

Report to / Rapport au:

**OTTAWA POLICE SERVICES BOARD
LA COMMISSION DE SERVICES POLICIERS D'OTTAWA**

29 May 2017 / 29 mai 2017

Submitted by / Soumis par:

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**SUBJECT: DIVERSITY AUDIT & MULTI-YEAR ACTION PLAN FOR BIAS-
NEUTRAL POLICING: UPDATE**

**OBJET: VÉRIFICATION DE LA DIVERSITÉ ET PLAN D'ACTION
PLURIANNUEL POUR DES SERVICES POLICIERS SANS PARTI
PRIS : MISE A JOUR**

REPORT RECOMMENDATIONS

That the Ottawa Police Services Board receive this report for information.

RECOMMANDATIONS DU RAPPORT

**Que la Commission de services policiers d'Ottawa prenne connaissance du
présent rapport à titre d'information.**

BACKGROUND

As a result of an [agreement](#) between the Ontario Human Rights Commission (OHRC) and the Ottawa Police Services Board (Board) that was signed on April 27, 2012, the Ottawa Police Service undertook the largest race based data collection project in Canadian policing history.

Called the Traffic Stop Race Data Collection Project (TSRDGP), the project required Ottawa Police officers to record their perception of the driver's race, by observation only, for traffic stops over a two-year period from June 2013 to June 2015.

The Ontario Human Rights Commission and York Research Team agree that the project has completed, and in many cases exceeded the original requirements set out in the April 2012 Minutes of Settlement– including:

- **Data Collection:** Robust race based data collection that includes seven other data fields in addition to the perceived race of the driver has been collected over the required two-year period. OPS will reach the fourth year of data collection this June 2017. Quality assurance measures such as mandatory training and supervisor review of stops also continues.
- **Engagement:** Extensive community and police engagement throughout the project, rather than just the required six months, has been the foundation of the project and has not only shaped the design of the study but has created important ongoing dialogue about data collection and racial profiling.
- **Data Analysis and Reporting:** Rather than just releasing the data, one of the outcomes of the consultation efforts was the need to create a final report with comprehensive data analysis, benchmark comparative data and other areas in order to tell the story of the project efforts.

The total project costs reached a million dollars at the end of 2016 (project and staffing costs). The police service is seeking additional funding sources, including provincial grant opportunities, in order to continue supporting this work.

The TSRDCP project report, presentations, data, and recommendations were released by the York Research Team on October 24, 2016 at a joint press conference. The full package was also released to the public online at ottawapolice.ca/race.

A total of 81, 902 records of traffic stops were examined for the correlational study – each record including information on race, sex, and age, along with information on reasons for traffic stops and outcomes. The officers entering the race data reported perceiving the race of the driver prior to the stop in 11.4% of the cases.

69.3% White (56,776), 12.3% Middle Easterner (10,066), 8.8% Black (7,238), 4.7% E.Asian/SE Asian (3,875), 2.7% S. Asian (2,195), 1.9% Other racialized minorities (1,545), and .3% Indigenous Peoples (207).

The researchers made six recommendations towards bias-neutral policing, summarized as follows:

1. Determine possible sources for disproportionate traffic stops by looking at the organization – including police culture, practices, policy, training, human resources, and leadership.

2. Develop and implement solutions in consultation with stakeholder groups and communities in Ottawa.
3. Increase positive police-community contact through regular, relationship-building meetings; training police and community members together, and holding “critical incident” discussions.
4. Continue monitoring race data in traffic stops and provide regular communications updates.
5. Build on community engagement and develop an action plan to address the issues.
6. Make the data available to encourage transparency and additional studies.

As stated throughout the project, the OHRC and the OPS believe that race based data collection is only part of an organizational approach to addressing racial profiling concerns and ensuring bias-neutral policing services

In pursuit of bias-neutral policing, the Ottawa Police Service has undertaken a significant amount of work, much of it in collaboration with community stakeholders over the years including COMPAC, Racial Profiling Policy, training, and outreach recruitment initiatives. Several initiatives have been outlined in recent reports to the Board:

- Fair and Impartial Policing (FIP) Training Program: FIP training was delivered to all sworn officers in 2016.
- Human Rights & Racial Profiling Policy: The [annual report](#) on the Human Rights & Racial Profiling Policy was provided in November 2016 and outlined several initiatives related bias-neutral policing.
- Street Checks/Regulated Interactions: New provincial regulations for regulated interactions, also known as street checks, was implemented throughout [2016](#) and launched in [March 2017](#).
- Gender Audit: Now in the fourth phase of the project, [phase one and two](#) of the OPS Gender Audit was carried out and released in 2016. And phase three was completed and reported on this month. The next steps focus on implementing new training and developing an Equity, Diversity, and Inclusion Office at OPS.

