



TRUST MATTERS

A Summary Report
On the Proceedings and Outcomes of the 10th Cohort

CACP Global Studies 2017
July 2017

INTRODUCTION

CACP Global Studies is a unique professional development program for executives in policing and related public safety and criminal justice agencies. The program spans over six months of intense study and collaboration, and it applies a research-driven and problem-based learning model. CACP Global 2017 represented the 10th cohort to complete the program since 2003. To drive our transformative learning experience, the 2017 cohort was challenged to examine public trust, leading us to conduct field studies in 15 countries, ranging from environments where trust in the police was rated very low, to those with enviable trust indicators on recognized scales of public opinion. Our team also examined and considered information from the United States and Canada, and our 20 members engaged in extensive discussions and debates on the elements of public trust, based on our own experiences in 13 different Canadian agencies.

One thing we discovered very clearly is that there are no universally accepted methodologies to measure or respond to trust, nor even any that we would deem to be best practices. It seems societies everywhere are still grappling with this question ... at least those that care, and some ... well, they just don't.

We learned that while not everyone trusts the police, and in some countries virtually no one does, there was always one key group who consistently reported a perception of high public trust ... that group was the police agencies themselves. Generally speaking, police have an overly positive perception of how the public trusts them. Our cohort noted that police everywhere and at all levels need to listen more closely to each and every community they serve.

Finally, we also learned that Canadian policing is very well respected and often envied around the world and, in this regard, we are doing many things right. Yet to ensure public trust continues, there is an urgent need for a re-orientation of our thinking on matters of public trust, for the application of new approaches taken together with our diverse communities, and for continuous performance measurement, informed by multiple perspectives, in each and every policing jurisdiction in Canada.

EVOLUTION OF THE GLOBAL STUDIES 2017 RESEARCH MODEL

The CACP Board of Directors assigned the CACP Executive Global Studies Program (CACP Global 2017) the task of conducting an evidence-based analysis of public trust and confidence in policing in Canada. Specifically, the program participants were charged with the mission of addressing the following theme:

Measuring and Responding to New Dimensions of Public Trust & Confidence:

CACP Global 2017 will be challenged, through domestic and international studies, to isolate a new set of dimensions that will best define and/or influence public trust and confidence today and into the future, to produce new methods for more accurately measuring against those dimensions in Canadian communities, and where indicated, to propose new strategies for aligning our police policies and practices to meet evolving public expectations.

The program started in January 2017 with 20 succession-ready police executives from federal, provincial and municipal police agencies across Canada coming together online to commence the team building needed to set the conditions for success for this year's research theme. Over the next six months, using a combination of intense residential sessions, online collaboration, expert inputs, and field studies in 15 countries around the world, the team worked diligently to find resolution to the given theme. Concluding our work in June, this document represents a compilation of the key findings and recommendations designed to put forth to Canadian police leadership the effects this research should have on Canadian policing into the future.

The prior CACP Global Studies 2016 cohort had studied globalization, and they identified public trust and confidence as a cornerstone of policing in a changing Canada. They asserted that, given dramatic and continuing changes in Canadian society, driven in many ways by global events and currents, public trust may represent a primary risk facing Canadian policing agencies (CACP Global 2016). It is presumed that that finding, as well as recent events experienced and reported in the media from both within Canada as well as across the USA, prompted the CACP Board of Directors to see the importance of further exploring public trust in policing. Thus, the 2017 Team's goal was to further develop our understanding of trust, to isolate the factors that contribute to trust, and to identify new methods to accurately measure this concept in order to inform Canadian police leadership.

Our research commenced immediately upon the formation of the team. Over the course of many discussions regarding the activities across our own multi-jurisdictional agencies, we set out to glean a better understanding of the theme of public trust and confidence. Drawing upon our experiences from across the country we began the first phase of our exploration – domestic research.

The cohort quickly came to realize that our collective understanding of policing in the United States as it pertains to public trust, and our access to rich sources of information through the International Association of Chiefs of Police (IACP) and other US collaborations, was with us from the onset. Through our many professional development opportunities and cross-border relations, our team was well positioned to include within the research an overarching appreciation of the dynamics of public trust ... and public mistrust ... in the police from a US perspective.

First and foremost our cohort had to settle on a common understanding of the theme, which proved to be more challenging than expected. After careful consideration, and based on inputs from academic and practical expert sources, we determined that the statement "*public trust and confidence in the police*" needed some refinement. Our cohort concluded that the term *confidence* was either a synonym or an antecedent of trust, and therefore was not required within the research statement. Following a detailed analysis of the subject matter, a concise research statement was fashioned to provide consistency to the field research to be conducted by our five sub-teams:

Our Research Statement:

Policing with consent requires mutual trust with the diverse communities we serve. CACP Global Studies 2017 will pursue an international comparative study to examine the

relational and internal dimensions that influence public trust. Our goal is to identify measures and responses that will inform Canadian public policy and policing practices.

With the research statement firmly defined, it also became apparent that the team would have to embark upon the field phase of the study with common, guiding dimensions to assist in the framing of the studies and to shape the later synthesis of observations and data from across the five teams:

Our Research Dimensions:

- Sociopolitical: social, economic and political context that defines, shapes, and influences the demands made upon police
- Policing Framework: structure underlying the delivery of policing services and programs
- Information Management: discipline that directs, supports and effectively and efficiently shares and manages data and metrics
- Engagement/Communication: clear, consistent messaging of pertinent information via a variety of methods. The interactions, behaviours and relationships that encourage participation/collaboration
- Professionalism & Competence: organizational values, specialized knowledge, attitudes, skills and abilities associated with policing
- Accountability: responsibility for actions, outcomes, decisions and policies

With these dimensions established the team first met to apply the model with members from diverse community groups in Canada, and to learn further from their insights into trust. From these highly interactive discussions, we further developed our dimensions of trust and designed specific field questions to capture these attributes of trust in different global environments, through the conduct of interviews with a wide range of sources, including police, government, NGO's, local media and community activists in almost every country we studied.

