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# EVALUATION OF THE HUMAN RIGHTS PROJECT CHARTER

DIVERSITY INSTITUTE  
RYERSON UNIVERSITY  
FEBRUARY 2014



Ontario  
Human Rights Commission  
Commission ontarienne des  
droits de la personne





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## ACKNOWLEDGEMENTS

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A special thanks to members of the Advisory Committee for their guidance and suggestions:

- **Shaheen Azmi**, Director, Policy, Education, Monitoring & Outreach, Ontario Human Rights Commission
- **Dionne Cunningham**, Executive Advisor, Office of the Chief Commissioner, Ontario Human Rights Commission
- **Dr. Dhun Noria**, Member, Toronto Police Services Board
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## ABOUT THE DIVERSITY INSTITUTE

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Ted Rogers School of Management's Diversity Institute at Ryerson University undertakes research on diversity in the workplace to improve practices in organizations. We work with organizations to develop customized strategies, programming, and resources to promote new, interdisciplinary knowledge and practice about diversity with respect to gender, race/ethnicity, Aboriginal peoples, abilities and sexual orientation.

We collaborate with industry, government, not-for-profits and academics to:

- Research existing practices and evaluate programs;
- Explore barriers to full participation in the workplace;
- Develop fact-based policies and programs to help organizations attract, motivate, and develop underrepresented groups; and
- Provide customized training to support the development of diversity strategies.

Using an ecological model of change, the Diversity Institute is driving social innovation across sectors. Our action-oriented, evidence-based approach is advancing knowledge of the complex barriers faced by underrepresented groups, leading practices to effect change, and producing concrete results.



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# ABOUT THE PROJECT CHARTER PARTNERS

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**Ontario  
Human Rights Commission**  
**Commission ontarienne des  
droits de la personne**

## ONTARIO HUMAN RIGHTS COMMISSION

The Ontario Human Rights Commission works to end discrimination and to promote and advance human rights in Ontario by developing public policy on human rights; conducting public interest inquiries; intervening in proceedings at the Human Rights Tribunal of Ontario (HRTO) or in the courts; initiating its own applications at the Tribunal; providing public education; and by bringing people and communities together to help resolve issues of "tension and conflict."



## TORONTO POLICE SERVICES BOARD

The Toronto Police Services Board is a seven member civilian body that oversees the Toronto Police Service, Canada's largest municipal police service. As defined in Section 31 of the *Police Services Act*, the primary role of the Board is to establish, after consultation with the Chief of Police, overall objectives and priorities for the provision of adequate and effective police services in the City of Toronto.



## TORONTO POLICE SERVICE

The Toronto Police Service is the City of Toronto's municipal police service. It is committed to being a world leader in policing through excellence, innovation, continuous learning, quality leadership, and management. The Toronto Police Service is committed to delivering police services which are sensitive to the needs of our communities, involving collaborative partnerships and teamwork to overcome all challenges. Members of the Toronto Police Service take pride in what they do and measure their success by the satisfaction of their members and their communities.

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# EXECUTIVE SUMMARY

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## THE PROJECT

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In 2007, following several race-based human rights complaints, the Ontario Human Rights Commission (OHRC or “the Commission”) required many public interest remedies as part of a proposed settlement with the Toronto Police Services Board (the Board) and the Toronto Police Service (the Service). In order to address the increasing number of public interest remedies, and to capitalize on ongoing efforts addressing human rights concerns, the Board and the Service, in partnership with the Commission, launched the Human Rights Project Charter (Project Charter) in May 2007. The Project Charter continued for three years and aimed to apply a human rights lens to all aspects of policing.

In December 2010, Ted Rogers School of Management’s Diversity Institute at Ryerson University was contracted to evaluate the Project Charter. The evaluation was suspended in April 2011 due to financial constraints, and it resumed in March 2012.

This report provides an assessment of the Project Charter’s implementation. Specifically, it outlines the purpose and context of the Project Charter and its evaluation, provides a description of the methodologies used to assess its impact, outlines the findings from the review of the Project Charter’s four main sections, and offers overall conclusions and recommendations moving forward.

## THE PROJECT’S OBJECTIVES AND PURPOSE

The Project Charter, a unique three-year project, was collaboratively designed and drafted by the three partners. It aimed at ensuring that the principles of the Ontario *Human Rights Code* were interwoven in Service Governance, procedures, and services, while also developing a new collaborative approach between the Board (which oversees the Service), the Service, and the Commission. The Project Charter identified two specific goals:

1. The identification and elimination of any discrimination that may exist in the employment policies of the Toronto Police Services Board and the practices of the Toronto Police Service that may be contrary to the Ontario *Human Rights Code*.
2. The identification and elimination of any discrimination that may exist in the provision of policing services by the Toronto Police Service to the residents of the City of Toronto that may be contrary to the Ontario *Human Rights Code*.

The Project Charter outlined a series of human rights issues and corresponding initiatives in four general areas: Public Education; Recruitment, Selection, Promotion, and Retention; Accountability; and Learning. The Project Charter’s unique collaborative approach aimed at creating sustainable, lasting change. Although this major initiative ran from May 2007 to 2010, many of its implementation efforts are ongoing.



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## METHODOLOGY OF THE EVALUATION

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The Diversity Institute's evaluation aimed to assess:

1. Was the Project Charter a success?
2. Did the Project Charter really do what it set out to do?
3. Did it make a difference? Why or why not?
4. Lessons learned and suggestions for improvement.

The scope of the evaluation was limited to a review of existing data, processes, interviews with Project Charter stakeholders, and a media analysis. Evaluation and measurement were not built into the design of the program or collected for many elements, making the assessment of the Project Charter and its impacts difficult. Some elements of the program are still in the process of implementation or have not been implemented. Moreover, apart from the interviews with Project Charter stakeholders and media analysis, no additional empirical data were collected as this was not within the scope of the Project Charter.

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## CONCLUSIONS

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Based on rigorous analysis of available data and processes, interviews with Project Charter stakeholders, as well as media analysis, we have drawn the following conclusions.

### WAS THE PROJECT CHARTER A SUCCESS?

The Project Charter was successful in spearheading a unique collaborative approach to addressing human rights issues in policing. The Project Charter acted as a catalyst to the Service's ongoing efforts to combat discrimination. The Project Charter has helped influence discussions and efforts of human rights and policing in Canada and has created a new, integrated approach to organizational change. In the wording of one interview respondent:

*Overall, my opinion with respect to the Project [Charter] is that this was an essential first project to open the door that was never opened before.*

### DID THE PROJECT CHARTER REALLY DO WHAT IT SET OUT TO DO?

There was evidence that many of the components of the Project Charter were implemented as planned and met their targets. Some elements are still being implemented, while others were deferred due to financial constraints. In some cases, Project Charter components may have been implemented, yet there was insufficient information to allow for evaluation. In other instances, we had no evidence of whether or not they were undertaken.

### DID IT MAKE A DIFFERENCE?

During the period of the Project Charter, there was evidence of continued progress towards the two overarching goals of reducing discrimination within the Service and in its interactions with the community. For example, there was evidence

of positive changes in workplace culture and environment, and significant progress in the area of human resources (e.g., increased attraction of diverse groups to civilian positions; increased proportion of female applicants achieving senior level uniform positions). Community surveys also indicated improvements in the perception of the Service in relation to human rights and its sensitivity to different cultures, although these surveys did not allow for analysis of perceptions among specific groups. While it is reasonable to assume that some elements of the Project Charter contributed to the progress towards overall goals, in many cases there is no evidence that provides a direct link between specific initiatives/strategies and overall outcomes. At the same time, a number of other ongoing initiatives that were not part of the Project Charter may also have contributed to progress. Critical elements known to be influential in creating inclusive environments and service delivery may have been assumed in the Project Charter without necessarily being defined in its

objectives, such as governance and leadership. For example, there is evidence to suggest that the leadership of the three partner organizations helped drive the formation of the Project Charter's progress in certain areas.

## LESSONS LEARNED

- The Project Charter broke new ground in addressing issues of discrimination within policing.
- Many elements of the Project Charter were unique and may be considered leading practices.
- Contextual factors, such as strategic commitment and the leadership of all three partners were critical in driving the Project Charter and cultural change, but these factors were not explicitly addressed, nor can they be easily measured.
- Built-in evaluation mechanisms are needed for all future projects and initiatives.

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## RECOMMENDATIONS

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- Improve diversity- and human rights-related internal and external data collection and analysis.
- Continue to strengthen human resources processes.
- Focus on behavioural change in training and on specific issues such as racial profiling.

- Focus additional attention on strategy and organizational sustainability.
- Ensure that future change projects build in evaluation and a strong logic model in the plan.

A full list of recommendations can be found on page 43.



# INTRODUCTION

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## PURPOSE OF THE EVALUATION

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The Human Rights Project Charter (Project Charter) was initiated in 2007 with the aim of ensuring that the principles of the Ontario *Human Rights Code* were interwoven in Service Governance, procedures, and services while developing a new collaborative approach between the Toronto Police Services Board (the Board), the Toronto Police Service (the Service), and the Ontario Human Rights Commission (OHRC or “the Commission”). The Project Charter identified two overall goals:

1. The identification and elimination of any discrimination that may exist in the employment policies of the Toronto Police Services Board and the practices of the Toronto Police Service that may be contrary to the Ontario *Human Rights Code*.
2. The identification and elimination of any discrimination that may exist in the provision of policing services by the Toronto Police Service to the residents of the City of Toronto that may be contrary to the Ontario *Human Rights Code*.

The Project Charter outlined a series of human rights issues and corresponding initiatives in four general areas: Public Education; Recruitment, Selection, Promotion, and Retention; Accountability; and Learning. The Project Charter’s unique collaborative approach aimed at creating sustainable, lasting change. Although this major initiative ran from May 2007 to 2010, many of its efforts are ongoing.

Ted Rogers School of Management’s Diversity Institute at Ryerson University was contracted to evaluate the Project Charter in December 2010. The evaluation was suspended in April 2011 due to financial constraints, and it resumed in March 2012. The evaluation aimed to assess:

1. Was the Project Charter a success?
2. Did the Project Charter really do what it set out to do?
3. Did it make a difference? Why or why not?
4. Lessons learned and suggestions for improvement.

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# THE HUMAN RIGHTS PROJECT CHARTER

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## CONTEXT OF THE PROJECT

The genesis of the Project Charter occurred within the context of issues around profiling and in particular racial profiling. Prior to the advent of the Project Charter, the Board and the Service were dealing with a number of issues, for example “Driving While Black,” the use of lethal force against individuals suffering from mental illnesses, and the use and collection of race-based statistics. In order to address these issues, the Board and the Service spearheaded a number of human rights-related policies<sup>1</sup> and initiatives.

In many instances, issues of profiling manifested themselves in the form of several high profile human rights complaints filed under the Ontario *Human Rights Code*. Until the change of its mandate in 2007, the OHRC had been actively engaged in handling and litigating such human rights complaints against police organizations. As the largest municipal police organization in Ontario, the Board and Service received the highest number of complaints filed against a specific police service, with racial discrimination allegations representing the largest component of these complaints. As the focus of interaction was on complaints, an adversarial relationship became the norm between the OHRC and the Board and Service. Communications were focused on resolution of complaints, with the Commission aiming to obtain public interest remedies, which the Board and the Service argued were often unnecessary, misguided, or likely to be ineffective,

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<sup>1</sup> E.g., “Search and Detention of Transgender People,” “Police Attendance at Location Occupied Solely by Women in a State of Partial or Complete Undress, Community Consultation Policy.”

given the Service's self-directed changes. Many complaints were stalled in litigation.

A change in leadership of both the Board and the Service in 2005 led to greater efforts to proactively address issues of diversity and concerns of profiling, and specifically racial profiling. Although these issues manifested themselves in different ways, the crux of the matter was the provision of bias-free police services externally and access to equitable employment opportunities internally. It was acknowledged that targeted initiatives and efforts were required in order to identify and address the systemic barriers preventing bias-free service provision and delivery. Such efforts, spearheaded by the Board and the Service, included the development of a new Diversity Management Unit, which remains the country's sole full-time staffed diversity unit (whose primary mandate is to develop a more diverse and inclusive workplace), the execution of three Service-wide Employment Systems Reviews, the implementation of various internal mentoring programs, the strengthening of the Community Consultative process and membership criteria, and the implementation of a series of education and training initiatives. At the same time, based on proposed legislative changes, the OHRC's mandate changed from handling individual public complaints to focusing on preventing discrimination by employing systemic intervention tools, such as policy development and promotion, education, training, organizational development, and legal intervention in the public interest. This changing context led to discussions between the Board, the Service, and the OHRC aimed at identifying a fresh and collaborative approach to

holistically addressing discriminatory practices and human rights concerns with the Service.

These ongoing efforts culminated in May 2007 with the launch of the Project Charter, which announced a partnership between the Board, the Service, and the OHRC. This unique three-year project aimed at ensuring that the principles of the Ontario *Human Rights Code* were interwoven in Service Governance, procedures, and services. The Project Charter itself was collaboratively designed and drafted by the three partners with the heads of each of the three organizations directly overseeing negotiations. The agreement called for each partner to collaboratively work on multi-stakeholder committees to identify human rights issues and concerns, identify strategic interventions, and advise on the implementation of these interventions. The agreement also called for the heads of each of the organizations to meet regularly on a Sponsors' Committee to give input and oversee the entire project.

Through this project, a new organizational change approach and a number of innovative interventions have been established as a standard for other policing organizations both nationally and internationally. The Toronto Police was the first Canadian policing service to have conducted a comprehensive, holistic review of its policies, procedures, and practices with a human rights lens, and the first to enter a collaborative, lasting relationship with internal and external partners aimed at eliminating discrimination and addressing human rights issues such as profiling. This collaborative approach is unique in Canada and perhaps the world, and has laid the groundwork for similar projects elsewhere, including the Windsor Police Service and Ontario's

Ministry of Community Safety and Correctional Services' human rights projects.

However, social systems are complex, and multiple factors at the organizational and societal level may have affected both the implementation and observation of Project Charter initiatives. For example, at the end of the Project Charter, challenges such as the G20 Toronto summit and municipal budget constraints may have shifted the strategic priorities of the Service and diverted resources and personnel from Project Charter initiatives.

Furthermore, it is important to note that although the Project Charter ran from 2007 to 2010, activities during this time consisted mainly of identifying issues and strategies, conducting consultation sessions, and setting the stage for implementation. Although some human rights initiatives were ongoing prior to 2007, targeted implementation of many Project Charter initiatives began in early 2010.

## **SITUATING THE PROJECT: DIVERSITY AND THE CITY OF TORONTO**

The Project Charter's objectives, to eliminate discrimination within the Service and in the provision of policing services, are informed and situated within Toronto's uniquely diverse population. With 51% of Toronto residents born outside of Canada, over 160 languages spoken, 230 different ethnic origins, and a wide array of cultures comes a unique set of challenges with respect to policing (City of Toronto, 2012, 2013). The Board and the Service face the task of ensuring that Toronto's diversity is represented within the Service's ranks while also striving to serve the varying linguistic, cultural, racial, ethnic,

and gender-based needs of these numerous communities. Positioning the Project Charter and its objectives within this environment is essential to providing a holistic understanding of the Project Charter's origins, implementation, evaluation, and ongoing challenges.

## **POLICE CULTURE: AN OVERVIEW**

Policing has traditionally been associated with a masculine, heterosexual, paramilitary organizational culture (Loftus, 2008; Myers, Forest & Miller, 2004; Rumens & Broomfield, 2012). Police culture, which is comprised of a complex system of values, attitudes, and beliefs adopted by members with respect to their job, is known to be resistant to change, especially relating to human rights and diversity (Spasic, 2011). This has led to a long history of issues relating to discrimination, harassment, and stigma against minority groups in policing, as well as a lack of organizational understanding of the complex dynamics of gender, race, disability, creed, and sexual orientation, both within policing services and in their interactions with communities.

In the last decade, the dominant policing ideology shifted away from the crime-fighter model toward a community policing approach to better address the needs of a democratic society (McElhinny, 2003). In light of this shift, many police services have recognized the importance of diversity in policing and have made concerted efforts towards becoming more sensitive to human rights issues and more representative of the increasingly diverse populations they serve.

Creating a representative, inclusive police service that applies a human rights lens to its operations is not only essential for policing services to build

trust with the communities it serves, but is also required by law. Adhering to human rights and diversity in policing is a formalized requirement, as stipulated by the *Police Services Act* (PSA). For example, Section 1 of the PSA requires police services in Ontario to be in accordance with “the need for sensitivity to the pluralistic, multiracial and multicultural character of Ontario society” and “the need to ensure that police forces are representative of the communities they serve” (*Police Services Act*, R.S.O., 1990, c. p. 15, s.1).

Significant progress has been made in recent decades, however, barriers and resistance towards the new diversity landscape in policing remain prominent, and the pace of change is slow (Loftus, 2008; Rabe-Hemp, 2008; Sklansky, 2006). Segments of Toronto's uniquely diverse population – including women, racialized persons,<sup>2</sup> lesbian, gay, bisexual, transgender, and queer (LGBTQ) people, Aboriginal peoples, and persons with disabilities – continue to face formidable barriers to careers or promotions in police organizations (e.g., Loftus, 2008; Schulze, 2010; Walters, Hardy, Delgado, & Dahlmann, 2007). The scale of change needed for sustainable cultural shifts in policing is unparalleled, as it requires organizational, structural, and philosophical changes to the way police services do business (Rogers & Gravelle, 2012).

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2 The Ontario Human Rights Commission (2013) considers “racialized person” the preferred term when it is necessary to describe people collectively. Although this term may mask important differences between racialized groups, it expresses race as a social construct rather than as a description based on perceived biological traits (expressed through terms such as “racial minority,” “visible minority,” “person of colour,” or “non-White”).

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## THE BENEFITS OF DIVERSITY IN POLICING

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Compliance with the *Human Rights Code* and the *Canadian Charter of Rights and Freedoms* is the law. All organizations, including police services, must abide by the requirements they set out. Through these efforts, it has become evident that recognizing and promoting diversity within organizations and society is an essential element of human rights fulfillment. In addition, it has become clear that diversity goals not only promote human rights fulfillment, but also act as essential components to the effective operations of organizations in an increasingly diverse society. There is an overwhelming 'business case' for diversity, which supplements the human rights case. This 'business case' for diversity has been discussed extensively in both academic and non-academic literature, and promotes five organizational and competitive benefits to effectively managing diversity within the police workforce.

### OVERCOMING THE SKILLS SHORTAGE AND WAR FOR TALENT

Continuing to adapt to Toronto's changing demographics ensures the Service is positioned to compete for the City's top talent. Having diverse members in all ranks of the Service helps to shape career aspirations within communities traditionally underrepresented in policing, further developing the pipeline.

### RESPONDING TO INCREASINGLY DIVERSE MARKETS

Individuals from diverse backgrounds bring with them a wealth of skills, including languages,

experiences, and cultural competencies, which are necessary to building a strong foundation for the Service's community-policing initiatives. Diversity increases the effectiveness of policing services and helps to promote and reinforce public perceptions of the Service's legitimacy in the communities it serves (Haddad, Giglio, Keller, & Lim, 2012).

### INCREASING INNOVATION AND CREATIVITY

Research demonstrates that multiple perspectives provide better and often more creative solutions due to differences in skills, perceptions, attitudes, and life experiences (Gardenswartz & Rowe, 1998; Lee & Chon, 2000). A diverse workforce helps the Service create effective, innovative solutions, and benefits community outreach, trust, and rapport.

### INCREASING EMPLOYEE SATISFACTION

Valuing diversity within the Service can significantly impact employee satisfaction rates (Tracey & Hinkin, 2008), which are associated with higher rates of retention, lower stress, increased levels of employee loyalty, lower absenteeism rates, better performance, and increased productivity (Grensing-Pophal, 2001; Kandola, 1995).

### MITIGATING LEGAL AND REPUTATIONAL COSTS

Successfully managing diversity can help the Service to mitigate risk in terms of legal costs and reputational damage (Devine, Baum, Hearn, & Devine, 2007; Miller & Triana, 2009).





# METHODOLOGY

The scope of the evaluation was focused on the strategies and initiatives defined in the Project Charter rather than an overall assessment of human rights in the Service. This evaluation was of the specific components of the Project Charter aimed at enhancing human rights, and did not evaluate the Service's human rights performance overall.

The evaluation was limited to a review of existing data, processes, interviews with Project Charter

stakeholders, and a media analysis. Evaluation and measurement were not built into the design of the program or collected for many elements; the assessment of the Project Charter and its overall impacts was challenging. Some elements of the program are still in the process of implementation or have not been implemented. Moreover, apart from the interviews with 46 Project Charter stakeholders and media analysis, no additional empirical data were collected.

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## DOCUMENT REVIEW

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**Phase I**, from March 2012 to December 2012, consisted of an evaluation of the four Project Charter sections (Public Education; Recruitment Selection, Promotion, and Retention; Accountability; and Learning), which entailed

approximately 75 information requests sent to Board and Service members, and subsequent review and analysis of received documents. The Service's initiatives were identified and analyzed to assess their outcomes and impact.

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## INTERVIEW ANALYSIS

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**Phase II**, from December 2012 to March 2013, consisted of interviews conducted with 46 Project Charter participants and key stakeholders, including 33 internal members (uniform and civilian Service members from all ranks, Board members, and OHRC members) and 13 community members likely to be aware of the Project Charter. A list of suggested interviewees was provided by the Diversity Management Unit and the OHRC, with additional names suggested by the Diversity Institute and approved by the Advisory Committee. The majority of interviews

were conducted over the phone, while nine were conducted in person. Participants were asked open-ended discussion questions regarding the Project Charter, as well as issues relating to the Service, diversity, and human rights more generally (see Appendix F). Data was transcribed by a third party and underwent comprehensive coding and analysis by Ryerson University researchers using the qualitative data analysis software NVivo. Key themes and issues that emerged can be found in Appendix A.

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## MEDIA ANALYSIS

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**Phase III**, from April 2013 to August 2013, consisted of a high-level media analysis to assess changes in media coverage of discrimination, human rights issues, and the Service. Analysis was conducted on four major Toronto daily print newspapers with the highest weekly readership rates<sup>3</sup> (the *Toronto Star*, *The Globe and Mail*, the *National Post*, and the *Toronto Sun*) (see Table B1 on p. 62), as well as three specialty local newspapers identified by Project Charter partners (*Share News*, *Xtra!*, and *Now Toronto*).

The analysis of three primary newspapers, the *Toronto Star*, *The Globe and Mail*, and the *National Post*, was conducted using the Canadian

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3 As determined by the Newspaper Audience Databank's 2011-2012 Readership Study (NAD, 2013).

Newsstand Complete (ProQuest) electronic database from January 1, 2002 to December 31, 2012. Collected articles were coded for relevance, yielding a sample of 568 relevant articles. Data for the *Toronto Sun* was only available through its website archive, limiting available data to the timeframe of 2009 to 2013. Collected articles were coded for relevance, yielding a total of 20 relevant articles. Data for *Share News*, *Xtra!*, and *Now Toronto* was collected through each newspaper's website archive for the 2009 to 2012 period, due to limited data availability. Collected articles were coded for relevance, yielding a total of 50 relevant articles.

Themes and trends resulting from the analyses can be found in Appendix B.

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## PRACTICES IN OTHER POLICE ORGANIZATIONS

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**Phase III** also consisted of compiling publicly available data on anti-racism and human rights initiatives of 48 Canadian and international police organizations. Keyword searches (e.g., diversity, inclusion, equity, etc.) were used to identify practices, and targeted Internet searches were

used to find industry and sectoral reports as well as other documents. A full list and explanation of organizations included in the analysis can be found in Appendix C. A comprehensive academic literature review on diversity issues within policing was also initiated during this phase.

