

**Challenges in a Western Canadian Police Force to the Recruitment and Retention of Police Cadets from Four Visible Minority Groups – South Asian, Chinese, Filipino and Black**

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## EXECUTIVE SUMMARY

This paper has been anonymized to protect the identity of the participating agency.

### Objective

Many Western Canadian police forces have identified a strategic objective to recruit and retain more members from visible minority groups in order to create a response oriented service that acknowledges factors in the external environment that create risks and challenges, such as changing demographics, population increases, and the changing nature of crime and social disorder. The purpose of this project was to analyze and recommend options to assist one of the major Western Canadian policing organizations in addressing challenges related to the recruitment and retention of individuals from four of their largest visible minority groups - South Asians, Chinese, Filipinos and Blacks.

### Methodology

The methodology for this project involved two distinct and separate research procedures – first, a systematic literature review detailed in section five (5) and, second, semi-structured interviews detailed in section six (6). The research questions in the semi-structured interviews asked operational police officers of four visible minority groups to explain their perceptions of the organizational culture at their agency, the leadership of their agency, the recruitment process at their agency and the intrinsic and extrinsic motivating factors at their agency contributing to their job motivation and job satisfaction.

This methodology was chosen to provide the most robust information possible in order to assist the participating agency in determining the extent to which their current environment was meeting visible minority expectations or the extent to which they needed to make modifications to better address the factors motivating applicants and officers from the South Asian, Chinese, Filipino and Black minority groups.

### Key Findings

#### *Systematic Literature Review*

This step of the research disclosed a general consensus that encouraging and promoting diversity in police organizations was a good thing but organizations needed to set diversity goals that were realistic, timely and achievable. The review also identified four categories that impacted visible minority recruitment and retention as follows: organizational culture; leadership; recruitment; and, incentives. Depending on whether these categories, and each component within them, were seen as either positive or negative by the applicant or officer determined whether they acted as motivators or barriers.

In terms of organizational culture, attracting larger number of culturally diversified groups, including visible minorities, into policing was still hindered by issues related to racism, targets, diversity training and policy development.

With leadership, a real or perceived lack of diversity at the senior leadership levels was identified as potentially leading to a reduced interest in a police force and/or a reduced interest in promoting

and it was also shown that the number of diverse officers (including visible minority) decreased as the rank increased. There was also an expectation that leaders conducted themselves in an ethical and humble manner and displayed behavior congruent with what they expected from those they led.

Recruitment was broken into the recruiting process itself and recruiting strategies. The recruiting process needed to be understandable, relevant and timely and the standards consistent, fair and transparent. Recruiting strategies included ensuring that families of applicants and officers understood the requirements of policing and getting their “buy-in” as well as using innovative strategies such as simulation based games and hosting special community events.

Incentives for visible minorities included both intrinsic factors and extrinsic factors. The intrinsic factors included respect and autonomy in the workplace, having family support and understanding the pro-social impact of their work in the community. Extrinsic factors included having a support system and mentoring program throughout not just the application phase but also the training and field placement phases, receiving competitive salaries and benefits, being offered education and being given training and promotional opportunities (which included quality of supervision and meaningful interaction through processes such as stay interviews).

### *Semi-Structured Interviews*

There were wide variances in opinions about the organizational culture and leadership at the participating police agency but a general agreement regarding recruiting and incentives. Four key themes emerged, which aligned with the systematic literature review, as follows: organizational culture; leadership; recruitment; and, incentives.

From an organizational culture perspective, all interviewees stated that while the agency was working hard to accept diversity, there were still barriers to recruiting visible minority applicants including an internal police culture where some perceptions of racism still existed, ineffective and/or irrelevant cultural training, conflict due to cultural and generational differences and a senior leadership that was perceived, at times, to be “heavy-handed”.

All interviewees agreed that leadership at some level was important to them but most felt that their divisional leadership mattered the most. Ensuring improved communication between senior leadership, middle management and constables was important as well as having better visibility from the senior leader and their team. Addressing the lack of diversity at the senior ranks was a common theme although not at the expense of competency.

The number one factor for interviewees in recruiting visible minority applicants was that the applicants had the capacity to meet the required standards. The notion of tokenism and the impact it had on the reputation and functioning of their agency was very concerning to them. Many indicated a desire for mentoring and supported the adoption of more innovative strategies by the recruiting unit for identifying top prospects. Interviewees also indicated that they would like to be more involved in the recruitment process.

Interviewees indicated that both intrinsic and extrinsic factors were incentives and of importance to them. Intrinsic factors included autonomy, development, team cohesion and community feedback. Important extrinsic factors were supervision, recognition of family, salary, worklife balance, and other “bonuses” related to work location and referrals. Specifically in terms of

supervision, accountability was discussed and many of the interviewees expressed a desire to see both 360 performance reviews and the completion of stay interviews.

### **Options to Consider and Recommendation**

Based on a number of the suggestions detailed in the report, the following options were available to the participating agency moving forward and were presented only to assist them in consideration of their next steps. When analyzing the viability of each option, the agency was advised to take into consideration the following:

- organizational mission, vision, values and goals of the organization – did the option allow the agency to achieve its mission, vision and organizational goals;
- organizational capacity – did the agency have the leadership, money, people and time to implement the option;
- cost benefit – did the potential to gain or save resources (financial, human, IT, time) outweigh the costs;
- viability – did the option create additional barriers for the agency;
- practicality – could the agency realistically achieve the strategic recommendations outlined in one or more of the categories of organizational culture, leadership, recruitment, incentives

Option 1: Status Quo – this option assumed the agency maintained its current operations and accountability. It minimized risk associated with change but maintained what was working well given the current policing climate. It minimized additional financial and human resource output but did not address identified issues related to organizational culture, leadership, recruitment or incentives which could impact the goal of increasing visible minority recruitment.

Option 2: Priority Driven – this option suggested the agency change in one identified area of organizational culture, leadership, recruitment or incentives that would bring the biggest benefit to them given the current policing climate and available resources. This option allowed the agency to focus on one particular group of strategic priorities at a time and sent a message to the membership that it was focussed on positive change and listening to the concerns of its own.

Option 3: Proactive/Leadership – this option encouraged the agency to assess all four areas of organizational culture, leadership, recruitment and incentives concurrently and remove the existing barriers in each area in order to advocate for more substantive changes to their policing system. This option would appease some of the operational membership but would require extensive financial, human and time resources. It could also overwhelm the agency given its size and the logistics that would be required to implement the strategies.

Option 2 was recommended with the initial focus on recruitment rather than organizational culture, leadership or incentives. Much discussion occurred in the interviews surrounding the recruitment process and recruitment strategies resulting in several suggestions for improvement. Implementing some or all of the strategic priorities listed above in recruitment could improve the number and quality of visible minority applicants as well as their longevity with the agency.

## **INTRODUCTION**

### **Overview**

Major Western Canadian police agencies are, like many police services globally, trying to address the impact that an increasingly diverse population is having on their ability to recruit and retain members from visible minority groups. A continually increasing immigrant population reflects the need to have a police force that better represents the demographics of their city. However, given the inherently dangerous and unpredictable nature of police work, there are important considerations to how public safety agencies are creating targeted policies, initiatives and strategies to recruit visible minorities. Police officers must possess certain qualities and characteristics and competencies in order to keep themselves, other police officers and members of the public safe and there are barriers presented to visible minorities which may be impacting their ability to succeed in the recruitment and training phases. It is also well known that the particular culture of a police force influences decisions visible minorities make about whether they perceive that particular organization as a good fit for them.

The fact that these police agencies have made a commitment to increase the diversity of their forces means the above numbers present a challenge in meeting the recruitment and retention targets of visible minorities over the next several years. These targets are required in order to address population growth and other emerging issues which include changing crime dynamics, an increasing complexity of investigations requiring strong cognitive skills, and changing perceptions and attitudes about policing as a profession which have impacted the ability to draw candidates from highly competitive job markets.

The purpose of this project was to research, summarize and report on potential motivators and potential barriers within four major categories – organizational culture, leadership, recruitment and incentives - that visible minorities in a major Western Canadian city were considering when looking at the city's police force as an organization. This was done by analyzing data from the existing literature and capitalizing on the invaluable experiences of sworn operational police officers from that particular agency.

## **BACKGROUND**

### **History**

The percentage of the Canadian population that is comprised of individuals from minority cultures has increased significantly over the past 15 years from just over 5 million (or 16.2% of the population) in 2006 to just over 6.2 million (or 19.1% of the population) in 2011(Stats Canada 2011). Due to a number of global factors related to opportunity, conflict, and mobility, more and more people from other countries are deciding to call Western Canada home; but, these immigrants may also experience a wide variety of issues related to re-settling including language barriers, unemployment, lack of affordable housing, culture shock, violence and discrimination.

As stated by Jain, Singh & Agocs (2008), “in recent years, public-sector organizations have been required to respond to the often contradictory expectations of various segments of this increasingly

diverse public” (p. 47). A large part of that “public sector” are public safety organizations including police. Today’s police forces, however, are facing a significant barrier when it comes to providing professional service to many of these minority communities and that barrier is lack of representation on their police forces of members from these groups.

Policing is inherently adversarial but it becomes even more complicated, controversial and divisive in diverse societies where citizens who don’t necessarily understand the Canadian way of life have difficulty adapting and end up challenging authority and order. Many immigrants to Canada come from countries where the police were violent and corrupt and not to be trusted.

This leads to police forces needing to be able to react appropriately to these challenges. However, research conducted by Ben-Porat (2008) indicated that many police officers did not have the requisite skills or knowledge of foreign cultures, religions and national identities to effectively police them. That deficiency may be part of what is impacting the ability to attract and retain members from visible minority groups because the lack of knowledge can lead to bias, prejudice and stereotyping by officers which, in turn, impacts the policing response. The result is either ‘under-policing’ or ‘over-policing’ in these groups where community members suffer from police neglect of their neighborhoods, from an aggressive police approach or, at times, from both (Ben-Porat, 2008). Neither of these approaches are conducive to forging the positive relationships necessary to recruit members of those populations to join police forces.

In order to increase the legitimacy and efficacy of police forces, many forces have come to the realization that they require a larger number of individuals from visible minority groups. Many questions are raised by this concept though, including how to ensure members of these groups meet standards, how to create a culture of tolerance and acceptance within the force and how to prevent them from leaving when they face pressure or are ostracized either from members of the force they just joined and/or from members of their own community.

The goals, challenges and issues facing the participating agency which is the subject of this paper will require significantly more resources over the next few years. In order to reach those targets, they have identified one of their initiatives as developing their capacity through recruitment. So, when we look at recruitment, what are requisite characteristics of effective, modern day police officers?

The modern day police officer requires a specific mix of intellectual, psychological, emotional and physical characteristics to be successful (Capps, L., 2014). The demands placed on officers today require that they possess exceptional communication and problem solving skills. Effective investigators are knowledgeable, creative, patient, persistent, open-minded, humble, empathetic and inquisitive. They have the capacity to absorb training and apply it to their work, they know the law/elements of the offence(s), and they understand and are able to apply various investigative techniques. They exhibit a strong ethical/moral compass and are very good team players in that they can work with a variety of people. Exceptional intelligence is not a requisite trait of an effective investigator but they must be competent. Objectivity, logic, common sense, and being emotionally balanced are important.

There is certainly no lack of effort on the part of western Canadian police agencies to succeed in attracting and recruiting more visible minorities that possess these qualities and part of those

efforts are addressed through advisory councils which bring together citizens of diverse cultural or social backgrounds to help guide the police agency in its delivery of services to the community as well as diversity and other support units which align with outreach networks throughout the cities.

The research conducted in this project aligned with the participating agency's strategy of employing an "intelligence based" approach to community relations and resourcing and it provided a valid approach to ensuring that the agency was meeting visible minority recruitment and retention levels in order to meet their significant increase in anticipated resourcing levels over the next five years.

From a public safety perspective, a recruitment and retention framework that encompasses the attitudes, beliefs and values of minority groups will contribute to the overall accountability of the agency in delivering its mission, vision and values to the citizens of its city.

### **PRINCIPLES GUIDING THE PROJECT**

One only needs to read or watch the news to see that the landscape for policing in today's society is changing dramatically and that discussions are taking place regarding the belief that increasing diversity among police forces is a good thing. At this juncture, it is important to differentiate between the words "diversity" and "visible minority" as this research focussed solely on visible minority. From my personal policing and teaching experiences, diversity includes not only race, but other factors including gender, sexuality, religion and culture. Diversity is a much broader concept than visible minority so it is important to understand that this project took the narrow approach of focussing on only one aspect of diversity.