DELIVERING THE RESEARCH OUTCOMES FROM CACP GLOBAL STUDIES 2017

As the picture of our results came into focus, and following discussion amongst the group, it was determined that there were many methods required for the cohort to effectively introduce and deliver the findings of this research study to the Canadian policing community. Our cohort selected the following means:

Our Suite of Deliverables:

1. CACP Global 2017 Interim Presentation to a select panel of Canadian Police leaders (completed June 2, 2017);
2. CACP Global 2017 Executive Summary Report to the CACP Board of Directors (this document);
3. An interactive presentation on the Global 2017 research findings to be delivered to the full delegation at the 2017 CACP 112th Annual Conference at Montreal, July 18 2017. This will consist of a 30 minute presentation designed to highlight key

findings, introduce the 7 Principles of Trust and the 7 Trust Building Practices, collectively the call-to-action that Global Studies 2017 has identified for Canadian policing;

4. Committee Briefings: Before and during the AGM proceedings, members of Global Studies 2017 will meet with several of the CACP Standing Committees, and the CACP Research Foundation, in order to brief them on the findings, and to explore possible roles and opportunities for each committee/body in support of the findings of the cohort (July 13-16, 2017);
5. A stand-alone CACP Take 5 video is being produced that will highlight both the Genetic Code of Public Trust and the Trust Building Practices that our research has identified. The video will be used to introduce the July presentation and it will remain available via the CACP website as a continuing educational resource for all CACP members and the larger policing community;
6. Info-graphic Resource: The cohort will produce a “postcard” style leaflet, which will provide a straightforward reference guide for the Genetic Code of Public Trust and the Trust Building Practices (to be distributed throughout the Montreal AGM);
7. Members of the 2017 Cohort have been invited to participate in an Executive Think Tank with Canadian police leaders to further develop the findings of this research study and other related deliberations (October 2017);
8. The team is pursuing the development of scholarly paper, which may be published in the December issue of the *Journal of Community Safety and Well-being*;
9. The team will write and publish a magazine-style article for inclusion in the Fall issue of *Canadian Police Chief*; and,
10. Information gleaned over the course of the research study will be provided to Dr. Stephen McGuire and Dr. Lorraine Dyke of Carleton University, to be used in consultation with the 2017 cohort to further develop clearly defined and behaviourally-based indicators for public trust in the police.

SUMMARIZING OUR RESEARCH FINDINGS AND OUR CALL-TO-ACTION

The 2017 cohort was asked to define new measures of trust. Over the entire course of our research study, no definitive methods were uncovered other than the traditional public survey. Moreover, such surveys in wide use around the world vary mostly between ‘*public satisfaction*’ with the services delivered by police, and in rare cases, the perceived ‘*legitimacy*’ of the police. Very few actually target the issue of *trust-in-the-police* directly, and those that do are almost exclusive to Western Europe and Scandinavia.

Thus, our cohort cannot provide to the CACP a clear performance measurement methodology to demonstrate public trust in the police. And as such, neither our cohort nor anyone else can commit to the CACP that public trust in the police within Canada is empirically either up or down. What we can confirm, based on a wide range of indicators, comparative global insights, and domestic observations, is that the Canadian policing community may indeed be at a crossroads as it pertains to public trust ... and we must take action. We are first presenting to the Canadian policing community what we have characterized as the “*Genetic Code of Public Trust*” – expressed as seven principles of trusting and trusted relationships in general, that are directly and most certainly applicable among police and the communities they serve.

We would assert that the following seven principles of trust presented below reflect that genetic code of public trust, and should shape the overarching values that Canadian policing must adopt.

The Genetic Code of Public Trust in Policing:

1. **Trust is Fragile:** Trust must be nurtured and can never be taken for granted. It requires a long-term investment, and it can erode quickly and suddenly.
2. **Trust is Reciprocal:** Trust goes both ways. Trust is always a two-way relationship, and the public's trust in the police will be affected by the degree to which police actively and visibly demonstrate trust (or mistrust) in each and every community they serve.
3. **Trust Cannot be Aggregated:** Each individual in every community matters. Public trust cannot be understood or measured as a collective score. Trust in the police must be understood as distinct from all other institutions and sectors.
4. **Trust Derives from Peel's Mission:** Policing by consent is a Canadian foundation. We must recognize and exhibit that our role is to serve the Charter, with the Criminal Code as just one of many tools available to us. Trust occurs when our policing behaviours validate a community's hope that our interests and our mission will remain aligned with their goals and aspirations.
5. **Trust Demands Validation:** Trust cannot be measured in subjective isolation; evidence of trust (or mistrust) must be understood from multiple perspectives.
6. **Trust Demands Transparency:** Information must be open by default, and restricted only when there is a valid and openly-explained reason.
7. **Trust Demands Accountability:** Policing must be seen to celebrate, invite and welcome public accountability in all its forms.

Embedding these principles into the codes of ethics for every police organization, and into the early training of every police officer and civilian member, is the first step to ensuring we are truly fostering a culture that will build and sustain public trust.

While certainly not easy, building trusted relationships with Canadians might be a lot less complicated than we think. Each of us has the ability to give effect to the above principles, and in fact, all of us have the necessary experience. As these principles came into focus from our research, our cohort discovered that we all apply these methods in our daily lives and in our most important personal relationships.

As we outline below in our seven calls-to-action, we believe we can also apply them in practical ways within a policing environment to elicit and sustain the trust of our public. Founded in the above noted principles, the following practices depict the trust-building steps that we believe police at all levels, from the individual to the local to the national, must embrace and put into action.

Trust Building Practices...Our Calls to Action for Canadian Policing:

Note: Table 1 further below converts each of these 'calls-to-action' into greater detail, and shows examples of how each can be applied at the level of the individual police member (sworn or civilian); at the local or provincial police service; and at a national level of police leadership.