# EVALUATION OF THE PROJECT CHARTER'S SECTIONS

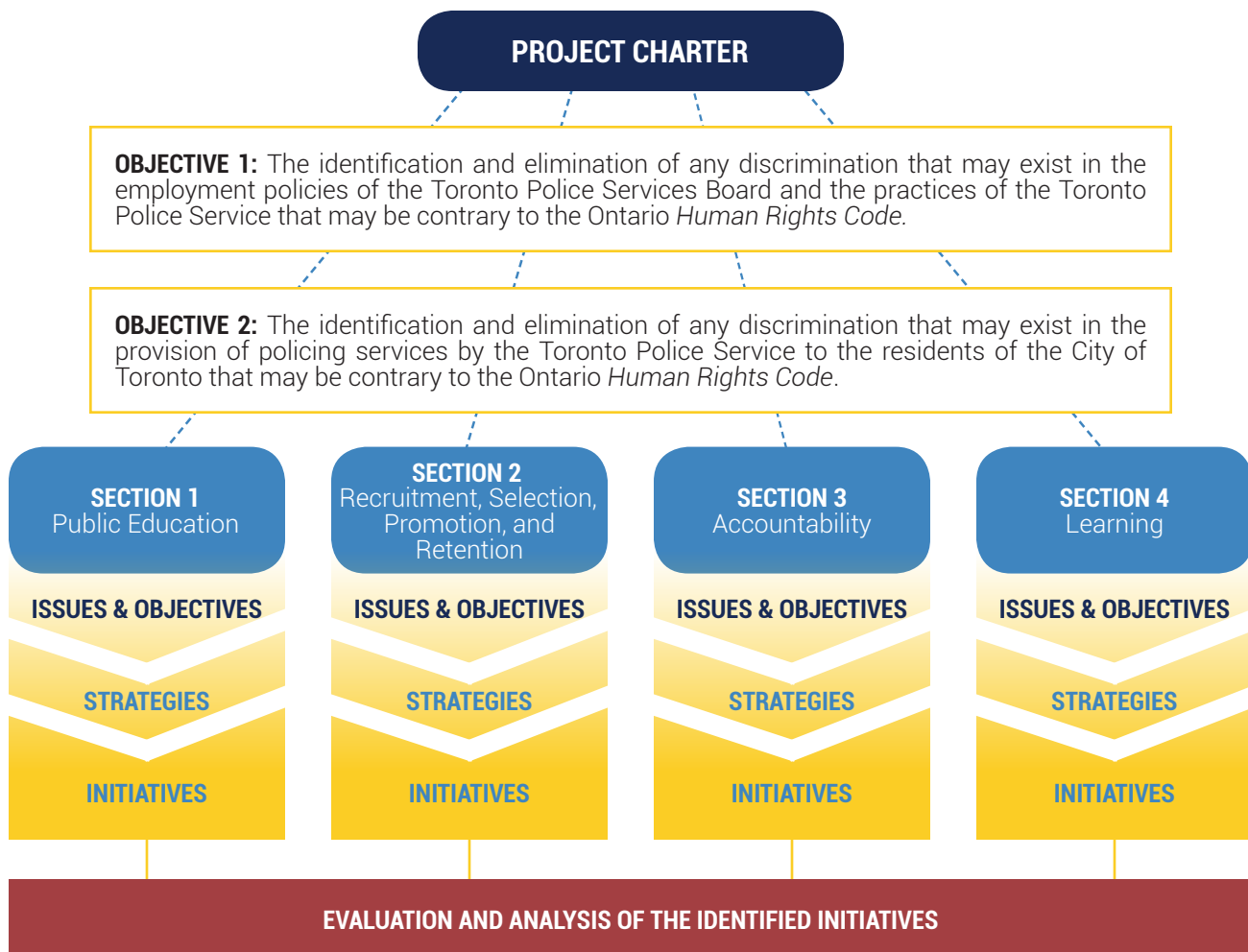
The following evaluation of the Project Charter's sections drew mainly on findings from the document review and was supplemented by data discerned from interviews.

The Project Charter included four sections: Public Education; Recruitment, Selection, Promotion and Retention; Accountability; and Learning. Within each of these four sections, the Service identified issues and created several objectives and corresponding strategies to fulfill its goal of

eliminating discrimination internally and externally. The Diversity Institute's evaluation was restricted to the aforementioned elements as defined in the Project Charter (see Diagram 1).

In its analysis, the Diversity Institute found evidence of initiatives that had been undertaken by the Service to fulfill its stated objectives. The identified initiatives were then analyzed to assess their outcome and impact.

**DIAGRAM 1: BREAKDOWN OF THE PROJECT CHARTER**





# SECTION 1

## PUBLIC EDUCATION

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### OBJECTIVE 1.1

Ensure where appropriate that all Service communications (language and messaging) reinforce human rights and anti-racist themes.

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**TPS STRATEGY 1** Determine what communications platforms within the Service are required to address this strategy. When and where is the appropriate opportunity to communicate and thus reinforce human rights and anti-racist themes?

#### INITIATIVES IDENTIFIED<sup>4</sup>

- 2009: Distributed community paper insert (“Media Insert”) promoting the Service’s human rights projects and commitment.
- 2010: Drafted Language Reference Guide to outline appropriate human rights and anti-racist language.
- Ongoing: Corporate Communications Unit reinforces human rights and anti-racist themes in internal and external communications (e.g., weekly stories in News Releases section on website).

**TPS STRATEGY 2** Communicate appropriate human rights and anti-racist language to all Service members to facilitate a better understanding of the Project Charter.

#### INITIATIVES IDENTIFIED

- 2009: Initiated consultations with Black and LGBT Community Consultative Committees to examine appropriate human rights and anti-racist language.
- 2010: Communicated changes to human rights language expectations to members through a Routine Order.
- 2013: Expected to re-develop Language Reference Guide into a Workshop on “Developing Inclusive Communications with Diverse Communities,” a practical guide that will be provided electronically to all members.

**TPS STRATEGY 3** Develop a Service mission statement on language and Service policy that defines appropriate language, usage, training, and education.

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<sup>4</sup> The Project Charter ran from 2007 to 2010. During this time, activities consisted mainly of identifying issues, strategies, and implementation plans. Therefore, many of the Project Charter’s initiatives were officially implemented in the years following the Project’s formal completion.

## INITIATIVES IDENTIFIED

- 2009: Updated Corporate Communications Mission Statement on Service website.

**TPS STRATEGY 4** Enhance the promotion of human rights events that occur internally within the Service and externally within the community.

## INITIATIVES IDENTIFIED

- 2009: Created “Toronto Police Service Diversity Celebrations Log” to record human rights events.
- 2010: Held an event celebrating the completion of the Project Charter.
- 2010: Held a Team Appreciation event for members involved in the Project Charter.
- Ongoing: Participates in hundreds of parades and community events annually.

## SUMMARY OF FINDINGS

- Inclusive language is increasingly prioritized in the Service’s internal and external communications, and some mechanisms are in place to ensure language change is sustainable.
- The Language Reference Guide and related training has yet to be finalized and implemented, and evaluation strategies to track short- and long-term progress in the Service’s use and adoption of appropriate language are still needed.
- The Service attends numerous cultural and religious events annually, but we cannot fully assess the outcomes or impact of this, as data is not systematically collected.
- Overall, it appears that a human rights and anti-racist lens is applied to many of the Service’s communications.

## ANALYSIS OF INITIATIVES IDENTIFIED

There is evidence that appropriate bodies, including the Corporate Communications Unit, have incorporated inclusive language precepts and a human rights lens across departments within the Service. For example, human rights and anti-racist language precepts have been incorporated into training modules delivered to Service members, including the 2013 Workshop on “Developing Inclusive Communications with Diverse Communities.” A Language Guide has been drafted and has undergone several revisions. A finalized version, along with requisite training, is expected to be completed by late 2013. A practical guide is also expected to be provided electronically to all members.

Once internal evaluation strategies to assess the Service’s use and adaptation of human rights and anti-racist language are implemented, it will be possible to assess members’ awareness and use of appropriate language.

The Service attends or contributes to hundreds of diversity events annually, a trend that began prior to the Project Charter. Evidence from interviews indicates high levels of internal and community awareness of the Service’s involvement in human rights initiatives. In 2009, these events were tracked in the Toronto Police Service Diversity Celebrations Log, though streamlined recording was not continued in subsequent years. Central tracking of the Service’s involvement at human rights-related events may be an effective way to identify areas needing increased attendance, to highlight communities requiring more targeted recruitment, and to mitigate reputational costs.

Feedback loops and evaluation methods to measure the efficacy of improved communication platforms have yet to be implemented as complementary Project Charter strategies. Mechanisms are also required to ensure that a human rights lens is sustainable, streamlined, and applied to all internal and external communications.

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## OBJECTIVE 1.2

Ensure individuals with no access to conventional communication tools are being reached.

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**TPS STRATEGY 1** Identify the individuals and/or groups that have limited/no access to police information systems, and develop effective, efficient, and economical platforms to serve these individuals and/or groups.

### INITIATIVES IDENTIFIED

- 2009: Held discussions with OHRC staff and identified groups without access to Service communications (i.e., the homeless and marginally housed community, persons with disabilities, and sex trade workers).
- 2009: Took initial steps to create the “Homeless Strategy” by connecting and meeting with the City of Toronto Shelter, Support, and Housing Administration Division to share information and discuss opportunities.
- Ongoing: Divisional Police Support Unit continues to connect with a number of community organizations to serve these communities (i.e., the Board’s Mental Health sub-committee, Police Hospital Liaison Committee including the Centre for Addiction and Mental Health, etc.).
- Ongoing: Service is working toward providing a fully accessible website compliant with the AODA. It currently provides alternative formats for documents and publications.

### SUMMARY OF FINDINGS

- Consultation with the OHRC on human rights-related issues has improved, allowing the Service to begin assessing the needs of underserved communities.
- Effective and efficient platforms to improve the homeless community’s communications with the Service remain underdeveloped.

### ANALYSIS OF INITIATIVES IDENTIFIED

There was limited information to identify and analyze communities with limited access to conventional communication tools. Conducting a systematic analysis of formal methods to identify and reach these individuals will help ensure this objective is met. Integrating feedback loops and evaluation methods will also assist in measuring the efficacy of improved communication platforms.



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## OBJECTIVE 1.3

Ensure that Community Consultative Committees (CCCs) are representative of the communities they serve, promote inclusiveness, and maximize opportunities to support human rights both within the Service and in the community.

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**TPS STRATEGY 1** Include a human rights and anti-racist mandate with all CCCs by creating a learning exchange and enhancing the bond between the Service and the community, and by providing knowledge to equip members of these committees with the resources that will allow them to fulfill their mandate.

### INITIATIVES IDENTIFIED

- As of 2012: Supported 15 Community Police Liaison Committees (CPLCs) and 8 CCCs (e.g., Muslim CCC, Aboriginal CCC, and Black CCC, etc.) by participating in monthly meetings, town hall meetings, and a wide array of initiatives.
- 2013: Collected and published results of CCC and CPLC Membership Demographic Survey, conducted by the Diversity Management Unit to assess the representativeness of these committees.

**TPS STRATEGY 2** Conduct a formal review of CCCs' structures that is specific to human rights and anti-racism. Identify and implement interventions within the timeline of the Project Charter, i.e., review which committees exist and

should exist (e.g., Human Rights and Anti-Racism CCC), identify human rights and anti-racist roles and responsibilities to build into the mandate, seek the constitution of committees that fulfill these roles, and provide necessary training and support.

### INITIATIVES IDENTIFIED

- Took initial steps to conduct a formal review of CCCs' structures by:
  - Revising Community Consultation and Volunteer Manual in 2011.
  - Integrating human rights-related goals and objectives into their mandate.
  - Analyzing feasibility of creating both a Disability CCC and a Human Rights and Anti-Racism CCC (deemed not feasible).
- Holds annual Community Police Conference for all community and uniform members of CCCs.

### SUMMARY OF FINDINGS

- The number and scope of formalized community engagement initiatives (i.e., CCCs, CPLCs, and CACs) has improved, and the

Service's support for community engagement groups remains strong.

- We could not fully assess this objective because the planned survey (measuring community perceptions of the role and effectiveness of CCCs) has yet to be administered. Similarly, instruments to ensure that CPLCs are fully representative of the communities they represent (i.e., Division) are still needed.

## ANALYSIS OF INITIATIVES IDENTIFIED

It is evident that the Service provides strong institutional support for CCCs, as demonstrated by the wide range of chartered committees responding to the needs and concerns of eight of Toronto's diverse communities. Evaluation of processes and interview results indicate that the Service places high priority on CCCs. Some training and support for CCCs is available, such as the annual conference. More data on response rates, attendance data, and conference feedback would be helpful to more fully assess the outcome.

Interview findings also reveal that although CCCs are largely representative of the communities they serve, there is a need for increased consultation and collaboration with these communities, as well as improvements to the consultative processes and structures currently in place. Community members expressed concern over the absence of community consultation generally, and CCC consultation specifically. As one community member expressed:

*I thought, in my mind, the stakeholders would be the community because the police [provide] services ... to the community members. Isn't it logical that the study, that the Project Charter, should also include more involvement or participation from the community members? (p. 58)*

Interview results indicate community members were concerned with the Service's relationship with the Black community and individuals with mental illness (see pp. 52-53). As one male community member noted:

*I've seen very little positive impact on how young people, in general, and young Black males, in particular, feel about the police and experience policing in this city (p. 53).*

Several Service and community members perceived the Service's relations with the community as generally limited, and steps to improve communication with underrepresented and marginalized groups were perceived as a public relations initiative, rather than a long-term sustainable effort.

Moving forward, a review of community engagement initiatives' structures and recruitment activities with a human rights lens is still needed. Finally, questions remain about engagement with communities outside of the CCC structure.

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## OBJECTIVE 1.4

Ensure that the Service website content reinforces human rights aims.

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**TPS STRATEGY 1** Conduct an analysis of the Service website from a human rights and anti-racist perspective and implement recommendations resulting from analysis.

### INITIATIVES IDENTIFIED

- The Corporate Communications Unit took steps to ensure that the Service website content reinforces human rights and anti-racist precepts. For example:
  - Published AODA information and a customer feedback form online.
  - Continuously reviews and edits online communications (e.g., news releases) for appropriate human rights and anti-racist language (e.g., for descriptions of suspects, missing persons, etc.).
  - Reviews Service website through a human rights and anti-racist lens.<sup>5</sup>

### SUMMARY OF FINDINGS

- It is evident that the Service's awareness of the need for accessible website content has increased.

### ANALYSIS OF INITIATIVES IDENTIFIED

Steps have been taken to increase the visibility of the Service's commitment to human rights and anti-racist precepts on their website through the Corporate Communications Unit's online news releases and the Service online newsletter *The Badge*.

Systems have been put in place to ensure that the Service's website structure is accessible as per AODA regulations, including providing alternative formats to documents and publications. Processes have also been put in place to ensure that the website reinforces human rights aims (e.g., ongoing consultation with the Commission regarding website structure and content). However, more information on the website analysis is needed in order to fully assess this objective.

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<sup>5</sup> Data discerned from Service key informant interviews.

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## OBJECTIVE 1.5

Ensure that the community and the Service are informed of the TPS' commitment to the issue of human rights.

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**TPS STRATEGY 1** Highlight and promote the Service's human rights and anti-racist initiatives, positive outcomes, successes, and education within the Service and the community (see also Objective 1.1).

### INITIATIVES IDENTIFIED

- 2009: Created the "Toronto Police Service Diversity Celebrations Log" to record human rights events.
- 2009-2010: Community consultations were held intermittently to improve policies and discuss issues, including the "Racially Biased Policing Community Forum" and "Racially Biased Policing – Trends and Progressive Solutions Conference."
- Ongoing: Undertakes various initiatives to strengthen relationships with traditionally marginalized groups (e.g., LGBTQ "Coffee with Cops" sessions held bi-monthly).<sup>6</sup>

**TPS STRATEGY 2** Request that the Board create a Human Rights and Anti-Racism Policy, which will be communicated internally and externally.

### INITIATIVES IDENTIFIED

- 2006: The Board approved the landmark "Race and Ethno-Cultural Equity Policy," which called for a wide range of human rights-related procedures to be developed across the Service, covering areas from Service Delivery, to Professional Conduct, to Supervision and Accountability.<sup>7</sup>

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<sup>6</sup> Data discerned from Service key informant interviews.

<sup>7</sup> Section 31(4) of the *Police Services Act* outlines the difference between policies and procedures in the context of the relationship between the Board and the Service. The Board establishes "Policies" which govern the structure and environment in which the Service functions, and which are broad directions for the

- 2010: The Board created the "Human Rights Policy and Accommodation Policy," which was communicated internally through Routine Orders and is posted on the Board's Intranet and Internet.

### SUMMARY OF FINDINGS

- Promotion of human rights and diversity events has increased since the onset of the Project Charter.
- Overall, steps have been taken to meet this objective, yet more work is needed to ensure that the community and Service are informed of the Service's human rights initiatives.

### ANALYSIS OF INITIATIVES IDENTIFIED

The Service's community engagements have increased. Service members attend numerous diversity-related events each year. Data gleaned from interviews indicates that internal participants were for the most part aware of the Project Charter and its progress, whereas community members were less aware.<sup>8</sup> Awareness of the Project Charter and its initiatives is critical for its long-term success.

Mechanisms to ensure consistent and long-term promotion of human rights and anti-racist events, positive outcomes, and successes (both internally and externally) would also benefit the Service. Furthermore, implementing feedback loops would enable the Service to assess the efficacy of community consultations in informing the community of the Service's human rights initiatives.

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Chief of Police. The Chief administers the day-to-day operations and policing functions of the Service by operationalizing Board policy, usually through Service procedures.

<sup>8</sup> Data discerned from Service key informant interviews.



# SECTION 2

## RECRUITMENT, SELECTION, PROMOTION, AND RETENTION

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### OBJECTIVE 2.1

Identify and address gaps with the Service's human resources data evaluation methods/systems to evaluate outcomes and issues with human rights initiatives. Establish a "baseline" by which future initiatives and activities can be assessed.

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**TPS STRATEGY 1** Develop a human resources policy for data collection, establishing who has access to the information, the purposes for which the information can be used, the reporting timelines, and TPS requirements (to members, stakeholders, and the public).

#### INITIATIVES IDENTIFIED

- Human Resources policy on data collection was deferred as it is a component of the planned Confidential Employee Database (CED) project, which was also deferred.

**TPS STRATEGY 2** Review existing data collection systems to determine the "gap" between the capabilities of current systems and the needs of the Project Charter (simultaneous with other Project Charter needs), i.e., complete a "gap analysis" between the specific needs of this project and the general needs of human resources and its ongoing initiatives. This process will help determine how human and technological systems can be used to address the identified gaps.

#### INITIATIVES IDENTIFIED

- Various individual Service units identified several systems that require amendments to meet the needs of the Project Charter.<sup>9</sup>

**TPS STRATEGY 3** Develop a Confidential Employee Database by conducting an annual electronic demographic survey of all current members. This database will generate data and reports related to diversity within the Service. TPS will also educate members regarding this survey and explain why it is being conducted.

#### INITIATIVES IDENTIFIED

- Developed a business case for a Confidential Employee Database, which included the submission of a proposal for an annual electronic demographic survey to strengthen current Human Resources Management System (HRMS)-driven data collection. The survey would collect additional identifiers (e.g., LGBTQ status) and allow for annual

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<sup>9</sup> Data discerned from Service key informant interviews.

updates by Service members.<sup>10</sup> However, the planned Confidential Employee Database and corresponding survey were not implemented due to financial constraints.

## SUMMARY OF FINDINGS

- Awareness of the need for improved data collection tools has increased and steps have been taken to improve these tools.

## ANALYSIS OF INITIATIVES IDENTIFIED

Limited information prevented an assessment of human resources-related data evaluation methods, the planned Confidential Employee Database, and the proposed annual electronic survey of members.

The Service has used and continues to use the Human Resources Management System (HRMS) to track diversity (gender, racialized persons, and Aboriginal status) at different ranks. It also collects partial demographic data at various recruiting events, as well as during hiring, promotions, and separations. However, streamlined data collection and analysis remains a problem.

For example, certain demographic characteristics are not captured by current metrics, including LGBTQ and disability status, while others are not mutually exclusive (e.g., current categories of 'Racial Minorities' and 'Persons of Mixed Race'). Accurately capturing these characteristics would enable the Service to identify groups facing barriers to advancement, assess their hiring and promotion trends, and reinforce a message of inclusivity within all of the Service's processes.

Another example of gaps in data collection is high nonresponse rates. Although the Service collects demographic data (e.g., racialized person status, Aboriginal status, and gender) during promotions and separations to determine trends in career aspirations, promotion opportunities, and reasons for leaving the Service, it is very difficult to analyze the data because current metrics often produce high nonresponse rates (e.g., the nonresponse rate for 'Racialized Person Status' when women applied for promotion to sergeant was 89.4% in 2005, and 89.5% in 2011). Revising current metrics, further conveying the importance of demographic data collection, assuring confidentiality, and fostering an environment conducive to disclosure would reduce nonresponse rates and improve data validity.

Implementing systematic, consistent data collection tools would significantly improve collection and analysis, and assist the Service in establishing a baseline. Publishing more detailed targets and data would also improve transparency and trust in the Service's human resources-related data evaluation methods, and help increase awareness within the workplace of barriers faced by diverse groups. While some diversity-related statistics are partially reported in Service publications (e.g., hiring statistics in the 2011 Service Performance Year End Report [2012]), many other diversity-related results remain unpublished.

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<sup>10</sup> Data discerned from Service key informant interviews.

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## OBJECTIVE 2.2

Identify and address gaps with respect to human rights and anti-racism issues in the work environment in order to create a workplace that is appealing to current and prospective members. As part of this effort, ensure that TPS-sanctioned activities (celebrations, etc.) are consistent with human rights and anti-racism.

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**TPS STRATEGY 1** Undertake a formal, inclusive design review of all Service systems and practices with a focus on the needs of the disabled, racialized and religious groups, women, and the LGBTQ community.

### INITIATIVES IDENTIFIED

- Took informal steps toward a formal inclusive design review, with specific efforts toward religious inclusivity, i.e., drafted procedures related to religious accommodation and created three e-learning modules (Sikh, Islam, and Hindu) in collaboration with the Toronto Police College.
- Ongoing: Undertaking initiatives to create an inclusive workplace (i.e., conducted three Employment System Reviews, created the Diversity Management Unit, facilitated Internal Support Networks).

**TPS STRATEGY 2** Review and promote human rights accommodation provisions, including but not limited to the Service's dress codes. Implement necessary changes identified in the inclusive design review.

### INITIATIVES IDENTIFIED

- 2011: Created a Workplace Accommodation (Medical) procedure to accommodate disabilities as defined under the *Human Rights Code* (also listed under Objective 3.1).
- 2012: Amended its existing Workplace Accommodation (Non-medical) procedure to include provisions relating to "gender identity" and "gender expression" (also listed under Objective 3.1).
- 2012: Amended the Board's Accommodation Policy.

### SUMMARY OF FINDINGS

- There has been an increased focus on implementing policies and learning frameworks targeted towards religious inclusion.
- Overall progress has been made to mainstream the importance of inclusivity across processes (e.g., Internal Support Networks, the Diversity Management Unit, etc.).

### ANALYSIS OF INITIATIVES IDENTIFIED

While informal steps have been taken by the Service, a formal inclusive design review has not yet been conducted due to financial and resource constraints, limiting the assessment of this objective.



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## OBJECTIVE 2.3

Identify and address gaps in recruitment policies, practices, standards, and measurements to ensure congruency with best practices in human rights and anti-racism, as well as the Service's goal of reflecting the community it serves.

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**TPS STRATEGY 1** Run focus groups in communities to identify barriers to application or hiring (e.g., reaching out to high schools).

### INITIATIVES IDENTIFIED

- 2008: Conducted three focus groups with women in diverse communities.

**TPS STRATEGY 2** Institute regular monitoring of the reasons for non-acceptance of applicants by conducting a formal review of all recruitment and selection processes from a human rights perspective. The Employment Unit should expand its current statistical and tracking processes to ensure that the reasons for rejection or acceptance at each stage of the process are tracked and reported.

### INITIATIVES IDENTIFIED

- Implemented processes to track applicant pools (who applied, who was successful, etc.).<sup>11</sup>

**TPS STRATEGY 3** Review processes and strategies by which members of the community (reflecting Toronto's diverse make-up) are mentored and guided toward careers in the Service.

### INITIATIVES IDENTIFIED

- 2008: Implemented Ambassador Program, drawing on current and former Service and Community Consultative Committee members to encourage diverse recruits.<sup>12</sup>

- Individual Candidate Mentoring in specific communities (e.g., LGBTQ community) during written and physical tests and the interview process.<sup>13</sup>
- Service recruiters' images and email addresses made available to encourage diverse recruits to address direct questions to assigned police officers as mentors.<sup>14</sup>

**TPS STRATEGY 4** Record reasons for non-acceptance to improve the effectiveness of recruitment and selection strategies (i.e., seeking out the finest applicants from diverse communities).

### INITIATIVES IDENTIFIED

- Engaged in targeted recruitment activities to attract women (specifically from Black, South Asian, Asian, and Aboriginal communities):
  - 2006: Recruiting imagery targeted female officers.
  - Conducted women-only physical training sessions (called "Physical Readiness Evaluation for Police" or PREP) to assist women applicants in preparing for physical testing, which intermittently focus on recruiting women from racialized communities (e.g., South Asian communities).
  - Attended gender-specific job fairs (e.g., National Women's Show).
  - Attended gender-specific education events (e.g., Young Women's Christian Association Information session).

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<sup>11</sup> It is important to note that the Service does not track applicant data at the pre-interview stage, as this process is handled by a third party.

<sup>12</sup> Data discerned from May 21, 2008 Board minutes.

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<sup>13</sup> Data discerned from May 21, 2008 Board minutes.

<sup>14</sup> Data discerned from May 21, 2008 Board minutes.

- Attended numerous cultural and religious events focused on overcoming cultural gender bias to increase female recruitment (e.g., Harry Jerome awards, Scotiabank Caribbean Carnival, 35th Annual Ahmadiyya Convention).
- Engaged in targeted recruitment activities to attract individuals from the LGBTQ community:
  - 2007-Ongoing: Holding General Information Sessions at the 519 Community Centre and participating in various community events.
  - Ongoing: Engaging in various recruitment efforts in LGBTQ community (e.g., Pride Toronto, Dyke March) and publishing advertisements in LGBTQ community newspapers.<sup>15</sup>
- Engaged in a number of targeted recruitment activities to attract other under-represented groups:
  - Implemented Ambassador Program in 2008, which drew on CCC members to assist in the recruitment of qualified candidates from diverse groups.<sup>16</sup>
  - Assigned recruiters to mentor prospective applicants of diverse backgrounds.<sup>17</sup>
  - Published literature and career information pamphlets in several languages in recognition of the role of culture, family, and peers in career choice (e.g., Spanish, Cantonese, Mandarin, Sri Lankan, and Somali).
  - Advertised Service recruitment in over 15 ethnic/cultural media outlets (e.g., PROUD FM radio station, Fairchild Media, First Nation's Drum cultural newspaper).<sup>18</sup>
  - Ongoing: Using social media to engage community youth.

