purpose is to guide the institution's activities and programs towards the basic goal of respect and fairness for all. Most policies include:

- A general declaration or recognition of cultural and racial diversity in Canada;
- A statement of the organization's commitment to respond to diversity in a professional manner; and
- Policy statements in areas that impact on the relations between the police and the community: community relations, media relations, human resources development and training, employment, public complaints, discrimination and harassment, and police conduct.

Any Race Relations Policy developed must compliment existing human resources policies and guidelines. Key components of a policy statement on visible minority employment should involve principles and guidelines with respect to:

- Recruitment;
- Selection;
- Promotion and retention;
- Community outreach and liaison;
- An overall employment systems review;
- Training; and
- A workforce climate favourable to diversity.

The Race Relations Policy must be developed by consulting police and community representatives, including senior police officials, human resource and training managers, recruiters, police association members and visible minorities.

The Implementation Strategy – Importance of a Coordinated Effort

There is a perception both within and outside Police Services that race relations activities are exercises in public relations and have little impact on the daily operations of the police. It is important that the Race Relations Policy be developed with an overall implementation strategy. This strategy must be coordinated with all police programs that impact on visible minorities.

²⁵ Reprinted from *Police Race Relations: The Recruitment, Selection and Retention of Visible Minorities*.

Any successful implementation strategy will contain the following elements:

- A set of defined objectives, strategically placed, and specified in operational terms;
- An identification and evaluation of the interrelationships of all police programs which have race relations implications;
- A process to use these programs in a coordinated and integrated manner to achieve employment goals;
- A mechanism to monitor and evaluate employment efforts, based on program effectiveness rather than the achievement of the activities themselves.

There must be a single focal point within the organizational structure to coordinate the development of the Race Relations Policy, the program design and delivery and the assessment of the activities. Ideally, this should be assigned to an officer at the Staff Superintendent level with specific accountability to the Deputy level.

Many police services develop a management steering committee to oversee the coordination of the race relations and employment efforts. This is often composed of senior managers from human resources, community services and communications. Members of the police association should also be involved in the monitoring of any race relations initiatives.



What Can Police Departments Do to Improve Race Relations?²⁶

As a police officer and a member of a visible minority, it is my conviction that police departments across Canada can play a significant role – if not the most significant role – in improving race relations in our country. We will only be able to do so if anti-racist policing becomes an integral part of community policing.

Before proceeding, two issues will have to be clarified. First, the race related problems visible minorities face in their relationships with the police are complex. The essence, however, is that visible minorities feel – and various studies support their view – that they are not accorded the same respect as white or mainstream Canadians. They are made to feel unwelcome and with no right to be here.

Second, anti-racist policing must be defined. Anti-racist policing is policing which acknowledges the existence of systemic racism. Through policies and practices, it seeks actively to identify and eliminate any barriers which contribute to racial discrimination.

It is policing that challenges the negative perceptions, the negative implications, and the negative behaviours which the concept of race precipitates.

Anti-racist policing stresses sensitivity to the diverse community and strives for a respectful and cooperative relationship with all segments of the community while recognizing racial, cultural and linguistic diversity.

It requires police officers to empathize with the position of the visible minority communities, and to recognize that crime, while its causes are complicated, is not race-related. This requires greater communication with visible minority groups as well as police policies and training which stress the requirement for fair and equal policing practices.

An anti-racist police service is more attainable through genuine Community Policing because all factions of the community will be part of the community policing effort. Therefore, community concerns, including allegations of police racism, can be more quickly and effectively addressed.

It will assist in eliminating negative perceptions which the police and visible minority peoples may have of each other, especially the youth, who at times see the police as harassing them.

However, anti-racist Community Policing requires considerable human skills and changed attitudes. As officers we must learn to avoid the hard-line rhetoric which does not contribute to the normalizing of relations with visible minorities. We must develop understanding, patience and exhibit empathy and sociability. We must learn to consult so that we can help in establishing community objectives and priorities. We must learn to allow local interest groups and members of the community to provide input into policing priorities. We must also help them in understanding better the problems associated with policing.

²⁶ Reprinted from *Effective Race Relations Through Community Policing: One Officer's Perspective*.

As police officers we must learn to accept accountability to the people of the community not only the department. This requires a highly visible process which provides a responsive mechanism and fair and adequate solutions. If visible minorities are to have confidence in the police, the actions of the police must be open to review and examination.