During the release of the TSRDCP report last fall, OPS made a commitment to create a multi-year action plan for bias-neutral policing that would more than just address the recommendations and recent outreach concerns.

DISCUSSION

The purpose of this update report to the Board is to provide an overview of:

- Key themes received from outreach and consultation efforts;

- The draft framework for the Multi-Year Action Plan for Bias-Neutral Policing (MYAP) including progress on a new OPS census;
- The diversity audit – an important part of the MYAP; and
- Upcoming engagement and communications planning activities – including a “call for applications” for the new community advisory team that will contribute to the development of MYAP as well as the implementation and monitoring plans.

OPS is committed to developing the action plan with significant inputs that have been gathered from police and community partners. MYAP will not only incorporate recommendations from the recent Traffic Stop Race Data Collection Project, but include inputs received through various engagement activities, projects, and reports (including engagement efforts of the temporarily created Outreach Liaison Team of Community Development).

Outreach Efforts – Key Themes:

Following the death of Mr. Abdi last summer, a temporary Outreach Liaison Team (OLT) was created to expand the existing efforts of the Community Development and Diversity and Race Relations sections.

The five member team led by Staff Sergeant Isobel Granger made over one thousand contacts and looked at previous consultation feedback efforts from various sources to identify over 30 issues. Key themes heard from the consultation and outreach efforts include

Leadership, Accountability and Transparency: Greater leadership and accountability is needed to create culture change and address the issues in a meaningful way.

1. Community Fear and Mistrust of the Police: Community fear and mistrust of police will negatively impact police relations and reporting of crimes with some communities who feel targeted and labeled.
2. Acknowledgement of Racial Profiling Concerns: There is a lack of acknowledgement of racism and racial profiling concerns that affect all institutions including policing.
3. Human Resources: Significant issues were raised about the lack of progress on outreach recruitment efforts to better reflect the diversity of the community. For women and racialized members who are hired, questions about barriers and other issues were raised about: career development, transfer and promotion. Morale and retention concerns are also being raised by community leaders who are hearing directly from police members.

4. Community Engagement & Relationship Building: Significant concerns and interest to improve community-police engagement continue to mount in the face of several recent incidents:
 - Senior Officer Engagement: Lack of visibility and engagement of senior officers
 - Community-Police Dialogue: Need for increased community-police dialogue and wider proactive engagement efforts at the city-wide and neighbourhood level events to build trust (forums, town halls, neighbourhood sessions, events and activities).
 - Community-Police Incident Response: Need to rejuvenate Critical Incident/Critical Situations Team (CI-CS Teams) or develop new approach to improve police response and partnership to dealing with police-community incidents.
 - Communications: Lack of communication and/or promotion by OPS about the good work that is being done.
 - Youth Engagement: Need for enhanced engagement with youth to build trust – particularly racialized youth who feel stigmatized and labeled by police.
 - COMPAC: Several concerns and calls for review of COMPAC have been received from groups and community members who don't feel they are being adequately represented or served by this long standing community-police committee created to build relations between police and racialized communities. Some similar concerns have also been raised about other community-policing committees including the GLBT Liaison Committee and the Youth Action Committee (YAC).
5. Training and Cultural Awareness: There continues to be a lot of questions and concerns about the type of training officers receive and requests for training program review (for gaps, evaluation, and effectiveness), as well as new training request for cultural sensitivity training, anti-black racism, and mental health training.
6. Race Based Data Collection: Requests to continue race based data collection and reporting for traffic stops and street checks/regulated interactions. Concerns are also being raised about the costs of data collection, analysis, and reporting, especially if it is at the expense of needed action in other areas.

7. Policies and Procedures: Questions are being asked about OPS policies (ie. Respectful Workplace, Racial Profiling) and the need for review and evaluation to determine effectiveness.
8. Service Delivery & Deployment: There have been a large number of concerns raised about OPS service delivery that is unfairly stigmatizing entire community groups/neighbourhoods and contributing to racial profiling and over-policing fears:
 - Guns and Gangs Unit, DART, and Gang Labeling
 - Labeling of “high risk” or “priority” neighbourhoods
 - Police Deployment that focus on enforcement strategies (ie. traffic) following a violent crime in a neighbourhood.

While a substantial amount work has been accomplished toward bias-neutral policing over the years, recent research, recommendations, and outreach efforts with both community and police members have pointed out that there is much work still to do. It is time for action.