15 Data discerned from May 21, 2008 Board minutes.

16 Data discerned from May 21, 2008 Board minutes.

17 Data discerned from the Service's Recruitment Event Information Internal Document.

18 Data discerned from May 21, 2008 Board minutes.

## SUMMARY OF FINDINGS

- The Service has identified and begun to address gaps with respect to its recruitment policies. It has greatly improved the frequency and scope of its targeted recruitment strategies.
- While the hiring freeze could have contributed to the decrease of success rates for diverse candidates, the success rates of women remain higher than the success rates of men (Table D15, p. 82), and the Youth in Policing Initiative continues to successfully recruit an increasing number of diverse applicants, including persons with disabilities (Tables D17-D22, pp. 83-86).
- Data collection on attendance at recruitment events has improved.
- Overall, it is evident that a human rights and anti-racist lens has been effectively applied to recruitment policies, practices, and standards. Evidence suggests that the recruitment of diverse groups is an increasingly successful initiative.

## ANALYSIS OF INITIATIVES IDENTIFIED

The Service acknowledges the need for community consultations to create evidence-based recruitment strategies. For example, three female focus groups that ran in 2008 identified physical fitness testing as an entry barrier for women interested in policing. Limited evidence indicates that PREP sessions are somewhat successful in attracting female applicants (e.g., a PREP session held in January 2013 attracted 21 women. Of these, 81% were White and 14% were racialized persons [see Table D9 on p. 80]). More focus groups would improve the Service's ability to identify barriers facing diverse populations.

The Service places a high priority on tracking "the pipeline." Measures are in place to record applicant demographic data at recruitment events (e.g., at General Information Sessions). Aboriginal and racialized persons' attendance at recruiting events is low, which indicates that more targeted recruitment is required. For example, Service recruitment and information events in January

2013 successfully attracted a high number of racialized men, but attendance of Aboriginal people, persons with disabilities, and racialized women was low (see Table D9 on p. 80). However, strategies to improve diverse groups' success cannot be implemented without detailed data collection, analysis, and reporting on reasons for rejection or acceptance at each stage of the process.

Moving forward, increasing the availability of the Service's current mentoring opportunities to include outreach may ease barriers created by the lack of awareness of the Service's expectations, and may make informal practices associated with the application process more transparent. For example, assumptions about how to behave in an interview may be obvious to some people but not to all, depending on one's background.

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## OBJECTIVE 2.4

Identify and address gaps in promotion processes and practices (i.e., mentoring and staff development) to ensure that they are congruent with the goals of human rights and anti-racism.

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**TPS STRATEGY 1** Review the results of the Employment Systems Review (ESR), which focused on diversity, equity, and eliminating barriers in human resource strategies and policies. This strategy will help identify additional initiatives or strategies that may be required, as per the Project Charter's focus on anti-racism and human rights.

### INITIATIVE IDENTIFIED

- Reviewed ESR recommendations through a human rights and anti-racist lens.

**TPS STRATEGY 2** Identify traditionally disadvantaged cohorts across the Service and provide systems of mentoring that will support leadership, career development, and promotion.

### INITIATIVES IDENTIFIED

- Established Internal Support Networks (ISNs) as formalized support systems:
  - 2008: Created 3 ISNs (Black, South Asian, and Filipino).
  - 2009: Created 2 ISNs (LGBT and East Asian).
  - 2012: Created 3 ISNs (women, Aboriginal peoples, and persons with disabilities).

- Provided structure to existing informal mentoring programs by drafting a formal "Mentoring" procedure.
- Offered information and group mentoring sessions prior to all sergeant and staff sergeant promotion processes through the Staff Planning Unit's business practices.
- Conducted employment equity analyses of uniform promotion processes, which have been submitted to the Board annually since 2006-2007.

### SUMMARY OF FINDINGS

- Progress has been made with internal support mechanisms (i.e., increased number and availability of ISNs).
- The implementation of internal tools to measure the quality and effectiveness of promotion processes remains a problem. Specifically, systems for evaluating and analyzing systemic barriers to promotional opportunities for uniform members from underrepresented groups remain underdeveloped.

## ANALYSIS OF INITIATIVES IDENTIFIED

Evidence suggests that ISNs are fulfilling their role as a promotional tool through both informal mentoring and membership empowerment. Furthermore, evidence from interviews suggests that the mentoring and social components of ISNs are largely successful in engaging diverse groups, as well as the Service at large. Interestingly, a small number of internal members interviewed were not aware of the existence of certain ISNs within the Service. It was also not evident if the Service promotes ISNs as available support networks

to potential diverse recruits. In sum, evidence from interviews suggests that promotional processes are largely seen as transparent, fair, and leveling the playing field. However, formal evaluation strategies would enable assessment of the efficacy of ISNs and related initiatives.

Furthermore, we cannot fully assess the promotion rates of diverse groups because high nonresponse rates remain a problem in data collection. Conveying the value of data collection to Service members and assuring confidentiality may improve this issue.

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## OBJECTIVE 2.5

Identify and address gaps in the Exit Survey and related processes while collecting reliable data on these processes to ensure that they are effective in determining the causes of separations.

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**TPS STRATEGY 1** Perform a comprehensive review of the tools and processes relating to exit interviews. This will involve creating a methodologically sound, comprehensive system including interviews and surveys, which will identify issues and trends within the Service in order to meet its needs.

### INITIATIVES IDENTIFIED

- Established business case for an Exit Survey.
- Drafted electronic Exit Survey, with plan to administer it internally and/or externally.<sup>19</sup>
- Collecting separation data, organized by 'Reasons for leaving the Service' and by 'Designated group (gender, racialized persons, Aboriginal)', for both uniform and civilian members.

### SUMMARY OF FINDINGS

- Data indicates that reasons for leaving the Service differ between men and women (e.g., "Family Care" was named more often for women than men in the years analyzed; see Table D26 on p. 88).

### ANALYSIS OF INITIATIVES IDENTIFIED

We could not fully assess this objective because an improved Exit Survey has yet to be implemented due to financial constraints. In addition, the analysis of available resignation data was limited due to high nonresponse rates.

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<sup>19</sup> Data discerned from Service key informant interviews.



# SECTION 3

## ACCOUNTABILITY

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### OBJECTIVE 3.1

Review and amend Service Governance related to human rights to ensure that Board and Service policies and procedures facilitate the management of human rights complaints, do not contribute to discrimination, and comprehensively address accommodation issues.

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**TPS STRATEGY 1** Review and amend applicable governance, current Human Rights Complaints Procedure 13-14, and Service procedures to ensure that they are consistent with Board policy. A Working Group has been created to review applicable governance.

#### INITIATIVES IDENTIFIED

- Analyzed gaps in all Board policies, Service procedures, and appraisal forms. The appropriate policies and procedures have been created and/or revised to reflect human rights standards:
  - 2011: Created a Workplace Accommodation (Medical) procedure to accommodate disabilities as defined under the *Human Rights Code*.
  - 2012: Amended existing Workplace Accommodation (Non-medical) procedure to include provisions relating to "gender identity" and "gender expression."
  - 2012: Approved and published the new Chapter 13-14 procedure "Human Rights," which is an amalgamation of previous procedures such as "Stereotyping in the Workplace" and "Diversity Awareness." As a

result, Standards of Conduct have also been amended to reflect consistency in definitions laid out in the Human Rights procedure.

- 2012: Revised all seven performance appraisal forms to include a human rights section.
- 2012: Board revised its Human Rights, Accommodation, and Equal Opportunity Discrimination and Workplace Harassment policies to further adhere to human rights and anti-racist precepts.
- Proposed the Diversity Scorecard Initiative, a project aimed at improving management and reporting of human rights and accommodation-related Service Governance.

#### SUMMARY OF FINDINGS

- Human rights are increasingly mainstreamed in internal procedures (e.g., an increased number of human rights-based procedures are used to improve accommodation and eliminate discrimination within the Service and in performance evaluations).
- There is evidence of increased monitoring to ensure that procedures are relevant and current.

- Overall, it is evident a diversity and human rights lens has been applied to Service Governance, and steps to amend procedures have been taken.

### ANALYSIS OF INITIATIVES IDENTIFIED

Evidence suggests that change initiatives, Board policies, Service procedures, directives, and standards of conduct are continuously monitored for relevancy in relation to human rights legislation and improved upon as required. However, continuous efforts to ensure that inclusive language is used consistently throughout the Board and the Service are essential. Implementing evaluation tools and strategies would allow for more comprehensive assessments of the efficacy of human rights-related procedures and performance measures.

In addition, although the 2012 Human Rights and Accommodation policies require that the Service provide annual reports to the Board on five areas of human rights and accommodation (i.e., Training and Education, Professional Conduct, Complaints Process, a Human Rights Strategy, a Review of Procedures and Practices), only two of these areas are currently reported on. To improve this, the Service proposed implementing the Diversity Scorecard initiative. This Scorecard aims to act as a data management tool that will assist in qualitatively and quantitatively tracking each of these areas, and provide periodic and annual reports to measure progress toward the Service's inclusiveness goals. Implementing the Diversity Scorecard will also improve the management, tracking, and reporting of human rights initiatives.

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## OBJECTIVE 3.2

Review and reinforce Service Governance dealing with individual, management, and corporate accountability surrounding human rights issues. Increase awareness, education, and compliance to current Service Governance by TPS members.

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**TPS STRATEGY 1** Establish a sub-committee to identify specific gaps and barriers in governance policies, make recommendations, increase awareness via training and education for members, communicate current Service Governance, and ensure that the evaluation of these processes is a priority, as identified by the Accountability Sub-Committee.

### INITIATIVES IDENTIFIED

- Provided training on updated policies and procedures related to human rights, such as:
  - AODA training.

- Annual Human Rights Workplace Investigation Training Workshop, which trains Unit Complaint Coordinators to identify instances of discrimination based on prohibited grounds and human rights violation.
- Raised awareness of updated policies and procedures related to human rights:
  - Took initial steps to develop a "comprehensive marketing strategy," as evidenced by procedural updates communicated to members through Routine Orders and awareness materials.

- Undertook efforts to communicate and raise awareness of accommodation procedures (e.g., AODA Customer Service Plan and a publicly available Customer Feedback Form).

### SUMMARY OF FINDINGS

- Progress has been made on training Complaint Investigators to identify human rights issues (e.g., through an Annual Human Rights Workplace Investigation Training Workshop).
- Although emphasis has been placed on the completion of accommodation e-learning modules, more work can be done to promote the Service's revised human rights governance.

### ANALYSIS OF INITIATIVES IDENTIFIED

Evidence shows that members are trained on a number of new change initiatives related to policies and procedures. For example, as of 2012,

94.71% of Service members had completed the mandatory accommodation e-learning training module. Training for senior management on AODA policies and procedures was initiated by the Diversity Management Unit in June 2012 and is ongoing. While evidence suggests the Service is beginning to prioritize issues relating to mental health (e.g., No Boundaries ISN, PTSD Lunch and Learn, etc.), there is limited information on mental health initiatives within the Service.

Furthermore, although evidence shows that the Service communicates policy changes on various platforms, there is no indication of a streamlined approach to ensure members receive continuous updates, opportunities to provide feedback, and access to resources. Implementing a streamlined communications strategy and evaluation methods would improve members' awareness of human rights policies and procedures, and would enable a full assessment of this objective.

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## OBJECTIVE 3.3

Ensure data collected for human rights complaints is captured in a central repository. Data can then be used for analysis and reporting purposes.

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**TPS STRATEGY 1** Record uniform and civilian complaints using a TPS 901 form. Further, modify the TPS 901 form to include the ability to record human rights components. Facilitate the centralized collection of all data across the service (i.e., human rights complaints, grievances, lawsuits, and internal and external complaints) by using PSIS software as a central repository.

human rights aspects of complaints made through the Office of the Independent Police Review Director (OIPRD), including potentially prohibitive grounds of discrimination<sup>20</sup> that arose in these complaints.

- Took initial steps to implement a Central Repository to record and manage internal and external complaints:

### INITIATIVES IDENTIFIED

- Amended instruments to better record potential human rights allegations in complaints against the Service by identifying

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<sup>20</sup> Prohibited grounds of discrimination, as outlined in Ontario's *Human Rights Code*, include race, colour, ancestry, creed (religion), place of origin, ethnic origin, citizenship, sex (including pregnancy, gender identity), sexual orientation, age, marital status, family status, disability, and receipt of public assistance.



- 2009: Involved the OIPRD as 3rd party in human rights management for public complaints and communicated this change to members through Routine Orders.
- 2010: Amended internal complaint intake form (TPS 901) to record human rights components in order to standardize this process.
- 2012: Refined TPS 901 form to better record human rights data.
- 2012: Revised intake procedures for internal complaints to include a human rights section.
- Provided a number of training workshops to improve investigation of complaints:
  - 2012-Ongoing: Offering training for Unit Complaint Coordinators (Human Rights Workplace Investigation Training Workshop) three times per year.
  - 2012: Delivered information on investigating human rights-related complaints through Toronto Police College Leadership Course.
  - Throughout the duration of the Project Charter, the Diversity Management Unit provided human rights-specific training for Unit Complaint Coordinators in each Division.<sup>21</sup>

## SUMMARY OF FINDINGS

- Complaint instruments have been improved to better capture potential human rights allegations.
- Unit Complaint Coordinators are receiving more training on how to thoroughly investigate human rights allegations.
- Overall, progress has been made to better capture human rights complaints.

## ANALYSIS OF INITIATIVES IDENTIFIED

The Service has begun to standardize the complaint process by amending the complaint intake form to better record human rights components. Prior to 2010, the specific grounds for internal complaints related to discrimination were not captured by the reporting system. Since 2011, less than 10% of internal complaints based on discrimination have been deemed “not specified,” indicating that the revised Service complaint forms may be working to successfully identify the type of discrimination involved in these complaints (see Table D28 on p. 89).

The Service's ongoing analysis of human rights-related complaint data for early warning conduct indicators and trends<sup>22</sup> would be further enhanced if it were published externally to increase transparency and accountability. While efforts to centralize the complaint process have been made, current data collection methods remain disjointed and produce fragmented data. Implementing a streamlined central complaint intake system would ensure that the measurement, management, analysis, and reporting of human rights complaint data is systematic.

In terms of awareness, evidence demonstrates that the majority of Service officers are aware of the complaint process through Routine Orders, Unit Complaint Coordinators, Canadian Police Knowledge Network, or other channels.<sup>23</sup> However, there is also evidence that some senior managers are not aware of Unit Complaint Coordinator training, suggesting that further publicizing of training initiatives is needed.<sup>24</sup>

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21 Data discerned from Service key informant interviews.

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22 Data discerned from Service key informant interviews.

23 Data discerned from Service key informant interviews.

24 Data discerned from Service key informant interviews.

# SECTION 4

## LEARNING

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### OBJECTIVE 4.1

Create a learning program that develops a human rights framework to be used as a foundation for training / learning programs and that addresses “racial profiling” or “racially-biased policing.”

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**TPS STRATEGY 1** Review and analyze any of the Service's existing training initiatives in the field of human rights and racially biased policing to identify any gaps that can be addressed with a learning program. The learning program would be developed and delivered to address these gaps and would be subject to an evaluation process, as noted in the Service's “Skills Development Learning Plan.”

#### INITIATIVES IDENTIFIED

- Created and implemented mandatory human rights e-learning modules on the Canadian Police Knowledge Network for uniform officers:
  - 2008: LGBT; Aboriginal Awareness.
  - 2010: Racially Biased Policing (enhanced by established Course Training Standards).
  - 2012: Sikh Religion; Religion of Islam.
  - To be implemented: Hindu Religion.
- Implemented other training:
  - 2011: Human Rights 101.<sup>25</sup>
  - 2011: Human Rights in Contemporary Policing.
  - 2012: Invisible and Visible Disabilities.<sup>26</sup>
  - 2013: Police Services Act Course 13-01 (TC0108), a week-long training that includes human rights training and case study analysis.
- Created and implemented the Civilian Leadership Program:
  - 2012: Civilian “Organizational Development” three-day training course for identified leaders, which included training to recognize the importance of human rights in performance appraisals and the complaint process.

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<sup>25</sup> Data discerned from Service key informant interviews.

<sup>26</sup> Data discerned from Service key informant interviews.

- 2012: Civilian “Ethics and Inclusivity” training program for civilians who had yet to take diversity training.
- Various other initiatives include:
  - Periodic training offered to specific levels or divisions through targeted workshops (e.g., EGALÉ’s LGBTQ Safer and Accepting Schools training, offered to School Resource Officers).<sup>27</sup>
  - Supplementary training during the In-Service Training Program related to interacting with individuals with mental illness.
  - Voluntary informal training and information sessions offered to civilian and uniform officers through periodic Lunch and Learn sessions, often provided in tandem with ISNs (e.g., Lunch and Learn on issues of accessibility, organized by the No Boundaries ISN<sup>28</sup>; Lunch and Learn on transitioning in the workplace, organized by the LGBTQ ISN).<sup>29</sup>

## SUMMARY OF FINDINGS

- The Service has greatly improved the scope, frequency, and depth of its human rights and anti-racism training for all Service members. The Service gives high priority to human rights training.
- Informal, supplementary training sessions on a wide range of human rights-related topics are

increasingly available, and are institutionally supported by the Service (e.g., ISN Lunch and Learn events).

- The Service has applied a human rights and anti-racist lens to its learning processes, and has begun to address issues of racial profiling and racially biased policing in its training initiatives.
- Currently, there is limited data available regarding the impact of training initiatives on behaviour.

## ANALYSIS OF INITIATIVES IDENTIFIED

The Service places a high priority on ensuring that members receive human rights training through various formats. Elements of diversity training, including representation and a focus on culturally competent service delivery, are mainstreamed in over 45 courses. In addition, issues of inclusion, discrimination, diversity, and human rights are addressed through standalone formal training, including the Human Rights 101 course delivered through the In-Service Training Program for all Service members, as well as through a variety of e-learning modules. The Service also demonstrates strong institutional support for member-driven learning initiatives aimed at raising awareness of specific human rights issues (e.g., Internal Support Networks’ Lunch and Learn sessions covering LGBTQ inclusion and issues facing persons with disabilities).

However, there is limited information on whether the Service provides proportionate training on issues of human rights and diversity as they relate

<sup>27</sup> Data discerned from Service key informant interviews.

<sup>28</sup> Data discerned from Service key informant interviews.

<sup>29</sup> Data discerned from Service key informant interviews.

to all under-represented groups. For example, while many training initiatives are ongoing within the Service, findings indicate increased focus and effort is needed on education around issues of racial profiling. It has been recommended that the Service could create an agreed-upon definition of what racially biased policing is, how it relates to Service members' day-to-day activities, how it may be identified, and what accountability mechanisms can be put into place to tackle these issues (see interview results on p. 53).

Findings also indicate a need for increased resources dedicated to members' education, awareness, and understanding of issues relating to mental health. In addition, the current supplementary In-Service Training Program component on mental health could be expanded to include formal and informal training sessions on disabilities, led by individuals with disabilities and in partnership with local community organizations.

Targeted delivery, such as Civilian Leadership Training, demonstrates a strong commitment to ensuring that human rights training reaches all members. Many human rights education courses are mandatory, leading to high completion rates.

For example, in 2011, 95.13% of officers (5393) completed the Hate Crimes Awareness course and 98.52% of officers (5585) completed the LGBT Awareness course. In 2012, 94.71% of members (7500) completed online AODA training. To further these efforts, collecting and publishing data by demographic group would help the Service assess member satisfaction and the efficacy of training initiatives.

However, evidence from interviews suggests that continued work is required in order to ensure that the training being delivered is effective. One senior officer stated that the Service must make learning initiatives 'appealing' to all members: "It's one thing to say that every course shall speak or have some element of human rights, and it's another thing for the audience to shut down when that is being delivered. If it seems as being forced upon us, officers will be less receptive." In addition, evaluation of the impact of training on behaviour is required. Implementing feedback loops and evaluation strategies will ensure continuous revisions and improvement to training.



# CONCLUSIONS

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## OVERALL FINDINGS

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### WAS THE PROJECT CHARTER A SUCCESS? PROGRESS TOWARDS OVERALL GOALS

The Project Charter aimed to develop a new, collaborative approach between the Board, the Service, and the Commission. The Project Charter also identified two overall goals: 1) the identification and elimination of any discrimination that may exist in the employment policies of the Toronto Police Services Board as well as practices of the Service that may be contrary to the Ontario *Human Rights Code*, and 2) the identification and elimination of any discrimination that may exist in the provision of policing services by the Service to the residents of the City of Toronto that may be contrary to the Ontario *Human Rights Code*.

Internally, evidence shows:

- Positive changes in workplace culture: a marked increase in conversations about human rights, a more supportive working environment, increased number of formalized procedures addressing human rights, and a reduction in the number of civilian and uniform members reporting experiences of discrimination.
- Clear and significant progress in the area of human resources: increased frequency and scope of targeted recruiting to under-represented groups, increased attraction of diverse groups to civilian entry-level positions, and increased success of female applicants in achieving senior-level uniform positions.

- However, the Service needs to continue to work on mainstreaming the core values of human rights and diversity across the Service, as instances of skepticism and organizational resistance towards diversity remain prevalent.

Externally, evidence shows:

- Positive change in public perceptions of the Service and human rights, documenting an increased proportion of Toronto residents who perceive the Service to be more sensitive to different cultures, as well as having good or excellent relationships with minority groups.
- Decrease in the proportion of negative media coverage concerning human rights and diversity issues in the Service between 2002 and 2012 in three primary local newspapers, suggesting shifts in public and media perceptions (see media analysis results on p. 63).
- Continued work is needed on improving communication, consultation, and collaboration with the community – specifically with regard to improving relationships with the Black community and individuals with mental illness (see interview results on pp. 52-53).
- The effects of the G20 Toronto summit were far reaching; in many ways, it was perceived as having hindered the progress made thus far by the Project Charter, as a barrier to the further implementation of the Project Charter's goals, and having damaged the Service's image (p. 58).

## DID THE PROJECT CHARTER REALLY DO WHAT IT SET OUT TO DO?

The analysis of the Project Charter's four areas and their related issues, objectives, and strategies demonstrated that a number of planned initiatives were successfully implemented, some were not implemented, and others had limited evidence of implementation. Highlights include:

- Made efforts to streamline the discussion and promotion of human rights issues and initiatives across internal communication platforms and mechanisms.
  - Improved collaboration and communication between the OHRC and the Service. This collaborative relationship allowed the Service to engage in discussions, conversations, and collaborations with members of the OHRC on a number of emerging human rights issues (e.g., use of appropriate language, policy drafting, training, etc.).
  - Improved critical processes, e.g., the inclusion of human rights components and a centralized complaint intake form.
  - Increased the frequency and scope of diversity programs and training: a larger number of training programs and modules available, more human rights/diversity/equity components built in to curriculum and courses, high participation rates at diversity training courses, more diversity management training sessions, and increased consultation with members of the OHRC on human rights and anti-racist-related training module topics, content, and language.
  - Improved consultation with diverse communities: increased the number and diversity of Community Consultative Committees, reported high levels of racialized minority representation in these committees, and used community perceptions of these committees as effective tools for improving community policing.
- Innovated processes and developed unique approaches for implementing human rights considerations:
    - Drafted a Language Reference Guide that outlines appropriate human rights and anti-racist language, which will support the Service's diversity training.
    - Created an internal database called the Diversity Celebrations Log that records the Service's involvement in human rights events and initiatives.
    - Formalized procedures that allow Service members to request accommodation on the grounds of human rights (e.g., dress code exemptions on the basis of religion, policy on search of transgendered persons).
    - Added human rights requirements and criterion to a number of forms (e.g., performance appraisals, complaint intake forms) to better capture internal and external issues related to human rights.
    - Implemented an extensive number of human rights training programs, e-learning modules, and curriculum elements on human rights, diversity, equity, and racially biased policing.

Issues and perceptions that may need to be addressed:

- Uneven implementation of elements in part due to resource constraints and shortcomings in human resources pipeline analysis.
- Weaknesses in data collection and tracking of experience and perceptions of diverse groups within and without the police services.

- Varying perspectives on the effectiveness of the community consultative committees (pp. 53-54).
- Concerns that the collaborative relationship of the three partners has eroded the role of the OHRC and its ability hold the Service accountable (p. 55).
- Gaps and need for more work around specific issues such as racial profiling, which were not directly addressed or affected by the Project Charter. For example, establishing a targeted strategy to combat racial profiling and addressing the issue “head on” (p. 53).
- Lack of evaluation tools embedded in the Project Charter, which is a gap that was reinforced by interview participants. To address this, community members called for increased use of focus groups with more representative samples and stronger, more transparent data analysis (p. 59).

Concerns about the pace and impact of change. For example, interview findings revealed that a number of participants were skeptical about the impact of the Project Charter, stating that its benefits were largely symbolic with minimal effect on practical and behavioural change, and its ability to permanently imprint human rights into the Service's culture was limited (p. 60).

### **DID IT MAKE A DIFFERENCE?**

Based on the evidence available, there are examples where it appears that the Project Charter made a difference in processes, perceptions, and behaviours. Although the link between specific activities and outcomes is difficult to make, it is reasonable to assume that elements of the Project Charter greatly contributed to positive change within the organization, which is reflected in improvements to broad community perceptions of

the Service. The collaborative approach to change increased targeted recruitment efforts, improved Service Governance, facilitated human rights training initiatives, and mainstreamed diversity and human rights across the Service. Positive change was also affected by other important factors not addressed by the Project Charter, including overall governance, leadership, strategy, and collaboration between the three partners.