Above all, the achievement of racial and minority harmony within the community must be the goal of every police officer. Visible minorities on the other hand will have to participate in the decision-making and resolutions of crime and order problems and work toward a trusting relationship with police.

The acquisition of these skills requires training. Mandatory race relations training to help officers understand the barriers that affect visible minority and Aboriginal people is necessary. Officers must learn how racism affects these groups and how it influences their perception of the world. This training will also help officers to face up to their own attitudes on race issues.

An effective anti-racist Community Policing program must also consider the police culture or “why police officers act the way they do”. Without that examination real changes toward a different orientation are not likely.

Policing is a very unique occupation that possesses enormous responsibilities and powers. The members work in an intensely charged environment with responsibility for the lives of people. We work with the understanding that our lives are constantly at risk while on duty, and we are called on to make split-second decisions at a moment’s notice, while adhering to numerous legislation and guidelines.

On a more positive note, the literature and my personal experience suggest that recruits as well as experienced officers are flexible and prepared to consider subtle changes in their conception of the role of the police.

The philosophy of Community Policing addresses the issue of fair and equitable policing through initiatives such as community partnership, personalized policing, community consultation and employment equity.

Community Policing requires that existing barriers between the police and the public be removed. This means handing over some of the problem-solving tasks to the community and accepting, truly accepting, the community as a partner.

Genuine partnership and collective decision-making will bring us closer to our goals. Community policing will not eradicate racism, but it is a most promising beginning.

BC Police and Diversity Network²⁷

The B.C. Police and Diversity Network consists of police representatives from various Municipal Police Departments and RCMP Detachments within the Lower Mainland and Vancouver Island.

Vision

“Contributing towards establishing British Columbia as a Province free of discrimination through excellence in Policing”.

Mission Statement

The Mission of the Network is to provide leadership and initiate diversity strategies for police departments by facilitating dialogue between police officers, our departments and the diverse communities we serve.

Objectives

- To increase awareness of diversity issues within police departments.
- To implement strategies within police departments to ensure equitable treatments of all people regardless of ethnicity, class, gender, religion, sexual orientation, and/or disability.
- To promote better relations between the police and the diverse communities.
- To create a network of police personnel who are responsible for implementing diversity initiatives with their own police department.
- To establish a legacy of acceptance for diversity within BC police departments.

Strategies

- Develop and maintain an exchange of information and intelligence that relates to issues impacting policing and diversity.
- Coordinate an annual “Diversity in Law Enforcement” forum to address diversity issues within police departments.
- Exchange best practices such as training, workshop and forums of diversity initiatives implemented in police organizations.
- Develop a resource library of materials such as reports, journals, newsletters and videos that can be signed out by police personnel.
- Establish a direct liaison with Chiefs of Police/Officers in Charge.

²⁷ Reprinted from *Surrey RCMP BC Police and Diversity Network* website.

Racism and Policing: Suggestions for Preventive and Corrective Action²⁸

Ongoing Programs to Evaluate Police Practices

Several studies have shown that arrest rates are higher in areas with high ethnic concentrations. This is not necessarily the result of a higher crime rate, but may be caused by a different approach to the community and by negative attitudes on the part of some police officers toward racialized citizens.

The situation appears more positive today, but constant vigilance is required. Clear disciplinary measures, instead of an almost systematic cover-up of abuses and thinly veiled discriminatory practices, would contribute to changing the atmosphere within the police department and to making police officers more aware of their responsibilities and choices.

Hiring Programs

Hiring Police officers of diverse ethnic origins through employment equity programs may be a useful tool, but it is not the answer to all problems, though it can be a lever to force changes within police organizations.

Hiring programs can open the door to major changes in the attitudes of police officers. Daily association with colleagues of different origins can create a change in attitudes that leads toward greater acceptance of others and to treating others equitably in police work, without harassment or discrimination.

In this sense, employment equity (and equal access programs in Quebec) have contributed to significant progress in police forces.

Diversity programs for police recruitment are in effect in a number of Canadian cities, but are far from achieving all expectations. These programs do not always meet their quotas, and the number of officers from racialized groups remains below a representative level.

Decentralization of Services

The “community policing” initiatives (sometimes called “neighbourhood policing”, or “cooperative police services”), are in place or being developed in a number of Canadian cities. They provide police officers with new capacities for acting with a more complete, nuanced and critical understanding of a neighbourhood’s residents and their community lifestyles and cultural characteristics, as well as community institutions and the kinds of criminal organizations active in the area. These measures make it possible to bridge the gulf between citizens of diverse cultures and the police.

