Executive summary.

Overarching Key Finding:

Peel Regional Police ("PRP" or "Peel Regional Police") has put in place a substantial number of policies, programs, and initiatives across different aspects of policing in the community, and for employees. These policies, programs, initiatives can be considered effective practices under the Global Diversity and Inclusion Benchmarks and when compared with other similar size police services.

For any policy, program or initiative to be successful however, it must be interpreted and implemented by people. To that end, the success of these initiatives will be determined by the knowledge, understanding and cross-cultural mindset of those Board members, leaders and officers who develop, interpret and implement them on a daily basis.

In this regard, our research over the course of this engagement suggests that there is a gap between the goals of the many PRP policies, practices and initiatives and the cultural competence of the leaders of the Peel Regional Police and the Peel Regional Police Services Board ("PPSB" or the "Board"). As a result, this potential gap is likely having an impact on the organizational culture and reputation of the PRP in the community.

This gap presents through the perceptions of leaders and employees, and between the projected reputation of the organization and the perceived reputation by community stakeholders. This key finding also resonates with the current research on police culture and the potential success of change-agendas in policing found in the literature review.

To effectively address issues of diversity and inclusion in and outside the workplace, Peel Regional Police may consider focusing on developing the cultural competence of their leaders, Board members and police service members to help them fully comprehend that some staff and members of the wider community may have very different lived experiences, in comparison to most Peel Regional Police leaders.

Addressing this gap in cultural competence can help bridge the gap between the goals of the many PRP policies, programs and initiatives meant to support diversity and inclusion, and the lived experiences of employees and members of the community that do not appear to align with the anticipated goals of the policies, programs and initiatives.

Summary of Key Findings[2]

Any findings presented in this report represent themes that were analyzed from the aggregated responses of leaders, employees, and members of the public, in the interviews, focus groups, and public consultations. Findings do not represent the feelings of single individuals, but are

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[2] Key findings listed in the Executive Summary are presented as high-level findings. For more detail on each finding, please refer to the appropriate section of this report.

representative of sentiments expressed by several respondents, often across multiple data collection techniques.

1. Leadership

Leadership representation

FINDING 1.1: The Peel Regional Police leadership does not appear to be representative of the community served by Peel Regional Police.

- » Baby Boomers are more represented in Senior Leadership than they are overall.
- » There are more Men than Women, and more Caucasian than Racialized persons.
- » Baby Boomers, Generation X, Married persons, Persons with Dependents, Newcomers, Christians, and Men are more represented in Senior Leadership.

Peel Regional Police Leaders' commitment and understanding

Our assessment of leaders' commitment, understanding and mindset revealed some potential variability and inconsistency across the leadership team.

FINDING 1.2: Peel Regional Police Leaders and Board Members demonstrate a fairly strong understanding that diversity includes factors beyond race and gender.

FINDING 1.3: Peel Regional Police Leaders and Board Members demonstrate a fairly even distribution of understanding of inclusion as either a "state", or an "action".

FINDING 1.4: Some Peel Regional Police Leaders and Board Members demonstrate a gap in terms of understanding that inclusive leadership includes an internal, self-reflective behaviour that is dynamic over time.

FINDING 1.5. Majority of Peel Regional Police Leaders and Board Members strongly believe that the organization is committed to diversity and inclusion.

FINDING 1.6: Peel Regional Police Leaders and Board Members indicate that they believe brave, helpful and hard-working people fit best at Peel Regional Police.

FINDING 1.7: Peel Regional Police leaders and Board members broadly perceive fairness, consistency and flexibility to exist in the organization.

FINDING 1.8: Almost three quarters of Peel Regional Police Leaders and Board Members don't believe that barriers exist or rarely exist for certain groups at Peel Regional Police.

FINDING 1.9: Peel Regional Police Leaders and Board Members do not appear to have a common understanding of systemic oppressions that may exist in the organization.

- » PRP Leaders and PPSB Board Members do not appear to have a common understanding of systemic oppressions such as racism, sexism, homophobia in the organization, and almost three quarters of Peel Regional Police Leaders and Board

Members do not seem to recognize that barriers exist or rarely exist for certain groups at Peel Regional Police.

» In this report, we focus on racism as a matter of systemic oppression. On the one hand, racism can be understood as a set of prejudicial, individual-level beliefs and attitudes. However, in current research and terminology, racism is not only approached as an individual problem of overt hostility that could be diminished through learning and exposure to different types of people. Rather, systemic or institutional racism focuses on ideologies and discriminatory practices have become embedded in taken-for-granted laws, policies, and norms that systematically (dis)advantage certain groups. The rules, processes, and opportunity structures that enable such disparate impacts are what constitute institutional or systemic racism.