While we did find evidence of progress in some areas, the Project Charter did not address some key operational areas and more work is needed to improve communication, collaboration, and consultation with the community. For example, interviews with community members suggested that the Project Charter had little impact on the Service's relations with young Black males (p. 53) and interviewees were particularly concerned about the lack of impact on racial profiling (p. 53).

### **LESSONS LEARNED**

- The Project Charter is unique in Canada and is considered a progressive model of how to implement a collaborative, integrated strategy to help address issues of discrimination in policing.
- A number of the elements, activities, and initiatives of the Project Charter were unique.
- Going forward, more attention needs to be paid on how the components of the Project Charter are tied to overall strategy, emphasizing the key factors known to be effective in addressing discrimination in policing.
- Without building in capacity for evaluation at the beginning of the Project Charter, it is difficult to assess impacts.



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## PRACTICES IN OTHER POLICE ORGANIZATIONS

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There are initiatives, strategies, and tools used in other police services that might strengthen the approach. Below is an overview of leading diversity and human rights initiatives identified in 48 policing organizations in Europe, the United States, and Canada. Highlighting leading practices helps identify the areas in which the Service leads, as well as providing examples of other initiatives that the Service can implement in the future (see Appendix C for a full description of the methodology and a list of organizations analyzed). This analysis focused on compiling a list of existing human rights and diversity practices, and did not analyze them for efficiency.

The Project Charter was a long-term, collaborative effort that developed a shared understanding and common vision between the three partners with the intention to change the culture of the Service. Having worked with police organizations across Canada, the OHRC has stated that, in full recognition of the significant challenges and concerns that still remain regarding issues about racial profiling, the Service is a national leader with regards to diversity and human rights initiatives. The OHRC specifically noted the unprecedented dedication of resources to the Project Charter and its initiatives, the establishment of a permanent Diversity Management Unit with full-time staff, as well as the availability of permanent, informal mentoring structures (Internal Support Networks) and human-rights centered community consultation (Community Consultative Committees).

### 1. PUBLIC EDUCATION

#### Snapshot of the Service's Progress

The Service has made progress in affirming its commitment to human rights and diversity, both internally and with residents of the City of

Toronto. For example, the Service engages in the community consultative process with diverse groups to establish and maintain relationships, build trust, facilitate communication, and encourage collaboration. The Service also works to publicize its human rights and diversity initiatives (e.g., producing a comprehensive Media Insert).

#### Practices in Other Organizations

- The Lothian and Borders Police Services (UK) have published their Language Guide online to ensure its content is accessible to all members, as well as to support their mandatory diversity training (Allan, 2010).
- The San Diego Police Department (US) used its Barrier Analysis tool to ensure website content does not discourage potential recruits from applying. Similarly, the LAPD conducts online surveys to garner feedback for its online marketing strategies (Matthies et al., 2012).
- The Ottawa Police Service publishes a report on the results of community surveys, increasing transparency and accountability (Ottawa Police Service, 2013).

## 2. RECRUITMENT, SELECTION, PROMOTION, AND RETENTION

#### Snapshot of the Service's Progress

It is clear from our analysis that the Service is actively engaged in a number of targeted recruitment activities to attract individuals from under-represented groups. These include, among other initiatives, recruitment imagery that targets female officers, PREP physical training sessions for visible minority recruits, and gender-specific job fairs (e.g., National Women's Show). The Service has also taken some proactive

steps to improve the representation of diverse groups at all levels of policing (e.g., through the facilitation of Internal Support Networks). Finally, the Service has put forth efforts to develop the pipeline of qualified candidates, such as through the Youth in Policing Initiative, the publication of recruitment materials in various languages, and the Ambassador Program, which involves recruiting team comprised of diverse members who promote the Service as a potential employer.

The Service has also engaged in some measuring and tracking initiatives, including survey instruments that record the demographics of current uniform and civilian officers, new applicants' attendance at recruitment information sessions, and perceptions of discrimination within the Service. However, our analysis suggests that improvements to tracking processes (e.g., capturing reasons for non-acceptance, publishing all data by demographic group, etc.) and evaluation strategies that measure short- and long-term progress are needed.

### **Practices in Other Organizations**

- The Ontario Provincial Police implemented OPPBound in 2003, which aims to provide diverse groups with a weeklong introduction to life as a police recruit. Participants experience police drills, educational sessions, and are connected with mentors who assist with questions and share their experiences (OPP, 2011).
- The Victoria Police Department has aimed to increase Aboriginal representation by presenting policing as a viable career to youths as young as 12 years of age through information sessions on reserves and in-school career fairs (Hylton, 2005).
- The Stockholm County Police (EU) in Sweden has ensured that hiring panels are comprised

of both men and women, and the National Swedish Police Board employs an equality and gender mainstreaming coordinator (Institute for Public Security of Catalonia, 2013).

- The Ontario Provincial Police implemented the OPP Mentoring Connection for management in 2006, a pilot formalized mentoring program that aimed to identify and coach highly skilled individuals diverse in gender, age, and tenure with the Service (OPP, 2011).
- The Mossos d'Esquadra (EU) in Spain has tracked the progress of diverse groups through police ranks. The average length of time it takes officers to reach a certain rank is analyzed by gender, and compared to previous years in order to track progress of groups over time. Similarly, the Mossos d'Esquadra also internally recorded departing officers' gender, rank, and reason for leaving in order to discern trends and identify patterns (van Ewijk, 2011).
- The OPP has participated in the Ontario Public Service Employee Engagement Survey in order to measure employee satisfaction (OPP, 2011). Such surveys are effective tools to identify issues facing specific groups when results are published by demographic group and communicated to the public (e.g., the Nova Scotia Public Service Commission's workforce survey).
- The OPP has collaborated and supported research and evaluation aimed at promoting effective diversity interventions, as evidenced by its five-year Longitudinal Study of New Recruits, a study conducted in collaboration with Nipissing University. This study analyzed responses on performance and job satisfaction surveys by demographic group (e.g., race, gender) to discern trends and systemic issues (OPP, 2011).

### 3. ACCOUNTABILITY

#### Snapshot of the Service's Progress

The Service has applied a diversity lens to many of its Board policies and procedures. For example, the Service added a human rights section to members' Performance Appraisals and complaint intake forms, and revised its two Human Rights and Accommodation procedures. The Service has also made progress in formalizing sustainable initiatives to ensure that it promotes inclusivity (e.g., amending its dress code to facilitate members' cultural and religious clothing, successfully advocating for inclusion of the Sikh *kirpan* in court rooms, enacting a policy on how to implement physical searches of transgendered persons, participating in events such as the Pride Parade to promote inclusion, etc.). However, our documentation and interview analyses suggest further steps must be taken to promote a work/life balance, especially in the area of family care.

#### Practices in Other Organizations

- The Lincolnshire Police (EU) has offered parents with children under the age of 18 the right to flexible working arrangements, and has allowed parental leave to be shared between new mothers and fathers (Lincolnshire Police, 2013).
- The Scottish Police (EU) created an Equity Impact Assessment template, which can be applied to any procedure or practice to ensure the initiative meets requirements under the general equality duties (Association of Chief Police Officers in Scotland, 2009).
- The Ontario Provincial Police revised and created policies to advise police on conduct involving persons with mental illness or developmental disabilities that involve de-escalation (OPP, 2011).

- The Ottawa Police Service began the Traffic Stop Race Data Collection Project in June 2013, requiring all Ottawa Police officers to record the race of the driver for every motor vehicle stops over a two-year period. This data will be analyzed and reported publicly to increase accountability and to build trust between the Service and the community (Ottawa Police Service, 2013).

### 4. LEARNING

#### Snapshot of the Service's Progress

The Service demonstrates a strong commitment to ensuring that members receive human rights training through various formats. Elements of diversity training, including representation and a focus on culturally-competent service delivery, are mainstreamed in the Service's learning initiatives. Member-driven learning opportunities (e.g., Internal Support Network-created Lunch and Learn sessions), also raise awareness and understanding of specific human rights issues. The Service must ensure its training adequately addresses pertinent issues in all areas of human rights, such as mental health and disabilities, and is evaluated regularly.

#### Practices in Other Organizations

- The Calgary Police hosted a unique diversity conference in 2011 to bring together corporations, government organizations, and members of the Service to develop initiatives to create 'barrier-free' workplaces across the city, and to promote openness and non-discriminatory employment practices (Pollock, 2011).
- The Calgary Police (2013) has offered a 40-hour course that included tours of culturally significant community locations and tips for interviewing with an interpreter.

- The Windsor Police Service Training group is developing an e-learning program for members regarding providing services to members of the Deaf, Hard of Hearing, or Speech Impaired community. This group has also developed and implemented a checklist used to evaluate all training programs for any human rights issues (OHRC, 2013).
- The Ontario Provincial Police created an Intranet site entitled Diversity in the OPP, which included diversity resources from the OPP Provincial Police Academy. This central repository exists to support OPP employees' education and awareness on a number of diversity initiatives, events, and resources (OPP, 2011).
- The Ontario Provincial Police also implemented a tracking system in 2008 to measure levels of participation in learning initiatives (OPP, 2011).
- The Calgary Police has expanded their learning initiatives outside of the Service to offer educational programs related to diversity, human rights, and policing to the community. The Service created a 90-minute workshop entitled You and the Law, geared toward helping new immigrants learn about the

Canadian legal system, their rights, and the role of police in Canadian society. The workshop was designed with input from immigrants and newcomer support organizations, and is available to agencies, English as a Second Language (ESL) teachers, and their clients free of charge (Calgary Police, 2013).

## SUMMARY OF FINDINGS

It is evident that the Service is a leader in many areas of diversity, however, the Service can stand to gain from looking at other organizations for further inspiration on leading practices. For example, the creation of the Project Charter signalled the Service's commitment to implementing human rights-related procedures, policies, and learning frameworks. Similarly, it continues to lead with the depth and breadth of its recruitment initiatives, and has mainstreamed diversity across several learning platforms. However, other policing organizations are better equipped with strategies to promote work/life balance, facilitate transparent and robust data collection, and promote diverse groups to higher ranks. Adapting and modelling these strategies will improve the Service's progress in the areas of diversity and human rights, both within the organization and in the community.



# RECOMMENDATIONS

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## STRATEGY & ORGANIZATIONAL SUSTAINABILITY

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1. Ensure leadership at the senior and middle management levels continue to make human rights and diversity a strategic priority within the Service by continually promoting and sustaining these values and mainstreaming them through policing strategies, policies, procedures, and performance metrics.
2. Continue to track and benchmark against leading practices in policing and other sectors to ensure that the Service applies best practices in the area of human rights and diversity.
3. Develop appropriate training to enhance efforts toward tackling issues of racial profiling. This can be established through the development of a targeted strategy to combat racial profiling directly, including the creation of an agreed-upon definition of what racially biased policing is, how it may be identified, as well as accountability mechanisms.
4. Review all initiatives committed to during the Project Charter. Prioritize and act upon those that have yet to be implemented. Specifically:
  - 4.1. Language Guide (Objective 1.1);
  - 4.2. Disabilities Community Consultative Committee (Objective 1.2);
  - 4.3. Human Rights/Anti-Racism Community Consultative Committee (Objective 1.3);
  - 4.4. Formal website analysis from human rights and anti-racist perspective (Objective 1.4);
  - 4.5. Confidential Employee Database (CED) (Objective 2.1);
  - 4.6. Formal, inclusive design review (Objective 2.2);
  - 4.7. Regular, formal monitoring, tracking, and analysis of reasons for rejection or acceptance of applicants at each stage of the recruitment process (Objective 2.3);
  - 4.8. Exit Survey/exit interview process (Objective 2.5); and
  - 4.9. Streamlined, central complaint intake system (Objective 3.3).
5. Prioritize human rights and diversity management for all Service members by building capacity and ensuring adequate financial and staffing resources are allocated to support the goals.

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## IMPROVE DATA COLLECTION AND ANALYSIS

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6. Ensure that subsequent strategies/initiatives in the area of human rights are based on a strong logical model with evaluation tools built in. Establish baseline data prior to the implementation of new initiatives to allow complete assessments.
7. Improve overall data collection and analysis systems, including strategies to improve self-

identification rates and collecting demographic information on respondents (gender, racialized persons, Aboriginal peoples, LGBTQ, persons with disabilities) on both internal surveys (e.g., employee engagement surveys, complaint data) as well as external surveys (e.g., community surveys, focus groups, recruitment session, complaints).

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## COMMUNICATIONS

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8. Improve overall internal communications related to human rights and diversity to ensure Service members are aware of the commitment to human rights and obligations. For example, an Intranet site centralizing all human rights resources, training modules, events, and initiatives from across the Service.
9. Improve overall external communications related to human rights and diversity, especially

with under-represented communities. For example, partner with the community on education programs that inform immigrant and newcomer communities of their rights and the role of policing in Canada; partner on the development of a strategy on disabilities and human rights; and ensure the public is informed about the Service's human rights initiatives and progress.

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## TRAINING

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10. Fill gaps in effective training on human rights and diversity to support the aims of the Project Charter:
  - 10.1. Increase collaboration with the Ontario Police College to further develop comprehensive, engaging in-service training around human rights and diversity;
  - 10.2. Partner with the community to design and implement disability training that would be delivered by community members with disabilities;
  - 10.3. Implement an in-class course in consultation with the Commission

that familiarizes uniform members with cultures and religions throughout the City of Toronto, and that clarifies any human rights concerns that relate to them;

- 10.4. Ensure all training programs appropriately address human rights and diversity; and
- 10.5. Regularly evaluate all existing diversity-related training to ensure human rights elements are pertinent and effective. Include a tracking system to measure levels of participation in all mandatory and elective courses.

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# APPENDIX A

## INTERVIEW ANALYSIS

Phase II of the evaluation (December 2012 to March 2013) consisted of interviews conducted with 46 Project Charter participants and key stakeholders, including 33 internal members (uniform and civilian Service members from all ranks, Board members, and OHRC members) and 13 community members likely to be aware of the Project Charter. A list of suggested interviewees was provided by the Diversity Management Unit and the OHRC, with additional names suggested by the Diversity Institute and approved by the Advisory Committee. The majority of interviews were conducted over the phone, while nine were conducted in person.

Participants were asked open-ended discussion questions regarding the Project Charter, as well as issues relating to the Service, diversity, and human rights more generally (see Appendix F). Data was transcribed by a third party and underwent comprehensive coding and analysis by Ryerson University researchers using the qualitative data analysis software NVivo.

This section analyzes results from interviews with Service and community members with regard to their knowledge, attitudes, and perceptions of human rights and the Service.

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### KEY FINDINGS

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- Overall, the majority of internal and community participants perceived the Project Charter as a positive initiative.
- The Project Charter was viewed as instrumental to improving relationships with the OHRC and increasing members' awareness of social justice issues.
- Service members suggested the workplace is largely inclusive, but could not attribute this directly to the Project Charter.
- Service members identified several barriers to the Project Charter, including policing's masculine, paramilitary culture, high turnover rates, and financial constraints.
- Community members were less aware of the Project Charter but expressed concern regarding the Service and human rights generally, and issues relating to racial profiling specifically.
- Community participants called for increased consultation and collaboration with the Service, as well as improvements to the consultative processes and structures currently in place.
- Both Service and community members called for the continued mainstreaming of the Project Charter's core values into Service processes, and for diversity to remain a strategic priority within the organization.

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## THEMES AND TRENDS

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### AWARENESS OF THE PROJECT CHARTER

Widespread internal and external awareness of initiatives such as the Project Charter are critical to their success. In particular, community awareness of the Service's acknowledgement of current procedural shortcomings is critical to building trust among all parties. However, none of the community participants were aware of the Project Charter, even if they were involved with the Service in a volunteer position.

Internally, all but one Service member was aware of the Project Charter, but this finding may be associated with sampling bias. Importantly, less than half of internal respondents believe that the majority of Service members would not be aware of the Project Charter or its initiatives if the Project Charter was not within their direct purview. Internal members also suggested that although the Project Charter was discussed often at the corporate level, it was discussed less often at the Division level. One senior female officer noted:

*The higher up in the organization, the rank, you're much more aware of things. A front line officer, you know, it's just the way they conduct business. They wouldn't associate it, okay, well we started talking about it in 2005 and then we did something in 2007; that wouldn't be their way of approaching things.*

Interviews suggest Project Charter initiatives were often interwoven with daily routine, but were not explicitly discussed. For example, procedures may be updated to reflect human rights priorities without a direct reference to the Project Charter. While such mainstreaming of diversity is a critical component of the Project Charter's success, this integration must be accompanied by continual discussion of the value of human rights initiatives in effecting systemic change.

### PERSONAL ATTITUDES AND BEHAVIOURS

The Project Charter's impact on personal attitudes and behaviours was evident throughout interviews with internal respondents. Specifically, 13 participants discussed personal changes in their attitude and 15 mentioned changes to their behaviours. While the Project Charter has aimed to effect change primarily at the organizational level, this would not be possible without individual Service members working to make human rights "part of our infrastructure and the way we do business," as phrased by a senior female officer.

Regarding attitudes, 12 people stated that the Project Charter effected a positive change in their attitude. Responses suggest that these changes were predicated on an increased understanding of social justice and human rights; specifically, seven people described the Project Charter as a personal learning experience regarding concepts such as anti-racism, diversity, and equality versus equity. Interestingly, three senior male officers stated that the Project Charter increased their understanding of privilege as it relates to gender, race, and linguistic abilities. As one male in mid-management observed, this shift in attitude is crucial for law enforcement officials:

*This just sort of reinforced it to me, with how important is it when you're a police officer, particularly. With that power. If it's not used properly, the damage that can be done.*

Similarly, 13 Service members acknowledged positive changes in their behaviour since the Project Charter's inception. Such changes include considering diversity when assembling professional committees, applying a human rights lens to procedural and investigative activities, and, for three senior officers, encouraging their subordinates to join Internal Support Networks (ISNs). The majority of interview participants mentioned that the Project Charter made human rights and related issues "a part of the daily conversation."

In contrast, eight individuals noted no change in their attitudes or behaviour, most often describing themselves as having been free of prejudice prior to the Project Charter. One civilian exemplified this narrative when she stated:

*You know what, I started with a clean slate; I didn't really have behaviours or attitudes that could have changed...*

Similarly, a male officer in a senior rank expressed:

*The [Project Charter] hasn't affected me ... because again, I shared much of what it speaks to. It certainly afforded me now, in my position, to hold others accountable.*

Many pointed out the difficulty in attributing personal change solely to the Project Charter. As one woman senior officer noted:

*I am cognizant of [the Project Charter] ... but I wouldn't say that I specifically did things because of [the Project Charter] and I do think, because it was the right thing to do, yes.*

These perceptions of the Project Charter's influence on personal behaviours may be related to the respondents' proximity to and awareness of Project Charter initiatives. While anecdotal interview evidence broadly suggests the Project Charter may have influenced change in some individuals, long-term analysis is required to gain a more accurate measurement of its impact.

## WORKPLACE CULTURE

The theme of workplace culture and change was discussed in 25 interviews. As community members could not comment on the Service's workplace culture, this discussion was limited to internal participants.

Workplace culture is defined broadly as "[t]he collection of unwritten rules, codes of behaviour and norms by which people operate in the workplace" (NSW Nurses and Midwives' Association, 2009). In this context, most individuals suggested that the Project Charter made a partly positive contribution

to the workplace culture. One senior female officer expressed, the Project Charter "got everybody talking" about the Service's role in promoting human rights. Interestingly, many participants related positive changes in workplace culture supported by a dress code more accommodating of religious requirements. As another female senior officer pointed out:

*Years ago it would have been unheard of to talk to someone about religious accommodation ... of wearing a nose ring. You just would not have seen that years ago.*

ISNs were also acknowledged as benefiting the Service's culture by creating workplace allies and supportive environments.

Although most respondents felt that their work environment had improved in the past five years, three participants stressed that a direct correlation between an improved workplace culture and the Project Charter could not be established, and others expressed concern with the lack of meaningful change. For example, one woman in senior leadership reflected on the internal perceptions of diverse hires:

*Are they perceived as deserving this position or are they perceived as getting this position because of the colour of their skin? And what kind of impact is that going to have on the internal culture with the TPS?*

A male leader voiced his opinion on some of the internal challenges relating to the successful integration of new members from minority groups:

*When we recruit individuals for the great competencies that they possess, that would make us a richer organization, they come in and our culture is such that, in order for someone to be liked, in order for someone to advance, there is a sense that we have to conform.*

His concern with the realities of conformity and assimilation within the Service is clear:

*So it's a great culture, but often enough, it eats our people. It eats our people, and people that will come in and we bring in for certain values,*

*once they get here it has the tendency to have them assimilate, lessen their value, lessen their competencies that we recruited them for, and assimilate them to our traditional competency that stays permanent within this occupation.*

Overall, the consensus among respondents highlighted the difficulty of attributing changes in workplace culture directly to the Project Charter: five individuals felt the Project Charter had mixed effects, and three perceived change but felt it could not be attributed solely to the Project Charter. Respondents did suggest, however, that formal and informal human rights discussions became less frequent when the Project Charter formally ended.

## **CHANGING IMAGE OF THE TORONTO POLICE SERVICE**

Discussions of changes in the Service's image relating to the Project Charter came up in 21 interviews. Nine internal members believed that the Project Charter positively influenced the image of the Service. One male constable suggested that the Project Charter, "definitely improved our image as a police service," while another male leader believed that the Project Charter signalled "a willingness and expectation from the residents that we act in a certain manner." Of those who believed that the image of the Service had improved since the start of the Project Charter, five stated that an eight-page media insert featuring the Service's community initiatives, distributed to 460,000 homes in 2009, positively impacted the community's perception of the Service. Four internal members had mixed reactions to the impact of the Project Charter on the Service's image, citing difficulty in establishing a correlation.

Community participants were largely unable to comment on the impact of the Project Charter on the Service's image, but three discussed the image of the Service more generally. Two members stated that its image had fluctuated since 2007, and suggested that their perception of the Service would have been impacted by knowledge of the Project Charter. One male community member expressed frustration, stating:

*Well, glad you've done all this work for the last three years, but where was your community engagement?*

Several community members and internal members found that issues stemming from the G20 Toronto summit had damaged the image of the Service, while only one community member stated that it possessed an overall negative image.

## **RELATIONSHIPS AND PARTNERSHIPS**

### **Marginalized Groups**

The Service's relationship and communications with marginalized groups was identified as a critically important theme by both internal and external participants in 24 interviews. Although the Project Charter designates "Improving communication with marginalized groups" as an official issue, the Project Charter did not include specific directives on this matter and this theme was interpreted broadly as a result.

While two internal participants and one community member perceived the Service's relations as sufficiently positive prior to the Project Charter, fifteen police participants believed relations had improved. The latter participants suggested that these relationships may have been enhanced by attempts to increase the visibility of the Service among these groups, such as the LGBTQ Coffee with Cops initiative, as well as by hiring from diverse communities. Other potentially positive factors that were discussed included leadership directives to increase sensitivity in community engagement, mandated AODA compliance, and internal education opportunities such as the Mental Health Sub-Committee.

Several respondents from both groups, however, perceived Service-community relations as generally poor and unaffected by the Project Charter. As one male senior officer reported:

*Our relationship with the community has gotten worse and worse. Our officers are no more enlightened.*

Observing service members' community interactions, a female community member stated:

*I get the sense from them that, you know, it's a waste of their time. They already know what the issues are.*

In particular, community members raised concern regarding the Service's relationships with the Black community and individuals with mental illness. Several internal and community participants expressed concern that steps to improve communication with underrepresented and/or marginalized groups were implemented in order to manage public relations without promoting sustainable change.

### **Racial Profiling**

Issues of racial profiling and "carding" – the stop, question, and document practice of the Service – were highlighted by several internal and community participants. This issue was perceived as pervasively and negatively influencing the Service's relationships with Black and other racialized communities. Referencing "young Black men in TAVIS<sup>30</sup> neighbourhoods," one male community member stated, "Believe me, I've never seen a more negative attitude towards the police."

Interview responses suggest that gains made by Service community initiatives have been hindered by issues related to racial profiling. One male senior officer noted service members' defensive reaction to allegations of profiling:

*A lot of my colleagues and people who were working in Police Services at that time, I think they were quite offended by the suggestion [that TPS had a racial profiling issue], offended by the allegation, and their response was defensive.*

One male community member suggested, "I don't think the rank and file of the service has a very

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30 The Toronto Anti-Violence Intervention Strategy (TAVIS) is "an intensive, violence reduction and community mobilization strategy intended to reduce crime and increase safety," deployed in Toronto areas identified as experiencing excessive violence (TPS, 2013b).

clear understanding of what [racial profiling] is and how to address it." Another male community member noted that more steps are necessary to improve relations with the Black community:

*I've seen very little positive impact on how young people, in general, and young Black males, in particular, feel about the police and experience policing in this city.*

Numerous respondents also noted the absence of a targeted strategy to combat racial profiling. One male internal member explained this issue in relation to the Project Charter:

*All of our crises, the G20, the ongoing issue of racial profiling existed before or existed irrespective of the existence of the Project Charter. The Project Charter didn't stop them, it didn't make it any better, it didn't make them any worse.*

While both groups favourably discussed Chief Bill Blair's 2005 acknowledgement of racial profiling in the Service, internal and external participants suggested that this contentious issue was insufficiently addressed by the Project Charter and raised questions regarding its usefulness in combatting this issue. As one male senior officer expressed:

*What did [the] Project Charter do for that [racial profiling] issue? Nothing... You didn't wrestle it to the ground. You didn't rewrite procedures. You didn't accuse the organization. You didn't hold it to account... [The Project Charter] did nothing on this issue.*

In light of continued allegations of racial profiling, some Service members are defensive, while others see the need to address the issue head-on. As the topic remains divisive, ongoing dialogue and continued consultation with members of the community is required.