Community action and prevention programs are easier to carry out when the police have put down roots in the neighbourhood.

²⁸ Reprinted from *Facts About Racism and Policing*. Canadian Race Relations Foundation

Police Training Programs

A number of community colleges, universities, and specialized institutions now offer training programs adapted to policing in a diverse society like Canada's.

In addition to basic and technical training, the charters of human rights should have a central place in police training, for they serve as focal points for managing diversity in modern society. Teaching strategies, including a narrative approach, should enable future officers to think critically about the development of their own identities. Students should think about their own life stories, using themes such as experiences of migration, ideas about immigrants learned from their families, perceptions of racialized groups, etc. This kind of activity will enable students to become conscious of their roots, their prejudices, their identity struggles, etc.

Diversity Management Practices

Every police force should adopt a policy on managing diversity. This policy should affect all practices within the organization, from hiring to responding to calls. Such a policy would also help to define actions that can be taken to prevent racist behaviour or to deal with it when it occurs.

The diversity management policy must be tied into the Code of Conduct and must be implemented vigorously by senior management of the institutions in order to have real impact. Federal, provincial and large city police forces must be models for those in smaller towns, though the latter are often less exposed to ethnic and cultural diversity.

Communication Policies

Over the years, the media have learned to work with police departments. On too many occasions, with certain complicity, descriptions of suspects or known criminals highlight their ethnic and/or national origin, skin colour, mother tongue or religion. For example, a Sikh has been arrested ... a Chilean gang ... a network of Blacks ... a Hispanic suspect ... etc.

In practice, the media do not use this kind of identification for Canadians belonging to the majority group. This kind of reporting develops, crystallizes and/or perpetuates a negative perception of racialized groups in public opinion. The result may be that people come to believe in the erroneous stereotype that criminality is a sort of common characteristic that applies to all Canadians who come from certain countries.

It is also appropriate to emphasize the importance of the interpretation of statistics on crime, such as profiles of neighbourhoods. Partial, simplistic or inaccurate interpretations create a negative image of neighbourhoods with a large multi-ethnic component.

Communications policies must be clear and updated constantly in order to prevent police information and news reports from conveying stereotypes.

Recommendations Related to Antiracism Training²⁹

1. It is recommended that a set of guidelines for race relations/anti-racism training be developed to assist organizations to design programs and choose appropriate trainers.
2. It is recommended that in developing guidelines for anti-racism/race relations training, there should be an emphasis on articulating the goals of the training program.
3. It is recommended that the competencies required of any person hired to do race relations/anti-racism training be clearly outlined in any guidelines proposed.
4. It is recommended that an advisory committee (network/society/association) be created to ratify proposed guidelines, monitor competencies and provide ongoing advice and recommendations in the field.
5. It is recommended that the process of developing standards/guidelines for anti-racism trainers meet the needs of those working in the field, and that such a process should enhance, rather than diminish, the involvement of those who are in the forefront of anti-racism training.
6. It is recommended that guidelines be developed by people involved in the field as practitioners and/or representing various organizations, with support from related fields and professions through extensive consultation.
7. It is recommended that effective evaluation models be developed and disseminated for anti-racism training, to assist trainers and organizations in monitoring the effectiveness of training programs in terms of organizational change.
8. It is recommended that a set of definitions be agreed upon by the advisory committee/network described in recommendation 4 above, and that such definitions include regional differences as well as various theoretical perspectives.
9. It is recommended that the Canadian Race Relations Foundation play a significant role in providing support and professional development opportunities for those involved in race relations/anti-racism training across the country.

²⁹ Reprinted from *Race Relations Training in Canada: Towards the Development of Professional Standards*. Canadian Race Relations Foundation.

Top Ten Benefits of Race Relations Training³⁰

1. Being involved in race relations training reinforces the organizations commitment to improving race relations, and reinforces this message in the community.
2. Increasing the officer's confidence and abilities to work with visible minorities enhances their job satisfaction and performance.
3. Training facilitates problem-solving policing; officers learn what works with visible minority groups.
4. Training helps police officers deal with possible discriminatory and negative behavior on their part and directed towards them.
5. Training equips officers with the skills to recognize and defuse racial tensions in the community.
6. Increasing understanding and skills leads to improved communications, outreach and policing in multicultural and multiracial communities.
7. Training enhances police professionalism.
8. Training improves access to police services; visible minorities will be more aware and make better use of programs and initiatives.
9. Policing services, including crime prevention, victims assistance and street patrols, will be more responsive to the policing and public safety needs and concerns of visible minorities.
10. By learning to manage workforce diversity, police managers can make the best use of the talents and skills of a broader labour pool and minimize workplace harassment and discrimination.