The conceptual framework of this project was predicated on the fact that the recruitment and retention of visible minorities to police forces is motivated by a wide variety of factors and that those same factors can also apply to retention because they relate to how individuals feel about the work they do (McMurray et al, 2010). An initial review of the literature showed concepts related to organizational culture, leadership, recruitment and incentives (intrinsic/extrinsic motivators).

Perceptions that applicants had about organizational culture was an important factor contributing to attraction. Police values and attitudes pervaded many organizations at different levels and created a pressure to conform (McMurray et al, 2010; Murji, K., 2014; Waters, I., Hardy, N., Delgado, D. & Dahlmann, S., 2007; Ben-Porat, G., 2008 & Cashmore, E., 2002). As discussed by Waters et al (2007), there was a hope that "assimilating" visible minorities into society would lead to them being "absorbed" into a multicultural police force. This suggested an expectation that visible minorities would integrate into the existing police culture and this type of presumption could be very difficult to extinguish. Person-organization fit was an important concept to consider here; that is, how suitable or congruent with a particular organization an individual felt (Cunningham, 2016). The particular culture of police organizations can influence decisions that visible minorities make about whether they perceive that particular organization as a good "fit" for them.

Leadership that truly valued a variety of opinion and ideas was identified as an important concept along with being able to encourage and manage constructive conflict which was accepted as being inevitable within a diverse workforce. Having those leaders who embraced different perspectives

and approaches to work was an important factor for applicants (Wilson et al, 2010 and Monk-Turner, E, O’Leary, D., & Sumter, M., 2010).

When being recruited, visible minority police officers were fearful of tokenism which incorporated lower standards and special treatment. This made them feel as though they were being looked upon as a charity case because of their ethnicity (Schmidt et al, 1997, Waters et al 2007, Ben-Porat, 2008 and Rowes & Ross, 2015).

Related to incentives, one of the earliest theories of “motivators” was proposed by Frederick Herzberg (1959) who talked about them in the form of intrinsic factors and extrinsic factors. Herzberg’s theory has been replicated by more recent researchers including Monk-Turner, O’Leary and Sumter (2010) as well as Hackman and Oldham (2010). Intrinsic factors included perceptions of applicants and officers about status, autonomy, self achievement, having a voice (authority/power), community support and family support (Waters et al, 2007 and McMurray et al, 2010). Extrinsic factors included salary, benefits, working conditions, work-life balance and supervision (Schmidt, M & Ryan, A., 1997, Ewjik, 2011, Wilson et al, 2010 and Sanjeev, M. & Surya, A., 2016).

Given the above findings, recruitment and retention of visible minorities adopted for the purposes of this project was based on five guiding principles that could help organizations position themselves in order to capitalize on workforce and/or group differences and provide a foundation for the development of a minority recruitment and retention program as follows:

- An organizational culture should strive to create an environment of respect, trust and transparency free from racism and public pandering;
- Organizational leadership should strive to accept constructive conflict as inevitable within a diverse workforce and embrace different perspectives and approaches to work;
- Recruiters should respect that applicants expect to be hired and evaluated based on their competency, not their ethnicity.
- Visible minority officers place an importance on receiving support from their family and community;
- Autonomy, quality of supervision, strong monetary compensation, opportunity and work-life balance impact job motivation and job satisfaction of visible minority officers.

These five principles provided a foundation for the development of a minority recruitment and retention program based on a two-pronged research procedure. The first phase was a systematic literature review of existing research. The second phase was conducting semi-structured interviews with currently serving operational police officers at the participating agency. These are explained in further detail in the following procedure section.

## **PROCEDURE**

While there was a body of research that I initially reviewed which provided some information, much of it was addressing factors that impacted how members of the public felt about police and how they perceived the organizational culture of police. There was very little research that focused on the experiences and opinions of visible minority operational police officers. Of the research

that did focus on visible minority officers, very little of it discussed the factors impacting why an individual from a visible minority group considered and then chose policing as a career. Within the sources exploring visible minorities in policing, an even smaller number were dedicated to a Canadian context. Very little was available regarding the attraction, recruitment and retention of visible minorities to Canadian police agencies. Because of these observations and to ensure a comprehensive review was completed, I chose to complete further research to define more precisely the literature in the area through a systematic literature review.

Next I conducted semi-structured interviews with operational police officers at the participating police agency who voluntarily identified themselves as members of one of the four visible minority groups focused on in this project. These interviews were conducted in order to obtain first hand information on how the current organizational culture, leadership, recruitment processes and incentives at the agency may or may not have affected the recruitment and retention of members of visible minority groups to the agency. The interviews were also conducted to determine what was working well for visible minority members in terms of best practices and where opportunities for change may have existed.

### **Systematic Literature Review**

The first phase of the research procedure conducted in this report was a systematic literature review. It detailed existing knowledge related to the guiding principles outlined above and then integrated this knowledge into the questions used in the interview phase of the research.

A qualitative systematic review of existing research typically involves a detailed and comprehensive plan and search strategy derived through deduction, theory and scientific method with the goal of reducing bias by identifying, appraising, and synthesizing all relevant studies on a particular topic (Uman, 2011). The process for reviewing the literature is a consistent, transparent and reproducible set of rules or protocol which results in the collection, review and amalgamation of that information into a useable report (EPPI – Center, 2006). All systematic reviews have certain steps which are followed which ensures that the information collected is as full and illustrative as possible. These steps include:

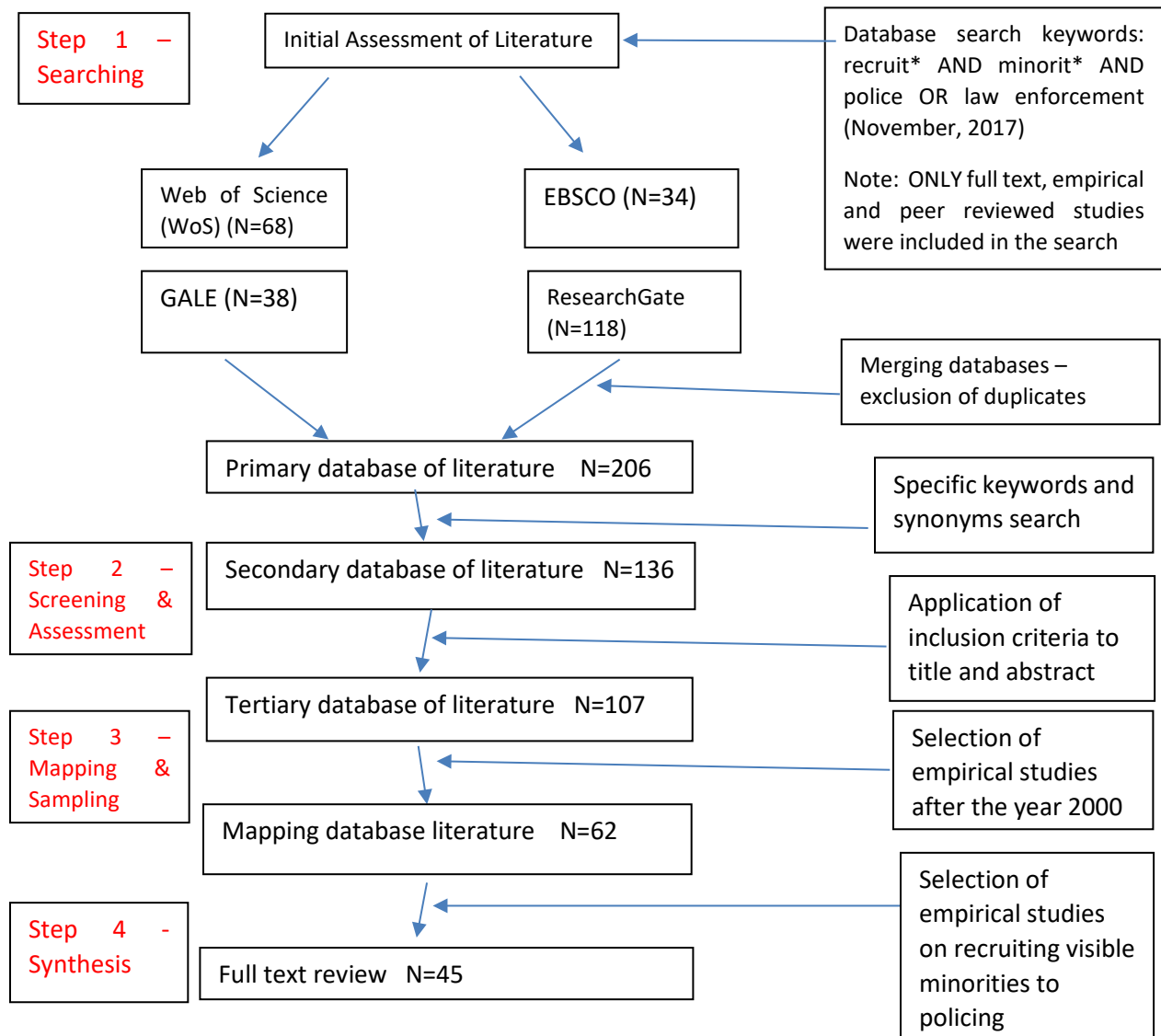
- setting the scope of review and protocol;
- gathering and describing research in the field;
- analysing and synthesizing the data; and,
- drawing up recommendations in a written report (EPPI Centre, 2010).

In order to analyze a sample of the existing literature on the recruitment of visible minorities to policing, the above named stages were consolidated into the following four steps:

- searching;
- screening and assessment;
- mapping and sampling; and,
- synthesis.

Figure 4.1 on the next page maps the systematic literature review process that I undertook in order to provide a visual perspective of the steps involved. This is followed by a detailed explanation of each step.

Figure 4.1 – Map of Data Collection Process



In step 1, searching, I looked to identify and collect all empirical full text and peer reviewed existing studies that used the term ‘recruit\* and minorit\* and police’ or ‘recruit\* and minorit\* and law enforcement’ to *capture literature related to public safety organizations and attracting diversity in their workforce*. This broad use of terms helped to identify publications where the authors did not consider a particular minority group or public safety organization. In this first stage of the review process, it was necessary to develop the question “*how do policing agencies attract visible minorities to the occupation of policing*” in order to govern which types of studies were to be included in the review as well as the protocol that was to be implemented to search for potentially relevant items. Based on the review question, the systematic review could be described as either configurative (or interpretive) or aggregative (Gough, D., Oliver, S. & Thomas, J., 2013). In this particular paper, the research reviewed was qualitative in nature which is mainly focussed on developing and exploring theory by “configuring” ways of comprehending facts and what their meaning or merit is to people (Gough et al, 2013). Gough et al (2013) also describe how the

configurative approach to reviews is attentive to meaning and explanation and frequently depends on a small number of detailed cases. They also discuss how differences (or heterogeneity) in studies is preferred as they can provide a more diverse insight and a useful appreciation of the topic rather than a large number of cases that are the same.

Because my review question was exploratory in terms of looking for strategies and what police organizations have done, or are doing, to recruit visible minorities, I completed a configurative systematic review. I defined a number of keywords and search strings that were entered in four electronic databases: Web of Science, EBSCO, GALE and ResearchGate, which are detailed in Appendix 1 attached to this report. I decided not to conduct searches in Google Scholar given that it has identified limitations to perform a systematic review (Boecker, M., Vach, W. & Motschall, E., 2013). Also, my initial searches of 'recruit\* AND minorit\* AND police' and 'recruit AND minorit\* and law enforcement' on scholar.google.ca showed over 20,900 and 18,100 results as of December 2017 respectively. Because of limited time and resources, I conducted more specific searches on the four databases named above. I started with a general search using broad queries (i.e., recruit and minority and police) to get a general overview of the topic. Then I refined the queries including the more specific terms of visible minority, attract, hire, law and law enforcement so that I could make sure I was capturing sensitivity (finding all articles in a topic area) and specificity (finding only relevant articles) (EPPI Center, 2013).

In step 2, screening and assessment, I focused the review further by constricting the scope of the search to only those articles that matched certain criteria. Given the configurative nature of this review I defined inclusion criteria as follows:

- full text publications that could be downloaded for free or from the University of Victoria or Lethbridge College libraries;
- empirical and peer reviewed;
- published in the English language;
- Westernized democracies;
- Policing and security organizations;
- no limitation on date

I used the two stages identified by Gough et al (2013). First, the title and abstract were screened using the above criteria to determine whether the study was likely to be applicable. Second, those articles I felt were applicable were downloaded so I could review the full text and make sure the content and quality would answer the review question. The tool I used to do this is attached as Appendix 2 and, as shown, was mainly focused on the strength of each study itself as well as how applicable it was to my own research question. The form was devised based on the suggestions of Woods et al (2004) when analyzing qualitative research. In the assessment during this step, I screened in only the empirical studies because, from experience, I know these are studies that collect and analyse primary data based on direct observation or experiences.