### **Community Consultative Committees**

The Service's Community Consultative Committees (CCCs) were largely regarded by internal and external respondents as cornerstones



of the Service's community involvement. CCCs were highly individualized both in size and in perceived purpose.

While several respondents suggested that CCCs were effective tools to "connect the police with the community, and connect the community with the police," others described them as primarily serving an outreach function. For example, some respondents described one task of CCCs as conveying citizen rights and responsibilities to newcomers within the community:

*[CCCs] show the community that the police are there to help, that they're, you know, they're great people to work with, and they're there to help all of the community's diversity.*

Both internal and community respondents expressed concern regarding the frequency, structure, and effectiveness of CCCs. One community member raised concerns about the direction of CCC meetings:

*When the agenda is prepared, it is not the community's agenda; the majority of the time, it is the police's agenda.*

However, others perceived the community-Service relationship fostered by CCCs as more collaborative, stating:

*[The community and TPS co-chairs] usually talk ahead of time, and decide ... what's going to be the main agenda. If there are new items that they think should be put forth, we add them.*

Despite divergent opinions regarding agenda-setting, all respondents described the CCC recruiting process as one that is largely open to interested community members.

Importantly, internal and community participants alike noted that while CCCs strive to remain representative, many of these committees, such as the French or South-West Asian CCC, represent a number of languages, cultures, racial backgrounds, and religions, leading several respondents to call into question the ability of CCCs to adequately

and appropriately represent diverse groups. Numerous participants suggested that more CCCs be added to the roster to accommodate this problem. Similarly, many called for an increase in CCCs' budget allocation, stating that CCCs must sometimes fundraise to cover their own costs. The issue of funding brought up feelings of frustration from numerous respondents, who suggested that CCCs were a useful tool for the Service to educate the community and attract new recruits.

Respondents also expressed concern over the absence of community consultation generally, and CCC consultation specifically, in the Project Charter drafting process.

### **Project Charter Partners**

The OHRC, the Board, and the Service worked as partners to design, implement, and monitor the Project Charter. While the Board was rarely discussed, the OHRC-Service relationship was discussed in almost all interviews. Participants focused strongly on the impact and nature of the OHRC-Service relationship, with every internal respondent and several community participants suggesting that the Project Charter had made the Service's relationship with the Council stronger. Although a stronger OHRC-Service relationship was described as beneficial by most internal respondents, it was not perceived favourably by all community members.

All participants who discussed the OHRC-Service relationship described it as "adversarial" and "negative" prior to the Project Charter. Specifically, the relationship was described as reactive to controversy rather than as proactively addressing longstanding issues, and it was not envisioned as a potential collaborative tool to effect change.

Respondents observed that this relationship had begun shifting toward a mutually constructive partnership that was committed to "reducing and eliminating some of these systemic barriers that may have a human rights component to it," as

one female community member expressed. One male senior officer described the Project Charter process as:

*A great opportunity to work with the OHRC and to work with ... people who I felt were open, critical when required, and inquisitive about our processes.*

This beneficial relationship was perceived as extending beyond the Project Charter's completion, resulting in additional collaborative initiatives (e.g., to allow the *kirpan*, a ceremonial sword worn by followers of the Sikh religion, into courtrooms). Respondents felt confident linking the evolution of the OHRC-Service relationship directly to the Project Charter. As one woman in leadership expressed:

*I can't imagine that those conversations ever would have happened if it weren't for [the Project Charter].*

Such discussions were described as difficult, yet effective; another female senior officer recalled:

*Many discussions where, you know, would get the hair on the back of your neck standing up but you keep talking through it and try to understand and you grow from that.*

While all community members agreed that the OHRC-Service relationship was stronger as a result of the Project Charter, few perceived this as having positive repercussions, and many viewed the strengthened relationship unfavourably. One male community member perceives the role of the OHRC-Service relationship in building the Project Charter as exclusionary, and he questioned the absence of community consultation:

*I can tell you right now that the community will not be responsive to it because whether your report is great or bad, the optics is not.*

This relationship was also described as "dysfunctional" by one male community member, and perceived as inappropriate by another:

*I am uncomfortable with how cozy the OHRC has become with the police and I think it does impede their judgement.*

These findings suggest that the participants would like to see an increased involvement with community stakeholders and the establishment of productive yet impartial institutional relationships.

The relationship between the Board and the Service was rarely discussed by either internal or community participants. When mentioned, this relationship was described as strengthened by the Project Charter, which was perceived as a positive shift.

## **OTHER FACTORS INFLUENCING CHANGE**

As previously noted, direct causal links between the implementation of the Project Charter and behavioural changes in the Service cannot be established; extraneous factors within the Service or the community may also have effected human rights-based change. As such, internal and community members were asked if they perceived factors other than the Project Charter as influencing the role of human rights-related initiatives within the Service. Responses were grouped into ten sub-themes: Leadership, Hiring, Media, Diversity Management Unit, Societal Changes, Training, Community Residents, Complaints, Non-Project Charter Human Rights Initiatives, and Other. The three most prevalent sub-themes are discussed below.

### **Leadership**

The importance of leadership was the theme discussed most often during interviews, with nineteen internal members and nine community members suggesting that Service leadership played a critical role in human rights adherence. Leadership was interpreted broadly to include figures such as the Chair of the Board, the Chief of Police, and senior officers.

Every participant described the most senior management of the Service as guiding the organization to be proactive in applying a human rights lens, and perceived the role of the Chief as instrumental in ensuring that human rights "are

a part of the everyday conversation." Chief Blair was applauded for his open discussions of racial profiling, his efforts to build connections with LGBTQ communities, and his perceived dedication to the implementation and internal promotion of the Project Charter. Two men in senior leadership stated that Chief Blair described the Project Charter as "the most important project going on in the Service," and "educated it at every given opportunity." Another male senior officer stated:

*I think we are fortunate in that we do have leadership in our organizations that get it. And often enough, when it's articulated by our leaders, then our followers take heed.*

While all participants expressly commended Chief Blair, several stressed the importance of commitment from all levels of leadership. For example, one internal male participant argued:

*Some of the key leadership never did get it ... some were resistant to it ... I would expect to see a lot more filtered down than I think has filtered down.*

Others highlighted the need for institutional support of Chief Blair's condemnation of racial profiling. One male community member stated:

*If [the TPS is] not strong in monitoring data collection [and ensuring] disciplinary actions that are enacted, you can say all you want, that one I hate racial profiling and I'm not going to stand for it. Well, my next question is, what are you doing to identify racial profiling?*

Another male leader expressed similar concerns regarding enforcement of new human rights standards:

*I'm not convinced that our people in supervisory positions [have the will] to enforce the work of this, the requirements of this "Project."*

Community and internal respondents alike lauded the commitment of top leadership to human rights-related change, but noted the need for sustained

support from the Board and the OHRC, as well as the important role of all ranks of Service members in embedding practices for long-term change.

## **Hiring Practices**

Findings revealed that hiring from underrepresented groups was seen as positively affecting change in the Service. One woman in a senior administrative position suggested:

*The workplace culture changes because I think our work face has changed also in the timeframe ... that the Project Charter has taken.*

The same administrator also noted that systems to encourage diverse hiring, recruitment, and promotion practices were in place prior to the onset of the Project Charter. One woman from the community perceived strategic diverse hiring as:

*...an excellent way of connecting with communities with whom they want to connect, because now more and more of the Toronto Police are reflecting the community they serve.*

Internal members of all ranks also noted that many new hires enter the Service with increased levels of education and the experience of growing up in a multicultural society. Members also suggested hiring freezes as negatively impacting diversity within the Service.

## **Media Representation**

The impact of the media is increasingly pervasive and influential for discussions of human rights-based initiatives within the Service, as evidenced by discussions by thirteen internal and three community participants. Both groups noted that media reports on Service activities significantly impacted their reputation. Several internal participants perceived the role of the media positively. As one man in senior leadership expressed:

*I think the media has gone a long way in bringing these type of issues to the forefront.*

*In so doing, the media has tended to educate the community, and so our residents are now mindful of [...] the way we ought to behave.*

One female community member echoed this perception:

*If something goes wrong then it just doesn't go as a complaint to the OIPRD [Office of the Independent Police Review Director] you know, but it goes to the media, it goes to Toronto Star, and it goes to Globe and Mail, and then all of a sudden everybody's talking about it, right?*

Along with several other participants, she also perceived mobile devices and social media as playing an increasingly central role in ensuring accountability among the Service:

*The fact that you've got kids who are walking around and uploading everything, every sort of interaction with the police is huge.*

While the media was described as fulfilling an important function, some Service members also expressed frustration with what was perceived as a disproportionately negative media focus. One male in leadership commented that positive stories happen daily, but:

*The bad thing is the story that gets re-told. And the bad thing is what really creates people's perceptions.*

Participants also noted that various other factors positively impacted education, awareness, and proactive reinforcement of a human rights lens in the Service, including ISNs and internal support-building, legislation, partnerships initiated by faith leaders, and the 2008 Employment Systems Reviews.

## **BARRIERS TO IMPLEMENTING THE PROJECT CHARTER**

While the majority of internal respondents were pleased with the progress of the Project Charter, barriers preventing its full implementation were identified in 25 conversations. Although

community members were unable to comment on the Project directly, eleven speculated on issues they perceived as preventing the implementation of a human rights-based lens more generally.

The most frequently cited barrier among participants was a lack of awareness of the Project Charter and its objectives throughout Service ranks. As one female senior officer expressed:

*I'd say a good portion would be unaware of the Project Charter [at senior leadership levels] although it had tentacles going out to all areas of the Service.*

Another male in senior leadership echoed these thoughts:

*I have a pretty important role here with stuff like that, and I don't see it talked about, I don't see it, I don't think a lot of people know about it.*

One woman from the community suggested:

*I think the fact that the objectives were not clear from the very beginning was also a challenge. You know, we can set up thousands of committees, but what exactly are we hoping to get anything out of it ... what [the Project Charter] was hasn't even permeated.*

Another male community member felt that communities were largely unaware of the Project and expressed frustration with "the isolation [the TPS] had for the first three years of the Charter from any outside engagements."

One male senior officer expressed his thoughts on tackling this barrier:

*I still think we need to market it internally better. I think we still need, we can't give up on this, even after, it has to be continually communicated from a higher level.*

Discussions of financial constraints were equally predominant during interviews. Budgets were discussed 14 times in relation to the hiring freeze,

which participants felt restricted resources for supporting the Project Charter and prevented further hiring from underrepresented groups.

Organizational resistance was noted as impeding the full implementation of the Project Charter. As one male senior officer stated:

*We have a very vibrant culture ... And anything that tends to challenge our culture, there's resistance ... [There will always be] individuals that are ... not willing to change and they will always be that barrier.*

Issues of high turnover and organizational size were also identified as barriers, a challenge summarized by one woman in mid-management:

*I kind of left in the middle of things, or nearing the end of things. I think it was like 99 percent done. It was frustrating but that's the way things go in a big organization.*

Other sub-themes included individual resistance to change, the G20 summit, and police culture more generally. One male community member spoke about the detrimental impact of the G20:

*[The G20] changed everything. Because what happened at the G20, all those allegations proved and unproved, it went against everything that this project was talking about. And you feel it even in relation to marginalized communities, for example.*

Participants from both groups suggested that systemic shifts do not happen overnight. As one female community member expressed: "to have a broader impact ... that's something that takes time." To ensure long-term, sustainable change, respondents expressed the need for broad institutional consciousness of underlying systemic problems that prevent human rights-based procedures and practices from being embedded in the Service's workplace culture.

## AREAS REQUIRING ADDITIONAL FOCUS IN THE PROJECT CHARTER

Findings revealed six key areas not addressed by the Project Charter that were perceived as requiring additional focus. Structurally, participants suggested that the Project Charter lacked provisions to ensure adequate publicity of the Service's human rights-related events and initiatives. As one woman in senior leadership highlighted, "I think it's a message that has to be continually reinforced. It's not a one-time event." Another woman in mid-management further noted, "I don't see [agency partners] talking about [the Project Charter] a lot and it's unfortunate because a lot of good people put in a lot of good work on it," emphasizing the need for continuous discussion about the human rights challenges and initiatives of the Service.

Community members cited issues with community consultation as a structural gap in the Project Charter. One male community member provided insight on the matter:

*I look at it and say, who are the stakeholders? I thought, in my mind, the stakeholders will be the community because the police services, the delivery of the police services, is to the community members. Isn't it logical that the study, that the Project Charter, should also include more involvement or participation from the community members?*

Issues of inclusive design also emerged from these conversations. Internal members perceived the Project Charter as focusing on race at the expense of women, persons with disabilities, and Aboriginal persons' representation. "I would have liked to have seen [the Project Charter] expanded," stated one female supervisory officer. Another woman in mid-management identified the lack of family-friendly policies as an important issue to be addressed:

*A lot of people internally do not understand [what] family status is. I mean, we live in a paramilitary culture that tends to be male*

*dominated ... We don't have a procedure on [flexible work arrangements]. I wanted to see procedures that were specific to different types of accommodation so that it would be clear ... what you're entitled to ask for and what your boss needs to consider ... no one considers the childcare issue.*

Similarly, one woman from the community expressed:

*Gender is always the one that gets overlooked. Religion is the other one where people are afraid to talk about it.*

Several community members called for more action-oriented initiatives to realize the Project Charter's second objective: applying a human rights lens to community interactions. While both community and police participants commended the Service's increased presence in communities, they also noted that further steps are needed. One entry-level officer described how police members are trying to offer:

*... [Not] just a policing presence, but actually a presence where there's people available to talk to and sort of generate discussion and conversation between various minority groups and ourselves.*

However, for some community members, this face-to-face interaction with uniform officers is still lacking. One woman expressed:

*...absolutely, we're seeing the police officers come out into the neighbourhood, and the challenge, and I think it's a real challenge, is that they're not walking the streets though. I don't see them walking the neighbourhoods. You cannot have a conversation with someone through the windshield of a car.*

Community members also raised concern that Auxiliary police members were not included in Project Charter considerations, despite numbering over 340 members who regularly interact with the community (TPS, 2013a).

Finally, the lack of evaluation tools embedded in the Project Charter was seen as a significant gap. As one female community member pointed out:

*I think attempts were being made [to make it sustainable], but for me personally, the fact that they had not considered evaluation or to even set up benchmarks from the get go or even some sort of assessment tool [is a gap]. The fact that [an evaluation] is being done after everything is done where [the Project Charter] is basically a dead duck in the water and nobody really cares or knows about [is a gap].*

Participants suggested focus groups with more random samples and stronger, more transparent data analysis as one way to address this lack of evaluation. One male community member lent the following insight:

*I think that they have to show transparency, collect data, analyze it thoroughly, send it to outside sources, because quite frankly, if the police do the analysis themselves, some people are not going to trust that analysis. Or at least have the data available.*

Among the 30 conversations discussing this theme, nine participants perceived the Project Charter as sufficiently comprehensive and saw no gaps in issues covered.

## **OVERALL PERCEPTIONS AND IMPACT OF THE PROJECT CHARTER**

The most recurring theme was the overall perception and impact of the Project Charter, which came up in 33 conversations. Twenty-seven individuals, including six community members, believed that the Project Charter had an overall positive impact on the Service. One participant gave this common assessment:

*Overall, my opinion with respect to [the Project Charter] is that this was an essential first project to open the door that was never opened before.*

Members of the Service perceived the Project Charter as an educational experience that transformed their perceptions through difficult conversations. As one male senior officer pointed out:

*As [the Project Charter] started to grow, we went through some very difficult conversations and concepts about things, such as white privilege, that once people started hearing from other people and understanding each other, everyone grew ... so overall ... I was moved by [the Project Charter]. I was moved by the education. I was moved by the way people spoke. And in a way, I was very hopeful ... but we still have a lot to learn from within the organization. I'm not by any means saying that we don't need to fix anything in the policing, we absolutely do ... When we started to talk about privileges that we weren't aware that we had, over and above other people ... it makes you start to understand the perspective of people who don't have those privileges.*

However, some Service and community members expressed the concern that the Project Charter did not permanently imprint human rights into the Service's culture, while some suggested that the Project Charter's benefits were largely symbolic:

*So symbolically, [the Project Charter] is hugely beneficial. For a practical change in terms of frontal lobe thinking for front line officers, minimal, if any.*

*- Male senior officer*

*If you're looking at an entire culture shift, if the Human Rights Project Charter was intending to bring about a culture shift in the organization that is Toronto Police Service, I don't think it has met the mark.*

*- Female community member*

*It allows the organization and the Board and the Commission, the city and the province to point to an innovative, new, never been done before, very symbolic, very philosophical piece of business, and those are all important. I'm not undermining the importance of it, but it did not move the needle on operations. Did not move the needle on corporate culture. It did not move the needle on significantly influential people in the organization.*

*- Male senior officer*

Finding middle ground, several members stated that while they believe the Project Charter made great strides for the Service, it should be viewed as an initial stepping stone to implementing a broader human rights lens. As one male senior officer expressed:

*Culture doesn't change because we said it was supposed to. It doesn't change because the Board passes a policy and it doesn't change because I write a procedure. It doesn't change simply because we bring people in for a one-hour lecture at a college. That isn't where change is going to [happen]. Culture changes over time ... people start to recognize that [implementing a human rights lens] makes sense, that it has value; it's consistent with their values.*

Both internal and community participants called for a renewed, ongoing focus on human rights and diversity in all Service processes.

# APPENDIX B

## MEDIA ANALYSIS

This section is an assessment of media coverage of the Toronto Police to determine whether media discourses on discrimination and related human rights issues have changed between 2002 and

2012. For the purpose of this analysis, the term “visible minority”<sup>31</sup> (VM) was used instead of “racialized person.”

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### KEY FINDINGS

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Analysis of primary newspaper articles (the *Toronto Star*, *The Globe and Mail*, and the *National Post*):

- Overall, the percentage of articles that were negative in tone decreased from 86% in 2002 to 59% in 2012.
- In every year except 2010 and 2011, VMs and the Service were the most frequently discussed topic among analyzed articles, the majority of which were negative in tone.
- Gender and policing saw an increase in coverage, from a low of 3% in 2002 to a high of 78% in 2011.
- On average, coverage of Aboriginal persons and the Service represented 1.1% of all article topics.
- Discussions of persons with disabilities and the Service constituted 5.1% of all analyzed articles.

- While coverage of LGBTQ-related issues fluctuated yearly, overall, coverage appears to have risen between 2002 and 2012.

Analysis of *Toronto Sun* articles (analyzed separately from primary newspapers):

- Issues related to VMs and the Toronto police appeared in 14 of the 20 analyzed articles, and VMs were the most frequently discussed designated group.

Analysis of specialty newspaper articles (*Share News*, *Xtra!*, and *Now Toronto*):

- The percentage of negative stories decreased from 20% in 2009 to 17% in 2012.
- Issues relating to VMs and the Service consistently remained the most covered topic across specialty local newspaper articles analyzed, hovering between 57% and 83% of articles each year.

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<sup>31</sup> The Employment Equity Act defines visible minority as “persons, other than Aboriginal Peoples, who are non-Caucasian in race or non-white in colour” (Department of Justice Canada, 2011). Examples of visible minorities include: Chinese, South Asian, Black, Filipino, Latin American, Southeast Asian, Arab, West Asian, Korean and Japanese persons, as well as mixed and other visible minorities.



# METHODOLOGY

## DATA COLLECTION

The media analysis included a search of the four major Toronto daily print newspapers with the highest weekly readership rates<sup>32</sup> (the *Toronto Star*, *The Globe and Mail*, the *National Post*, and the *Toronto Sun*) (see Table B1), as well as three specialty local newspapers identified by Project Charter partners (*Share News*, *Xtra!*, and *Now Toronto*).

The analysis of the three primary newspapers, the *Toronto Star*, *The Globe and Mail*, and the *National Post* was conducted using the Canadian Newsstand Complete (ProQuest) electronic database from January 1, 2002 to December 31, 2012. Data was collected using relevant keywords from the onset of OHRC-prescribed public remedies cited as instrumental to the Project Charter (January 1, 2002) to the latest available data (July 10, 2013), yet analysis was limited to December 31, 2012 as it represented the last full year of data. Search terms were independently tested for relevance and accuracy (see Table B2 on p. 67), and were combined to form Boolean search strings for six different search queries (see Table B3 on p. 67), yielding 2700 non-duplicate articles (see Table B4 on p. 68). These articles were coded for relevance (based on title, abstract, and occasionally full text), yielding a total of 568 relevant articles.

Data for the *Toronto Sun* was not available on the Canadian Newsstand Complete, and was instead collected through its website archive, limiting available data to the timeframe of 2009 to 2013. A search query was run for the *Toronto Sun*, yielding a total of 556 non-duplicate articles (see Table B5 on p. 68). Coding for relevancy (based on title, abstract, and occasionally full text) yielded a total of 20 relevant articles.

The data collection timeframe for *Share News*, *Xtra!* and *Now Toronto* spanned the 2009 to 2012 period due to limited data availability. Data was collected using a revised Boolean search string on each newspaper's website archive. Each search query was run for each paper, yielding a total of 327 non-duplicate articles (see Table B6 on p. 68). Collected articles were coded for relevance, yielding a total of 50 relevant articles.

**TABLE B1: NEWSPAPER AUDIENCE DATABANK'S 2011/12 READERSHIP STUDY HIGHLIGHTS FOR THE TORONTO CENSUS METROPOLITAN AREA**

Newspaper	Total Weekly Readership	
	Audience	%
Toronto Star	2,358,200	50%
Toronto Sun	1,185,200	25%
The Globe and Mail	1,178,500	25%
National Post	717,500	15%
Metro	1,186,500	25%
24 Hours	828,300	18%

## ANALYSIS

Analysis focused on full-year data sets (up until 2012) to allow for year-to-year comparisons. Using a 100% sample, each relevant article was coded for a number of different variables, including internal/external subject matter, tone (positive, negative, neutral), dimension of diversity (general, gender, VM, Aboriginal status, disability, sexual orientation/gender identity), and article overview (relevant notes and quotes) (see Table B7 on p. 69 for Coding Sheet). A T-test was performed using SPSS to discern differences in tone by year.

32 As determined by the Newspaper Audience Databank's 2011-2012 Readership Study (NAD, 2013). *Metro* and *24 Hours* were excluded from analysis as they are both free newspapers offered only on weekdays.

# THEMES AND TRENDS

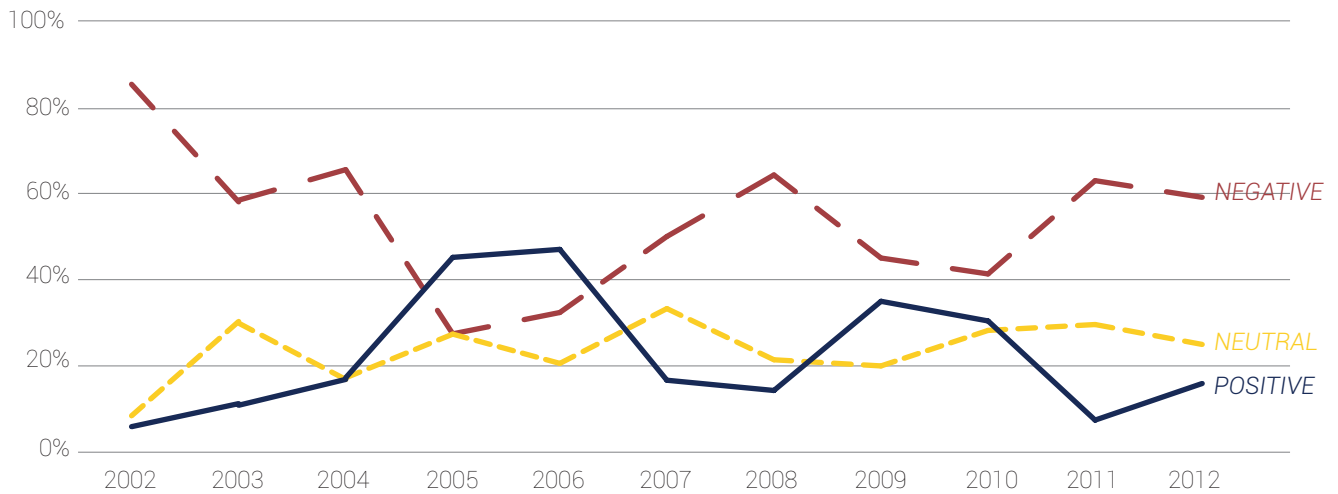
## RESULTS OF ANALYSIS OF THE THREE PRIMARY NEWSPAPERS

A search for articles relating to diversity and the Service published in the *Toronto Star*, *The Globe and Mail*, and the *National Post* between 2002 and 2012 generated a sample of 568 articles. Of these, 119 articles were positive, 125 were neutral, and 324 were negative in tone (see Table B9 on p. 70). Overall, the percentage of articles that were negative in tone decreased from 86% in 2002 to

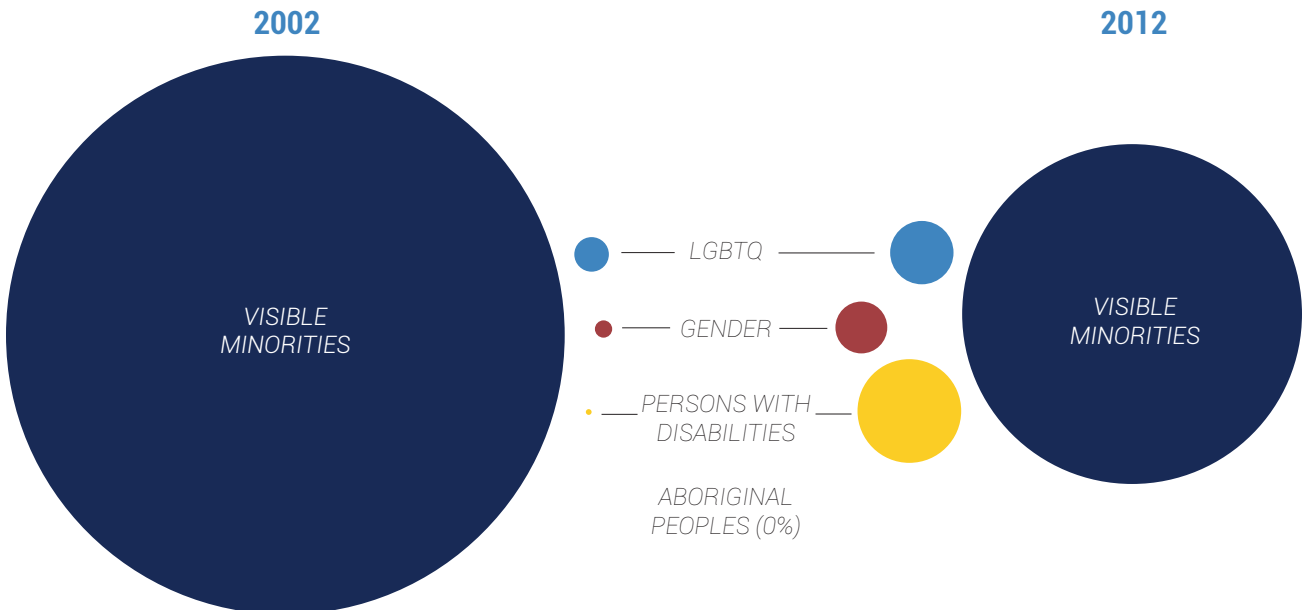
59% in 2012 (see Figure B1). See Table B8 on p. 70 for related T-Test results.