- 1. Engage Each and Every Community:** Community engagement is everyone's responsibility. It is not a program or simply an expressed philosophy, but it must be evident as our way of doing business. It is a core responsibility of all police officers and civilian staff members to ensure inclusion and engagement of all members of society, in each diversely self-identified 'community' we serve. Every interaction must be recognized as an opportunity to build trust.
- 2. Relate Independently:** Police must be seen as independent from government, other sectors, and politics. Police must remain impartial and focused on our core policing mandates.
- 3. Embrace Accountability:** Policing agencies must ensure 'visible' accountability in all aspects of service delivery and member conduct, via both internal and external processes. As the police, we are accountable to all Canadians in everything we do.
- 4. Professionalize Relentlessly:** This calls for shared standards, as much as attainable across all policing jurisdictions in Canada, and must include both our social skills and our technical competencies, in both our theoretical knowledge and in our practical application. The foundation of trust is established by the pursuit and daily evidence of a national level of professionalism, reflective of pan-Canadian community values and expectations.
- 5. Liberate Information:** Accessibility and timeliness of information has become an expectation of the public. Withholding information will undermine trust. We must continue to learn what information is meaningful and most important to our communities. Our default position must be to liberate that information except where prohibited, and any such restrictions must be clearly and openly conveyed.
- 6. Employ a Mutual Trust Dashboard:** All police services should strive to consistently develop and apply mixed method approaches to gain an accurate and continuing measure of trust. Services must work with their community to establish meaningful methods and measures, and proactively share outcomes on a frequent basis.
- 7. Celebrate Canadian Policing:** All agencies and members must promote a positive Canadian policing identity that reflects the values of our communities, reinforces who we are and what we stand for, and conveys what the public should expect from their police. Public trust will only be achieved and sustained when every Canadian can recognize and believe us in this simple expression: "**Canada ... We Are YOUR police.**"

CONCLUSION

From our 15-country global field study, combined with our domestic and US research, our CACP Global 2017 cohort has learned that Canadian policing is very well respected and often envied around the world and, in this regard, we are doing many things right. Comparatively to many nations, including some closest to us, the Canadian policing community may be in good shape with respect to the trust we enjoy from our public, in general terms. However, given the rapid changes and socio-economic and political influences upon our diverse society, we may now be facing a crossroads. If we rest on our past laurels, we will almost certainly see a continuous decline in the trust that Canadians place in their police.

Our cohort has identified seven principles that in our view, capture the genetic code of trusted relationships. The integration of these principles into Canadian policing culture will set the foundation to instill public trust in the police. Further, the broad and consistent execution of our seven calls-to-action, at all levels within the policing community, will entrench a visible commitment to trust-building and continuous self-improvement within Canadian policing, now and into the future.

“To say we trust you means we believe you have the right intentions toward us and that you are competent to do what we trust you to do.”

Hardin, 2006

APPENDIX – TABLE 1

Putting the Calls-to-Action Into Effect: Multi-level Practices for Building Public Trust in Policing

The following table portrays specific actions that can be taken at the individual police officer or civilian member level; by each jurisdictional police service; and by Canadian police leaders acting nationally.

<i>The Practice:</i>	<i>Every Member: (sworn or civilian)</i>	<i>Every Police Service:</i>	<i>Canada’s Police Leaders:</i>
Engage Each and Every Community	<p>Engage with people who reflect all of your communities.</p> <p>Attend and interact at diverse community events.</p> <p>Volunteer your time to diverse community events.</p> <p>Learn the hopes and aspirations of the people in all of your communities.</p>	<p>Integrate community engagement functions within patrol teams and throughout the organization.</p> <p>Develop a problem-based learning model to enhance community engagement skills and cultural awareness.</p> <p>Develop a community engagement strategy.</p> <p>Recognize and reward all functions associated with community engagement.</p> <p>Incorporate a broad-based diverse-community volunteer program.</p>	<p>Develop a national engagement strategy promoting “Canada - We Are Your Police.” (see below)</p> <p>Develop a national award to recognize exemplary community engagement policing practices.</p>
Relate Independently	<p>Remain impartial in all your interactions with the public.</p> <p>Reflect the ethics and values of Canadian policing in all of your actions.</p>	<p>Prepare and apply evidence-based, police-focused impact papers, versus taking or advocating the positions of other institutions, sectors or political bodies.</p> <p>Police agencies must align their organizational code of ethics with a national code of ethics.</p>	<p>Prepare evidence-based, police-focused impact papers, versus taking or advocating the positions of other institutions, sectors or political bodies.</p> <p>Amplify our national code of ethics to speak clearly to independence from other institutional/political influences.</p>

<i>The Practice:</i>	<i>Every Member: (sworn or civilian)</i>	<i>Every Police Service:</i>	<i>Canada's Police Leaders:</i>
Embrace Accountability	<p>Welcome and vocally support the mechanisms that hold you and others accountable.</p> <p>Hold yourself and others accountable to the highest standards of your profession.</p>	<p>Corrective measures, including the application of discipline, must be timely, measured, consistent with others, and transparent.</p>	<p>Independent oversight should be standardized across the country.</p> <p>To build towards consistency, create a national legal repository for sharing, among police services, decisions specific to claims of misconduct.</p>
Professionalize Relentlessly	<p>Seek out opportunities to continuously enhance your knowledge and skills in both the technical and social aspects of policing.</p> <p>Demonstrate pride in your profession at all times, and encourage others to do the same.</p>	<p>Apply available standards and evidence-based practices to recruitment, continuous training and re-certification, in both technical and social science aspects of policing.</p> <p>Establish levels of competencies reflective of position and roles, consistent with others across Canada.</p>	<p>Pursue national standards that include academic rigor and practical legitimacy.</p> <p>Identify & promote national competencies that are reflective of Canadian policing ethics and values.</p> <p>Establish a citizen-engaged national advisory body to assist in the continuous pursuit of professionalism in policing.</p>
Liberate Information	<p>Actively manage the message – Do not be afraid to communicate.</p> <p>Be proactive in the release of appropriate information.</p> <p>Don't hide from the truth.</p> <p>Know how the FOI process applies to your duties.</p>	<p>Actively manage the message.</p> <p>The delivery of information must be accurate and timely.</p> <p>Be proactive in the release of information and accommodate data requests whenever possible.</p> <p>If not able to release information, provide the reasons why.</p>	<p>Actively manage the message.</p> <p>Promote the concept of open by default. Lead our sector to become more proactive in the release of information and data.</p> <p>The delivery of information must be accurate and timely.</p> <p>Accommodate data requests related to policing in Canada.</p>