In step 3, I created more specific criteria to further narrow the selection process and “code” articles. These criteria included variables related to: year of publication; content type (e.g., journal article, e-book, book chapter, conference proceedings, editorial, etc.); source (e.g., name of the journal or book where the item was published); country (based on the authors' institutional affiliation). This

mapping process aided me in developing a manageable sample of articles to synthesize into my results given my limitations with time and resources. As Gough et al (2013) stated, this mapping ensured a suitable sample given how some researchers question the acceptability of qualitative systematic reviews (Dixon-Woods et al., 2006). According to Dixon-Woods et al (2006), Gough et al (2013) and EPPI (2006), a researcher is allowed to screen in articles which they instinctively feel are relevant to the study based on the identification of key words or concepts.

This sample included only empirical studies on recruiting visible minorities to policing where the authors focused explicitly on the notion of 'visible minorities' in combination with 'recruitment and policing' and not, for instance, recruiting women or LGBTQ which form part of the diversity group but are not specifically visible minorities. The selected sample seemed appropriate to present a broad understanding of concepts and strategies that leadership in policing organizations need embrace in order to address the identified need for increasing visible minorities within the ranks of police officers. The reasons for this need are twofold: first, the proportion of visible minorities with the general population is increasing in western democracies and, second, the associated issues of under/over policing and community perceptions have been identified in many jurisdictions (Ben-Porat, 2008).

In step 4, I synthesized my results/evidence by using a thematic analysis which is basically looking for common themes. I did this because when conducting research in a configurative way on qualitative data, it becomes important to be creative and interpretive by constructing either new concepts or theories and/or expanding prevailing explanations based on the evidence found (Gough et al. 2013; EPPI 2009; Dixon-Woods et al., 2005). By doing this, I was looking for repetitive themes or patterns in the literature and then summarizing or synthesizing those under various headings.

### **Semi-Structured Interviews**

The second phase of the research procedure conducted in this report were the semi-structured interviews. An invitation to participate in an interview was extended to:

- all sworn members of the participating agency who identified as East Indian, Chinese, Filipino or Black;
- all individuals who identified as East Indian, Chinese, Filipino or Black that accepted a position as a police officer with the participating agency but then left the force either during or shortly after training

Numerous attempts by the agency's recruiting unit to identify and locate past serving visible minority members were not successful. While applicants to the agency were initially considered as potential interviewees, they were not included in this research as their onboarding and training period did not coincide with the timeline of the study. As such, an increased number of interviews was undertaken with currently serving operational members. In hindsight, this strategy was positive as it resulted in some very rich data being given by members who had experiences with the agency as a result of their ethnicity but were still employed there and able to talk about the positive incentives that kept them loyal and committed. I, as the interviewer, asked each interviewee a series of questions related to organizational culture at the agency, leadership at the agency, recruitment processes at the agency and incentives at the agency (see Appendix 5).

A total of 20 interviews were conducted with participants who had been involved in operational policing for 5 to 22 years, with an average of 14 years. 4 were patrol constables not in a supervisory role, 7 were in plain clothes units not in a supervisory role, 5 were in uniform and in supervisory roles and 4 were in plain clothes supervisory roles. All interviewees were currently serving regular sworn officers with the agency. The ethnic breakdown was as follows:

- 12 interviewees were of Asian descent
- 4 interviewees were of Black descent
- 2 interviewees were of Filipino descent
- 2 interviewees were of East Indian descent

The interviews were semi-structured which meant that a number of open ended questions were asked of the interviewees. The open ended nature allowed for interpretation by the interviewee without forcing them into a biased or yes/no response. It also provided room for discussion as well as the opportunity to “drill down” on answers of particular interest to the interviewer. All interviews were conducted between June 23, 2017 and July 24, 2017. 15 interviews were conducted face to face and 5 were conducted via phone. Each interview lasted between 75 to 105 minutes depending on the level of discussion and time availability of the interviewee.

## **FINDINGS – SYSTEMATIC LITERATURE REVIEW**

As a general beginning statement regarding the systematic literature review, Gough et al (2013) described how systematic reviews are becoming more popular as a useful tool for conducting literature reviews as they reduce bias, identify all the relevant research, and force researchers to write reports that are accountable. They allow us to see not just what is known but also what is not known in a wide range of relevant social policy areas including policing. That being said, some do not see how a systematic review of qualitative research is of value in that they do not appreciate the skill and creativity required and the potential that the reviews have for identifying new avenues of investigation (Gough et al, 2013). This review offered resources in terms of how visible minorities viewed certain factors as relevant to a career in policing. However, to date, there is a lack of systematic and structured studies that integrate the research done on the topic of recruiting visible minorities. Specifically, there were noticeable gaps in terms of knowledge related to Canadian visible minority police officers. The inclusive character of this method of review was particularly relevant for this research due to the fact that visible minorities are but a small component of the overall concept of diversity that needs attention given they are one of the fastest growing demographics in Canada (Stats Canada, 2013).

An obvious theme that ran through the literature examined the principle of visible minority recruitment in general. There was a general perception that visible minority targets were not achievable and that recruitment policies related to visible minority targets were to appease the public and maintain an air of political correctness. There was the “formal” or public organizational line that visible minority targets were important and being addressed and then there was the internal organizational attitude that the targets could not be met without reducing standards. This generated discussion in some of the research about the potential for “reverse discrimination” or “white backlash” among officers as well as supervisory and officer safety issues (Rowe & Ross, 2015; Murji, K., 2014; Waters et al, 2007).

That being said, this systematic literature review disclosed a general consensus that encouraging and promoting diversity in police organizations was a good thing but organizations needed to be mindful of setting diversity goals that were realistic, timely and achievable. I identified four categories that impacted visible minority recruitment and retention as follows:

- organizational culture;
- leadership;
- recruitment;
- incentives

The categories and the specific findings related to each one are described more fully in separate paragraphs below.

### **Organizational Culture**

Organizational culture incorporated organizational function, bureaucracy, fairness, openness and transparency (Wilson, J., Dalton, E., Scheer, C., & Grammich, C., 2010). Having some diversity in policing was seen as an important goal to create a more effective, flexible and responsive service (McMurray, A. Karim and G. Fisher, 2010) and included in the concept of diversity was race and country of origin which included visible minorities (McMurray et al, 2010). However, it appeared that despite this well intentioned objective, attracting larger number of culturally diversified groups, including visible minorities, into policing was still hindered by issues related to:

- racism;
- targets;
- diversity training;
- policy development.

*Racism.* To begin with, visible minority police officers continued to experience racism within their organizations and this racism potentially existed from the most junior probationary member right up to senior levels of leadership. It existed because of a police culture that formed from police values and attitudes and it pervaded many organizations at different levels and created a pressure to conform (McMurray et al, 2010; Murji, K., 2014; Waters, I., Hardy, N., Delgado, D. & Dahmann, S., 2007; Ben-Porat, G., 2008 & Cashmore, E., 2002). As discussed by Waters et al (2007), there was a hope that “assimilating” visible minorities into society would lead to them being “absorbed” into a multicultural police force. This suggested an expectation that visible minorities would integrate into the existing police culture and this type of presumption was seen as potentially very difficult to extinguish.

*Targets.* Some research indicated that targets were not only unrealistic and unachievable but were also created to placate the public and create an image of political correctness, fairness and transparency within the organization (Murji, 2014; Rowe, M. & Ross, J., 2015 and Cashmore, 2002). This manoeuvring created concerns among existing visible minority officers regarding the possible motivations of incoming officers – basically, “time servers” looking for a pension (Murji, 2014 and Cashmore, 2002). As discussed by Murji (2014), a police officer’s career spanned decades and to expect a high enough rate of turnover to meet ever increasing diversity

targets was simply not achievable unless certain hiring phases excluded Caucasian applicants leading to reverse discrimination or white backlash.

*Diversity/Cultural Awareness Training.* From a cultural awareness training perspective, the research showed conflicting results. Some research indicated that this training could be effective but tempered that with a caveat that it needed to be in conjunction with “on the job” learning (McMurray et al, 2010; Ben-Porat, 2008). Hall (1976) explained that “understanding the reality of covert culture and accepting it on a gut level comes neither quickly nor easily; it must be lived” (p. 58). Cashmore (2002) stated that diversity training had little to no value and suggested that it be replaced by what he called “beneficial policing” which looked to personal experience as the guiding tool rather than classroom lectures or forced training (p. 340). Overall, diversity training was often looked at from a rather cynical perspective that, just like visible minority targets, it was being done to both appease the public and to make it look as though the organization was serious about creating a respectful and transparent workplace for diverse officers.

*Policy Development.* Having an organizational culture that involved visible minority groups in policy making and allowing them some oversight of how police worked in their community through Community Police Liaison Committees was seen as very important (Ben-Porat, 2008, Wilson et al, 2010).

In summary, research indicated that in order to have an appealing organizational culture, police forces needed to identify and address any systemic racism that was occurring, adjust their visible minority targets to make them achievable, assess if they would continue formal diversity/cultural awareness training or move to a more informal beneficial style of learning and ensure meaningful involvement by the visible minority communities in policy development and policing strategies that affect them.

## **Leadership**

The research on how leadership impacts visible minority police officers was minimal. The research that did exist indicated that a real or perceived lack of diversity at the senior leadership levels could lead to a reduced interest in a police force and/or a reduced interest in promoting. Ewjik (2011) discussed how the number of diverse officers (including visible minority) decreased as the rank increased.

Another concept that was generated by the research showed that, in general, leaders needed to have better cultural competency, be non-egotistical, promote the greater good and have a strong ethical compass. As discussed by Wilson et al (2010), even a perception by police officers that their leadership was behaving in an unjust or unproductive manner could lead to an increase in attrition; “departments should focus on improving management style and communication as well as provide training for managers on key topics” (p. 60).

In summary, leadership appeared to impact retention more so than attraction. It was based on perceptions of sincerity in leadership efforts to promote diversity as well as leadership efforts to foster open, transparent, honest and frequent communication between ranks.

## Recruitment

The category of recruitment was comprised of two sub-themes:

- the recruitment process itself;
- recruitment strategies

*Recruitment Process.* The recruitment process itself was seen as a barrier to visible minorities as it was difficult to understand and long (McMurray et al, 2010 and Waters et al, 2007). An internal perception of not possessing the requisite competencies was a big roadblock that potential applicants faced, in particular their ability to speak English at the necessary level. This led to a belief that there was no organizational fit for them (Yan, M., Lauer, S., & Jhangiani, S., 2010; Basran, G., & Li, Z., 2012 and Schmit, M. & Ryan, A., 1997).

Adding to this issue of not meeting competencies was the fact that currently serving visible minority members admitted that they would not feel comfortable working with a visible minority member who was either incompetent, not confident or both because it created officer safety and supervisory issues (McMurray et al, 2010).

If testing and hiring practices were not seen as fair and transparent to visible minorities, a barrier existed. They did not want any change in standards or favoritism in the process which would be interpreted as tokenism (Schmit et al, 1997; Waters et al, 2007; Ben-Porat, 2008 and Rowe & Ross, 2015). This led to a concern that they would be isolated from both their colleagues and the public and have reduced or unequal opportunities once working as a member (Waters et al, 2007).

Finally, police organizations needed to be mindful of “gatekeepers” who could influence young people at the beginning of their careers. Individuals like career advisors or community elders were seen as being able to significantly impact decision making at that level and it was seen as imperative that any police organization foster good relationships with those individuals. Having that positive relationship was believed to facilitate open, honest and fair communication between the advisor/community member, the police force and the potential visible minority applicant (Waters et al, 2007).

*Recruitment Strategies.* In terms of specific recruiting strategies, there were numerous themes that emerged throughout the literature review. To begin with, advertising in native languages in local news medium was seen as a suitable and proactive way to promote policing as a career and bridge the gap between officers and members of visible minority communities (McMurray et al, 2010).

Educating and engaging family members and parents was regarded as essential to the recruitment process and the dynamics of this theme were actually quite complicated. Visible minority officers (or applicants) expressed the importance of close familial ties, so if policing was viewed negatively by family members it was an important barrier for them to overcome (Schmit and Ryan, 1997, Waters et al, 2007, Ben-Porat, 2008, L. Cheng, M. Spaling & X. Song, 2014). Many of their parents (or even themselves) came from countries where the police were corrupt, violent and not to be trusted. Policing was not generally perceived as a career of choice with a professional status for visible minorities because of contrary views of the police in their country of origin (McMurray et al, 2010; Ben-Porat, 2008 and Waters et al, 2007). This created cognitive dissonance in these individuals where they feared they would be mocked, criticized or, even worse, shunned. Another

important factor which impacted how policing was viewed by visible minority families was the portrayal of police within the media; much of it being negative in nature (Waters et al, 2007). To overcome this apprehension and negative perception, family members needed to be involved in the process and shown the professionalism of policing. Recruiters needed to emphasize the moral righteousness of the job – protecting society and doing good (Waters et al, 2007, Yan et al, 2010).