³⁰ Reprinted from Police Race Relations: Training within a Diverse Society.

Elements of the RCMP First Nations Community Policing Service³¹

The RCMP First Nations Community Policing Service is based on several service elements designed to be sufficiently flexible to meet the unique policing needs of your community. By discussing your community's circumstances with the RCMP, a policing proposal designed to meet your specific policing needs can be developed.

The basic elements of the RCMP Community Policing Service include the following:

1. Accountability to the Community

Your community will be encouraged to assist in the identification and implementation of community policing initiatives, and bring its policing concerns to the attention of the RCMP commander, through a Community Consultative Group. The Community Consultative Group will comprise a cross-section of members from your community. The precise terms of reference of the Community Consultative Group can be discussed and formalized with the RCMP during discussions and the development of a policing proposal.

2. RCMP Policing Jurisdiction

The RCMP police officers providing the RCMP First Nations Community Policing Service in your community will have authority to enforce all federal and provincial/territorial laws. They will also have authority to enforce community laws made pursuant to the Indian Act or other enabling legislation. Enforcement of specific community laws should be discussed with the RCMP during the development of the policing proposal. Where requested, the RCMP can advise or assist your community in developing laws.

3. Recruiting, Training, Assigning and Supervising RCMP First Nations Community Policing Officers

Responsibility for recruiting, training, assigning and supervising the cadre of RCMP officers providing the RCMP First Nations Community Policing Service in your community will rest ultimately with the Commissioner of the Royal Canadian Mounted Police. In assigning specific members to a community, the RCMP will take into consideration, desired characteristics identified by the Community Consultative Group. The RCMP will make best efforts to ensure that members assigned to a community are culturally compatible with that community.

³¹ Reprinted from the RCMP First Nations Community Policing Service, RCMP Community, Contract and Aboriginal Policing Services

4. Community Justice Initiatives

The use of community justice committees and healing circles will vary from province to province. If your community has a community justice system in place for local resolution of offences, the RCMP will work with your community and the courts to ensure the ongoing success of your program.

If your community is not experienced with community-based justice initiatives but is interested in pursuing this option, the RCMP can work with your community and the courts toward introducing a suitable community-based justice program.

5. Funding Arrangements

The funding arrangements for the RCMP First Nations Community Policing Service are specified in the First Nations Policing Policy. The relative financial contributions of the provincial and federal governments are 48 and 52 percent respectively. Financial planning, budgeting, including capital costs and payment for RCMP services will be governed by the Framework Agreement between the appropriate province or territory, and the federal government. First Nations communities will not normally be involved in payment for RCMP services, unless special circumstances exist.

6. Internal Management

The internal management of the RCMP First Nations Community Policing Service refers to its administration and the determination and application of professional police procedures. Responsibility for internal management will rest with the Commissioner of the Royal Canadian Mounted Police.

7. Minimum Standard of Policing

The standard of policing refers to the quality of services, ethics and degree of professionalism of RCMP officers. Responsibility for determining the minimum standard of policing will rest with the Commissioner of the Royal Canadian Mounted Police, in consultation with the Province.

8. Level of Service

Level of service refers to the number of police officers providing service in your community, and the hours of available service. Like all elements of the policing proposal, proposed service levels must be approved by your Provincial or Territorial Attorney/Solicitor General, the federal Ministry of the Solicitor General, the community and the RCMP before community tripartite agreements may be entered into.

9. RCMP – FNCPS Models

The extent to which the RCMP-FNCPS unit providing services in your community will act as an autonomous, self-contained unit will depend on several factors in your community, the most important of which are population, degree of isolation, and crime rate. RCMP detachments can be broadly grouped as follows: (a) full detachments, (b) satellite detachments, (c) outside detachments.