<i>The Practice:</i>	<i>Every Member: (sworn or civilian)</i>	<i>Every Police Service:</i>	<i>Canada’s Police Leaders:</i>
<p>Employ a Mutual Trust Dashboard</p>	<p>Know, understand and be positioned to respond to the community.</p> <p>Identify contributors to trust and proactively share outcomes.</p> <p>Seek out, talk about and value multiple trust indicators from your communities.</p>	<p>Employ community voices and independent subject matter experts to develop and administer mixed method approaches to measuring and reporting on levels of trust.</p> <p>Design a communications strategy to ensure all members of the community are aware of the methods and the results of your dashboard.</p> <p>Develop a dashboard that contributes to a National framework.</p>	<p>Develop a national framework that captures multiple community-based indicators of trust in police, inclusive of measures of behaviours, attitudes, perceptions, allowing for qualitative as well as quantitative analysis.</p> <p>Employ independent subject matter experts to administer mixed method approaches.</p> <p>Design a national communications strategy to ensure that all are aware of the methods being employed across Canada and the results.</p>
<p>Celebrate Canadian Policing</p>	<p>Be proud of what you do.</p> <p>Make sure people know you, know the service you represent and know what policing stands for in Canada.</p> <p>Consider and pursue opportunities to celebrate community and internal positive success stories.</p>	<p>Use social media collaboration tools to create a meaningful and genuine community presence.</p>	<p>Develop and employ a national communications and engagement strategy to shape a powerful and genuine brand: “Canada - We are <u>YOUR</u> Police.”</p>
<p>Participate and contribute locally to a national campaign that promotes the brand: “Canada - We are <u>YOUR</u> Police.”</p>			
<p>As noted in the recommendations of the <i>CACP Professionalism in Policing</i> research project, encourage the consolidation and adoption of consistent core Canadian policing values.</p>			



**DIVERSITY IS A CANADIAN REALITY:
INCLUSION IS A CHOICE**

**A Summary Report
On the Proceedings and Research Outcomes of the 11th Cohort**

CACP Global Studies 2018
Closing Report to the CACP Board of Directors
August 2018

INTRODUCTION

CACP Global Studies is a unique professional development program for executives in policing and related public safety and criminal justice agencies. The program spans over six months of intense study and collaboration, and it applies a research-driven and problem-based learning model. CACP Global 2018 represented the 11th cohort to complete the program since 2003. To drive our transformative learning experience, the 2018 cohort was challenged by the CACP Board of Directors to examine *equity, inclusion, and fundamental respect* in diverse policing organizations.

Our team began by examining this topic in Canada and the United States, and our 21 members (see Appendix A) engaged in extensive discussions, literature reviews, and domestic research on the various elements of our research topic. Following our domestic research we conducted field studies in 17 countries, ranging from environments where inclusion and diversity matters greatly, to those societies where assimilation is the only apparent option.

We discovered early on that there can be varying degrees of commitment to varying definitions for diversity, inclusion, and exclusion within any organization. We note that Canada is a world leader when it comes to diversity and structural attempts at inclusion. However, we did not find any organization that truly exhibited authentically inclusive environments, in Canada or abroad.

There are no universally accepted methodologies to define and measure organizational diversity and inclusion, nor even any that we would deem to be best practices. It seems societies everywhere are still grappling with this concept, and many of our global hosts are now looking to Canadian police and the research results from the CACP Global 2018 cohort to provide new and innovative answers.

We learned that while not everyone defines diversity and inclusion the same, it usually correlates directly to the societal definitions within any given region. It was also made clear to us that exclusionary behaviours have a direct impact on staff morale and mental health, professionalism, and workplace safety in Canadian and in international police services, and such behaviours pose a major barrier to the success of police members and their organizations today and in the years to come.

It became evident that for any organization to become authentically inclusive, it will require bold leadership, a widened path to talent, and fundamental culture change.

Without any one of these components, authentic inclusion will remain unattainable. If Canadian policing is to advance and evolve the way it can and should, and to remain as respected as it is at home and around the world, it is imperative that police leaders embrace this concept of *authentic inclusion* as an urgent ideal, and that we realize the paramount impact its absence is having and will continue to have on our members, our communities, and our success.

What happens inside our organizations most assuredly permeates outside to our ability to execute our core mission. And, the ambitions for improved Public Trust set out so clearly by our predecessors in Global 2017 will most certainly remain jeopardized by the growing public awareness of our own internal environments.

THE EVOLUTION OF OUR GLOBAL STUDIES 2018 RESEARCH MODEL

Police leaders from across the country are recognizing that services are becoming less reflective of their rapidly changing communities. Attracting new talent is becoming increasingly difficult. And once inside our organizations, the experience of members throughout their careers can differ greatly, and in sometimes harmful and very public ways. As such, the board challenged CACP Global Studies 2018 to examine the topic of equity, inclusion and fundamental respect in diverse policing organizations and the impact these may have on the wellness of our members, on our internal talent management, and on our ability to keep our communities safe with the continuing trust and consent of Canadians.

The program started in January 2018 with 21 succession-ready Canadian executives from federal, provincial and municipal police and partner agencies coming together online to commence the team building and secondary research analysis. This phase consisted of an extensive literature review and online discussion and collaboration. In follow-up to the online work, our residential sessions allowed us to further delve into the subject matter and receive input from Canadian experts in the field of diversity, inclusion, equity, and human rights.

The Global Studies 2018 cohort quickly realized this topic, while daunting and multifaceted, is highly relevant in our current social and political context, and it will have an incredible impact on the future of policing. Our domestic research directed us to articulate the following research assumption, and while some may find the language alarming, we assert this assumption with confidence:

“Policing in Canada is experiencing a crisis of credibility, both internally and in the public eye, arising from the existence of exclusionary environments within police organizations.”