Several researchers emphasized how referral programs giving money or extended vacation time to those officers who signed up new recruits may improve the number of visible minority applicants. Rowe & Ross (2015) described American campaigns which used these techniques after a series of high profile and contentious occurrences involving police and visible minority community members. Wilson et al (2010) talked about the necessity of building these employee referral networks because it emphasized a “human” aspect which tempered the depersonalized feature of the online processes. Supporting this concept of referral networks, there was research indicating that police organizations needed to target more specifically only those applicants with an interest in the police using minorities themselves as ambassadors and mentors/coaches through both the application and hiring process (Waters et al, 2007, Rowe & Ross, 2015 p. 30, Cashmore 2002).

In summary, the recruiting process needed to be understandable, relevant and timely so visible minorities could navigate through it with realistic expectations. Consistent standards were imperative along with hiring and training practices that were fair and transparent so that visible minority members were not held to a double standard by other officers. Ensuring that families understood the requirements of policing and getting their “buy-in” was essential to removing the stigma that was often attached to the occupation because of experiences in their home country. Finally, using innovative strategies and hosting community events at division stations could create an energy and enthusiasm for potential visible minority applicants.

## **Incentives**

Incentives can vary from person to person. Life experience shows us that what one person finds appealing may not be the same for another person. In this systematic literature review, extrinsic and intrinsic factors were identified as incentives.

*Extrinsic Factors.* For visible minority applicants, an ongoing internal mechanism or infrastructure (mentoring) needed to be in place to support visible minority recruits beyond field training (Wilson et al, 2010). Extending this, further, McMurray et al (2010) discussed the advantage of this type of ongoing support. For example, successful completion of a capacity building program during the probationary period for those new recruits lacking skills, especially in English, was seen as a supportive practice enhancing confidence and character.

Waters et al (2007) described the benefits of a PCSO program (Police Community Support Officer) as a training incentive to attract visible minority members and get them into the service, even if at a reduced capacity. These individuals were uniformed and “deployed on the streets to bolster visibility, to help reassure the community and to act as the ‘eyes and ears’ of the police” (p. 196). The inherent drawback was that they did have limited powers compared to regular officers and were potentially destined to remain at lower positions.

Several researchers also found that visible minority members did not want to police their own communities (Ben-Porat, 2008, Yan et al, 2010, McMurray et al, 2010). It was important for

visible minority members to be treated as normal officers and not distinguished from their coworkers because of the colour of their skin. Placing these officers in specific roles or units based on their background created an element of discomfort and expectation that could affect retention (McMurray et al, 2010). As discussed by Ben-Porat (2008), this concept was also important to the visible minority communities themselves where knowing that the force was diverse was more important than having “one of their own” policing their streets.

Accelerated promotion schemes or fast tracking was a concept discussed by Cashmore (2002). This accelerated action ensured that a visible minority member entered the force at a higher level than a non visible minority and was given special training opportunities to promote and move up the ladder more quickly. This type of incentive needed to be managed carefully as it could quickly turn into a barrier if misunderstood by other members of the organization (Waters et al, 2007).

*Intrinsic Factors.* Many applicants looked to the public perception, transparency, quality of team members, and training/developmental opportunities they would receive when considering an organization. According to Ewijk (2011) and Wilson et al (2010), supervision and the quality of relationships with co-workers could have a major impact on whether an organization was seen as a healthy environment to work in. Particularly, officers felt that 360 reviews were necessary for meritorious and transparent moves within the organization (lateral or promotional). They also felt that having respectful connections with other officers within the unit contributed to member well being and satisfaction. Ben-Porat (2008), Foley et al (2007) and Wilson et al (2010) documented the importance of being able to have meaningful advancement and training opportunities that matched the career path or learning plan of the member.

In addition, they determined that having autonomy to work and make decisions independently (within reason) was a crucial factor impacting productivity and happiness. Not being micromanaged was seen as a sign of trust and respect. While conflict was seen as healthy in an organization as long as it was constructive in nature, when it did arise a transparent complaints and resolution process improved the outcome of the dispute (Waters et al, 2007, Ben-Porat, 2008).

More meaningful community/police interaction was an important incentive (Waters et al, 2007). Adam Grant (2008) talked about the pro-social impact of one’s work. In policing, a particularly adversarial environment, this was very important. Officers liked to hear that they were doing a good job and were appreciated for what they did. For many visible minorities, communities were supportive (McMurray et al p. 2010). However, that incentive disappeared when poor quality of service was provided. This was important because insensitivity or rudeness towards a visible minority group could jeopardize recruiting (Waters et al, 2007, Ben-Porat, 2008). Closely tied to this were the concepts of under and over policing also talked about by Ben-Porat (2008) wherein visible minority communities either received no attention or too much attention by officers.

In summary, the incentives for visible minorities included both intrinsic factors and extrinsic factors. The intrinsic factors included respect and autonomy in the workplace - including stay interviews, having family support and understanding the pro-social impact of their work in the community. Extrinsic factors included having a support system and mentoring program throughout the application, training and field placement phases, training and promotional opportunities and accelerated promotion schemes.

## FINDINGS – SEMI-STRUCTURED INTERVIEWS

All interviewees had meaningful experiences to share and four key themes emerged, which aligned with the systematic literature review, as follows:

- organizational culture;
- leadership;
- recruitment;
- incentives.

As a general comment, there were variances in opinions about the organizational culture and leadership at the participating agency but more consensus regarding recruitment and incentives. The findings from the interviews are presented below and were written in such a way as to ensure the confidentiality of interviewees and allow for key concepts and perspectives to be identified under each thematic area. At the end of the interview each participant was allowed an opportunity to provide any additional comments they wished. Each theme is presented in its own subsection below and is comprised of an overview of general perceptions followed by a table with subthemes. There is then an explanation of each subtheme and applicable quotes from interviewees. A summary completes each subsection reiterating the main points presented. When identifying the numbers of interviewees that responded a particular way, the following legend will be used:

- “majority” equals eight or more respondents
- “some” equals four to seven
- “few” equals one to three

### Organizational Culture

The majority of members defined the term organizational culture as the values and beliefs of the agency which determined what was acceptable and non-acceptable behavior. Embedded in this definition were comments about how organizational culture also included the concepts of employee engagement and public perception. Interviewees felt that their agency was a good police force to work for but were honest in stating that several issues existed surrounding the “unofficial” acceptance of diversity, specifically visible minorities, as well as diversity/cultural awareness training and discipline of the membership. Four (4) main themes emerged about organizational culture during the interviews.

**Table 6.1 – Four (4) Main Themes from Interviews Related to Organizational Culture**

Theme 1 – *The way police culture shapes diversity.* There was an improvement in the “official” stance of accepting diversity at the organization but a “police culture” still existed depending on the division or unit the member was assigned to.

Theme 2 – *Challenging the usefulness of cultural awareness training.* Cultural awareness was heavily focused on Aboriginal training and had varying degrees of value. It was also seen by visible minority members as an organizational reaction to appease the public

Theme 3 – *The politics of discipline.* There was a perception of politicization and public appeasement and, at times, heavy handedness when dealing with the discipline of members.

Theme 4 – *Promoting constructive conflict between members.* Cultural and generational differences needed to be addressed to better address conflict between members

Table 6.1 reviews four themes that described the organizational culture at the participating agency. These themes pointed to the way the police culture shaped attitudes towards diversity (specifically visible minorities), the varying value of cultural awareness training, the politics of discipline and promoting constructive conflict between members.

*Theme 1 – The way police culture shapes diversity.* All interviewees believed that the culture at their agency was improving in terms of accepting diversity. Despite this positive trend, the majority agreed that, while the organization was making a good effort to attract and recruit diversity, the closer one was to working at the street level (patrol), the more at risk the member was for developing an adverse attitude towards “diversity” and other cultures. Particularly at the patrol level, the “police culture” of making inappropriate jokes and having to develop a thick skin still existed. For example,

*“its (organization’s) official stance is accepting of diversity but at the grassroots level the acceptance doesn’t happen”*

*“when I joined my last watch they were all white and said ‘you are messing our bright and white reputation”*

*“the police culture shapes how we think and how we act so if we don’t embrace diversity, then that is how we are going to act”.*

A majority stated that this organizational culture would not impact their decision to apply to the agency. When someone applied to a police force, they did not really “know” the organizational culture. The more important factor influencing their decision to apply was whether they saw the agency as a progressive service openly encouraging and accepting of visible minorities.

The majority of members also stated that the police culture was not impacting their decision to stay at the organization either. There were 3 common reasons given for this. First, they were satisfied with the work they were doing, second they were too vested in the career to leave and, third, they wanted to be able to effect change. Comments which reflected this included:

*“the way I see it – you can’t sit on the sidelines bitching about it. The only way you can deal with it is to get in there in and try to change things”*

*“if I felt there was an issue I would like to be in a position to influence that culture and have an impact that way.”*

*Theme 2 – Challenging the usefulness of cultural awareness training.* A majority of interviewees had taken Aboriginal training but few felt it had any value and the majority felt it was forced on them. Interviewees felt that it would be much more impactful if it were to happen naturally and organically and be relevant to the area they were working in. Some interviewees felt presenters were unprofessional and that the agency was only conducting the training to appease the public

and bow to political pressure. Respondents questioned why there was not training for other cultures including Chinese, East Indian, groups from Africa and Filipino.

*“it almost seemed like it was something to do to say that they have done it...it is very forced and people resent it”*

*“what you learn from cultures comes from your dealings with them, lecturing at me has no impact.....it has to come from your everyday experiences and your personal values”*

*Theme 3 – The politics of discipline.* A majority felt that the organizational culture had become too reactive to public opinion and political pressure. They felt that they were not being supported by senior leadership, especially when public complaints were made. Some commented how this created “fear” about making any type of mistake and impacted morale. This finding was not specific to any type of cultural or ethnic behavior but rather a finding that applied regardless of race.

*“they are willing to bend over backwards to please the public perception”*

*“we are not going to do or say anything.....you can’t push the envelope, you have to be safe”*

*“guys are scared to think outside the box or be creative”*

*“the public is dictating and when you let that happen and try to fix it, it is almost impossible”.*

*Theme 4 – Promoting constructive conflict between members.* A majority of the more senior interviewees commented that members needed to learn how to better communicate with each other instead of gossiping and making complaints. Interviewees questioned whether that inability to address “conflict” with co-workers was a result of the younger generation, their culture/ethnicity or a combination of both.

*“we need to develop understanding of diversity and transparency by educating members on how to talk to each other rather than making formal complaints.”*

To summarize organizational culture, all interviewees stated that they would be remaining at the agency for reasons other than the organizational culture. They felt that there was a definite “official” stance within the organization of accepting diversity but there were still issues seen as barriers to recruiting visible minority applicants. They included an internal police culture where some perceptions of racism still existed, ineffective and/or irrelevant cultural training, conflict due to cultural and generational differences and a senior leadership that was perceived to be heavy handed at times which was contributing to a sense of fear among members, particularly those in patrol.

## **Leadership**

All interviewees felt that leadership was closely tied to organizational culture. They identified characteristics that they felt were important in their leaders including but not limited to: being competent, leading by example, providing clear expectations, being a good communicator/listener, being ethical and encouraging change through diverse opinions and ideas. These qualities were indicative of both “transformational” and “servant” types of leadership which empower individuals

to challenge themselves beyond what they thought they were capable of while also making decisions and commitments based on the needs of others (Spahr, P., 2015). These leaders show compassion, know the strengths and weaknesses of their team, provide constructive feedback, make difficult decisions and accept responsibility. They explain the organizational message, do not micromanage and exhibit no ego. A majority of interviewees described some disconnect with the senior leadership including the Chief and Deputy Chief but felt that the divisional leadership was, overall, strong. They also confirmed that the existing lack of diversity at the top levels was noticeable. Three (3) main themes emerged about leadership during the interviews.

<b>Table 6.2 – Three (3) Main Themes from Interviews Related to Leadership</b>
Theme 1 – <i>Visibility and communication.</i> The Chief was not as visible to the membership as they would like and the communication between the Chief, middle management and constables needed to improve. Overall, however, the divisional leadership was strong
Theme 2 – <i>Promoting diversity in the senior ranks.</i> There was a noticeable lack of diversity in the upper ranks of leadership at the agency
Theme 3 – <i>Accepting posting challenges.</i> The leadership was respectful of posting accommodations for visible minority members

Table 6.2 reviews three themes that described the leadership at the participating organization. These themes pointed to the visibility and communication of senior leadership, promoting diversity in the senior ranks and accepting posting challenges of visible minority members.