Between 2002 and 2012 the distribution of discussions surrounding the five dimensions of diversity shifted (see Figure B2). Gender, persons with disabilities, and LGBTQ all increased in coverage and as a result, discussions about VMs were less prominent. The only area that did not shift dramatically was that of Aboriginal peoples (see Figure B2). Table B10 on p. 71 compares the analyzed primary newspaper coverage for each diverse group yearly between 2002 and 2012.

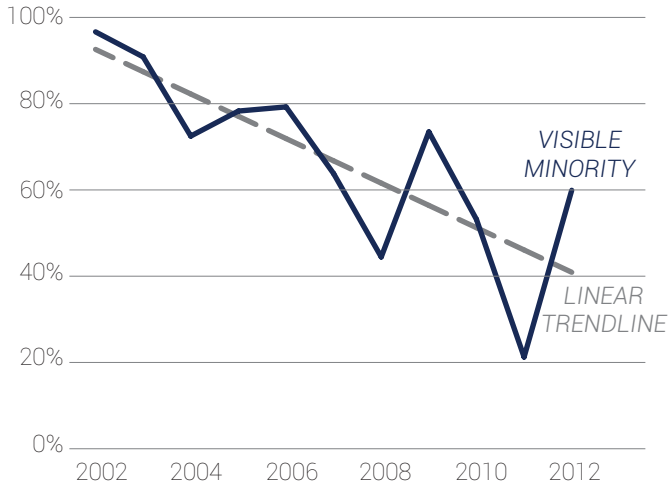
**FIGURE B1: CHANGES IN THE TONE OF THREE PRIMARY NEWSPAPERS (TORONTO STAR, THE GLOBE AND MAIL, AND THE NATIONAL POST), 2002-2012**



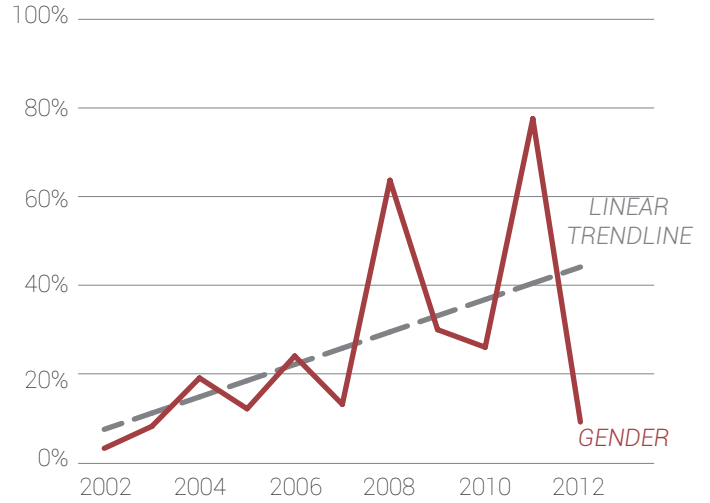
**FIGURE B2: CHANGES IN THE DISTRIBUTION OF DISCUSSIONS ON THE DIMENSIONS OF DIVERSITY AND THE SERVICE, 2002-2012**



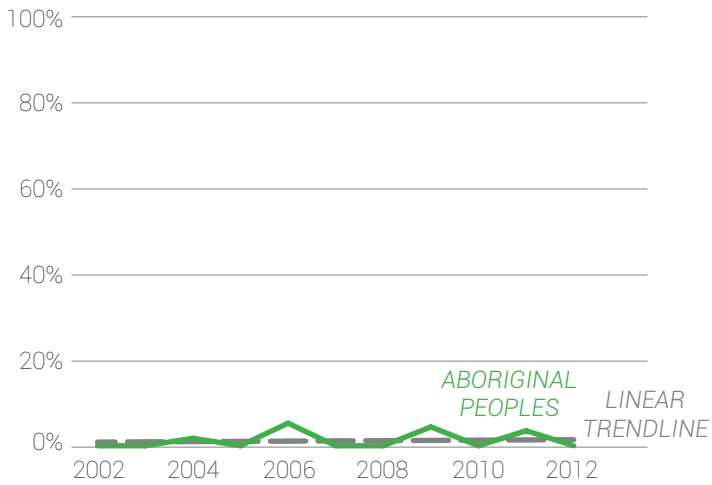
**FIGURE B3: MEDIA DISCUSSIONS RELATING TO VISIBLE MINORITIES AND THE SERVICE, 2002-2012**



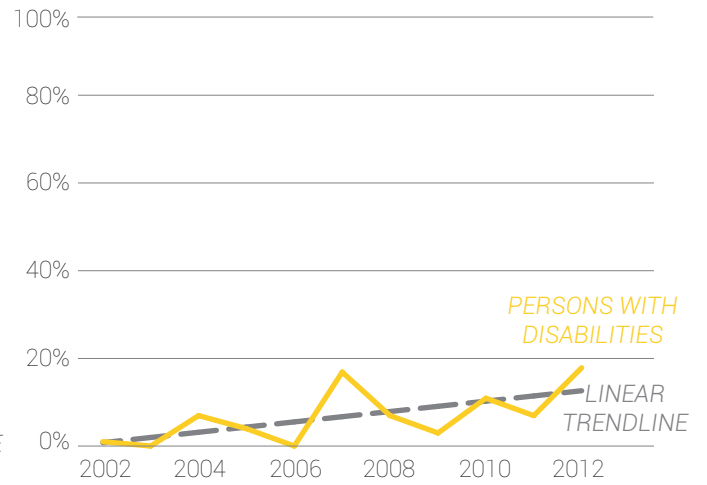
**FIGURE B4: MEDIA DISCUSSIONS RELATING TO GENDER AND THE SERVICE, 2002-2012**



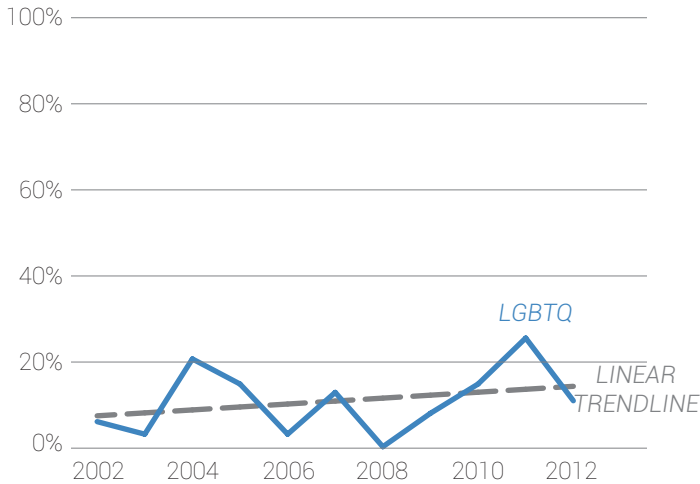
**FIGURE B5: MEDIA DISCUSSIONS RELATING TO ABORIGINAL PEOPLES AND THE SERVICE, 2002-2012**



**FIGURE B6: MEDIA DISCUSSIONS RELATING TO PERSONS WITH DISABILITIES AND THE SERVICE, 2002-2012**



**FIGURE B7: MEDIA DISCUSSIONS RELATING TO LGBTQ AND THE SERVICE, 2002-2012**

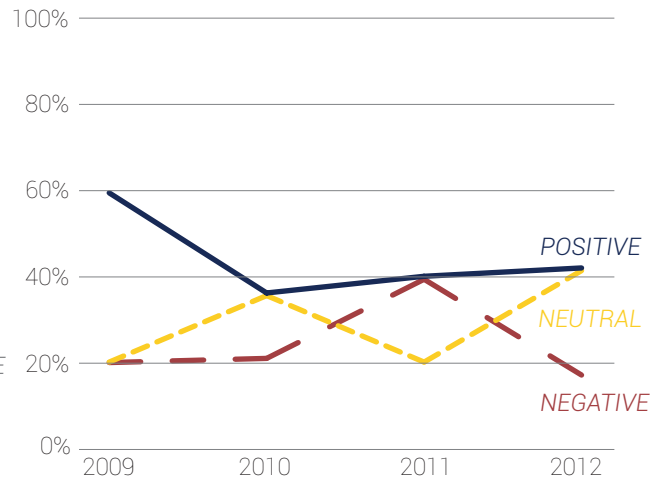


In every year except 2010 and 2011, VMs were the most frequently discussed topic among analyzed articles, the majority of which were negative in tone (see Table B10 on p. 71). Furthermore, coverage of VMs and the Service decreased from 97% in 2002 to 59% in 2012 (see Figure B3). Results suggest discussions of VMs and the Service are becoming less of a focus and that other dimensions of diversity are receiving increasing coverage.

Gender issues saw an increase in coverage, from a low of 3% in 2002 to a high of 78% in 2011; however, this percentage dropped to 9% in 2012 (see Figure B4).

Aboriginal peoples were the least discussed designated group across all years analyzed, comprising between 0% and 6% of all discussions between 2002 and 2012 (see Figure 5) and representing on average 1.1% of article topics (see Table B10 on p. 71). Overall, discussions relating to Aboriginal peoples and the Service remained relatively stable.

**FIGURE B8: CHANGES IN THE TONE OF THREE SPECIALTY LOCAL NEWSPAPERS (SHARE NEWS, XTRA!L, AND NOW TORONTO), 2009-2012**



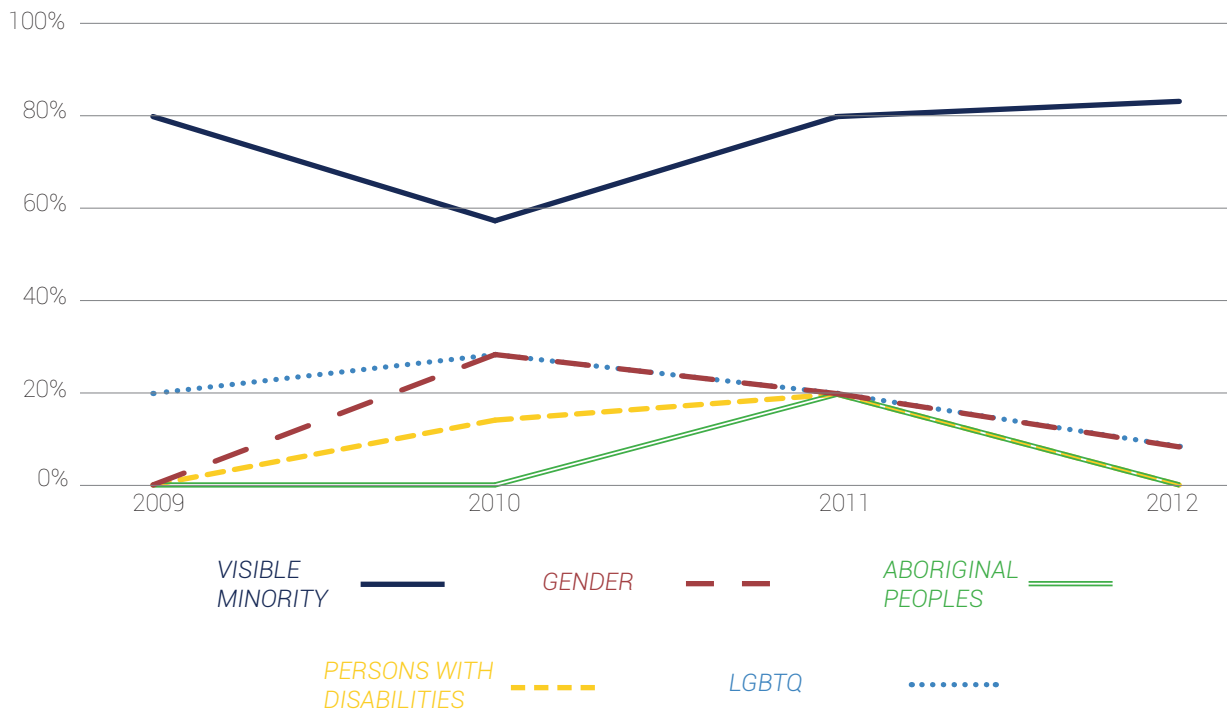
On average, coverage discussing persons with disabilities and the Service constituted 5.1% of all analyzed articles (see Figure B6; see also Table B10 on p. 71).

While coverage of LGBTQ-related issues fluctuated yearly, overall, coverage appears to have risen between 2002 and 2012 (see Figure B7; see also Table B10 on p. 71).

### RESULTS OF ANALYSIS OF THE *TORONTO SUN*

A search for articles relating to diversity and the Service published in the *Toronto Sun* between 2009 and 2012 generated a sample of 20 articles. Of these, 8 were positive, 7 were neutral, and 5 were negative. It is interesting to note that issues related to VMs and the Toronto police appeared in 14 of the 20 analyzed articles, and VMs were again the most frequently discussed designated group.

**FIGURE B9: DIMENSIONS OF DIVERSITY IN SPECIALTY LOCAL NEWSPAPERS (SHARE NEWS, XTRA!, AND NOW TORONTO)**



**RESULTS OF ANALYSIS OF THREE SPECIALTY LOCAL NEWSPAPERS**

A search for articles relating to diversity and the Service published in *Share News*, *Xtra!*, and *Now Toronto* between 2009 and 2012 generated a sample of 36 articles. Of these, 15 articles were positive in tone, 12 were neutral, and 8 were negative.

Relative to national newspapers, between 2009 and 2012, there was less of a difference between the numbers of positively and negatively toned articles published in specialty local newspapers. However, this difference is statistically insignificant. Table B12 on p. 72 compares the analyzed specialty newspaper coverage for each diverse group yearly from 2002-2012.

Although negative news coverage peaked in 2011, the percentage of negative stories decreased from

20% in 2009 to 17% in 2012. During the same period, positive coverage decreased from 60% to 42% and neutral news coverage increased from 20% to 42% (see Figure B8).

Issues relating to VMs and the Toronto police consistently remained the most covered topic across specialty local newspaper articles analyzed, hovering between 57% and 83% of articles each year (see Figure B9). Table B11 on p. 72 compares the tone of these three specialty newspapers from 2009 to 2012.

Between 2009 and 2012, issues related to VMs (e.g., racial profiling, carding, VM leaders, etc.) were discussed 26 times. Interestingly, of these articles, the majority were positive (12), while 9 were neutral, and only 5 were negative. Finally, although LGBTQ issues were the second most discussed topic (7 articles), more articles were negative (4) than positive (1).

## DATA COLLECTION, CODING, AND RESULTS TABLES

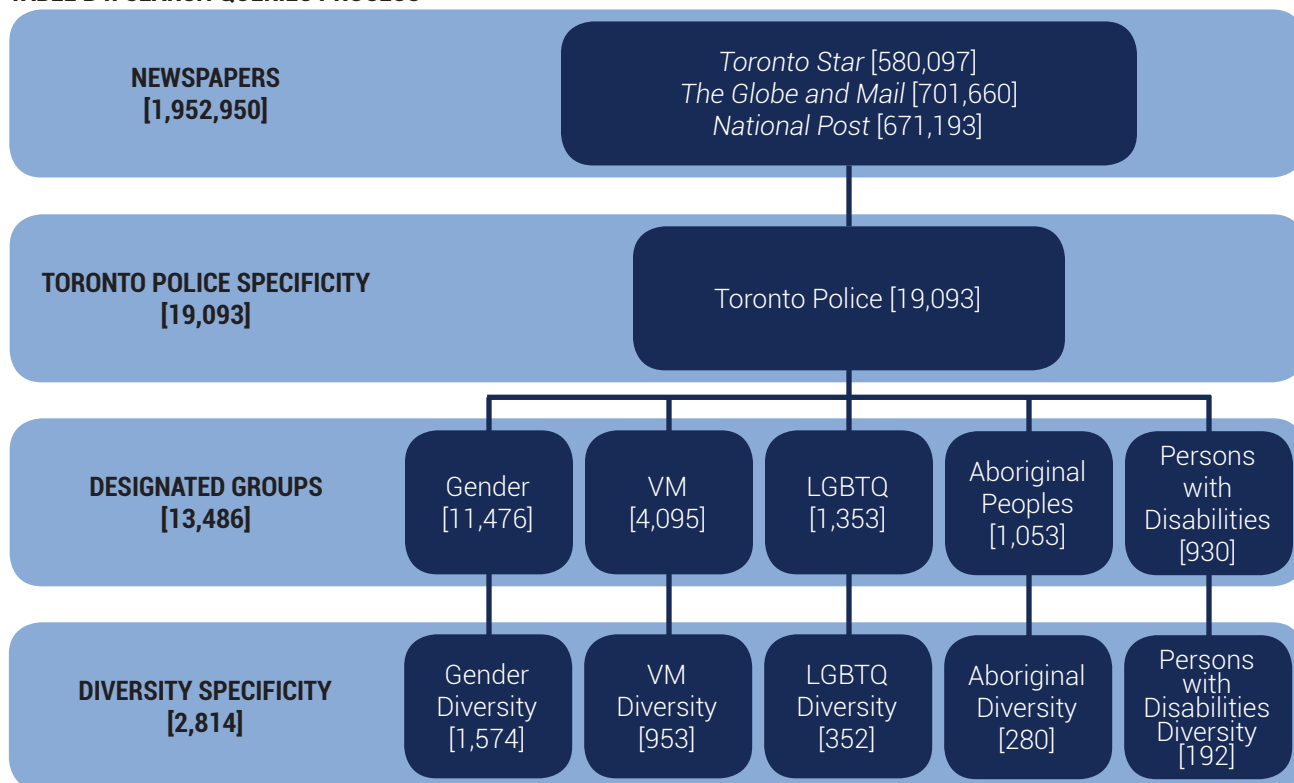
**TABLE B2: LIST OF COUNT (TESTED INDEPENDENTLY FOR RELEVANCE TO ANALYSIS PRIOR TO INCLUSION IN BOOLEAN STRING)**

Keyword	Count	Keyword	Count
"diversity"	256	"race relat*"	200
"human rights"	407	"chauvinis*"	3
"inclusion"	36	"family friendly"	24
"anti-raci*"	56	"accommodation"	73
"equality"	62	"accommoda*"	129
"equity"	101	"racis*"	557
"Project Charter"	2	"raci* profiling"	515
"discrimination"	174	"rac* bia*"	48
"Anti-discrimination"	6	"race bas*"	61
"harassment"	338	"*phobi*"	33
"employment equity"	10	"sexis*"	60
"recruitment"	33	"carding"	38
"percentage"	217	"accounta*"	651

**TABLE B3: SEARCH TERMS BY UNIT OF ANALYSIS**

Units of Analysis	Search Terms
Newspapers	"National Post" OR "Toronto Star" OR "The Globe and Mail"
Toronto Police	"Toronto Police" OR "Toronto Police Service" OR "TPS" OR "Chief of Police" OR "Chief Blair" OR "Chief Fantino"
Diversity/ Discrimination in general (1)	"diversity" OR "human rights" OR "inclusion" OR "anti-raci*" OR "equality" OR "equity" OR "Project Charter" OR "discrimination" OR "Anti-discrimination" OR "harassment" OR "employment equity" OR "recruitment" OR "percentage" OR "accounta*" OR "sexis*" OR "carding" OR "race bas*" OR "race relat*" OR "chauvinis*" OR "family friendly" OR "accommodation" OR "accommoda*" OR "racis*" OR "raci* profiling" OR "rac* bia*" OR "discrimination" OR "*phobi*"
Gender (2)	"gender" OR "woman" OR "women" OR "Female" OR "sex" OR "male" OR "men" OR "man" OR "slut"
Visible Minorities (3)	"visible minorit*" OR "racial minorit*" OR "ethnic minorit*" OR "racialized" OR "minority" OR "immigrant" OR "newcomer*" OR "ethnic*" OR "new Canadian*" OR "white" OR "Caucasian" OR "white/Caucasian*"
Aboriginal peoples (4)	"Aboriginal Peopl*" OR "Aboriginal Perso*" OR "nativ*" OR "India*" OR "Metis" OR "Inuit" OR "First Nation*" OR "Indigenous" OR "Aboriginal*" OR "off reserve"
Persons with Disabilities (5)	"person with disabilities" OR "people with disabilities" OR "disabilit*" OR "disabled" OR "handicapped" OR "mental Health" OR "mental"
LGBTQ (6)	"gay" OR "lesbian" OR "bisexual" OR "transgendered" OR "LGBT*" OR "queer" OR "gender identity" OR "sexual orientation" OR "trans*" OR "gender expression"

**TABLE B4: SEARCH QUERIES PROCESS**



**TABLE B5: SEARCH RESULTS FOR THE TORONTO SUN (2009-2013)\***

Search	Boolean Search String	Total Results	Total Duplicates**	Total Unique	Total Relevant	% Relevant
1	allintext: ("Toronto Police") + ("diversity" OR "human rights" OR "discrimination" OR "race" OR "racial" OR "harassment" OR "bias" OR "recruit" OR "accommodation") site:torontosun.com	589	33	556	23	4.14%

\*Table includes data from 2009-2013; report focuses on 2009-2012 data to allow for year-to-year comparisons. Total relevant articles from 2009-2012 is 20.

\*\*Includes duplicate articles, ad pages, videos, main page results (with a link to a relevant article), etc.

**TABLE B6: SEARCH RESULTS FOR SPECIALTY LOCAL NEWSPAPERS - SHARE NEWS, XTRA!, AND NOW TORONTO (2002-2013)\***

Search	Boolean Search String	Total Results	Total Duplicates**	Total Unique	Total Relevant	% Relevant
1	allintext: ("Toronto Police") + ("diversity" OR "human rights" OR "discrimination" OR "race" OR "racial" OR "harassment" OR "bias" OR "recruit" OR "accommodation") site:sharenews.com	113	24	89	30	33.71%
2	allintext: ("Toronto Police") + ("diversity" OR "human rights" OR "discrimination" OR "race" OR "racial" OR "harassment" OR "bias" OR "recruit" OR "accommodation") site:xtra.ca	143	40	103	17	16.50%
3	allintext: ("Toronto Police") + ("diversity" OR "human rights" OR "discrimination" OR "race" OR "racial" OR "harassment" OR "bias" OR "recruit" OR "accommodation") site:nowtoronto.com	143	8	135	12	8.89%
<b>TOTAL</b>		<b>399</b>	<b>72</b>	<b>327</b>	<b>59</b>	<b>18.0%</b>

\*Table includes data from 2002-2013; report focuses on 2009-2012 data to allow for year-to-year comparisons. Total relevant articles from 2009-2012 is 50.

\*\*Includes duplicate articles, ad pages, videos, main page results (with a link to a relevant article), etc.

**TABLE B7: CODING SHEET**

Heading	Description
Title	Title of the article
Abstract	Synopsis of the article
Relevance	Relevant Non-Relevant
Internal/External	<p><b>Internal:</b> Subject matter referring to discrimination or anti-discrimination internally (e.g., employment policies, practices, and procedures)</p> <p><b>External:</b> Subject matter referring to discrimination or anti-discrimination in the provision of policing services to the community (e.g., racial profiling; community outreach/PR)</p> <p>Both</p>
Tone	<p><b>Positive:</b> The Service is commended; the Service is upholding its commitment to human rights, e.g., reports of increased recruitment from diverse groups</p> <p><b>Negative:</b> The Service is criticized; the Service is still biased, e.g., reports of discrimination or harassment</p> <p><b>Neutral:</b> The Service is neither commended nor praised; the Service is neither upholding its commitment nor is it biased</p>
Dimension(s) of Diversity	<p>One or more of the following:</p> <ul style="list-style-type: none"> <li>• Gender;</li> <li>• VMs;</li> <li>• Aboriginal peoples;</li> <li>• Persons with disabilities; and/or</li> <li>• Sexual orientation/gender identity (LGBTQ)</li> </ul>
Notes & Quotes	Any additional notes or relevant quotes.
Author(s)	Author(s) of the article.
Publication Date	Date the article was published.
Publication Title	Toronto Star, Globe and Mail, or National Post
Year	Year of publication
Subject Terms	Keywords that describe what the article is about, identified by the database, e.g., racial profiling, homophobia, etc.
Document URL	Link to the article



**TABLE B8: PAIRED-SAMPLE T-TEST RESULTS OF TONE OF THREE PRIMARY NEWSPAPERS (TORONTO STAR, THE GLOBE AND MAIL, AND THE NATIONAL POST)**

Year	Positive	Negative	Difference
2002	6%	86%	-80% *
2003	11%	58%	-47% *
2004	17%	66%	-48% *
2005	45%	27%	18%
2006	47%	32%	15%
2007	17%	50%	-33% *
2008	14%	64%	-50% *
2009	35%	45%	-10%
2010	30%	41%	-11%
2011	7%	63%	-56% *
2012	16%	59%	-43% *

\*Difference of over 30% is statistically significant.