CACP Global 2018 Research Assumption

Furthermore, to truly understand this concept, it became evident that we needed to stop framing this inquiry in terms of race, gender, or sexuality, as this is, in and of itself, exclusionary and divisive. We also realized that the definition of diversity and inclusion varied across the country and common definitions were needed. The definitions we adopted are shown below, and most accurately described the diversity and inclusion we came to envision:

Diversity:

“... the variety of people and ideas within an organization ...”

Source: Bersin by Deloitte

Inclusion:

“... creating an environment in which people feel involved, respected, valued, and connected—and to which individuals bring their “authentic” selves (their ideas, backgrounds, and perspectives) to their work with colleagues and customers.”

Source: Bersin by Deloitte

Over the course of many discussions regarding the activities across our own multi-jurisdictional agencies, we concluded early and collectively that the key to this research was *inclusion*, and that diversity in Canada is simply a given reality. If an organization is truly inclusive, it will by virtue become truly diverse. This led to the research statement, mental model, and dimensions as detailed below.

Canadian police organizations operate along a spectrum of inclusion and exclusion. Global Studies 2018 will examine evidence of this spectrum in global workplaces, the implications and outcomes for persons, subgroups, organizations and societies, the dynamics of authentic inclusivity, and solutions to inspire immediate and progressive change in Canada.

CACP Global 2018 Research Statement

Our Initial Mental Model:

To guide our continuing domestic and global inquiry, and our search for new grounded theory to inform policy and practice in Canada, we developed our first mental model depicting our initial thoughts on how this spectrum of environments might intersect with the dual goals of all police services: to fulfill their core mission for the public; and, to meet the needs and aspirations of their members. The model arcs toward achieving these outcomes in combination, and closer to its centre base, we see the types of environments with the highest potential to derail us from effectively achieving either.

Figure 1 – Our Preliminary Mental Model

Please note that this spectrum model and these environments are more fully explained further below in a modified version that derived from our completed domestic and field studies



Our Research Dimensions:

To provide a common study framework to guide the five sub-teams that were formed for the global phase of our studies, and to assist in later making collective sense from the field interview results, we constructed a series of research dimensions. In our view, each of these dimensions held the potential to better inform our understanding of these disparate environments, and the lived experience of those who manage and serve within them.

- Personal Safety
- Perceptions and Indicators of Inclusion
- Talent Acquisition and Retention (HR)
- Policy Framework
- Accountability Framework
- Framework of Initiatives / Actions
- Diversity Context / Public Perception

Our Primary Research Methodology – Applications of Interpretive Inquiry

With these elements established through our secondary research analysis, the team continued onto our next phase of exploration, the primary field research. This was conducted both domestically and internationally using a qualitative focus-group interview model.

The domestic research was extremely important to our topic as we needed to understand the extent to which exclusion operates, and to test the relevance and validity of our entire spectrum model within our own Canadian police organizations.

The domestic research first involved an internal examination and evaluation of the 15 organizations represented by the 21 members of our cohort. This was followed by encounter sessions featuring individual and focus-group interviews with police members from 10 of those organizations based in and around Southern Ontario. The feedback was staggering. We heard first-hand how prevalent exclusion is within policing, and how negatively it can impact our members. From these domestic encounters, we learned:

- There is a crisis of credibility among the public and our own members
- There are varying definitions of “diversity” and “inclusion” operating

- Some police services have a diversity “outreach” program but may not have internal diversity support
- Services have difficulties attracting diverse people
- Having family can negatively impact a woman’s ability to advance her career
- The “Old Boys Club” and other “In-Crowds” exist in most if not all policing organizations and resulting exclusion is real
- Some members are content, proud of their service, and oblivious to any exclusion
- Elements of Predatory, Exclusionary and Structurally Inclusive environments clearly exist
- Most Canadian services appear to be at or striving for structurally inclusive, however this is often as a result of internal complaints and public crises
- Authentic inclusion is readily recognized as an urgent ideal, and it may be characteristic of some individual work groups, but no authentic inclusion can currently be observed at a generalized level in Canadian police services

The 2018 cohort quickly came to realize from these encounters that our assumption was indeed correct: there is a crisis of credibility within police services, and by extension, with the public we serve. In turn, this made us realize just how important it was to look at this from an international perspective. Has anyone figured this out? Is there an organization somewhere that truly and widely exhibits authentic inclusion? And, how might a better understanding of this concept, its essential ingredients and its common barriers, help to advance and evolve policing within Canada?

OBSERVATIONS AND FINDINGS FROM OUR INTERNATIONAL RESEARCH STUDIES

Our cohort identified 17 different countries that had high potential to further inform this topic for Canada. These countries were chosen for being recognizable as either leaders or laggards on the topic, and in some cases, for being a place that has experienced extensive change to their government and/or social demography. In those cases, part of our aim was to discover if and how those social changes had translated into their police services culture.

Having tested and refined our questions and interview approach through our domestic encounters, we carried this same approach into the field, and our five separate travel teams conducted over 50 encounters, and interacted with upwards of 200 individuals, across our respective study sites, as shown in Table 1.

Table 1 CACP Global Studies 2018 – Study Sites by Sub-Team
Argentina, Uruguay Chile, Panama, Nicaragua Israel, Palestinian Authority, Cyprus, Northern Cyprus, United Kingdom Germany, Finland, Norway, Iceland Netherlands, France, Italy

Discussion of Some Key Findings

From our many raw observations in widely differing host countries (see some sample highlights in the sidebar below) our synthesis process led to the following key findings, and in turn, these findings led to a significant change in our original mental model, and ultimately formed the basis for our calls to action.

Leadership: Make or Break

Exclusionary and predatory behaviours can be both pernicious and covert. Often, their intended targets stand alone, uncertain of the support or complicity of peers, fearful of being ostracized and even of escalating offenses against them. As such, it is little surprise that where safe and healthy workplaces are seen, so too are active and engaged senior leaders who set and sustain a tone of mutual respect, and zero tolerance for exclusion. Sadly, the opposite is also true.

Inclusion: Central to the Core Policing Mission in Canada

In the countries where inclusion has advanced, it has almost always been in response to recognized changes in local demography. It follows that in Canada, globally recognized for the breadth of its commitments to diversity and social equity, inclusive workplaces are a must in general, and are a critical success factor for policing to be able to remain in line with and serve at the level of public expectations.