*Theme 1 – Visibility and communication of senior leadership.* A majority of respondents felt that there was a disconnect between the Chief and the membership. They rarely saw the Chief or deputy chief at their patrol briefings and felt that they often did not get suitable explanations as to why a decision had been made by the Chief. They felt that senior leadership was “out of touch” with the street level members and how they performed their work because the complexity of policing had changed due to diverse populations, sophisticated criminality, social media and increased public scrutiny. Combining the perceived lack of communication with a perception of unawareness left many visible minority members feeling disengaged from the top leadership. There was a more positive response for divisional leadership including the Superintendents and Inspectors.

*“our leaders forget where they were, where they came from”*

*“when was the last time someone higher up threw on plain clothes and went out for a night or two?”*

*“They have to remember that when they were dealing with things on the street 20 years ago, it is so different now”*

*“when you don’t see the chief enough and there are all these things happening and you are not getting the messages from your own supervisors then you come up with our own conclusions. The explanation of why doesn’t happen enough”*

*“come talk to people, get to know the people.....I don’t like the delivery method. It would have so much more impact face to face”*

*Theme 2 – Promoting diversity in the senior ranks.* A majority of interviewees felt that there was a distinct lack of diversity among the top leadership but that any attempt to “fix” that through tokenism would be a disservice to all and would be very apparent to the membership. A majority were also very cognizant of and very sensitive to the concept of affirmative action and did not want to be seen as a “charity case” or placed in a leadership role for which they did not have the requisite skillset. Diversity was seen as an important but secondary component of strong leadership, with competency being consistently ranked as the most important factor. Visible minority members were not applying for senior leadership positions because of a perceived lack of transparency in the promotion process for them and a lack of “fit” in the networking structure that was seen as being required to successfully compete for those appointments.

*“a policing organization does have to factor in ethnicity in promoting but you have to have competency first and then look at whether your definition of competency is somehow colored by attitudes towards diversity or certain ethnic group”*

*“I think there is a problem at the management ranks in (organization vetted out).....there is a lack of attraction to the management roles for some reason”*

*“if you promoted me just to have a face in a white shirt then you can have your white shirt back”*

*Theme 3 – Accepting posting challenges.* Positive comments were made about how the agency’s leadership assigned visible minority members to divisions. A majority stated that they did not want to go back to their ethnic community because of being typecast and having unrealistic expectations placed on them. They saw this as a heavy burden and felt that they needed to “prove” themselves to the membership by not working in an environment that others would deem to be “easy and comfortable”. The majority felt that those concerns were well addressed by all levels of leadership in the agency.

*“The only thing that will be effective will be to not put visible minority members back in the communities they came from, put them somewhere else. I am a Chinese member, they wanted to put me in Chinatown. I didn’t want to be there. To me, I had to prove myself elsewhere. Would I go there now? Maybe now that people know what I can do”.*

To summarize leadership, all interviewees agreed that leadership at some level was important to them although the majority stated that it was their divisional leadership that mattered the most rather than the Chief or Deputy Chief. Ensuring improved communication between senior leadership, middle management and constables was important as well as better visibility from senior leadership. Addressing the lack of diversity at the senior ranks was a common theme although not at the expense of competency.

## **Recruitment**

All interviewees were clear that ethnicity should never take precedence over competency in hiring decisions but that, on occasion, concepts of equity may need to be considered. Many interviewees felt that the recruiting section of their agency needed to better utilize visible minority officers and

should be adjusting some of their present strategies to best capitalize on how and where to find the most promising prospects. Six (6) main themes emerged about recruiting during the interviews.

<b>Table 6.3 – Six (6) Main Themes from Interviews Related to Recruitment</b>
<p>Theme 1 – <i>Risks of imposing visible minority targets.</i> The participating agency could not force diversity and should not be filling a quota to appease the public. Hiring based on ethnicity was inappropriate and risky and visible minorities feared the notion of tokenism.</p>
<p>Theme 2 – <i>Locating the top visible minority prospects.</i> The recruiting unit of the agency needed to strategize on where the best visible minority applicants would actually be found and there needed to be better use made of the entire membership in recruiting</p>
<p>Theme 3 – <i>Consistency and equity.</i> There needed to be consistency in hiring and training standards but there also needed to be a distinction made between equality versus equity</p>
<p>Theme 4 – <i>Mentoring and developing visible minority members.</i> There was value in a “visible minority job development program” and ongoing mentoring for visible minority recruits</p>
<p>Theme 5 – <i>Educating family.</i> The “professionalism” and reality of policing needed to be highlighted through educating parents as initial family support was often muted or temporarily withheld because of how police were viewed in their home country</p>
<p>Theme 6 - <i>Considering public sector HR practices.</i> Human resource strategies adopted by the public sector including head hunting services and blind applications could be considered</p>

Table 6.3 reviews six themes that described the recruitment process at the participating organization. These themes pointed to the risks of imposing visible minority targets, locating the top visible minority prospects, consistency and equity, mentoring and developing visible minority members, educating family and considering public sector HR practices.

*Theme 1 – Risks of imposing visible minority targets.* Many interviewees felt that their agency could not force diversity into their ranks but rather needed to “let it happen” more naturally by focusing on the right applicant regardless of ethnicity. Forcing diversity was seen as the agency falling prey to political correctness and political pressure. One interviewee talked about how the ethnic community they worked in was not overly concerned about the race of the police officers responding to their complaints but more the uniform itself. This was an interesting statement to hear as the prevailing assumption and results from other research was that the police organization should mirror the population it policed as closely as possible. All interviewees responded that hiring a police officer based on ethnicity would be ill advised and dangerous. They indicated that they would feel disappointed and would resent the perception of “tokenism” - always feeling like they had been picked by “default” - and never able to fully prove themselves. One interviewee confessed that he had originally wanted to apply to the RCMP but had literally walked out of a testing session when the recruiter told him in front of all the other candidates writing the exam that he would require a lower score to pass. All interviewees stated that the most important factors in hiring someone, regardless of ethnicity, were: existing competency or the ability to develop the requisite skillset; willingness to learn; integrity; honesty; open-mindedness; life experience;

fitness; emotional intelligence. A caveat to this consensus response was that, all things being equal, a visible minority who brought another skill to the table, such as a second language or technical expertise, could be seen as a preferred candidate. What they actually saw happening, however, was that sub-par visible minority members were being hired because of their skin colour rather than competency. Interviewees were very open and honest about this concept.

*“That is something that I think I fear the most, the whole notion of tokenism.....that is the worst thing that could be done to someone because it makes you feel like you are second rate. It doesn't validate your skills or what you bring to the table.”*

*“if I was hired just because of my colour, it is an insult to all of those before me and all of those after me”*

*“you want to represent the people you police but not at the expense of competency”*

*Theme 2 – Locating the top visible minority prospects.* The majority of interviewees felt that their agency's current recruitment strategy was too impersonal and had smatterings of arrogance. Many interviewees felt that the recruiting unit needed to make better use of the visible minority operational members at their disposal and needed to be more visible at watch briefings to explain initiatives and how the general membership could help. Many felt that referrals from members were the best way to get strong visible minority candidates. In relation to this concept, they talked about a referral program that had rewarded members for making successful referrals but was no longer operating.

*“Their whole way of recruiting is wrong. They are saying, ‘we are awesome and are you good enough to join us?’ They should be saying ‘we want you because this is what you can offer us. This is how you can make us better”*

*“as far as reaching out to existing members who are visible minority, they (recruiting) haven't - they haven't said, “hey (name vetted out) can you help us with African communities”*

*“bring people that they can relate to for those recruitment drives”*

Half of the interviewees felt a better directed action plan on where to find the strongest visible minority prospects for their agency was needed. The current strategies were taking the recruiting unit to locations where the candidates were too far below the required competencies and struggled too much just to meet the lowest benchmark. They explained how there needed to be more of an emphasis on going to major sporting events related to soccer, basketball, badminton and martial arts as well as the military units. They identified places like Commonwealth stadium and Tai Kwon Do studios as locations that should be targeted by recruiting.

*“As a recruiter we went to a lot of outreach places where they struggled with English and it would be so hard to get them to the standard. We need diversity but if they are so far away from being able to do the job.....”*

*“trouble with retention is because instead of having someone who had a burning desire to be a police officer we have enticed them with the money”*

*“mostly they play soccer, basketball. Go to the soccer fields, (vetted) Stadium in (vetted) and you will see them.....set up a booth at a major badminton or soccer tournament”*

These same interviewees pushed the fact that all operational members needed to be more proactive in their day to day patrols and take opportunities to have spontaneous interactions with visible minority people that created memorable and favorable impressions.

*“it is a matter of approaching them. There was an officer in the north end who last summer he was doing a patrol and saw some kids playing. He joined in and someone from the media took a picture of that and it was received so well by the community”*

*“you have to make the interaction memorable.....take a kid on ride along. We still do them but it is rare to find people doing it because they are not being encouraged.”*

Some interviewees wanted to see recruiting use creative solutions such as holding a sundown feast for the public at one of the divisions during Ramadan or using interactive or virtual reality recruitment displays at networking events to appeal to the tech savvy millennial generation of visible minorities.

*“go to the events. Go to the Chinese New Year, go to the Lion Dances, because if you can show that you are immersing yourself in the culture, in the practice, that shows you are respecting the culture and practice and one of the first steps in gaining trust is allowing yourself to be vulnerable to that”*

*“try a police simulator or a virtual reality set and have that at a recruitment booth. They like video games.”*

*Theme 3 – Consistency and equity.* All interviewees believed that standards should never be altered for visible minorities. They expressed concern that standards had indeed been changed over the past several years but that those standards had not changed just for visible minorities but for every applicant. This impacted visible minorities more though because it became very evident when a sub-standard visible minority was hired as they were that much more noticeable within the membership. When standards were not applied consistently, it became an officer safety and supervisory issue and officers made assumptions that they were like “that other Chinese member” or “that other East Indian member”. That being said, there was commentary made about how it was important for the agency to differentiate between equality and equity. These are by definition two very different concepts as equality implies treating everybody the same whereas equity implies giving someone what they need to be successful.

*“there was a class with female Asians and the gun was too big for them. They could have had a 9mm glock issued to them but still had to complete the same course of fire but they weren’t given that opportunity”*

*“from a training officer point of view, it is frustrating when standards are not met, there are a lot of hoops”*

*“recruit training and the standards cannot be flexible...I have experienced a visible minority recruit lacking officer safety awareness and that is the person I have to sit next to during a high risk call and that can lead to squad alienation, it becomes a supervisory problem”*

*“do not recruit diversity at the expense of competency because if you do that you are taking one step forward and 8 steps backward”*

*“visible minorities within the organization have a reputation of having to be “cared for” a bit more in terms of development”*

*Theme 4 – Mentoring and developing visible minority members.* Some of the interviewees stated they were familiar with visible minority job development programs but there was a divide as to how effective they deemed they could be. Some felt they had value because they validated the abilities of visible minority applicants and gave them confidence but a few questioned whether it was a good use of resources because some applicants chosen to participate were sub-par and struggled throughout the recruit training and field training processes. They questioned why there seemed to be a disconnect between the expectations visible minority recruits had about the nature of police work and the reality of police work.

Some interviewees felt that there needed to be an ongoing visible minority mentorship program which started in the application and hiring phase and carried on right through field training and beyond their initial postings to provide advice, support and friendship. While a supervisor was there for operational guidance, the “mentor” would play a different role in the development of visible minority officers, including their understanding of the organizational culture which was especially important in the first few years of their career when there was a significant learning curve and pressure to conform.

*“we were put into different areas of the organization to work and we had to work on our fitness, take ESL classes.....they didn’t hand me anything on a platter, I had to work for everything I got. It built my confidence and my value and my pride”*

*“there is a disconnect between what is promised and the reality – it is glamorized”*

*“the mentor that I had was a big factor in applying to the organization. He was an Asian male and I could talk to him about it, about anything”*

*“it is better if the members know someone but there are no mentorship programs with regular members”.*

*Theme 5 – Educating family.* Many interviewees stated that they had family support when they initially wanted to become a police officer because a family member had been either a police officer or in the military themselves. For some of the interviewees, family support was not present initially but it did evolve once they were an operational member. Many interviewees saw that it was “their chance” in Canada to become a police officer because in their home country it would not have been possible due to either lack of support or inherent danger because of family history. Many did not tell their parents that they had applied to the agency but rather waited until they were actually well into the background check process before doing so for fear of failure and letting them down. All interviewees stated that their families were now proud of them although some quantified that by saying that their parents still felt that they could have been just as successful being a lawyer, doctor, accountant, musician or businessman.