Findings 1.10 through 1.12 relate to cultural competence assessments of leaders and board members as assessed by the Intercultural Development Inventory. For more information on the IDI and the meaning and impact of development levels, please see the appropriate section of this report.

FINDING 1.10 – A number of Peel Regional Police Leaders are operating from a Polarization mindset which may create issues in the work environment for minoritized individuals.

FINDING 1.11 – The majority of Peel Regional Police Leaders are operating from a Minimization mindset which overemphasizes similarities instead of acknowledging and valuing differences and may be undermining diversity and inclusion efforts.

FINDING 1.12 – Twenty-six percent of PRP Leaders are assessed in Acceptance or Adaptation. However, leaders who are operating from an Acceptance or Adaptation mindset may be experiencing frustration, disengagement and possibly reprisals for challenging the status quo.

2. Organizational Culture

Formal Organizational Culture

Examining the formal organizational culture involved a review of directives (policies and procedures). In general, we found a robust and sophisticated set of directives with processes for regular revision. Our review of PRP's directives yielded a few opportunities.

FINDING 2.1: Documentary review identified opportunities to increase effectiveness in the policy infrastructure (compliance and accessibility) of Peel Regional Police.

FINDING 2.2: Documentary review identified specific opportunities to address inclusion with respect to diverse individuals and groups both internally and externally.

Representation

The Diversity Census and Inclusion survey provided detailed information about the representation of different groups in the PRP workforce.

FINDING 2.3: Peel Regional Police demographics demonstrate a lower representation of Racialized persons, Newcomers and Women compared to Peel Region overall.

Employees' Perceptions of Organizational Culture

Information about the perceptions of the organizational culture is derived from several data sources: Diversity Meter Census and Inclusion Survey, Leadership Growth leader interviews and Culture Meter Focus Groups. It is important to note that there are significant differences in the perceptions of the work environment between different groups of employees.

FINDING 2.4: Employees use the terms hierarchical, change-averse and traditional to describe the Peel Regional Police work culture.

FINDING 2.5: Overall, low positive response rate on one half of inclusion questions which suggests low feelings of inclusion by a portion of the workforce.

FINDING 2.6: Racialized persons indicate higher negative response rates to inclusion questions compared to their Caucasian counterparts.

FINDING 2.7: Discrimination or bias against Racialized persons was one of the most common themes in the open-response comments on the Diversity Meter Census and Inclusion Survey.

FINDING 2.8: Employees indicated that they perceive favoritism in the processes at Peel Regional Police.

FINDING 2.9: Some employees perceive what they believe to be reverse discrimination based on their identity.

FINDING 2.10: Some comments indicate a potential misunderstanding or lack of knowledge concerning objectives of diversity, equity and inclusion.

FINDING 2.11: Some employees indicated that they have a positive perspective on Peel Regional Police's commitment to diversity, inclusion, accessibility and accommodation.

FINDING 2.12: Half of employees in the focus groups perceive barriers to advancement at Peel Regional Police.

FINDING 2.13: Most employees in the focus groups have experienced or witnessed harassment or discrimination in the workplace.

FINDING 2.14: Employees report reprisals, retaliation, or negative consequences for reporting harassment or discrimination at Peel Regional Police.

FINDING 2.15: Employees in the focus groups hear and witness homophobic, sexist, and anti-immigrant language

FINDING 2.16: Employees report that some Peel Regional Police officers refer to the communities in which they police in derogatory terms.

One of the most important findings of this report is that different groups of employees are having different experiences within the police service. There is a tendency, common in most organizations, for majority group members to dismiss or minimize the experiences of minority group members. This leads to cynicism and erosion of trust amongst minority group members. CCDI would strongly encourage PRP to take note of the different experiences reported, acknowledge that they are real and valid, and make a commitment to addressing the issues raised.

3. Disconnect between employees' and leaders' perceptions

Through our data collection we found several divides between leaders' and Board members' perceptions, and the perceptions of employees.

FINDING 3.1: Employees have a lower positive response rate than leaders about PRP's commitment to diversity and inclusion.

FINDING 3.2: Some groups of employees (based on demographics) may not positively perceive PRP's commitment to diversity, equity and inclusion.

FINDING 3.3: Some employees do not share the positive perceptions of leaders with respect to fairness, consistency, and equal opportunity.