Value Proposition: Diversity of Thought and Talent Must be the End Game

Diversity in Canada and elsewhere is often a code word for targeted efforts to meet the needs and representation levels of select groups ... often called “equity-seeking groups”. By definition, this can cause unintended consequences against those whose equity is assumed to be automatically assured by privilege. When such assumptions are based

only on such defining features as gender, race, ethnicity, ability, or sexuality, and the inter-sectional confluences of such categories, the result may simply be an ever-shifting field of perceived winners and losers. What is lost in these structural attempts at equity is the recognition that diversity is an ever-present reality, especially when that word is applied to the deeper character, talents and capacities of all individuals. The question we need to be asking is, “How effective are we at giving this full diversity of thoughts and perspectives the opportunities we need them to have, in order that they might all contribute fully to the mission we all aim to serve?”

Assimilation and Conditional Inclusion

In some countries, there is little doubt that rapid conformity to an existing and dominant set of social norms is an overtly expressed condition of acceptance. This is not and has never been the Canadian ideal. Multiculturalism and its gender/sexual equivalents are enshrined in our Charter, upheld in our courts, and celebrated in our national discourse.

The Gap to Authentic Inclusion

The absence of this in 17 countries, some advanced in structural inclusion, led us to realize we needed to change our spectrum model in one very significant way.

Some Raw Data Highlights From Our International Research:

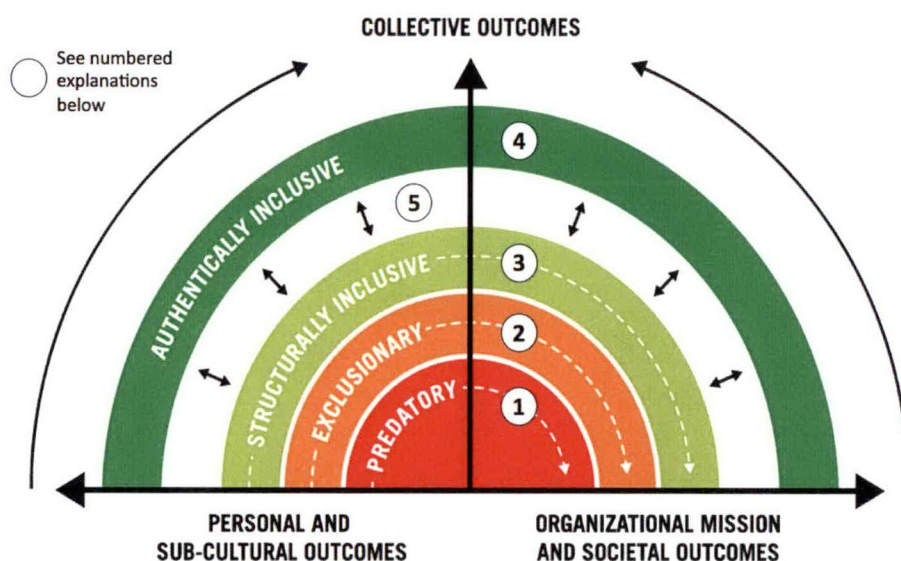
- Legislation alone doesn't equal inclusion
- Quotas, even when achieved, do not mean you are inclusive
- True caring for every person in the organization builds inclusion
- No reliable, empirical evidence on inclusion exists, as legislation most often impedes data collection
- Two countries were most clear about assimilation as a social expectation. They see equality as one size fits all. (e.g. “To deny diversity is not just the will of the Republic, it is the will of the citizens.”)
- Collective traumatic memories and resulting language sensitivity continue to shape the culture resulting from WWII and other similar social upheavals
- Strong and engaged leadership is a recognizable distinguishing feature in the more successfully inclusive environments; it is equally noted for the effect of its absence in others
- Diversity of thought is stated as a highly valued aim in policing organizations worldwide, but patterns of behaviour generally contradict this value
- In the more successfully inclusive workplaces, members cite a positive and enabling working environment
- The uniqueness of Canadian values, and our national commitment to diverse and inclusive society, is very widely recognized, and envied for its breadth and scope
- No examples of fully authentic inclusion were identified, outside of some select individual workgroups
- The influence of leadership is paramount and infectious
- Where inclusion is successful, the path to talent acquisition and deployment is made wider by removal of systemic barriers
- Policies, laws and regulations can improve structural inclusion, and reduce negative exposures and costs, but they do little to guarantee authentic inclusion will occur
- Equity and inclusion are more successful where police recruits have early exposure to *human rights* at the core of their training

Figure 2 – Our Updated Model
A Spectrum of Organizational Environments and Lived Experience

This spectrum of environments is reflected to varying degrees in the lived experience of police service members across Canada and abroad.

Police services recognize the importance of achieving balanced goals:

- executing the core mission to the expectations of society; and,
- meeting the needs and career aspirations of their own members



1. Predatory Work Environments

Undoubtedly true yet difficult to hear, some of our members experience a predatory work environment – with hunters and their prey – periodically and/or in continuing patterns of behaviour.

Psychological injuries, physical harm and organizational costs can be significant, and Trust in Policing is greatly undermined as the public learns of these situations.

2. Exclusionary Work Environments

Under less overt motives many work environments continue to be experienced as exclusionary. Systemic, structural and cultural barriers limit access to policing careers, promotion and special unit assignments and often necessitate harmful adaptations by individuals seeking to more easily assimilate.

The currently assimilative nature of policing can block access to the talents we need and diminish our effective deployment of the diverse skills and perspectives we acquire.

3. Structurally Inclusive Workplaces and Organizations

Progressive police services in Canada can take pride in their achievements at this level. No other country currently surpasses Canada in our deliberate efforts, policies and programs designed to support diversity in all its forms.

Many programs have been reactionary to specific issues and/or targeted to identified groups. Most remain focused on achieving diversity targets. Some are viewed as divisive.