*“my parents are much happier now that I am a police officer with a law degree.”*

The overwhelming consensus was that the first and second generation immigrants tended to have a negative perception of policing because of where they came from. In all 4 groups, they emphasized that in their homeland the police were corrupt, violent, incompetent and not to be trusted. All interviewees indicated that it was vitally important that the first and second generation members of the ethnic communities be fully educated on 2 issues:

- The demanding but achievable requirements to become a police officer, and;
- The different professional roles that police in Canada fulfill.

This “education” was seen as vitally important in order to address the incorrect perceptions. In particular, the Filipino and Chinese interviewees emphasized the necessity to take the time to explain requirement and processes because, should an elder not agree with your decision, it could cause significant conflict and stress in the tight-knit family environment.

*“my dad is proud now. He worked in a restaurant pretty much his whole life and he started to have a lot of customers who were police officers and he saw that they were well respected by the public. So his perception changed because it is a pride thing about how the public sees the profession. The second thing is he never knew what it took for me to get in. Once he knew what I did to get in his perception changed. And now when his colleagues ask him he educates them”*

*“remove the stigma attached to it, parents look to honour and bring the level to that”*

*“you ask them about their perception of police officers. ‘Good kids don’t become cops’...the Muslim and African groups were not about money – it was more about the honour and respect that they got.”*

*Theme 6 – Considering public sector HR services.* A few interviewees felt that blind applications would be the most objective process to use. They pointed to the practice that the federal government was introducing which tested whether hiding the names of job applicants, and other identifying information such as email addresses and country of origin, improved its hiring practices and strengthened diversity and inclusion by combatting bias.

Use of a head hunting service, or outsourcing, was also suggested by a few interviewees where civilian contractors would identify the best prospects and then have the recruiters take over from that point. This would potentially allow a more targeted and personalized process which, as described above, was important to visible minorities and their immediate families.

*“We are reacting to the public opinion and political pressure.....will you spend 50% of your recruiting efforts to get 1 person from a particular group.....we need to find people that want to come to us”*

*“the government of Canada is going ahead with neutral applications – won’t know race, colour, gender, age. Chooser would only look at qualifications. That would be the best way”*

*“use head hunting services to find the best candidates so our recruiters can focus on the onboarding and training”.*

To summarize recruiting, the number one factor for interviewees in hiring visible minority applicants was that they have the capacity to meet the required standards. They were very

cognizant of the notion of tokenism and the impact that it had on the reputation of the agency and the reputation of past, present and future visible minority members within the service. There was divided support on programs like the “visible minority job development program” but a lot of interest in having a mentoring capacity throughout hiring, training and first posting phases. Interviewees suggested that recruiters adopt more innovative strategies for identifying top prospects and indicated that they would like to be more involved in the recruitment process.

## Incentives

Incentives were defined as those intrinsic and extrinsic factors that impacted the motivation and job satisfaction of visible minority members in their role as a police officer. Community support was not identified as important but family support was. Supervisory relationships, positive peer interaction, autonomy and opportunity heavily influenced job motivation and job satisfaction. Three (3) main themes emerged about incentives during the interviews.

<b>Table 6.4 – Three (3) Main Themes From Interviewees Related to Incentives</b>
Theme 1 – <i>The role of family and community.</i> Community support was not, for the most part, an impacting factor in the decision to become a police officer but family support played a bigger role.
Theme 2 – <i>Intrinsic factors affecting motivation.</i> Job motivation was impacted by community feedback, level of autonomy, developmental opportunities and team cohesion
Theme 3 – <i>Extrinsic factors affecting job satisfaction.</i> Job satisfaction was impacted by quality of the supervisory relationship, transparency in the workplace, pay and benefits and work-life balance

Table 6.4 reviews three themes that described the identified incentives at the participating agency. These themes pointed to the role of family and community in becoming a police officer, intrinsic factors affecting job motivation and extrinsic factors affecting job satisfaction.

*Theme 1 – The role of family and community.* Many interviewees stated that community support was a non-existent factor for them in their decision to become a police officer. Some even had a community that was negative towards their decision to become a police officer which resulted in discrimination from their community while they were on the street.

*Theme 2 – Intrinsic factors affecting motivation.* Many interviewees stated that their agency itself did not motivate them. Their level of motivation was internally driven based on how they personally felt about:

- community feedback;
- level of autonomy;
- developmental opportunities;
- team cohesion.

With community feedback, it was very important to the majority of interviewees to get positive responses from the people they served so they knew they were making a favorable impact, even if

it was only sporadic in nature. While many interviewees stated that the feedback they received from their various ethnic communities was positive, there were a few interviewees who stated that significant conflict still existed, particularly with a certain ethnic group in the downtown core of their city.

*“I enjoy it when I get to deal with the public and explain to them what I am doing. Talking to regular people who support us”*

*“that feedback from the public, that I did a good job, even if 2 months later you get that thank you it is a good feeling”*

*“our motivation is about the work we do”*

*“the (vetted) community thinks we are dicks. They ask ‘how can you be a cop’?”*

With autonomy, many interviewees stated that not being micromanaged and having the ability to make decisions when it was appropriate was very important for them in order to avoid frustration and demoralization. As a visible minority member, they stated that micromanaging/lack of autonomy created even further uncertainty for them because there were a wide variety of potential reasons why it was happening. Did their supervisor think they were incompetent because they were a visible minority? Did the supervisor not understand their culture? Did the supervisor not want to understand their culture? Was the supervisor indifferent to their ethnicity?

*“As far as being motivated, it is when a supervisor does not micromanage you or direct everything, they let you be creative and value what you say.”*

With developmental opportunities, many interviewees identified learning as a very important incentive contributing to their motivation levels which was tied closely to the quality of performance reviews and supervision. Interviewees from all 4 groups indicated that policing for them was a source of great pride and they had worked extremely hard to get to where they were and prove themselves. No interviewees indicated that they felt they were specifically being hindered in their development because of their ethnicity but a comment was made that being a visible minority made it more difficult. There was also a divide on the issue of tenure in positions with some supporting the idea and others not.

*“I do believe that there are opportunities for me but I also believe that I have a harder road probably because I am a visible minority. I have to repeatedly prove myself before people believe it, work harder.”*

*“We seem to be constantly in that state of people learning new skills, becoming competent and then moving on.”*

*“I disagree that we should be a specialist and not a generalist. In any unit if you are competent to get in and you are 5 years in it, you should know the job and that makes you a better member, regardless of your ethnicity, no matter where you go and it provides opportunities to others.”*

With team cohesion, many interviewees stated that the team they worked with and the overall unit environment was a very important motivating factor. They wanted their co-workers to be just as hard working and committed as they were and they wanted recognition and rewards from those team members when they made a significant contribution to the team. Interviewees understood that conflict was inevitable within the unit, especially with different ethnicities and viewpoints,

but stated that they wanted the conflict to be constructive – to have something positive come out of it.

*“For me it is about the work environment. I look forward to coming to work. If you don’t like who you are working with and there is no camaraderie it is hard.....it is nice when you have done a good job and it is recognized by either your peers or supervisor. Words of affirmation is good.”*

*“there are so many other factors to make up an organization. It is also your coworkers. Not just who is above you but who is beside you”.*

*Theme 3 – Extrinsic factors affecting job satisfaction.* All interviews identified 4 factors which impacted their level of job satisfaction:

- supervision including accountability, performance reviews, stay interviews and 360 reviews;
- transparency;
- pay, benefits and bonuses;
- work-life balance.

With supervision, all interviewees stated that the quality and level of supervision varied from division to division with an overall lack of accountability. However, most were happy with the relationship they had with their current supervisor. The few interviewees who stated they did not have a good relationship with their supervisor said it was because the supervisor did not take the time to understand the qualifications and training of the member including their strengths and weaknesses, the supervisor did not understand their own role or the supervisor was in charge of several units and did not care about the particular unit the interviewee was assigned to. None indicated that it was overtly related to their ethnicity.

*“It is important to me that who I work for knows my strengths and weaknesses and focusses on the strengths that a person brings to the team. This allows them to learn even through mistakes and allows the supervisor to provide guidance without micromanaging. When they do this, I feel like they are making an effort to get to know you and your culture, to understand where you might be coming from, not necessarily agreeing with it”*

All interviewees stated that they did receive regular performance feedback from their supervisor but that the formal performance reviews they received were actually of little value because of their structure. Some interviewees who had been, or were currently in supervisory positions, described how the reviews were very time consuming and cumbersome, added liability issues to their plate and took them away from the operational duties they had.

Interviewees stated that clear role expectations were very important for them and that it was imperative that their supervisors took the time to ensure they understood how they would be evaluated in their performance. None of the interviewees indicated that they had been given a rubric or similar type of document regarding performance expectations.

Many members felt that supervisors should be conducting formal “stay interviews” because it would give supervisors and upper leadership a “feel” for what was going on. Supervisors should be selective in who they conducted the interviews with, only conducting them with members they wanted to retain on their team or those who had been identified by the “early intervention team”.

Many also stated that they would only be effective if the supervisor could address the issues identified by the member being interviewed (religious practices such as praying or fasting, religious holidays, ethnic clothing such as turbans).

*“I think a stay interview would be valuable especially with members who are very junior or senior. You don’t want to lose that experience when you have a junior membership and with the junior guys you want them to stay”*

*“stay interviews are invaluable and should be done all the time. It would tell me ‘is that the person I would want to keep’”*

*“we need to be more proactive. I don’t think they do stay interviews here”*

As a final point with supervision, many interviewees wanted to see 360 reviews implemented because if the leadership wanted a true picture of someone’s performance, they felt they should be talking to their peers and, in the case of supervisors, to their subordinates.

With transparency, many interviewees felt that where they worked at the divisional level, the transparency was good. The majority felt that most of the responsibility for creating that transparent work environment fell on the shoulders of their direct supervisor and divisional leadership. How functional that environment was depended on how competent those supervisors and leaders were and how accountable they were to their own team in addressing issues of inappropriate behavior, harassment, training and promotion. This concept was closely tied to quality of supervision just discussed above.

With pay and benefits, all interviewees felt that the salary they received was very good but several of them indicated that the health benefits were not good and favoured those members who did not look after themselves. They also did not like the vision benefits and stated that they relied additionally on their spouse’s benefits for glasses and other vision costs.

Interviewees who had been hired from overseas appreciated the sign up or moving bonus and the fact that their salary started at the number of years’ service they had overseas. Interestingly, those who were not hired from overseas did not necessarily agree with this practice. One interviewee at the supervisory level stated that those “bonuses” received by overseas applicants could go towards better recruitment strategies locally (such as the referral bonus) and/or creating a civilian unit to go into schools and target or head hunt prospects for the recruiting unit to follow up on.

Many interviewees were familiar with the referral bonus and felt it had value to attracting and recruiting visible minorities. They questioned why it had been taken away and felt that a cost-benefit analysis may indicate that the money spent on the bonus could potentially be made up by reduced costs associated with lower turnover. They referred back to their answer regarding recruiting the best visible minority prospects and stated that, in their opinion, having visible minorities refer and then mentor other visible minorities was a good strategy.

In terms of work-life balance, many interviewees stated that their balance was good and that it was really a personal choice as to how many voluntary hours they chose to put in. Some indicated that they took work home with them while others were quite content to work hard during their shift but then go home and “turn it off.” As visible minority members, having a good work life balance

was very important because of the big role that family played in most of their lives. This was particularly important and pronounced with the Filipino and Chinese interviewees.

On a related note, one interviewee who was at the supervisory level made an interesting comment about how new members were tending to live policing 24/7 which was not healthy. They felt that somewhere during the hiring and training process, members had not been encouraged or even pushed to maintain the relationships outside of policing that they had before joining. This became a particular issue for visible minority members who relied on family and friends for support.

On a final note related to work-life balance, having their families acknowledged was something that many interviewees felt strongly about and felt their agency did well. They talked about the activities that they put on in order to recognize the contribution and sacrifices that parents, spouses and children made. Again, while family was important to all groups, it appeared to be of more significance to Filipino and Chinese members.

*“this service is pretty good at supporting my family because I think of how they give back to my family”*

*“having family nights, picnics, the pumpkin, Halloween celebrations is great and I love that stuff. It shows they are willing to put money and time into my family”*

*“what you give your membership, tells them how much they mean to you.”*

To summarize incentives, interviewees indicated that there were a number of intrinsic and extrinsic factors important to them including performance evaluations, supervisory relationships, co-worker relationships, recognition of family as well as salary, worklife balance, and other “bonuses” related to work location and referrals. Having their work recognized was also seen as a very important reward. In terms of accountability, many of the interviewees expressed a desire to see both 360 performance reviews and the completion of stay interviews.