FINDING 3.4: Employees indicate less agreement than leaders with respect to workplace flexibility

FINDING 3.5: There is a divide between leaders and employees about the existence of racism, sexism, and homophobia in the Peel Regional Police workplace.

FINDING 3.6: Employees may perceive barriers to a higher degree than leaders for certain groups in the organization.

FINDING 3.7: Most leaders indicated that they had experience dealing with harassment or discrimination claims.

It is common for organizations to experience a difference between what leadership is perceiving, and what employees are experiencing regarding diversity and inclusion and a host of other issues. Although this is the case across numerous organizations, we point out examples of the differing mindsets to demonstrate the potential gap and how it can possibly be addressed. PRP Leaders and PPSB Board members have a more positive view of the organization, as compared to employees, and as a result they may not be as aware of some of the issues occurring within the organization. This suggests an opportunity for PRP Leaders and PPSB Board members to better understand the perceptions of different employees in the organization, and to accept the problems and challenges that exist.

4. Organizational Maturity

The Global Diversity and Inclusion Benchmarks ("GDIB") provides a globally recognized set of standards by which to evaluate the maturity of diversity, equity and inclusion initiatives within an organization. Peel Regional Police completed a self-assessment on the GDIB.

FINDING 4.1: The maturity of Peel Regional Police's diversity and inclusion initiatives is rated at the "Proactive" level for most of the GDIB benchmarks.

A snapshot is provided on the next page.
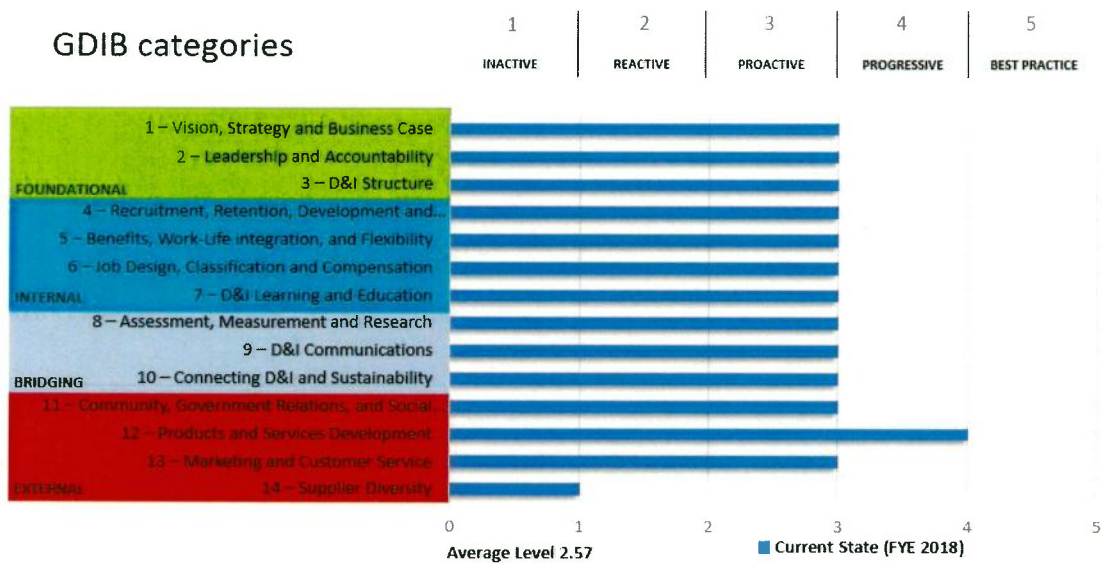
Comparison to other Police Services

FINDING 4.2: Peel Regional Police allocates comparable Diversity and Inclusion resources to internal staff and external outreach initiatives.

In our comparison of Peel Regional Police against four other comparable-sized police services[3], we found that Peel Regional Police allocates a comparable amount of resources to diversity, equity and inclusion initiatives and programs as other police services.

However, we would suggest that as the Peel Police Services Board has expressed their ambition for the Peel Regional Police to be a best in class police service in Canada, that the Peel Regional Police may consider the allocation of additional resources. While the resources and programs dedicated are comparable to other police services of similar size, no other police

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[3] Edmonton, Vancouver, Calgary and York Regional Police Services.

service examined has the unique demographic characteristics of the Region of Peel, which warrants additional emphasis be placed on the importance of diversity, equity and inclusion.

Furthermore, as indicated in the GDIB, a best practice in any organization is for diversity, equity and inclusion to be so embedded in the organization as to become everyone's job, not the role of a select few individuals in the "diversity department".