4. Authentic Inclusion - A New Ideal Emerges for Canadian Policing

In such an environment efforts towards inclusion, respect for differences in all forms, and unrestricted deployment of talents will be genuine, widespread and ongoing. Individuals will be recruited and valued for their authentic selves, and their diverse capabilities will be encouraged and utilized.

Current evidence supports that such an environment does not yet exist in our police organizations.

5. Bridging the Gap – The Urgent Imperative for Canadian Policing

A gap exists between structural and authentic inclusion. There is no natural progression. Organizations can be, and should strive to be, exemplary at structurally inclusive programming and targeted diversity. But ...

Achieving authentic inclusion will require different and deeper solutions.

OUR CALLS TO ACTION FOR CANADIAN POLICE EXECUTIVES (AND OTHERS)

The nature of our Global Studies program encourages us to direct our calls to action to all police executives by way of the Canadian Association of Chiefs of Police. However, while framed under that general direction below, we note that there are many others to whom these calls to action will have immediate importance and relevance. On this topic, no amount of engagement and collaboration can be too much.

Thus, among our propositions below is a call for the immediate formation of a CACP-led, and widely representative, **National Inclusion Working Group**. We also recommend that the word ‘diversity’ not be part of the naming or mandate of this group. For one reason, we respect the tremendous work that is already being done in specific services and collectively to ensure that Canadian police organizations continue to lead the way on structurally inclusive solutions. We believe this work must continue and be supported. But we also believe that a commitment by this proposed new group to **achieving and supporting authentic inclusion in all police workplaces** must be its clear, distinct and compelling mandate. The following three calls-to-action provide a good initial framework under which that that work might begin.

Challenge and Change Our Assimilative Policing Culture

Canada is recognized at home and abroad for its commitment to and celebration of a diverse and inclusive society. Truly realizing on this ideal is a continuing challenge and remains an elusive goal for many in our country, but in no other nation is this ideal more genuine in its efforts and more inclusive in its scope.

Conversely, Canadian policing continues to reflect a culture of assimilation, where long-standing traditions continue to shape many assumptions, and where conformity too often overrides inclusion. Traditions are valued by many, and important to the character of policing. But, to effectively serve the challenges of 21st century Canadian society, we must confront and begin change many of these assumptions.

Canadian police agencies currently operate by assimilating their personnel to fit the organization. This begins with our sworn recruitment and our civilian selection models, in structural ways, and continues throughout policing careers in often more tacit, but equally counter-productive ways. This assimilation model is in direct contrast to the Canadian mosaic and our human rights ideals. Police culture must become one of inclusion where our employees’ differences are truly valued, respected and fully utilized.

Furthermore, urgent steps must be taken to change the nature of our conversation. Current efforts focused on diversity are experienced by many as tokenism and favouritism, whether they are favoured by these efforts or feel victim to them. A continued emphasis on diversity programming alone is often perceived to disadvantage those not labeled as 'diverse' and represents in our view an absurd misinterpretation of the natural order of things, wherein we are all, by nature, diverse. Such efforts are also perceived, most often unfairly, as attempts to lower standards ... or more accurately, perceived standards and norms that are very often reflective of the assimilative culture itself. Recruitment and representation targets, and the removal and protections from systemic barriers or negative workplace behaviours, are simply due diligence for any organization, and they remain nonetheless essential to achieving structural inclusion.

“Be leaders, and be human rights champions, as you work to achieve your vision of police services that authentically reflect equity, inclusion and fundamental respect.”

*Renu Mandhane
Chief Commissioner
Ontario Human Rights Commission
Addressing Global Studies May 29, 2018*

But, the gap between structural efforts and programs, and the imperative ideal of authentic inclusion, requires us to begin what will likely be a lengthy and at times difficult task of aligning Canadian policing with the true nature of Canadian society, a system in which a rich diversity of thoughts and perspectives is welcomed, cultivated and utilized in service of the core mission.

Widen All Pathways to Talent

In partnership with our communities the CACP, and by extension all police services and governing authorities, must take urgent steps to redefine the true competencies and most valued attributes of a police professional necessary to reflect the needs of our organizations and modern expectations of Canadians. Amid much current discussion about "professionalizing" policing, we must revisit what qualities we actually want and need in our police services, what mix of skills, what mix of perspectives, and what defining values. The demands, complexity and expectations of policing have changed alongside the make up of our communities. We must challenge our assumptions and modernize our thinking about what we need to be looking for in our police professionals

at entry, at every successive career level, and in every increasingly complex aspect of our work.

Canadian police services are facing real challenges in filling both sworn recruit classes and vital civilian positions with the qualities, skills and values we need. We must align more closely with the attitudes of young, talented people about what a policing career can offer, and we must ensure that they can see themselves, reflected authentically, as they consider those careers, whether sworn or civilian, general duty or highly specialized.

To achieve this widened path to talent as broadly and rapidly as possible, we require a consistent, unified Canadian recruiting strategy, not aiming for the next class, but for the next generation of diversely talented police professionals. The CACP is well positioned to lead the development of a national strategy to promote this new ideal of authentically inclusive professional policing to all Canadians.

Engage in Courageous Leadership

Authentic inclusion represents a strategic challenge that will require the courage to go to uncomfortable and contentious places. It might require us to confront and change things that many see as sacred policing traditions. Amid many encouraging initiatives toward structural inclusion, we all have predators in our organizations, we all have exclusionary behaviours and practices, and we all have systemic barriers that limit opportunities for too many. Actively engaged leadership will be critical as organizations strive to balance respect for all, while also providing the necessary supports to everyone affected by change.

As noted in our key findings above, strong engaged leadership is a vital contributor to success, and is perhaps the single most notable deficiency in non-inclusive workplaces when it is absent. Police leaders must continue to commit real resources into programs that create and sustain structurally inclusive workplaces. Police leaders must also commit to building authentically inclusive organizations where we reflect our communities in our staffing, and where all employees are valued, respected and included as their authentic selves.

Courageous leaders at all levels must be prepared to challenge personal and organizational core beliefs, values and traditions. Moreover, and perhaps more daunting, courageous leaders must be prepared to challenge the negative assumptions,

harmful language, and non-inclusive behaviours of their professional colleagues, whether these present themselves in plain site or in the 'safe privacy' of in-crowd conversations.