**TABLE B9: TONE OF THREE PRIMARY NEWSPAPERS (TORONTO STAR, THE GLOBE AND MAIL, AND THE NATIONAL POST)**

Year	Relevant Articles	Internal/External			Tone		
		Internal	External	Both	Positive	Neutral	Negative
2002	119	0	117	2	7	10	102
2003	89	1	85	3	10	27	52
2004	58	12	35	11	10	10	38
2005	73	15	43	15	33	20	20
2006	34	14	20	0	16	7	11
2007	24	3	19	2	4	8	12
2008	14	3	10	1	2	3	9
2009	40	11	26	3	14	8	18
2010	46	18	18	10	14	13	19
2011	27	15	11	1	2	8	17
2012	44	12	21	11	7	11	26
<b>TOTAL</b>	<b>568</b>	<b>104</b>	<b>405</b>	<b>59</b>	<b>119</b>	<b>125</b>	<b>324</b>

Year	Relevant Articles	Internal/External			Tone		
		Internal	External	Both	Positive	Neutral	Negative
2002	119	0.0%	98.3%	1.7%	5.9%	8.4%	85.7%
2003	89	1.1%	95.5%	3.4%	11.2%	30.3%	58.4%
2004	58	20.7%	60.3%	19.0%	17.2%	17.2%	65.5%
2005	73	20.5%	58.9%	20.5%	45.2%	27.4%	27.4%
2006	34	41.2%	58.8%	0.0%	47.1%	20.6%	32.4%
2007	24	12.5%	79.2%	8.3%	16.7%	33.3%	50.0%
2008	14	21.4%	71.4%	7.1%	14.3%	21.4%	64.3%
2009	40	27.5%	65.0%	7.5%	35.0%	20.0%	45.0%
2010	46	39.1%	39.1%	21.7%	30.4%	28.3%	41.3%
2011	27	55.6%	40.7%	3.7%	7.4%	29.6%	63.0%
2012	44	27.3%	47.7%	25.0%	15.9%	25.0%	59.1%
<b>TOTAL</b>	<b>568</b>	<b>18.3%</b>	<b>71.3%</b>	<b>10.4%</b>	<b>21.0%</b>	<b>22.0%</b>	<b>57.0%</b>

**TABLE B10: DIMENSIONS OF DIVERSITY IN THREE PRIMARY NEWSPAPERS (TORONTO STAR, THE GLOBE AND MAIL, AND THE NATIONAL POST)**

Year	Relevant Articles	Dimensions of Diversity				
		Gender	VMs	Aboriginal Peoples	People w/ Disabilities	LGBTQ
2002	119	3	116	0	1	7
2003	89	7	81	0	0	3
2004	58	11	42	1	4	12
2005	73	9	57	0	3	11
2006	34	8	27	2	0	1
2007	24	3	15	0	4	3
2008	14	9	6	0	1	0
2009	40	12	29	2	1	3
2010	46	12	24	0	5	7
2011	27	21	5	1	2	7
2012	44	4	26	0	8	5
<b>TOTAL</b>	<b>568</b>	<b>99</b>	<b>428</b>	<b>6</b>	<b>29</b>	<b>59</b>

Year	Relevant Articles	Dimensions of Diversity				
		Gender	VMs	Aboriginal Peoples	People w/ Disabilities	LGBTQ
2002	119	2.5%	97.5%	0.0%	0.8%	5.9%
2003	89	7.9%	91.0%	0.0%	0.0%	3.4%
2004	58	19.0%	72.4%	1.7%	6.9%	20.7%
2005	73	12.3%	78.1%	0.0%	4.1%	15.1%
2006	34	23.5%	79.4%	5.9%	0.0%	2.9%
2007	24	12.5%	62.5%	0.0%	16.7%	12.5%
2008	14	64.3%	42.9%	0.0%	7.1%	0.0%
2009	40	30.0%	72.5%	5.0%	2.5%	7.5%
2010	46	26.1%	52.2%	0.0%	10.9%	15.2%
2011	27	77.8%	18.5%	3.7%	7.4%	25.9%
2012	44	9.1%	59.1%	0.0%	18.2%	11.4%
<b>TOTAL</b>	<b>568</b>	<b>17.4%</b>	<b>75.4%</b>	<b>1.1%</b>	<b>5.1%</b>	<b>10.4%</b>

**TABLE B11: TONE OF THREE SPECIALTY LOCAL NEWSPAPERS (SHARE NEWS, XTRA!, AND NOW TORONTO)**

Year	Positive	Neutral	Negative
2009	60%	20%	20%
2010	36%	36%	21%
2011	40%	20%	40%
2012	42%	42%	17%

**TABLE B12: DIMENSIONS OF DIVERSITY IN SPECIALTY LOCAL NEWSPAPERS (SHARE NEWS, XTRA!, AND NOW TORONTO)**

Year	Gender	VMs	Aboriginal Peoples	Persons with Disabilities	LGBTQ
2009	0%	80%	0%	0%	20%
2010	29%	57%	0%	14%	29%
2011	20%	80%	20%	20%	20%
2012	8%	83%	0%	0%	8%

# APPENDIX C

## OTHER POLICE ORGANIZATIONS ANALYZED

Inclusion criteria for Canadian police service organizations:

- Police services in the Greater Toronto Area (5).
- The federal policing service (1) and provincial police services (3).
- Any police organization servicing a community/city/regional municipality with at least 16.2% racialized person representation (Canada's national average) (14).
- Police organizations specifically identified by the Service (1) or the Diversity Institute (1) as leaders.

Inclusion criteria for International police service organizations:

- United States: police organizations serving populations similar in size to Toronto ( $\geq 2,615,060$ ) and with between 42.9% and 60% racialized person representation (4).
- United Kingdom: Police organization specifically identified by the Service (largest in UK) (1); second largest police service (1).
- Services in Sweden (1) and the Netherlands (2) identified as leaders in industry reports.

**TABLE C1: POLICING ORGANIZATIONS INCLUDED IN THE ANALYSIS OF PRACTICES IN OTHER ORGANIZATIONS**

Country/ jurisdiction	Police Service Organization
Canada (federal)	Royal Canadian Mounted Police (RCMP)
Canada (provincial)	Ontario Provincial Police (OPP)
	Royal Newfoundland Constabulary
	Sûreté du Québec
Canada (municipal/ regional)	Abbotsford Police (British Columbia)
	Calgary Police (Alberta)
	Delta Police (British Columbia)
	Durham Regional Police (Ontario)
	Edmonton Police (Alberta)
	Halifax Regional Police (Nova Scotia)
	Halton Regional Police (Ontario)
	Kingston Police (Ontario)
	Longueuil Police (Le Service de police de l'agglomération de Longueuil) (Québec)
	Montréal Police (Service de police de la Ville de Montréal) (Québec)
New Westminster Police (British Columbia)	

Country/ jurisdiction	Police Service Organization
Canada (municipal/ regional) (continued)	Ottawa Regional Police (Ontario)
	Peel Regional Police (Ontario)
	Port Moody Police (British Columbia)
	Vancouver Police (British Columbia)
	Victoria Police (British Columbia)
	Waterloo Regional Police (Ontario)
	West Vancouver Police (British Columbia)
	Windsor Police (Ontario)
	Winnipeg Police (Manitoba)
York Regional Police (Ontario)	
United States of America	Chicago Police Department
	Clearwater Police Department (Florida)
	Detroit Police Department
	Los Angeles Police Department (LAPD)
	New York Police Department (NYPD)
	St. Louis Police Department
	San Diego Police Department
United States Department of Justice's Community-Oriented Policing Services	
United Kingdom	Association of Chief Police Officers in Scotland
	Lincolnshire Police
	Metropolitan Police Service
	Lothian and Borders Police (Police Scotland)
	Police Scotland
	Strathclyde (Glasgow) Police (Police Scotland)
West Midlands Police (Birmingham)	
Other International	Haaglanden Regional Police (Netherlands)
	Greek Police (Applies to all police service organizations in Greece)
	Mossos d'Esquadra (Police force for an autonomous Catalan community in Spain)
	Netherlands (Applies to all police service organizations in the Netherlands)
	Poitie Urecht (Netherlands)
	Stockholm County Police (Sweden)
Strathclyde Police (Glasgow - Police Scotland)	

# APPENDIX D

## SUPPORTING TABLES

**TABLE D1: UNIFORM MEMBERS' PERCEPTIONS OF DISCRIMINATION WITHIN THE SERVICE\***

% of uniform members who agreed or somewhat agreed that:					
Question	2008	2009	2010	2011	2012
"During the past year, I feel that I have been discriminated against by another Service Member."	22.4%	18.0%	19.3%	21.4%	N/A
"I believe there is a lot of discrimination within the Service."	30.8%	26.9%	30.2%	34.1%	41.4%
"I believe my workplace is adequately protected from harassment and discrimination."	79.9%	76.2%	82.1%	79.6%	N/A
"I believe that the Service should improve how it responds to harassment and discrimination matters."	37.2%	34.3%	N/A	N/A	N/A

\*Data from Internal Perceptions Service Document.

**TABLE D2: CIVILIAN MEMBERS' PERCEPTIONS OF DISCRIMINATION WITHIN THE SERVICE\***

% of civilian members who agreed or somewhat agreed that:					
Question	2008	2009	2010	2011	2012
"During the past year, I feel that I have been discriminated against by another Service Member."	35.7%	32.3%	40.3%	29.4%	N/A
"I believe there is a lot of discrimination within the Service."	46.6%	50.7%	53.0%	46.4%	51.6%
"I believe my workplace is adequately protected from harassment and discrimination."	72.2%	71.1%	69.1%	46.4%	N/A
"I believe that the Service should improve how it responds to harassment and discrimination matters."	64.6%	63.2%	N/A	N/A	N/A

\*Data from Internal Perceptions Service Document.

**TABLE D3: INTERNAL PERCEPTIONS OF ACCESS TO CAREER SUPPORT\***

Year	Survey Sample Size	% of TPS who said they had access to career planning guidance and information
2008	N/A	55.0
2009		57.0
2010		56.0
2011		51.0

\*Data from 2011 Service Performance Year End Report.

**TABLE D4: COMMUNITY PERCEPTIONS OF THE SERVICE'S SENSITIVITY TO DIFFERENT CULTURES\***

Question	2003	2009	2010	2011
Community members who perceived the TPS as 'somewhat' or 'very' sensitive to different cultures	N/A	73%	83%	N/A
Community members who ranked relationships between the TPS and minority groups as 'good' or 'excellent'	36%	59%	68%	81%
<b>TOTAL SURVEYED**</b>	<b>N/A</b>	<b>1201</b>	<b>1207</b>	<b>1201</b>

\*Data from 2011 & 2012 TPS Environmental Scans.

\*\*Telephone survey of Toronto residents.

**TABLE D5: COMMUNITY PERCEPTIONS OF THE SERVICE (PROFESSIONALISM, COURTESY, AND TARGETING OF MINORITY GROUPS)\***

Question	2001	2009	2010	2011
Community members who perceived officers' professionalism as 'good' or 'excellent' during contact	82%	64%	88%	82%
Community members who perceived officers' courtesy as 'good' or 'excellent' during contact	81%	66%	89%	82%
Community members who believe TPS officers targeted members of minority/ethnic groups for enforcement	23%	16%	18%	17%
<b>TOTAL SURVEYED**</b>	<b>N/A</b>	<b>1201</b>	<b>1207</b>	<b>1201</b>

\*Data from 2011 & 2012 TPS Environmental Scans.

\*\*Telephone survey of Toronto residents.

**TABLE D6: COMMUNITY CONSULTATIVE COMMITTEE (CCC) AND COMMUNITY POLICE LIAISON COMMITTEE (CPLC) MEMBERSHIP DEMOGRAPHIC DATA**

CCC	Female (%)	Male (%)	Racialized Person (%)
Aboriginal CCC	15.9	5.3	100.0
Asia Pacific CCC	35.0	65.0	100.0
Chinese CCC	60.0	40.0	100.0
French CCC	75.0	25.0	12.5
LGBT CCC	55.6	44.4	55.6
Muslim CCC	27.0	72.3	100.0
South and West Asian CCC	28.6	71.4	100.0
11 Division CPLC	0.0	100.00	0.0
12 Division CPLC	66.7	33.3	
13 Division CPLC	100.0	0.0	0.0
14 Division CPLC	68.4	31.6	0.0
22 Division CPLC	0.0	100.0	0.0
23 Division CPLC	0.0	100.0	100.0
31 Division CPLC	61.1	38.9	5.6
32 Division CPLC	20.0	80.0	55.0
33 Division CPLC	60.9	39.1	13.0
41 Division CPLC	64.3	35.7	50.0
42 Division CPLC	47.1	52.9	70.6
43 Division CPLC	46.7	53.3	40.0
51 Division CPLC	43.8	56.2	37.5
52 Division CPLC	62.1	31.0	27.6
53 Division CPLC	38.5	61.5	30.8
54 Division CPLC	53.3	46.7	40.0
55 Division CPLC	47.1	52.9	17.6



**TABLE D7: CURRENT PROFILE OF DIVERSE UNIFORM MEMBERS, BY RANK\***

Rank	Total Uniform			Uniform Male					Uniform Female				
	2001	2010	2012	2001	2010		2012		2001	2010		2012	
	#	#	#	%	#	%	#	%	%	#	%	#	%
Senior Officer Level	N/A	101	82	N/A	87	86.1	70	85.4	8.0	14	13.9	12	14.6
Supervisory Level	N/A	1274	1240	N/A	1059	83.1	1019	82.2	9.0	215	16.9	221	17.8
Constable/Cadet Level	N/A	4501	4232	N/A	3660	81.3	3428	81.0	N/A	841	18.7	804	19.0
<b>TOTAL</b>	<b>N/A</b>	<b>5876</b>	<b>5554</b>	<b>N/A</b>	<b>4806</b>	<b>81.8</b>	<b>4517</b>	<b>81.3</b>	<b>N/A</b>	<b>1070</b>	<b>18.2</b>	<b>1037</b>	<b>18.7</b>

Rank	Total Uniform			Uniform Non-Racialized Persons					Uniform Racialized Persons				
	2001	2010	2012	2001	2010		2012		2001	2010		2012	
	#	#	#	%	#	%	#	%	%	#	%	#	%
Senior Officer Level	N/A	101	82	N/A	89	88.1	70	85.4	5.0	12	11.9	12	14.6
Supervisory Level	N/A	1274	1240	N/A	1113	87.4	1064	85.8	5.0	153	12.0	167	13.5
Constable/Cadet Level	N/A	4501	4232	N/A	3448	76.6	3157	74.6	N/A	995	22.1	1013	23.9
<b>TOTAL</b>	<b>N/A</b>	<b>5876</b>	<b>5554</b>	<b>N/A</b>	<b>3650</b>	<b>62.1</b>	<b>4297</b>	<b>77.3</b>	<b>N/A</b>	<b>1160</b>	<b>19.7</b>	<b>1192</b>	<b>21.5</b>

Rank	Total Uniform			Uniform Aboriginal					
	2001	2010	2012	2001**	2010		2012		
	#	#	#	%	#	%	#	%	
Senior Officer Level	N/A	101	82	0.0	0	0.0	0	0.0	
Supervisory Level	N/A	1274	1240	0.2	8	0.6	9	0.7	
Constable/Cadet Level	N/A	4501	4232	N/A	58	1.3	62	1.5	
<b>TOTAL</b>	<b>N/A</b>	<b>5876</b>	<b>5554</b>	<b>N/A</b>	<b>66</b>	<b>1.1</b>	<b>71</b>	<b>1.3</b>	

\*Data from the Service's HR Management System.

\*\*Data from 2011 TPS Environmental Scan.

Based on designated group status identified.

No baseline White male data available.

N/C = Data not collected.

N/A = Not available to job/year.

**TABLE D8: CURRENT PROFILE OF DIVERSE CIVILIAN MEMBERS, BY RANK\***

Rank	Total Civilian		Civilian Male				Civilian Female			
	2010	2012	2010		2012		2010		2012	
	#	%	#	%	#	%	#	%	#	%
Senior Management/ Senior Admin.	50	44	20	40.0	17	38.6	30	60.0	27	61.4
Senior Clerk, Supervisory, Professional	311	296	124	39.9	123	41.6	187	60.1	173	58.4
Other Ranks	2055	2038	951	46.3	942	46.2	1104	53.7	1096	53.8
<b>TOTAL</b>	<b>2416</b>	<b>2378</b>	<b>1095</b>	<b>45.3</b>	<b>1082</b>	<b>45.8</b>	<b>1321</b>	<b>54.7</b>	<b>1296</b>	<b>54.5</b>

Rank	Total Civilian		Civilian Non-Racialized Persons				Civilian Racialized Persons			
	2010	2012	2010		2012		2010		2012	
	#	%	#	%	#	%	#	%	#	%
Senior Management/ Senior Admin.	50	44	42	84.0	37	84.1	8	16.0	7	15.9
Senior Clerk, Supervisory, Professional	311	296	234	75.2	216	73.0	76	24.4	79	26.7
Other Ranks	2055	2038	1590	77.3	1578	76.8	452	22.0	447	21.9
<b>TOTAL</b>	<b>2416</b>	<b>2378</b>	<b>1866</b>	<b>77.2</b>	<b>1831</b>	<b>77.0</b>	<b>536</b>	<b>22.2</b>	<b>533</b>	<b>22.4</b>

\*Data from the Service's HR Management System; based on designated group status identified.

**TABLE D9: DEMOGRAPHIC BREAKDOWN OF ATTENDANTS AT SERVICE RECRUITMENT AND INFORMATION EVENTS IN THE MONTH OF JANUARY 2013\***

	General Info Session	Interview Mentoring Session #1	Interview Mentoring Session #2	Interview Mentoring Session #3	PREP Session (Female-only)
White Male	30.0%	62.2%	54.2%	68.1%	-
White Female	20.0%	4.4%	11.4%	17.0%	80.9%
Racialized Male	42.0%	33.3%	31.4%	14.9%	-
Racialized Female	8.0%	0.0%	2.9%	0.0%	14.3%
Persons with Disabilities	0.0%	0.0%	0.0%	0.0%	0.0%
Aboriginal	0.0%	0.0%	0.0%	0.0%	0.0%
<b>Total # in attendance</b>	<b>150</b>	<b>45</b>	<b>35</b>	<b>47</b>	<b>21</b>

\*Data received from the Service in February 2013; based on designated group status identified.

**TABLE D10: UNIFORM APPLICANTS BY GENDER\***

	2008		2009		2010		2011		Total	
	%	#	%	#	%	#	%	#	%	#
Male	88.3%	913	89.7%	1292	90.0%	1126	91.5%	314	89.6%	3645
Female	11.7%	121	10.3%	148	10.0%	125	8.5%	29	10.4%	423
<b>TOTAL</b>	<b>100.0%</b>	<b>1034</b>	<b>100.0%</b>	<b>1440</b>	<b>100.0%</b>	<b>1251</b>	<b>100.0%</b>	<b>343</b>	<b>100%</b>	<b>4068</b>

\*Based on gender identified.

**TABLE D11: UNIFORM APPLICANTS BY DESIGNATED GROUP\***

	2008		2009		2010		2011**		Total	
	%	#	%	#	%	#	%	#	%	#
<b>Aboriginal</b>	1.1%	11	0.8%	12	1.2%	15	0.9%	3	1.0%	41
Male	0.9%	9	0.6%	8	1.1%	13	0.9%	3	0.8%	33
Female	0.2%	2	0.3%	4	0.2%	2	0.0%	0	0.2%	8
<b>Racialized Persons</b>	31.9%	322	31.6%	450	32.1%	397	29.9%	102	31.7%	1271
Male	29.7%	300	29.8%	425	30.3%	375	27.3%	93	29.7%	1193
Female	2.2%	22	1.8%	25	1.8%	22	2.6%	9	1.9%	78
<b>White</b>	67.0%	677	67.6%	962	66.7%	825	69.2%	236	67.3%	2700
Male	57.5%	581	59.3%	844	58.5%	724	63.3%	216	58.9%	2365
Female	9.5%	96	8.3%	118	8.2%	101	5.9%	20	8.3%	335
<b>TOTAL</b>	<b>100%</b>	<b>1010</b>	<b>100.0%</b>	<b>1424</b>	<b>100%</b>	<b>1237</b>	<b>100.0%</b>	<b>341</b>	<b>100%</b>	<b>4012</b>

\*Based on designated group status identified.

\*\*2011 data reflects hiring freeze.

**TABLE D12: UNIFORM HIRES BY GENDER\***

	2008		2009		2010		2011**		2012		Total	
	%	#	%	#	%	#	%	#	%	#	%	#
Male	81.9%	299	79.1%	277	81.5%	172	0%	0	91.4%	74	81.6%	822
Female	18.1%	66	20.9%	73	18.5%	39	0%	0	8.6%	7	18.4%	185
<b>TOTAL</b>	<b>100%</b>	<b>365</b>	<b>100%</b>	<b>350</b>	<b>100%</b>	<b>211</b>	<b>0%</b>	<b>0</b>	<b>100%</b>	<b>81</b>	<b>100%</b>	<b>1007</b>

\*Based on gender identified.

\*\*2011 data has been omitted due to hiring freeze.

**TABLE D13: UNIFORM HIRES BY DESIGNATED GROUP\***

	2008		2009		2010		2011**		2012***		Total	
	%	#	%	#	%	#	%	#	%	#	%	#
<b>Aboriginal</b>	1.7%	6	1.1%	4	2.8%	6	0%	0	4.9%	4	2.0%	20
Male	1.4%	5	0.6%	2	1.4%	3	0%	0	4.9%	4	1.4%	14
Female	0.3%	1	0.6%	2	1.4%	3	0%	0	0.0%	0	0.6%	6
<b>Racialized Persons</b>	34.3%	125	32.6%	114	35.5%	75	0%	0	37.0%	30	34.2%	344
Male	31.3%	114	30.3%	106	34.6%	73	0%	0	33.3%	27	31.8%	320
Female	3.0%	11	2.3%	8	0.9%	2	0%	0	3.7%	3	2.4%	24
<b>White</b>	64.0%	233	66.3%	232	61.6%	130	0%	0	58.0%	47	63.8%	642
Male	49.2%	179	48.3%	169	45.5%	96	0%	0	53.1%	43	48.4%	487
Female	14.8%	54	18.0%	63	16.1%	34	0%	0	4.9%	4	15.4%	155
<b>TOTAL</b>	<b>100%</b>	<b>364</b>	<b>100%</b>	<b>350</b>	<b>100%</b>	<b>211</b>	<b>0%</b>	<b>0</b>	<b>100%</b>	<b>81</b>	<b>100%</b>	<b>1006</b>

\*Based on designated group status identified.

\*\*2011 data omitted due to hiring freeze.

\*\*\*2012 data reflects a partial hiring freeze.

**TABLE D14: RATES OF NON-RESPONDENTS TO UNIFORM HIRING DATA\***

Gender/ Racialized Group	2008		2009		2010		2011		2012	
	Applicants	Hired	Applicants	Hired	Applicants	Hired	Applicants	Hired	Applicants	Hired
Non- Respondent/ Racialized Person	0	0	0	0	0	0	0	0	1	0
Male/Non- Respondent	23	1	15	0	14	0	2	0	5	0
Female/Non- Respondent	1	0	1	0	0	0	0	0	0	0
Non- Respondent/ White	0	0	0	0	0	0	0	0	0	0
Non- Respondent/ Non- Respondent	0	0	0	0	0	0	0	0	3	0
<b>Total Applicants/ Hires:</b>	<b>1034</b>	<b>365</b>	<b>1440</b>	<b>350</b>	<b>1251</b>	<b>211</b>	<b>343</b>	<b>0</b>	<b>1378</b>	<b>81</b>

\*Data received from the Service in February 2013.

**TABLE D15: UNIFORM SUCCESS RATES BY GENDER\***

	2008			2009			2010**		
	# Applicants	# Hires	Success Rate	# Applicants	# Hires	Success Rate	# Applicants	# Hires	Success Rate
Male	913	299	32.7%	1292	277	21.4%	1126	172	15.3%
Female	121	66	54.5%	148	73	49.3%	125	39	31.2%
<b>TOTAL</b>	<b>1034</b>	<b>365</b>	<b>35.3%</b>	<b>1440</b>	<b>350</b>	<b>24.3%</b>	<b>1251</b>	<b>211</b>	<b>16.9%</b>

\*Based on gender identified.

\*\*2011 data has been omitted due to hiring freeze.