5. Organizational Reputation

We examined both the Peel Regional Police's projected reputation, that is, the messages they are sending out to the public, and PRP's perceived reputation, the perceptions of those in the media and the public.

Projected Reputation

Peel Regional Police has many initiatives related to diversity, equity and inclusion and has put forth great effort in informing the public about its commitment through multiple community outreach initiatives.

FINDING 5.1: Peel Regional Police publicly demonstrates support for diversity and inclusion through outward facing programming and initiatives.

FINDING 5.2: Peel Regional Police communicates its diversity and inclusion initiatives on its website and on social media.

Perceived Reputation - Media

Our media analysis examined more than 200 media stories mentioning the Peel Regional Police in the past 10 years. Two major themes emerged in the media reporting about the PRP.

FINDING 5.3: The majority of media stories (71%) represent Peel Regional Police as serving the community.

FINDING 5.4: Peel Regional Police perceived as "controversial" was the second largest theme in media.

Perceived Reputation – Townhall Consultations and Public Survey

CCDI received 69 responses to the online public survey, and a total of 38 people participated in two public townhall consultation sessions. Most of the participants in both the survey and sessions were self-identified as residents of Peel Region.

FINDING 5.5: Perceptions of fairness, effectiveness, integrity, respect, honesty and trust vary among respondents to the public consultations.

Conclusions and Recommendations

Accomplishments

Peel Regional Police has put in place many of the right kinds of messages, initiatives, and processes across aspects of policing as an employer and in the community and that these efforts are recognized in several different ways by employees and members of the community.

Opportunities

As police services stem from a paramilitary history, CCDI recognizes that police organizations are highly militaristic and bureaucratic in structure and culture[4]. This context must be considered when examining the opportunity for change as related to diversity and inclusion. However, in this case, we suggest that the mindset of the leaders and the culture of the police service would benefit from modification in order to make real progress on diversity and inclusion.

KEY FINDING: Dissonance may exist between the objectives of the initiatives that are already underway, and the mindset, awareness, and competence of those developing and implementing them.

This is in part due to the issue that without acknowledging that barriers and 'isms' exist in the workplace, one cannot action solutions that are authentic, genuine, and long-lasting.

As a whole, the overall success of these initiatives is determined by the mindset, awareness, and competence of those implementing them, and there may be a gap between the goals of the initiatives and the cultural competence and awareness of the leaders, as demonstrated by the IDI® exercise and the leaders' interviews.

Note that more than half the leadership team is in a minimization mindset (as assessed by the IDI®), and some are in a polarization mindset. Additionally, one third of the leadership indicated they do not believe there is racism, sexism, or homophobia in the organization, and nearly three quarters of the leadership team indicated they do not believe barriers exist or that they rarely exist for different groups within the police service.

Furthermore, commentary from many service members in the survey indicates there may be a misunderstanding of the goals of diversity, equity and inclusion work, and there is a perception among some members of the service that creating fairness for those experiencing barriers is reverse discrimination.

Our analysis suggests that the biggest obstacle to the Peel Regional Police addressing issues of diversity, equity and inclusion in the police service may be the mindset of leaders and service members, demonstrated by a lack of acknowledgement that there are real systemic problems to address[5].

Recommendations

At a high level, here are the main categories of recommendations we provide based on our research completed as part of this engagement:

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[4] Chappell, A., & Lanza-Kaduce, L. (2010). Police academy socialization: Understanding the lessons learned in a paramilitary-bureaucratic organization. *Journal of Contemporary Ethnography, 39*(2), 187-214. doi:10.1177/0891241609342230

[5] Systemic problems refer to the institutionalization of discrimination through policies and practices which may appear neutral on the surface, but which have an exclusionary impact on particular groups, such that various minority groups are discriminated against intentionally or unintentionally. The body of the report will address these problems.

1. Acknowledge and commitment to building trust.
2. Improve and enhance accountability mechanisms.
3. Increase and expand measurement, benchmarking, and ongoing internal feedback mechanisms.
4. Improve awareness and understanding of leaders and service members.
5. Enhance community engagement.
6. Improve representation of under-represented groups, particularly women and racialized service members.
7. Enhance accessibility, and commit to inclusion of service members with disabilities.
8. Commit to organizational culture change.

The Conclusions and Recommendations section of this report provides more detail and specific recommended actions for each of these high-level recommendations, as well as suggested updates to directives, policies, and procedures.