10. Accommodation and Equipment

Accommodation must meet the standards of the Commissioner of the Royal Canadian Mounted Police. Your community may be asked to supply accommodation to the standard of the RCMP. If no suitable accommodation is available, other accommodation options must be discussed with provincial and federal governments and the RCMP, and included in the policing proposal, along with proposed funding arrangements. Accommodation will vary from community to community, depending on what is available and the detachment model to be established.

11. Protocol With First Nations Police Services

A variety of protocol arrangements with existing First Nations Police Services is possible.

If your community is interested in developing its band constables to a point where they can deliver an independent police service, this option can be discussed with the RCMP.

How to Apply

Communities interested in entering into a Community Tripartite Agreement for the delivery of RCMP services should inform their provincial/territorial government and the federal Ministry of the Solicitor General, through a Band Council or community resolution, or some other formal declaration of support. The RCMP will then arrange to meet with your community to discuss policing models and the community's policing needs. Your community and the RCMP will work together to draft a policing proposal outlining the details of the policing service.

Conclusion

The Royal Canadian Mounted Police has a proud tradition of service to communities. The new RCMP First Nations Policing Policy will allow us to build on past experience while delivering a dedicated policing service which accommodates the particular circumstances of your First Nations community. The Royal Canadian Mounted Police, through its RCMP First Nations Community Policing Service, is ready to work with your community toward a policing model which meets your unique and changing needs.

Calgary Cultural and Racial Diversity Strategy³²

Who

In 2000 March, the Calgary Cultural and Racial Diversity Task Force was formed to explore how best to create a more inclusive community. The Task Force consists of members of community groups, business leaders, members of City Council, the City of Calgary administrative staff, and provincial and federal government representatives. The chair of the Task Force is Alderman Joe Ceci.

What

In response to the needs of a changing society, the Task Force will champion the development of a proactive strategy to create an environment that is inclusive, mutually respectful and equitable.

The Calgary Cultural and Racial Diversity Task Force is committed to cultural and racial diversity, at a minimum, in accordance with municipal, federal and provincial governments' human rights, multicultural and related policies.

The Task Force affirms the equality and right of all Calgarians to participate equitably in all aspects of community life, and to reject discrimination and racism in any form.

Why

Numerous reports over the years have indicated that Calgary is still not the best place to live for a number of Calgarians due to experienced systemic racism and discrimination and that cultural and racial diversity is a valuable asset. Although we have made great strides in this area there is still much work to be done to ensure that all citizens view Calgary as the best place to live.

We believe in an inclusive and harmonious environment, free from discrimination, harassment and hate, by:

- Recognizing the inherent dignity and potential of each person;
- Fostering positive changes in individuals, education institutions, workplaces and communities to achieve equitable access and outcomes for all Calgarians; and
- Creating relationships based on integrity and mutual respect.

When

An implementation team will be in place to move action plans for addressing cultural and racial inequities forward in 2002.

³² Reprinted from the Calgary Cultural & Racial Diversity Task Force website.

How

The Task Force hopes to achieve these ends by:

- Challenging ethnocentrism, prejudice, stereotyping, discrimination and racism in any form;
- Creating and maintaining environments which affirm, respect, reflect and celebrate the racial and cultural diversity of our society;
- Influencing, advocating, and creating opportunities for the allocation of resources (human, material and financial) that support dismantling cultural and racial barriers;
- Leading and supporting community and workplace environments in the development of cultural competencies.

Contacts

If you are interested in further information about the Calgary Cultural and Racial Diversity Task Force please contact:

General: The City of Calgary
Community and Neighbourhood Services (403) 268-4718
Community Strategies (403) 268-5107

Media Inquiries: (403) 268-2433

Email: ccrd.taskforce@gov.calgary.ab.ca

For more information: www.gov.calgary.ab.ca/community/diversity

Who Are We?

Alberta Association of Immigrant Serving Agencies, Calgary Board of Education, Citizenship and Immigration Canada (Calgary Office), Calgary Catholic School District, Calgary Chamber of Commerce, Calgary Police Service, Calgary Health Region, Canadian Heritage, Committee on Race Relations and Cross-cultural Understanding, Community Members, Government of Alberta (MLA & Alberta Community Development), Governor's Council of Calgary Charities for Children and Youth, Standard Resource Management, The City of Calgary (City Council and Administration), United Way of Calgary and Area, Cultural Diversity Institute, University of Calgary (Faculty of Law and Faculty of Engineering).