Multi-Year Action Plan for Bias-Neutral Policing:

It is an organizational-wide action plan for bias-neutral policing that responds to the recommendations received from the Traffic Stop Race Data Collection report and community and police feedback received over the several years, including inputs from recent engagement efforts of the Outreach Liaison Team as well as reports such as “Addressing Anti-Black Racism in Ottawa”. It will also be an opportunity for greater alignment with the Anti-Racism Directorate’s new Anti-Racism Strategic Plan.

MYAP will focus on coordinated action, building diversity leadership at OPS, and a culture that embraces equity, diversity, and inclusion.

MYAP Goals:

- To demonstrate leadership in policing by continuing the ongoing work related to ensuring bias-neutral policing.
- To continue to promote trust in policing by discussing and addressing concerns related to racial profiling, racism, human rights, diversity, bias and discrimination.
- To foster a culture that actively promotes equity, diversity, and inclusion.

MYAP – Key Action Areas:

1. Leadership & Governance – Culture Change: This is an overarching area that will be led by Senior Management and include shared commitment to MYAP and promoting an EDI culture:
 - a. Leadership Commitment to Equity, Diversity, and Inclusion

- b. Monitoring & Progress Reporting
 - Strong links to EDI, Business Plan & performance measurement tools such as Global Diversity & Inclusion Benchmarks Standards.
 - Regular progress reports (semi-annual) to the Ottawa Police Services Board.
- 2. Human Resources
 - o To better the reflect the diversity of our community through outreach recruitment, promotions and transfers,
 - o Audit and address barriers to ensuring diversity in recruitment, promotions, transfers and retentions
- 3. Training
 - o Ensure police have current tools, skills, and knowledge to deliver bias-neutral policing (human rights, Fair and Impartial Policing Program Training, Regulated Interactions, TSRDCP).
 - o Inventory and review training program for effectiveness, gaps, and impact.
 - o Introduce new training for members that considers current trends and issues like racial profiling, human rights, gender, cultural sensitivity.
- 4. Policy and Procedures
 - o Review and evaluate existing policies and procedures for member awareness, barriers, EDI, gaps, and effectiveness.
 - o Create new policies to support bias-neutral policing and EDI.
 - o Compliance reporting of policy requirements.
- 5. Research & Data Collection
 - o Continue data collection (gender, age, race), analysis, and reporting to provide benchmarking measurements for measuring progress (ie. traffic stops, street checks/regulated interactions).
 - o Incorporate data collection and related questions in existing OPS research, surveys, and census projects.
 - o Identify EDI measurement tools and audits to measure progress of MYAP.
- 6. Engagement
 - o Ensure meaningful community-police engagement opportunities during the development, implementation, and monitoring of MYAP – focused on creating partnerships and collaborative action.
 - o Continue building trust and confidence in policing with communities who are most affected by focusing on community-police engagement and

outreach opportunities in OPS service delivery: events, programs, committees.

- Improve community engagement efforts at the neighbourhood level including with youth.
- Improve community-police response to critical incidents.

See Attachment #1: Draft MYAP Framework – to be completed with planning internal and external consultation this summer.

MYAP – Next Steps:

Following further internal and external consultation that will be carried out this summer, the first version of MYAP along with the implementation and monitoring plans will be available in early fall. In the meantime, some important foundational MYAP work will begin –Workforce Census, Diversity Audit, and development of OPS steering committee and community advisory team.

Ottawa Police Census –Third OPS Census to be Conducted in 2017

Work is already underway to hire an expert to conduct the third OPS census of its membership to identify the diversity and representation statistics of police members across the organization. This will be an important benchmarking tool and foundational step to allow for a diversity audit of the organization.

Diversity Audit – Expected to Begin Fall 2017

An experienced subject matter expert will be contracted to conduct a diversity audit to help inform and contribute to the MYAP development and implementation.

Goals of the Diversity Audit:

- To conduct a comprehensive organizational diversity audit to:
 - Provide benchmarking research data (qualitative and quantitative) to allow for comparisons, measurements, and evidence based decision making;
 - Identify obstacles or barriers and provide recommendations for improvement; and
 - Help inform the MYAP, design, consultation, implementation plans.
- To use the recommendations and learned experiences from this study to strengthen:
 - Equity, Diversity, and Inclusion within the OPS; and
 - Service to police and community members.