## DISCUSSION

This section synthesized findings from the systematic literature review and interviews and then determined themes of commonality and divergence between the two. It also included an analysis of the links between the findings and main concepts in academia related to communication, leadership and human resource management. While the interviews presented invaluable supplementary details that related specifically to the participating agency, when comparing the interview responses to the systematic literature review and other academic sources, it was also observed that there was corroboration of specific concepts.

With regards to limitations of the study, while I did follow the steps to synthesize my body of literature, and while I tried to ensure it was as comprehensive and diverse as possible, the literature review itself did have two major limitations. To begin, systematic reviews are usually conducted by more than one person because of the large number of items that are normally required for review. Having more than one researcher improves the accuracy and quality of the review because you have multiple people exploring and explaining findings and you have multiple people

exploring the significance of concepts that appear multiple times (Gough et al, 2013). In this case, I was the only person conducting the review. Second, there are many databases available to conduct searches on. In this review, I used only four big databases – Web of Science, EBSCO, GALE and ResearchGate). While these searches did uncover a significant amount of peer-reviewed articles, it must be recognized that other databases might identify other non-indexed journals or non-academic resources that contain material potentially of interest. Similarly, the body of the reviewed literature contained publications only written in English.

Table 7.1 provides a summary of themes from each of the four categories – organizational culture, leadership, recruitment and incentives - that surfaced from both lines of evidence. The table also provides a comparison of where results from the literature review and interviews converged and diverged for each category. Similar themes are bolded in red for ease of identification.

**Table 7.1 – Comparison of Themes-Systematic Literature Review & Semi-Structured Interviews**

THEME	LITERATURE REVIEW	INTERVIEWS
Organizational Culture	<ul style="list-style-type: none"> <li>• <b>continuing systemic racism</b></li> <li>• <b>cultural awareness training not effective unless paired with “on the job” training</b></li> <li>• unrealistic diversity targets</li> <li>• CPLC’s very important to involve minority groups in policy making</li> </ul>	<ul style="list-style-type: none"> <li>• <b>“police culture” of some perceived racism towards visible minority members</b></li> <li>• <b>cultural awareness training not effective</b></li> <li>• too political and seen as appeasing the public on some issues</li> <li>• lack of team building and communication between members at unit level</li> </ul>
Leadership	<ul style="list-style-type: none"> <li>• <b>number of diverse officers decreases as rank increases</b></li> <li>• <b>departments must focus on improving management style and communication</b></li> <li>• <b>leadership must display ethical and productive behavior</b></li> <li>• <b>leadership must provide the opportunity to work outside of their ethnic community is important</b></li> <li>• leadership impacts retention more so than attraction</li> </ul>	<ul style="list-style-type: none"> <li>• <b>lack of diversity among leadership</b></li> <li>• <b>top leadership is not visible and lacks communication with membership but divisional leadership is strong</b></li> <li>• <b>working outside their ethnic community is important for leadership to acknowledge and support</b></li> <li>• top level leadership is not the most important factor contributing to a positive work environment</li> <li>• leadership needs to do a better job of standing up to negative media coverage</li> </ul>
Recruitment	<ul style="list-style-type: none"> <li>• <b>process is difficult to understand and long</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>hiring process is long, communication inconsistent and website difficult to understand</b></li> </ul>

	<ul style="list-style-type: none"> <li>• <b>testing and hiring processes must be fair and transparent (no tokenism)</b></li> <li>• <b>target only those interested in policing and use minorities as ambassadors and mentors/coaches</b></li> <li>• <b>educate and engage family members</b></li> <li>• <b>ongoing internal support mechanism/infrastructure (mentoring) required</b></li> <li>• <b>use referral programs</b></li> <li>• “gatekeepers’ must be cultivated and educated</li> <li>• advertise in native tongues</li> <li>• use job shadowing and candid vignettes</li> <li>• use simulation video games</li> <li>• offer tuition reimbursement and post -secondary loan repayment</li> <li>• open department doors for on-site visits</li> <li>• lack of organizational fit because of language barrier</li> </ul>	<ul style="list-style-type: none"> <li>• <b>must have consistent hiring and training standards which address equity versus equality and don’t appease public (no tokenism)</b></li> <li>• <b>better strategies required to identify locales for best prospects and need to use visible minority members in recruiting to act as ongoing mentors past field training phase</b></li> <li>• <b>professionalism and reality of policing needs to be highlighted to family members</b></li> <li>• <b>referral programs could be re-implemented</b></li> <li>• some value in the visible minority job development program</li> <li>• use head hunting services and blind applications</li> <li>• family support varies initially but then becomes an important factor</li> </ul>
<p>Incentives</p>	<ul style="list-style-type: none"> <li>• <b>accountability with co-workers and supervisors, in particular the use of 360 reviews and stay interviews is necessary</b></li> <li>• <b>meaningful advancement and training opportunities</b></li> <li>• <b>autonomy</b></li> <li>• <b>ability to resolve conflict constructively</b></li> <li>• <b>meaningful community/police interaction (pro social impact)</b></li> <li>• <b>strong monetary compensation and benefits</b></li> <li>• community support can be an important factor</li> <li>• value to police community support officer position (PCSO)</li> <li>• accelerated promotion schemes/fast tracking</li> </ul>	<ul style="list-style-type: none"> <li>• <b>job motivation is impacted by community feedback, level of autonomy, developmental opportunities and team cohesion</b></li> <li>• <b>job satisfaction is impacted by quality of the supervisory relationship (which includes, transparency in the workplace), pay and benefits and work-life balance</b></li> <li>• community support is not an important factor</li> </ul>

	<ul style="list-style-type: none"> <li>• opportunities to upgrade education</li> <li>• ability to work flexible/part-time hours</li> </ul>	
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The following paragraphs discuss in more detail the common and divergent themes between the systematic literature review and the semi-structured interviews in each of the four categories of organizational culture, leadership, recruitment and incentives.

### **Organizational Culture**

Both lines of research identified a continuing “police culture” where some perceptions of racism still existed, even if it was more subtle or better hidden in certain cases. While not all visible minority police officers experienced this racism, some had been subjected to racial slurs or bullying all in the name of humour and “fitting in”. A second very prominent theme was that cultural awareness training was not necessarily deemed effective. In fact, many interviewees were quite cynical, just as in the systematic literature review, that their agency was conducting that training to appease the public and give the impression they were taking diversity seriously.

In terms of divergent themes related to organizational culture, the systematic literature review identified that diversity targets were not realistic but interviewees did not comment on that. However, the interviewees did feel that the culture had become too political and that team building and communication between members at the unit level needed to be better.

### **Leadership**

Both lines of research identified similar characteristics for strong leaders but also identified decreasing numbers of diverse officers as the rank increases. They pointed out a lack of clear, open and honest communication between leadership and supervisory ranks as an issue and how, when a breakdown occurred in communication between senior management and middle management, incorrect messages were passed on and erroneous assumptions were sometimes made. This had big implications for morale and work ethic. Thirdly, leadership needed to acknowledge the desire of visible minority members to work outside of their ethnic community. Interviewees felt that their agency’s leadership did a good job of this.

In terms of divergent themes related to leadership, the major one involved the impact of leadership on retention. The systematic literature review was clear that leadership had an impact on retention, even more so than attraction. The interviewees stated that top level leadership was not the most important factor contributing to their retention at the agency, but rather it was various other incentives discussed further below.

### **Recruitment**

Both lines of research identified that the police recruitment process was long, sometimes difficult to understand and subject to inconsistent communication depending on the recruiter. In particular, some Filipino and black interviewees expressed frustration with the process and indicated that

other potential applicants had been turned off by the lack of information or misinformation on the website. All research indicated that testing and hiring standards needed to be kept consistent, fair and transparent. The notion of tokenism and appeasing the public was spoken of with great distaste.

Better strategies were required to identify locales for best prospects (those that were actually interested in policing) and it was felt that agencies could better use current visible minority members as ambassadors and mentors beyond the training and field coaching phases. Outsourcing certain functions and using blind applications was suggested to increase transparency and efficiency.

Finally, visible minority family members needed to be engaged and educated on the realities of policing and the professionalism of the career.

There were no major divergent themes between the 2 lines of research regarding recruiting but, rather, specific strategies which will be outlined in the recommendations section.

### **Incentives**

Both lines of research identified several intrinsic factors that contributed to job motivation. They included meaningful community feedback (pro social impact), meaningful development which included training and advancement opportunities, autonomy and strong team cohesion which allowed for the ability to resolve conflict constructively and recognize outstanding contributions to the working unit.

In terms of job satisfaction, both lines of research identified extrinsic factors such as quality of the supervisory relationship and accountability with co-workers, pay and benefits and work-life balance. The new generation of police recruits and junior officers seemed more comfortable demanding better equilibrium when it came to unfettered time off and sought to make a more immediate impact in their work environment compared to generation X-ers who tended to work on the principle of “put your time in and prove yourself”.

In terms of divergent themes related to incentives, the major one related to the impact of community. Whereas the systematic literature review tended to identify community support as an important factor for visible minorities deciding on whether to join a police force, it had little to no impact on the majority of interviewees.

### **Summary**

In summary, the systematic literature review and semi-structured interviews each provided important perceptions of visible minority recruitment to the occupation of policing and the two lines of research did corroborate each other on some topics. Several key themes emerged including:

- the continued existence of a “police culture” vulnerable to some perceptions of racism;
- a desire for more visible leadership that communicated more clearly with middle management;
- a more understandable, consistent and transparent recruiting process which incorporated a much more active role for current visible minority police officers in terms of being ambassadors and mentors. The role as ambassador and mentor would exist not just in

hiring and training but extend well into the first, second or even third postings of visible minority officers;

- the importance of strong supervisory and co-worker relationships coupled with opportunity, autonomy, strong pay and benefits and a meaningful work-life balance in contributing to job motivation and job satisfaction.

Looking at an organization's culture, the human and intellectual capital that exist within that organization are precious resources (Cunningham, B., 2016). Policing organizations are no exception. According to Cunningham (2016), "the organizational culture describes the underlying values and beliefs and actions that influence and determine how the organization's members work together" (p.4). An organization's social system is a pressure that both influences, and is influenced by, the behavior of managers related to employee engagement, diversity, ethical behavior and implementation of ideas. When an organization embraces these concepts, employee motivation increases resulting in a more positive culture (p. 10). Interviewees expected their agency to embrace diversity, improve the police culture, set realistic targets and encourage cultural awareness through example, experience and innovation. This related to the concept of experiential learning which Cunningham (2016) describes as "learning through immersing learners in an experience and encouraging them to reflect on it to develop new skills, attitudes and ways of thinking (p. 374). Specifically, in terms of cultural awareness training, interviewees expressed a desire to learn about cultures through "experience" on the street in environments that were meaningful to them.

When we look at theories of leadership including the competing values approach written about by Quinn, Faerman, Thompson, McGrath and Bright (2014) in their book "Becoming a Master Manager", we see congruity with some of the results obtained in this research. Policing would operate in the realm of the internal process model which, as described by them, requires control. The main competencies required by leaders/managers in this type of environment are organizing information flows, working and managing across functions, planning and coordinating projects, measuring and monitoring performance and quality and encouraging and enabling compliance (p. 20). While interviewees did not articulate their answers using these exact words, the qualities they expected from their leadership related to these very ideas.

In terms of recruiting, New Public Management (NPM) encourages public sector managers to adopt private sector competitive based strategies in developing their organizations which could include outsourcing (Cunningham, 2016). The internal processes perspective of the balanced scorecard challenges organizations to simplify the administrative process and to move from being risk-averse to innovative (Cunningham, p. 36). In terms of the participating agency, this would potentially require them to address the question of whether outsourcing and/or headhunting services were a valid option as suggested by some interviewees.

Delving into incentives and motivation, we have learned from theorists such as Herzberg that motivation and job satisfaction are different concepts. As stated by Cunningham (2016), Herzberg explained that "motivation is internal to the individual and is self generated" (p. 71). However, there are "motivational factors" that lead to job satisfaction and hygiene factors that lead to job dissatisfaction. Many from both categories were described by interviewees including: training and development, autonomy, promotion, pay and benefits, supervision and policy. Public service motivation (PSM) and the job characteristics model (JCM) are two concepts described by

Cunningham (2016) that appeared to be at play in the results of this research. Specifically, some interviewees spoke of how the “meaning” of the work they did, which is a component of PSM, was what motivated them intrinsically. This linked directly to the JCM theory where experienced meaningfulness, experienced responsibility and knowledge of results contribute to motivation, performance, satisfaction and retention (Cunningham, 2016, p. 74).