Outcome Measures for Diversity Advisory Committees³³

Outcome	Outcome Description
A nation-wide vision	A safe, secure and diverse public, well served by a police force defined as competent, honourable, prudent, ethical and diverse.
Equitable outcomes	An absence of systemic barriers to entering, and to practicing the police profession, for persons against whom discrimination is prohibited by Provincial or Federal Legislation.
Quality outcomes	The achievement of excellence in policing related to diversity issues.
Informed decision-makers	A public well served by: <ul style="list-style-type: none"> • Attitudinal, statistical and personal linkage with the ownership about issues, • Education about demographic and geographic realities and possibilities, to enable the Commissioner, the Police Board, the RCMP staff, and individuals citizens to make informed decisions and choices about creating a safe, secure environment in each community.
A well served public	The needs, concerns, demands and fears of the ownership (community at large) are addressed and a common and proactive vision of a responsive community-policing organization, knowledgeable about the entitlements of every citizen, exists.
Knowledgeable, relevant policy	Policy related discussion, open communication, analysis, and recommendations for the RCMP, about legislative acts, human resources issues and about emergent issues in the community at large, enriched by diverse viewpoints.

³³ Adapted from the Vancouver Police Department's Diversity Advisory Committee's Mission Statement.

Race Relations Competencies – Senior Management³⁴

Race Relations Competencies

- The ability to analyze and be sensitive to the impact of all organizational policies on gender, ethno-cultural, racial, and other differences in the police force and community at large.
- The ability to formulate and administer policies that relate positively to diversity across all areas of police work and force management. Such policies could include employment equity, harassment, performance appraisal, and human resource development strategies including mentoring, training, and promotions, proactive community-based policing and others.
- The ability and willingness to ensure that disciplinary procedures are enforced when breaches of conduct related to diversity occur.
- Understanding of the principles, strategies and tactics required for preventing and managing crises where diversity is a factor, in decisive, fair and equitable ways.
- The ability to be productively involved in mandating and commissioning education and training as well as organizational change initiatives related to diversity.
- The ability to be standard setters, persuade and “bring on board” other police force members to accept policies and practices designed to deal positively with issues of diversity.

Awareness Objectives

To be aware of the implications and impact of all organizational policies and practices on people with gender, ethno-cultural, racial, religious, and other differences.

To be aware of the integral relationship between organizational policies and practices and human resources development initiatives that are required to ensure a fair, equitable police force culture as well as delivery of services to the public.

To be aware of global and local trends related to policing in multicultural, multiracial communities and how they relate to the local police force.

To be aware of the importance of continuing education and development related to policing in multicultural, multiracial communities and organizations for one’s self as well as others.

Knowledge Objectives

To know the models and methods of policy analysis and formulation that can be used to ensure that police force policies and practices do not have a negative impact on the organization or on community members from diverse backgrounds.

To know the range of disciplinary procedures and practices that are appropriate for preventing or correcting breaches of conduct related to diversity.

To know the principles, strategies and tactics required for preventing and managing crises where diversity is a factor, in decisive, fair and equitable ways.

To know the basic principles of adult education and how they apply to the development, implementation, evaluation and ongoing support of organizational education and training related to diversity.

To know the basic principles, strategies, and tactics of organizational change and development related to diversity.

Skill Objectives

To be able to analyze the impact of organizational policies and practices on people of diverse backgrounds in the police force and the community at large.

To be able to formulate and administer policy that deals positively with and maximizes the benefits of diversity while minimizing its potential challenges.

To be able to use and model disciplinary procedures that correct breaches of conduct related to diversity.

To be able to utilize and model the principles, strategies and tactics required for preventing and managing crises where diversity is a factor in decisive, fair and equitable ways.

To be able to mandate human resource development initiatives positively and decisively that support organizational effectiveness in working with diversity in the organization and the community.

To be able to participate in the design and implementation of organizational change and development strategies that deal positively with diversity.

To be able to set standards, persuade and influence other organizational members to recognize and comply with policies and practices that are designed to deal positively, fairly and equitably with diversity in the organization and the community.

³⁴ Reprinted from Police Race Relations: Training within a Diverse Society, page 32.