The research outcomes of CACP Global 2018 indicate the urgency for the formation of a national "inclusion" working body under the CACP. We believe that police leaders will require continuing support and guidance, along with new mechanisms for accountability and measurement of progress towards these aims. This is a call to action that is timely and critical in our view.

We further recommend that inclusion and trust should become virtually twinned, with discussions on inclusion featuring heavily in all of the CACP's ongoing work and events on the subject of Public Trust.

One Immediate Action for Every Police Executive to Consider

Finally, we note that among all our learning opportunities throughout this intensive program, none stands out more to all of us than the day we spent in frank discussions with our own representative members.

On March 27, Global Studies 2018 hosted an encounter with a diverse mix of currently serving sworn and civilian members from several police services from across Southern Ontario. We asked them open questions about their lived day-to-day experience, and we supported them through our carefully developed interview model.

“What if the most important perspective is the one that you haven't heard?”

*Ruth Montgomery
CACP Global 2018 Research Coach*

They answered candidly ... and we listened ... and we learned.

During our brief presentation at the upcoming CACP Annual General Meeting in Halifax, our team will close by introducing “A Simple Assignment Worth Considering”.

Simply put, what if similar conversations took place in every police service next week? What might we all learn about the path to authentic inclusion?

DELIVERING THE RESEARCH OUTCOMES FROM CACP GLOBAL STUDIES 2018

As the picture of our results came into focus, and following discussion among the group, it was determined that there were many methods required for the cohort to effectively introduce and deliver the challenging findings of this research study to a Canadian policing community that includes many who are ready to hear these results, and many others who may find them initially difficult to accept. Our cohort selected the following means:

Our Suite of Deliverables:

1. CACP Global 2018 Interim Presentation and ensuing ‘work-shopping’ discussion session with a select panel of Canadian Police executives and representatives of our lived experience encounters (completed June 1);
2. CACP Global 2018 Research Summary Report to the CACP Board of Directors (this document);
3. An info-graphic *Authentic Inclusion Resource Card* designed to summarize and widely distribute the key elements of our 2018 research findings and actions, and to support the proceedings and consultations at the CACP-AGM in Halifax;
4. Committee Briefings: before and during the AGM proceedings, members of Global Studies 2018 will meet with the Board and with several of the CACP Standing Committees in order to brief them directly on the findings, and to explore possible roles and opportunities for each committee/body in support of the cohort’s resulting calls to action;
5. An interactive and multi-media presentation on the Global 2018 research findings to be delivered to the full delegation at the 2018 CACP 113th Annual Conference in Halifax on August 14, 2018.
6. A comprehensive companion document entitled *Authentic Inclusion: A Global Literature Review and Bibliographic Resource for Workplace Practitioners*. This valuable resource features 125 bibliographic sources, about 70% peer-reviewed, and was compiled by team member Simon Demers (VPD) on the cohort’s behalf. The resource showcases the domestic and global literature and field interviews that have informed this study and its outcomes.
(Note: to remain available on www.cacpglobal.ca and RF Connect)

CONCLUSION

We note that CACP Executive Global Studies has become widely recognized not only for the depth and impact of its research products through 10 prior cohorts, but also for the transformative learning experience its unique design has made possible for its participating members. Whether or not such a thing might occur or has occurred for others in the past is a function of many factors, including the research topic assigned. Many of us in this 11th cohort approached this assigned topic with genuine trepidation. Some of us held and were quite open with one another about some intractable views in our earliest deliberations.

We cannot speak for prior cohorts, nor even make broad assumptions about all of our own team members. No experience is common to everyone. But, perhaps more than any prior cohort, our final writing team felt compelled to highlight the distance we have all travelled as a group and as individuals with long-service policing careers. We believe our proposition that authentic inclusion is not only the new ideal we should be aiming for across Canadian policing, but that it is a wholly distinct ideal, standing quite apart from the ways we have seen these issues of diversity play out in policing throughout our own careers.

As well, it is important with this topic in particular to reflect on the many personal, sometimes difficult and often awkward conversations that characterized much of our six months of collaborating together. We note that our diverse audience for this report may need to experience similar conversations, as they move forward courageously with our calls-to-action. For many in policing, such conversations have topped the list among *those best avoided*.

Diversity has been an often contentious and frequently divisive topic in policing. It is our sincere hope that by shifting the conversation toward authentic inclusion, Canadian policing will recognize that in its broadest interpretation, diversity is simply the reality in which we operate. We hope our research outcomes may provide the means for us all to make bold and deliberate choices as a sector, and to take significant steps forward as we reflect and serve the shared ideals of our members and our unique-in-the-world Canadian society.

Appendix A
CACP Executive Global Studies 2018 Cohort Members

Name	Rank / Title	Sponsoring Agency
Steve Drennan	Inspector	Calgary Police Service
Krystine Richards	Director of Business Development	Canadian Police Knowledge Network
Lox Colquhoun	Staff Sergeant	Durham Regional Police
Gerry Annetts	Executive Legal Director	Edmonton Police Service
John Valtonen	Inspector	Greater Sudbury Police Service
Jim Butler	Inspector	Halifax Regional Police Service
Sue Biggs	Inspector	Halton Regional Police
Helene Corcoran	Inspector	Kingston Police
Paul Beesley	Chief Superintendent	Ontario Provincial Police
Dave Quigley	Chief Superintendent	Ontario Provincial Police
Stephanie Patterson	Superintendent	Ontario Provincial Police
Jon Dumond	Superintendent	Ontario Provincial Police
Jamie Dunlop	Inspector	Ottawa Police Service
Allan Lai	Inspector	RCMP
Ken Lamontagne	Director	RCMP
Lina Dabit	Inspector	RCMP
Darryl Harris	Staff Sergeant	Saanich Police Service
Simon Demers	Audit Manager	Vancouver Police Department
Mike Haffner	Inspector	Waterloo Regional Police Service
Virginia Torrance	Solicitor	Waterloo Regional Police Service
Ricky Veerappan	Superintendent	York Regional Police
Norman E. Taylor	Program Director	CACP