The diversity audit will include quantitative and qualitative methods to examine and review organizational culture, including but not limited to these main areas:

- Leadership and Governance including organizational vision, goals, business planning, communications, and performance measurement.
- Representation of diversity within the OPS workforce to determine if it reflects the diversity of the city we serve;
- Human Resources:
 - Outreach and recruitment through to hiring of staff;
 - Career development and promotions;
 - Training;
 - Performance review;
 - Transfers and retention; and
- Policies and Procedures including human rights and anti-discrimination policies.
- Service Delivery including deployment, community engagement, and partnerships.

It is expected that the external diversity audit specialist will be hired by summer and that the audit will be conducted between fall 2017 and fall 2018 – with involvement of both police and community members during the hiring/selection process and throughout the project.

The project will be managed by the Ottawa Police Service, Multi-Year Action Plan for Bias-Neutral Policing Project Team, which will be built on a significant community and police engagement and communications plan to ensure meaningful input and real change.

See Attachment 2: Diversity Audit Specialist – Draft Outline of Requirements.

CONSULTATION

Throughout this process we have continually engaged with the community, our own members, the Ottawa Police Association, Police Services Board, and the Ontario Human Rights Commission. We have valued their input; and going forward, their continued participation is critical to ensure there is a collaborative approach to developing, implementing, and monitoring MYAP.

The police service will continue working with key stakeholders and community partners, as well as new ones, in order to ensure meaningful outreach and consultation opportunities including:

- Stakeholder Meetings (June/July): Senior staff have met with a number of community groups/coalition in recent months and are grateful for their ongoing input and collaboration. An update and consultation meeting will be held with

these stakeholders ahead of the larger community sessions. Some of them have included:

- Ottawa Local Immigrant Partnership Network (OLIP) – Equity Project
 - National Council on Canadian Muslims (NCCM);
 - Justice for Abdirahman Coalition;
 - Somali Community Leaders Network;
 - Black Agenda Noir;
 - Community-Police Committees: COMPAC, GLBT Liaison, Youth Advisory Committee.
- Sessions (July – August): Four to five Partnership in Action consultation sessions will be held in neighbourhoods to promote wider community involvement. Similar sessions will be held to ensure member involvement.
 - “Road Show” Presentations/Meetings (July – September): A number of presentations will be made to various internal and external committees and networks.
 - Advisory Team (May – July): Create an external advisory team to advise and assist with the development of the MYAP, engagement and outreach planning, monitoring and performance measures, and implementation plan for MYAP.
 - OPS Committees (May – July): The creation of internal diversity committees will be explored to ensure coordination, implementation, and monitoring of MYAP. It will also support diversity leadership and champions.
 - Contact List & Web Page (May): Partnership in Action contact list and dedicated MYAP web page will be developed to support regular communications – including consultation opportunities, progress reports, and advisory committee work.

Board – Furthermore, Board members will play a key role in the consultation planning as well as the development of the Diversity Audit and the MYAP as this project moves forward. Regular updates will be provided to the Board and its relevant committees.

OPS Members – As with the Traffic Stop Race Data Collection Project, police members will be participants in all of these stakeholder events. As well, an internal engagement and awareness strategy is being developed to ensure there is member input into all of these discussions and processes including the Diversity Audit. Member awareness and support of this plan is recognized as being critical to its success.

A “call for applications” to join the new MYAP advisory team will be released during the week of May 29th, 2017. Online applications and other opportunities for MYAP involvement will be available at ottawapolice.ca/actionplan.

FINANCIAL IMPLICATIONS

Costs for bias-neutral policing initiatives have already reached over one and a half million dollars with the implementation of major projects over the last few years (Traffic Stop Race Data Collection Project, Gender Audit, Fair and Impartial Policing Program Training).

Current cost projections for the development of the Multi-Year Action Plan for Bias-Neutral Policing and carrying out the 2017 OPS Census and Diversity Audit will cost approximately \$500,000 (2017-2018).

A full estimate will be created as part of the development of MYAP. Costs for the multi-year plan will be monitored closely.

SUPPORTING DOCUMENTATION

Document 1: Draft MYAP Framework – to be completed with internal and external consultation this summer.

Document 2: Diversity Audit Specialist – Draft Outline of Requirements

CONCLUSION

The Ottawa Police Service is committed to developing and maintaining the trust of the community it serves by providing responsive, effective and equitable policing to all residents.

We recognize that biases exist in society and racial profiling has a negative impact on the communities we serve. As policing professionals, it's important to develop community-police partnerships and take action to address concerns about bias and racial profiling.

The development and implementation of the MYAP will focus on meaningful change – coordinated action towards professional and bias-neutral policing, building diversity leadership, and promoting a culture that values equity, diversity, and inclusion.