Race Relations Competencies – Middle Management³⁵

Race Relations Competencies

- The ability to recognize and remedy systemic barriers in police force policies and practices.
- The ability to effectively manage a pluralistic, multicultural, multiracial workforce.
- Knowledge of effective patterns of police-minority community relations and the ability to integrate them into the work unit for which they are responsible.
- The ability to assign and delegate work according to staff members' job readiness in a race-relations context.
- The ability to recognize discriminatory behaviour and assist in its prevention and correction. Discriminatory behaviour includes racial, ethno-cultural, and sexual harassment, unfair and inequitable supervision, and placing individuals at psychological or physical risk, or denying them access to what they need to succeed on the job.
- The ability to conduct performance appraisals in a fair and equitable manner.

Awareness Objectives

To be aware of and recognize systemic barriers in police force policies and practices when they occur.

To be aware of and recognize discriminatory or harassment behaviour when it occurs.

Knowledge Objectives

To know models and theories of management and supervision that can assist organizations with diverse workforces to maximize the benefits and minimize the challenges of this diversity.

To know models of multicultural service delivery that can assist in providing sensitive and productive police services in pluralistic relations.

To know the basic principles and practices of positive police-minority community relations.

To know productive strategies for working with the media on issues related to policing and diversity.

To know productive strategies for participating in public forums and other gatherings about issues of policing in a multi-cultural, multiracial community.

Skill Objectives

To be able to remedy systemic barriers in police force policies and practices.

To be able to manage a multi-cultural, multiracial group of police personnel effectively so the benefits of their diversity are maximized and the challenges minimized.

To be able to assign and delegate work to staff members according to their present readiness for working in a multicultural, multi-racial context.

To be able to identify learning or training opportunities and provide coaching that will enhance staff member's abilities to work with diversity while ensuring that they participate in those opportunities.

To be able to conduct fair and equitable performance appraisals of diverse staff members in ways that value and build on their strengths while taking constructive corrective action in areas where they need to improve and grow.

To be able to prevent or correct discriminatory behaviour when exhibited by individuals or groups of people.

To be able to build and maintain positive police-minority community relations.

³⁵ Reprinted from Police Race Relations: Training within a Diverse Society, page 32.

Race Relations Competencies – Constables & Recruits³⁶

Race Relations Competencies

- Knowledge of one’s own culture as well as awareness and recognition of personally held stereotypes, prejudices, or other biases.
- Basic interpersonal and intercultural communication skills, including the ability to produce verbal and written communications that are free of negative biases.
- Mediation and conflict management and resolution skills in situations where cultural, racial, and other differences are a factor.
- Basic knowledge of human rights, employment equity, and other related legislation, codes and directives.
- Familiarity with the basic patterns and character of the local community including the ability to analyze the dynamics at work in the community.
- This is especially important where ethno-cultural, racial, religious, and other differences are a factor.
- Knowledge and understanding of the culture of policing.

Awareness Objectives

To be aware of one’s own culturally shaped assumptions, beliefs, and behaviours, particularly as they relate to policing.

To be aware of the range of culturally shaped assumptions, beliefs, and behaviours held by others, particularly as they relate to policing.

To be aware of the culture of policing and how it fits or differs with local community cultures.

To be aware of when difference in gender, ethno-cultural, race, and lifestyle may be a factor in difficult policing situations.

To be aware of behaviour that constitutes racial or gender harassment and be able to recognize when it occurs.

Knowledge Objectives

To know the legislation, codes and policies related to culture, race, gender, and other issues of diversity in society at large and in the police force as an organization.

To know the role that immigration and refugee settlement has played in Canada’s historical, social, cultural, economic, and political development.

To know the basic patterns and characteristics of the local community and how they interface with all aspects of police work.

To know how communication patterns and styles may differ across cultures and what verbal and non-verbal behaviours are potentially acceptable and unacceptable or offensive.

To know the basic principles of the social and behavioural sciences (psychology, sociology, anthropology, organizational behaviour and political economy) as they relate to policing in a multicultural, multiracial community.

Skill Objectives

To be able to learn about any culture as the need arises.

To be able to analyze the dynamics at work in local community relations as they relate to police work.

To be able to carry out all policing responsibilities in fair and equitable ways that do not negatively discriminate against members of any ethno-cultural, racial, gender, or other group in the organization or in the society at large.

To be able to communicate effectively with people from diverse backgrounds through verbal, non-verbal and any other means appropriate.

To be able to mediate disputes and resolve conflicts where gender, race, or ethno-cultural differences are a factor.

To be able to prevent and stop any act of harassment on the part of any individual in the police force or in the community at large.

³⁶ Reprinted from Police Race Relations: Training within a Diverse Society, page 32.

Appendix E

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Appendix F

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