**TABLE D16: SUCCESS RATES FOR UNIFORM POSITIONS, BY DESIGNATED GROUP\***

	2008			2009			2010		
	# Applicants	# Hires	Success Rate	# Applicants	# Hires	Success Rate	# Applicants	# Hires	Success Rate
<b>Aboriginal</b>	11	6	54.5%	12	4	33.3%	15	6	40.0%
Male	9	5	55.6%	8	2	25.0%	13	3	23.1%
Female	2	1	50.0%	4	2	50.0%	2	3	150.0%
<b>Racialized Persons</b>	322	125	38.8%	450	114	25.3%	397	75	18.9%
Male	300	114	38.0%	425	106	24.9%	375	73	19.5%
Female	22	11	50.0%	25	8	32.0%	22	2	9.1%
<b>White</b>	677	233	34.4%	962	232	24.1%	825	130	15.8%
Male	581	179	30.8%	844	169	20.0%	724	96	13.3%
Female	96	54	56.3%	118	63	53.4%	101	34	33.7%
<b>TOTAL</b>	<b>1010</b>	<b>364</b>	<b>35.3%</b>	<b>1424</b>	<b>350</b>	<b>24.3%</b>	<b>1237</b>	<b>211</b>	<b>16.9%</b>

\*Based on designated group status identified.

**TABLE D17: MALE APPLICANTS V. HIRES FOR CIVILIAN ENTRY-LEVEL POSITIONS\***

	2010		2011		2012	
	Applicants	Hired	Applicants	Hired	Applicants	Hired
Parking Enforcement Officer	367	23	957	10	1054	20
Part-time Court Officer	952	19	30	N/A	679	14
Part-time Communications Operator	230	2	238	3	230	2
Lifeguards	73	54	63	52	79	66
Part-time Monitor/Translators	23	14	0	2	5	2
Temporary Clerk	121	13	22	3	439	4
Other Civilian Hires	1144	18	269	8	603	4
School Crossing Guard	56	48	58	58	53	55
Consultants	N/C	56	27	28	86	66
Co-ops	N/C	49	12	12	61	46
Youth in Policing Initiative	380	75	421	79	482	81
<b>TOTAL</b>	<b>3346</b>	<b>371</b>	<b>2097</b>	<b>255</b>	<b>3771</b>	<b>360</b>

\*Data received from the Service in February 2013; based on designated group status identified.

No baseline White male data available.

N/C = Data not collected.

N/A = Not available to job/year.

**TABLE D18: FEMALE APPLICANTS V. HIRES FOR CIVILIAN ENTRY-LEVEL POSITIONS\***

	2010		2011		2012	
	Applicants	Hired	Applicants	Hired	Applicants	Hired
Parking Enforcement Officer	130	7	293	4	319	4
Part-time Court Officer	260	6	5	N/A	208	2
Part-time Communications Operator	367	8	437	8	400	5
Lifeguards	83	34	44	39	58	26
Part-time Monitor/Translators	18	10	1	2	11	8
Temporary Clerk	302	35	80	8	1166	18
Other Civilian Hires	597	5	210	8	827	2
School Crossing Guard	47	55	69	56	56	64
Consultants	N/C	26	8	16	30	20
Co-ops	N/C	28	11	11	36	33
Youth in Policing Initiative	348	75	401	77	423	73
<b>TOTAL</b>	<b>2152</b>	<b>289</b>	<b>1559</b>	<b>229</b>	<b>3534</b>	<b>255</b>

\*Data received from the Service in February 2013; based on designated group status identified.

No baseline White male data available.

N/C = Data not collected.

N/A = Not available to job/year.

**TABLE D19: RACIALIZED MALE APPLICANTS V. HIRES FOR CIVILIAN ENTRY-LEVEL POSITIONS\***

	2010		2011		2012	
	Applicants	Hired	Applicants	Hired	Applicants	Hired
Parking Enforcement Officer	191	10	521	2	568	3
Part-time Court Officer	491	8	6	N/A	316	5
Part-time Communications Operator	144	1	133	2	132	1
Lifeguards	17	3	6	6	4	3
Part-time Monitor/Translators	5	2	0	1	1	1
Temporary Clerk	44	4	11	0	289	0
Other Civilian Hires	611	4	139	4	318	0
School Crossing Guard	N/C	N/C	N/C	N/C	N/C	N/C
Consultants	N/C	N/C	N/C	N/C	N/C	N/C
Co-ops	N/C	N/C	N/C	N/C	N/C	N/C
Youth in Policing Initiative	321	64	376	72	426	66
<b>TOTAL</b>	<b>1824</b>	<b>96</b>	<b>1192</b>	<b>87</b>	<b>2054</b>	<b>79</b>

\*Data received from the Service in February 2013; based on designated group status identified.

No baseline White male data available.

N/C = Data not collected.

N/A = Not available to job/year.

**TABLE D20: RACIALIZED FEMALE APPLICANTS V. HIRES FOR CIVILIAN ENTRY-LEVEL POSITIONS\***

	2010		2011		2012	
	Applicants	Hired	Applicants	Hired	Applicants	Hired
Parking Enforcement Officer	45	3	128	1	125	5
Part-time Court Officer	119	3	3	N/A	78	1
Part-time Communications Operator	149	1	164	1	140	1
Lifeguards	7	2	6	5	0	0
Part-time Monitor/Translators	6	6	0	0	2	2
Temporary Clerk	95	14	44	2	467	3
Other Civilian Hires	305	1	95	3	314	0
School Crossing Guard	N/C	N/C	N/C	N/C	N/C	N/C
Consultants	N/C	N/C	N/C	N/C	N/C	N/C
Co-ops	N/C	N/C	N/C	N/C	N/C	N/C
Youth in Policing Initiative	319	71	360	68	386	68
<b>TOTAL</b>	<b>1045</b>	<b>101</b>	<b>800</b>	<b>80</b>	<b>1512</b>	<b>80</b>

\*Data received from the Service in February 2013; based on designated group status identified.

No baseline White male data available.

N/C = Data not collected.

N/A = Not available to job/year.

**TABLE D21: ABORIGINAL APPLICANTS V. HIRES FOR CIVILIAN ENTRY-LEVEL POSITIONS\***

	2010		2011		2012	
	Applicants	Hired	Applicants	Hired	Applicants	Hired
Parking Enforcement Officer	4	0	15	0	12	0
Part-time Court Officer	6	0	0	N/A	14	0
Part-time Communications Operator	3	0	5	0	3	0
Lifeguards	0	0	0	0	0	0
Part-time Monitor/Translators	0	0	0	0	0	0
Temporary Clerk	2	0	1	0	18	3
Other Civilian Hires	6	0	1	0	28	0
School Crossing Guard	N/C	N/C	N/C	N/C	N/C	N/C
Consultants	N/C	N/C	N/C	N/C	N/C	N/C
Co-ops	N/C	N/C	N/C	N/C	N/C	N/C
Youth in Policing Initiative	15	3	10	3	9	1
<b>TOTAL</b>	<b>36</b>	<b>3</b>	<b>32</b>	<b>3</b>	<b>84</b>	<b>4</b>

\*Data received from the Service in February 2013; based on designated group status identified.

No baseline White male data available.

N/C = Data not collected.

N/A = Not available to job/year.



**TABLE D22: APPLICANTS WITH DISABILITIES V. HIRES FOR CIVILIAN ENTRY-LEVEL POSITIONS\***

	2010		2011		2012	
	Applicants	Hired	Applicants	Hired	Applicants	Hired
Parking Enforcement Officer	6	0	4	0	13	0
Part-time Court Officer	11	0	0	N/A	10	0
Part-time Communications Operator	2	0	2	0	8	0
Lifeguards	0	0	0	0	0	0
Part-time Monitor/Translators	0	0	0	0	0	0
Temporary Clerk	0	0	0	0	46	0
Other Civilian Hires	N/A	0	0	0	36	0
School Crossing Guard	N/C	N/C	N/C	N/C	N/C	N/C
Consultants	N/C	N/C	N/C	N/C	N/C	N/C
Co-ops	N/C	N/C	N/C	N/C	N/C	N/C
Youth in Policing Initiative	1	0	9	12	3	1
<b>TOTAL</b>	<b>20</b>	<b>0</b>	<b>15</b>	<b>12</b>	<b>116</b>	<b>1</b>

\*Data received from the Service in February 2013; based on designated group status identified.

No baseline White male data available.

N/C = Data not collected.

N/A = Not available to job/year.

**TABLE D23: SUCCESS RATES FOR CIVILIAN ENTRY-LEVEL POSITIONS, BY GENDER\***

	2010			2011			2012		
	# Applicants	# Hires	Success Rate	# Applicants	# Hires	Success Rate	# Applicants	# Hires	Success Rate
Male	3346	371	11.1%	2097	255	12.2%	3771	360	9.5%
Female	2152	289	13.4%	1559	229	14.7%	3534	255	7.2%
<b>TOTAL</b>	<b>5498</b>	<b>660</b>	<b>12.0%</b>	<b>3656</b>	<b>484</b>	<b>13.2%</b>	<b>7305</b>	<b>615</b>	<b>8.4%</b>

\*Based on gender identified.

**TABLE D24: SUCCESS RATES FOR CIVILIAN ENTRY-LEVEL POSITIONS, BY DESIGNATED GROUP\***

	2010			2011			2012		
	# Applicants	# Hires	Success Rate	# Applicants	# Hires	Success Rate	# Applicants	# Hires	Success Rate
Racialized Men	1824	96	5.3%	1192	87	7.3%	2054	79	3.8%
Racialized Women	1045	101	9.7%	800	80	10.0%	1512	80	5.3%
Persons with Disabilities	20	0	0.0%	15	12	80.0%**	116	1	0.9%
Aboriginal Peoples	36	3	8.3%	32	3	9.4%	84	4	4.8%

\*Based on designated group status identified.

\*\*Reflects high success rate in the Youth in Policing Program

**TABLE D25: SELECTION AND PROMOTION OF UNIFORM MEMBERS, BY GENDER\***

Year	Male Police Constable to Sergeant				Female Police Constable to Sergeant			
	# Applied	# Promoted	Success Rate (%)	% Total Promoted	# Applied	# Promoted	Success Rate (%)	% Total Promoted
2005	351	78	22.2	78.0	66	22	33.3	22.0
2006	447	79	17.7	79.0	88	21	23.9	21.0
2007	451	109	24.2	83.8	81	21	25.9	16.2
2008	347	102	29.4	85.0	77	18	23.4	15.0
2009	0	0	0	0	0	0	0	0
2010	440	95	21.6	79.1	82	25	30.5	20.8
<b>TOTAL</b>	<b>2036</b>	<b>463</b>	<b>22.7</b>	<b>81.2</b>	<b>394</b>	<b>107</b>	<b>27.2</b>	<b>18.8</b>

Year	Male Sergeant to Staff Sergeant				Female Sergeant to Staff Sergeant			
	# Applied	# Promoted	Success Rate (%)	% Total Promoted	# Applied	# Promoted	Success Rate (%)	% Total Promoted
2005	273	37	13.6	92.5	38	3	7.9	7.5
2006	288	41	14.2	82.0	53	9	17.0	18.0
2007	277	40	14.4	80.0	67	10	14.9	20.0
2008	0	0	0	0	0	0	0	0
2009	0	0	0	0	0	0	0	0
2010	240	32	13.3	71.1	61	13	21.3	28.9
<b>TOTAL</b>	<b>1078</b>	<b>150</b>	<b>13.9</b>	<b>81.1</b>	<b>219</b>	<b>35</b>	<b>16.0</b>	<b>18.9</b>

Year	Male Staff Sergeant to Senior Officer				Female Staff Sergeant to Senior Officer			
	# Applied	# Promoted	Success Rate (%)	% Total Promoted	# Applied	# Promoted	Success Rate (%)	% Total Promoted
2005	37	13	35.1	86.7	6	2	33.3	13.3
2006	0	0	0	0	0	0	0	0
2007	131	31	23.7	83.8	14	6	42.9	16.2
2008	26	6	23.1	66.7	8	3	37.5	33.3
2009	8	3	37.5	50.0	3	3	100	50.0
2010	97	24	24.7	77.4	22	7	31.8	22.6
<b>TOTAL</b>	<b>299</b>	<b>77</b>	<b>25.8</b>	<b>78.6</b>	<b>53</b>	<b>21</b>	<b>39.6</b>	<b>21.4</b>

\*Data from the Service's 5-Year Promotion Equity Document; based on gender identified.

**TABLE D26: REASONS FOR RESIGNATION FROM THE SERVICE BETWEEN 2007 AND 2012, BY GENDER\***

Reason for Resigning	Female	Male	Difference
Return to School	1.3%	1.4%	-0.1%
End of Recall Rights	0.0%	0.0%	0.0%
End of Temporary Employment	0.0%	0.0%	0.0%
Attendance	0.0%	0.4%	-0.4%
Dissatisfied with Shift Work	1.3%	0.0%	1.3%
Poor Performance	0.0%	0.4%	-0.4%
Resigned Disciplinary	1.3%	1.0%	0.3%
Unreduced Pension	0.0%	0.0%	0.0%
Failed Probation	0.0%	0.4%	-0.4%
Employee Dissatisfied	0.0%	0.7%	-0.7%
Family Care	14.5%	1.4%	13.1%**
Relocation	7.9%	3.5%	4.4%
Health Reasons	4.0%	2.1%	1.9%
Personal/No Reason Given	18.4%	15.9%	2.5%
Other Employment	10.5%	17.3%	-6.8%
Join Other Police Service	40.8%	55.7%	-14.9%**

\*Data received from the Service; based on gender identified.

\*\*Difference of over 10% is statistically significant.

**TABLE D27: INTERNAL COMPLAINTS RELATING TO HARASSMENT AND DISCRIMINATION\***

Year	# of Complaints Related to Harassment and Discrimination
2008	22
2009	17
2010	47
2011	26

\*Data from 2011 Service Performance Year End Report.

**TABLE D28: GROUNDS OF INVESTIGATED INTERNAL COMPLAINTS RELATED TO ALLEGATIONS OF DISCREDITABLE CONDUCT BASED ON DISCRIMINATION\***

Grounds	2007	2008	2009	2010	2011	2012
Race	-	-	-	14%	17%	0%
Ethnic Origin	-	-	-	43%	0%	0%
Colour	-	-	-	0%	0%	25%
Sexual Orientation	-	-	-	14%	25%	0%
Disability	-	-	-	0%	50%	50%
Age	-	-	-	0%	0%	25%
Not Specified	100%	100%	100%	29%	8%	0%
<b>TOTAL</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Number</b>	<b>2</b>	<b>10</b>	<b>7</b>	<b>7</b>	<b>12</b>	<b>4</b>

\*Data received from the Service in May 2013.

**TABLE D29: DISPOSITION OF INVESTIGATED INTERNAL COMPLAINTS RELATED TO ALLEGATIONS OF DISCREDITABLE CONDUCT BASED ON DISCRIMINATION\***

Disposition	2007	2008	2009	2010	2011	2012	Total
Open	0	0	0	0	0	2	2
Misconduct Identified	1	0	0	5	12	0	18
Unsubstantiated	1	10	7	2	0	2	22
<b>TOTAL</b>	<b>2</b>	<b>10</b>	<b>7</b>	<b>7</b>	<b>12</b>	<b>4</b>	<b>42</b>

\*Data received from the Service in May 2013.

**TABLE D30: NUMBER OF PUBLIC COMPLAINTS RECEIVED\***

Public Complaints	2008	2009	2010	2011	2012
Complaints Investigated	459	420	742	500	395
Complaints Not Investigated	305	292	404	350	369
<b>TOTAL</b>	<b>764</b>	<b>712</b>	<b>1146</b>	<b>850</b>	<b>764</b>

\*Data from 2012 Professional Standards Annual Report.

**TABLE D31: INVESTIGATED COMPLAINTS BASED ON ALLEGED MISCONDUCT\***

Investigated Complaints	2008		2009		2010		2011		2012	
	#	%	#	%	#	%	#	%	#	%
Discreditable Conduct	289	63.0	261	62.1	281	58.7	283	58.1	261	66.1
<b>TOTAL</b>	<b>459</b>	<b>100</b>	<b>420</b>	<b>100</b>	<b>742</b>	<b>100</b>	<b>500</b>	<b>100</b>	<b>395</b>	<b>100</b>

\*Data from 2012 Professional Standards Annual Report.

**TABLE D32: INVESTIGATED PUBLIC COMPLAINTS RELATED TO DISCREDITABLE CONDUCT ALLEGATIONS ON THE GROUNDS OF DISCRIMINATION\***

Discreditable Conduct	2008		2009		2010		2011		2012	
	#	%	#	%	#	%	#	%	#	%
Discrimination	15	5.3	31	11.9	23	8.2	4	1.4	4	1.5
<b>TOTAL</b>	<b>289</b>	<b>100</b>	<b>261</b>	<b>100</b>	<b>281</b>	<b>100</b>	<b>283</b>	<b>100</b>	<b>261</b>	<b>100</b>

\*Data from 2012 Professional Standards Annual Report.

**TABLE D33: NUMBER OF EXTERNAL HUMAN RIGHTS COMPLAINTS ON THE GROUNDS OF DISCRIMINATION FILED WITH THE HUMAN RIGHTS TRIBUNAL OF ONTARIO\***

Grounds of Discrimination**	2008	2009	2010	2011	2012
Race	10	11	24	21	18
Colour	9	7	21	20	16
Ethnic Origin	2	7	17	15	12
Place of Origin	1	5	10	8	8
Citizenship	0	3	5	3	5
Ancestry	1	6	11	11	5
Disability	7	5	5	13	8
Sex	5	2	2	4	4
Sexual Orientation	2	1	1	0	1
Gender Identity***	N/A	N/A	N/A	N/A	1
Gender Expression***	N/A	N/A	N/A	N/A	0
Religion	1	0	N/A	N/A	N/A
<b>Total # of Complaints</b>	<b>21</b>	<b>18</b>	<b>27</b>	<b>32</b>	<b>27</b>

\*Data from the Service's Legal Services.

\*\*Complaint form permits selection of multiple categories; not all categories are listed.

\*\*\*As of June 2012, the Code was amended to include two new prohibited grounds of discrimination.

# APPENDIX E

## CONSENT AGREEMENT

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### THE DIVERSITY INSTITUTE, RYERSON UNIVERSITY

### CONSENT AGREEMENT

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#### ANALYSIS OF THE HUMAN RIGHTS PROJECT CHARTER (HRPC): PHASE TWO

You are being asked to participate in an interview for research study examining the implementation of the HRPC. Before you give your consent, please read the following information. Should you have any questions or require any further clarification about this study, please do not hesitate to ask at any point during this interview.

#### Principal Investigators

- Wendy Cukier, B.A., M.A., M.B.A., PhD., D.U. (Hon), LL.D (Hon). M.S.C. – Office of the Vice President and Research, and the Diversity Institute, Ryerson University

#### Study Partners

Ryerson University, Toronto Police Services, Ontario Human Rights Commission

#### Purpose of the Study

To explore the perceptions and opinions of members of three groups regarding the implementation, execution, and impact of the HRPC:

- Internal members of TPS
- Internal members of OHRC
- Members of community organizations affiliated with TPS

## **Description of the Study**

You have been asked to participate in an interview that will discuss your opinions, perceptions, and experiences with the HRPC. This interview is being held at [Include exact location here] and will address, but not be limited to discussing, the following questions:

- Are you aware of the HRPC?
- Has the HRPC had an impact on internal TPS practices?
- Has the HRPC had an impact on external TPS practices?
- What have you done personally to advance the goals of the HRPC?

This interview will contribute to the Diversity Institute's (Ryerson University) analysis of the HRPC's project design and impacts, and will take approximately 60 minutes.

## **Risks or Discomforts**

There is a possibility you might feel uncomfortable or anxious because the interview questions may require that you critique your current employer and/ or your profession, or the practices of the TPS. At any time, you may pause the interview, skip a question, or choose to exit the study without any penalty.

## **Benefits of the Study**

We cannot guarantee any benefit to you in participating in this study; however, by agreeing to participate you are contributing your ideas and opinions regarding the HRPC and potential changes in TPS' practices and governance.

## **Confidentiality**

The research team will be the only people who have access to the information that you provide. All information collected will be stored securely on encrypted USB keys in a locked filing cabinet in the Diversity Institute office and all information on computers will be password protected. Those members of the Diversity Institute team transcribing the information from audio recordings will make use of codes so as not to reveal your identity and will also be asked to sign a separate confidentiality agreement stating that they will keep your identity confidential. The master list of study participants will be kept separately from the transcriptions so as to ensure that transcripts are not linked to participants. The members of the Diversity Institute team who will analyze the transcripts will only be provided with transcriptions using coded identity markers to further ensure that your identity is not revealed during the process. After December 2018 the information will be destroyed. A report will be presented to the TPS and OHRC regarding the overall findings of the study. Your name will not appear anywhere in any draft or final report.

## **Incentive to Participate**

Participants will not be paid to participate in this study.

### **Costs and/or Compensation for Participants**

The costs associated with participating in this study will be for travel (i.e. public transit, parking, etc) and your time.

### **Voluntary Nature of Participation**

Participation in this study is voluntary. Your choice of whether or not to participate will not influence your future personal or professional relations with TPS, OHRC, or Ryerson University. If you decide to participate, you are free to withdraw your consent and to stop your participation at any time without penalty.

At any particular point in the study, you may refuse to answer any particular question or stop participation altogether.

### **Questions about the Study**

If you have any questions about the research, please ask at any time. If you have any questions later about the research, you may contact:

Dr. Wendy Cukier		Pinoo Bindhani
416-979-5000 x6740	or	416-979-5000 x2468
wcukier@ryerson.ca		pinoo.bindhani@ryerson.ca

If you have questions regarding your rights as human subject and participant in this study, you may contact the Ryerson University Research and Ethics Board for information.

Toni Fletcher  
REB Coordinator  
toni.fletcher@ryerson.ca  
Research Ethics Board  
c/o Office of the Vice President, Research and Innovation  
Ryerson University  
350 Victoria Street  
Toronto, ON M5B 2K3  
416-979-5042



## ANALYSIS OF THE HUMAN RIGHTS PROJECT CHARTER (HRPC): PHASE TWO

### Agreement

Your signature below indicates that you have read the information in this agreement and have had a chance to ask any questions you have about the study. Your signature also indicates that you agree to be in the study and have been told that you can change your mind and withdraw your consent to participate at any time. You have been given a copy of this agreement.

You have been told that by signing this consent you are not giving up any of your legal rights.

\_\_\_\_\_  
Name of Participant (please print)

\_\_\_\_\_  
Signature of Participant

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Investigator

\_\_\_\_\_  
Date

Your signature below indicates that you agree to be audiotaped and have had a chance to ask questions regarding confidentiality. Your signature also indicates that you can change your mind and withdraw your consent to participate at any time. You have been told that by signing this consent agreement you are not giving up any of your legal rights.

\_\_\_\_\_  
Name of Participant (please print)

\_\_\_\_\_  
Signature of Participant

\_\_\_\_\_  
Date

\_\_\_\_\_  
Signature of Investigator

\_\_\_\_\_  
Date

# APPENDIX F

## INTERVIEW QUESTIONS

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### INTERNAL PARTICIPANTS

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1. What has been your role in the HRPC?
2. How has the HRPC had an impact on internal processes? Please give us your perspective on the HRPC's impact on:
  - Public education/communication
  - Recruitment, hiring, promotion and retention
  - Service governance
  - Teaching practices at the TPS (both in-service training, and at the Toronto Police College)
  - Workplace culture
3. How has the HRPC had an impact on external processes? Please give us your perspective on the HRPC's impact on:
  - The image of police in Toronto
  - The perception of communities and community groups
  - The Toronto Police Service's ability to communicate with marginalized groups
4. Have there been any barriers to advancing the HRPC?
5. Do you believe your personal behaviour and attitudes have changed because of the HRPC?
6. What have you done personally to advance the goals of the HRPC?
7. Apart from the HRPC, what else may have impacted change within the Toronto Police Service?
8. Are there any gaps that need to be addressed?

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## EXTERNAL PARTICIPANTS

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1. What, according to you, was the objective of the HRPC?
2. How have you been involved with the HRPC?
3. What are your opinions/perspectives towards this Project?
4. How has the HRPC impacted your organization's relationship with TPS?
5. How has the HRPC had an impact on its delivery of policing services? Please give us your perspective on the HRPC's impact on:
  - a. The image of police in Toronto
  - b. The perception of communities and community groups/TPS' relationships with community groups
  - c. The Toronto Police Service's ability to communicate with marginalized groups
  - d. External policies and procedures governing TPS-community relationships
6. Have there been any barriers to advancing the HRPC?
7. Apart from the HRPC, what else may have impacted change in the Toronto Police Service's community interactions?
8. Are there any further gaps that still need to be addressed?



The Human Rights Project Charter (Project Charter) was initiated in 2007 with the aim of ensuring that the principles of the Ontario *Human Rights Code* were interwoven in Service governance, procedures, and services while developing a new collaborative approach between the Toronto Police Services Board, the Toronto Police Service, and the Ontario Human Rights Commission.

The Project Charter outlined a series of human rights issues and corresponding initiatives in four general areas: Public Education; Recruitment, Selection, Promotion, and Retention; Accountability; and Learning. The Project Charter's unique collaborative approach aimed at creating sustainable, lasting change.

Ted Rogers School of Management's Diversity Institute at Ryerson University was contracted to evaluate the Project Charter's implementation. The evaluation aimed to assess:

1. Was the Project Charter a success?
2. Did the Project Charter really do what it set out to do?
3. Did it make a difference? Why or why not?
4. Lessons learned and suggestions for improvement.