These research results encouraged a number of options that the participating agency could consider moving forward. These options and one recommendation are described in detail in the following section.

## **OPTIONS TO CONSIDER AND RECOMMENDATION**

The findings in the previous section shed light on options for the participating agency in each identified area - organizational culture, leadership, recruitment and incentives - as it moved forward with its objective of recruiting and retaining more visible minority members. By considering what was going well for the agency in each area, as well as what positive adjustments could be made, these options afforded them the opportunity to target, recruit and retain strong and committed visible minority members who understood the nature of policing and could develop the capacity to perform at a high level.

### **Organizational Culture**

Overall, the organizational culture at the participating agency was described in a positive light. It was not something that the interviewees felt would either persuade or dissuade a visible minority from applying. That being said, there were some areas of concern that could be addressed by the agency to improve the culture going forward. Should the participating agency decide to address the identified organizational culture issues, it would be important for them, in order of priority, to:

1. ensure that patrol supervisors received appropriate training to recognize behavior associated to the “culture” that was most evident at the patrol level and to immediately and effectively address any inappropriate comments, bullying or harassment.
2. review the cultural awareness training to determine if a different style of learning would be more effective such as experiential learning. If the training was continued, the agency was advised to ensure that speakers/presenters were relevant to the group being trained. Offering a wider variety of cultural awareness courses and allowing members to choose which would be most appropriate for them would potentially be of value.
3. certify that supervisors at all levels were trained to ensure clear and timely communication regarding the rationale behind policy implementation or changes and member discipline.
4. conduct research as to what were viable visible minority targets independent of any political pressure or public appeasement;

## **Leadership**

Overall, there was a division among interviewees as to how the top leadership at the participating agency was perceived. Some felt that the Chief and deputy chief were vital for guiding the agency while others felt that the middle managers and street supervisors were the most important “leaders” for them. The majority of interviewees were happy with the overall quality of relationship with their direct supervisors and felt that the leadership directly above them – the divisional leadership – was more important to them than the chief and deputy chief. Regardless of who the interviewees felt their true leaders were, the majority expressed a desire for better visibility and clearer communication from the Chief and his team. Should the participating agency decide to address the identified leadership issues, it would be important for the agency, in order of priority, to:

1. ensure leadership was guiding the organization by example in terms of exhibiting cultural competency and demonstrating a strong ethical compass by encouraging visible minority members to compete for leadership positions.
2. conduct an analysis of the current promotional process for the senior executive levels to address a perceived lack of transparency in the promotion process.
3. examine their communication style and message dissemination protocol as interviewees at all levels expressed a desire for more personal face to face messaging and interaction with the senior managers

## **Recruitment**

Overall, the recruitment process and recruitment strategies currently in use by the participating agency were discussed extensively by the interviewees. The majority felt that the difficulty of the process was not unexpected but they were dissatisfied with the length of the process and what they perceived as inconsistencies in terms of standards used for hiring and communication processes between applicant and recruiters. In terms of recruiting strategies, they felt some strategies were ineffective and they described feeling uninformed and disengaged from the recruiting unit. They wanted to see visible minority members have a higher profile in the entire process from application through training to first posting and expressed a desire to have the referral bonus re-implemented. Should the participating agency decide to address the identified recruitment issues, it would be important for them, in order of priority, to:

1. update the current action plan for recruiting to include presentations at watch briefings, identification of locales where strong prospects were more likely to be located, and the use of visible minority members in recruiting events;
2. conduct a cost-benefit analysis related to having a more robust mentorship program that extended beyond the training phase and involved operational visible minority members rather than recruiters;
3. conduct a cost-benefit analysis of re-implementing the referral bonus for operational members. Did the potential savings accrued from hiring high quality applicants who would

theoretically remain with the organization outweigh the costs of rewarding members conducting the referrals and the cost of turnover;

4. ensure recruiters had the capacity to educate first and second generation immigrants on the professionalism of policing;
5. consider more innovative strategies such as “sundown feasts” during Ramadan by opening department doors for on-site visits;
6. consider the use of police simulators or virtual reality games at recruiting events which mimicked interactive problem solving activities;
7. use realistic job previews for interested applicants up front including mandatory ride-alongs, job shadowing and candid vignettes which gave a consistent and realistic picture of police work;
8. ensure recruiters had established strong relationships with local guidance counselors and other advisors/gatekeepers at the high school and college/university level;
9. examine their recruiting website to ensure that each step of the process was explained in a clear and concise manner. The current website may have had some barriers in terms of the way the physical test was explained as well as the polygraph and psychological testing. An actual video of the physical test being completed could be of assistance to some applicants and a more detailed explanation of what the 2 types of psychological tests were as well as what would happen during the polygraph may be supportive to visible minority applicants;
10. determine if it was viable to create a program that allowed applicants the ability to check the status of their application online;
11. research the viability of blind applications and/or, in line with NPM principles, the outsourcing of certain components of the recruiting process

## **Incentives**

Overall, the interviewees described several extrinsic and intrinsic motivators that were incentives to them. Many of these motivators were consistent with principles of the JCM and revealed PSM characteristics in many of the interviewees. They were generally satisfied with the quality of supervision and they desired autonomy, developmental opportunities and the recognition that they were “making a difference” (pro-social impact). All interviewees were happy with the pay and the majority were happy with benefits. They also appreciated the generally good work-life balance and what their agency did for their families. There was a lot of commentary made about the lack of meaningful performance reviews (the process itself rather than the supervisors) and some felt that 360 reviews and peer evaluations should be implemented along with stay interviews. Should the participating agency decide to address the identified incentive issues, it would be important for them, in order of priority, to:

1. re-examine the performance review process to ensure it resulted in a meaningful document with rubrics and measurable outcomes for members and consider formal peer and 360 degree reviews for promotional opportunities;
2. ensure that the training selection process was transparent and fair;
3. continue promoting the positive outcomes of police/community interactions through the intranet or other internal means;
4. review the policy on tenure within specialized units to ensure it was meeting the needs of the organization and developing both junior and senior members;
5. evaluate the suitability of conducting stay interviews in pre-determined situations;

Based on the options detailed above, the following choices were available to the participating agency moving forward. When analyzing the viability of each choice, the agency was advised to take into consideration the following:

- organizational mission, vision, values and goals of the agency - did the option allow the agency to achieve its mission, vision and organizational goals;
- organizational capacity – did the agency have the leadership, money, people and time to implement the option;
- cost benefit – did the potential to gain or save resources (financial, human, IT, time) outweigh the costs;
- viability – did the option create additional barriers for the agency;
- practicality – could the agency realistically achieve the strategic recommendations outlined in one or more of the categories of organizational culture, leadership, recruitment, incentives.

Option 1: Status Quo – this option assumed the participating agency maintained its current operations and accountability. It minimized risk associated with change but maintained what was working well in the organization given the current policing climate. It minimized additional financial and human resource output but did not address identified issues related to organizational culture, leadership, recruitment or incentives which could have impacted the goal of increasing visible minority recruitment.

Option 2: Priority Driven – this option suggested the participating agency assess change in one identified area of organizational culture, leadership, recruitment or incentives that would bring the biggest benefit to the organization given the current policing climate and available resources. This option allowed the agency to focus on one particular group of strategic priorities at a time and sent a message to the membership that the organization was focussed on positive change and listening to their concerns.

Option 3: Proactive/Leadership – this option encouraged the participating agency to assess all four areas of organizational culture, leadership, recruitment and incentives concurrently and remove the existing barriers in each area in order to advocate for more substantive changes to their policing

system. This option would have appeased some of the operational membership but would have required extensive financial, human and time resources. It may have also overwhelmed the organization given its size and the logistics that would be required to implement the strategies.

Option 2 was recommended with the initial focus on recruitment rather than organizational culture, leadership or incentives. Much discussion occurred in the interviews surrounding the recruitment process and recruitment strategies resulting in several suggestions for improvement. Implementing some or all of the strategic priorities listed above in recruitment may improve the number and quality of visible minority applicants as well as their longevity with the organization.

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**Appendix 1 – Search Queries and Results for Systematic Literature Review**

Database And Date Searched	Key Terms	Search field	Results (Qs)
WoS November 20, 2017	recruit* AND minorit* AND police	Topic	56
	recruit* AND minorit* AND law enforcement		12
	recruit* AND ethnic minorit* AND law enforcement		3
	recruit* AND racial minorit* AND law enforcement		5
	recruitment AND racial minorit* AND police		10
	recruit* AND ethnic minorit* AND police		25
	recruit* AND racial minorit* AND police		14
	attract* AND ethnic* AND police		13
	attract* AND racial AND police		6
	attract* AND ethnic* AND law enforcement		2
	attract* AND racial AND law enforcement		2
	recruit* AND ethnic minorit* AND police AND Canada		1
EBSCO November 21, 2017	recruit* AND minorit* AND police	Topic	21
	recruit* AND minorit* AND law enforcement		13
	recruit* AND ethnic minorit* AND law enforcement		8
	recruit* AND racial minorit* AND law enforcement		1
	recruit* AND ethnic minorit* AND police		13
	hir* AND ethnic minorit* AND police		3
	hir* AND minorit* AND law enforcement		1
	recruit* AND ethnic minorit* AND police AND Canada		0
GALE November 23, 2017	recruit* AND minorit* AND police	Topic	6
	recruit* AND visible minorit* AND police		5
	recruit* AND minorit* AND law*		27
	recruit* AND racial minorit* AND police		1
	recruit* AND ethnic minorit* AND police		2
	recruit* AND minorit* AND law enforcement		4
	recruit* AND minorit* AND police AND Canada		1
	recruit* AND minorit* AND law* AND Canada		0
ResearchGate November 24, 2017	recruit* AND minorit* AND police	Topic	93
	recruit* AND minorit* AND law enforcement		25
	recruit* AND visible minorit* AND police		8
	recruit* AND ethnic minorit* AND police		41
	recruit* AND ethnic minorit* AND law enforcement		4

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	recruit* AND racial minorit* AND law enforcement		5
	recruit* AND racial minorit* AND police		23
	hire AND visible minorit* AND police		0
	hire AND ethnic minorit* AND police		1
	hire AND minorit* AND police		8
	recruit* AND minorit* AND police AND Canada		3
	recruit* AND racial minorit* AND police AND Canada		1

**Appendix 2 – Appraisal Instrument for Systematic Literature Review**

Author:\_\_\_\_\_ Year:\_\_\_\_\_

Source:\_\_\_\_\_ Record number:\_\_\_\_\_

- |   |
|---|
| <ol style="list-style-type: none"><li>1. Is the way that the topic of recruiting visible minorities is talked about in the article compatible with what my research question is trying to answer?</li><li>2. Is the research question(s) clear?</li><li>3. Are the methods for sampling, data collection and analysis clearly described?</li><li>4. Are the sampling, data collection and analysis suitable to the research question(s)?</li><li>5. Are the results described supported by adequate evidence?</li><li>6. Does the paper make a useful contribution to my research question?</li></ol> |
|---|

Overall appraisal:

Include:\_\_\_\_\_ Exclude:\_\_\_\_\_

Comments (including reason for exclusion)

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### Appendix 3 - Invitation to Participate

<DATE>

To: Members Currently or Previously Serving with (agency's name vetted out) Who Are of South Asian, Chinese, Filipino or Black Backgrounds

***Re: Participation in Cate Rigaux's Masters Research Project***

Client: (Name and agency vetted out)

I am currently in the process of completing my Masters in Public Administration from the University of Victoria. To complete my degree requirements, I am enrolled in ADMN 598, a course that allows students to complete a research project that offers value to a client. Specifically, I have chosen to engage (name of city vetted out) Police Service to develop a Visible Minority Recruitment and Retention framework. My success in completing this project is contingent on the level participation reflected in my research project. As a result, I am writing to request participation in a short face-to-face interview with individuals who have self-identified as members of South Asian, Chinese, Filipino or Black backgrounds and:

- Are currently serving with (name of agency vetted out) as a sworn officer; or,
- Previously served with (name of agency vetted out) as a sworn officer

If you agree to participate, I will arrange a mutually agreeable time with you for a face-to-face interview which will take approximately 45 minutes to 1 hour to complete. The purpose of the interview will be to have you explore and express your personal reflections about your application to (name of agency vetted out) and/or what drew you to the organization or pushed you away. It is also hoped that you will realize a contribution to modifying or creating new recruitment strategies which will enhance the diversity and strength of (name of agency vetted out). When (name of agency vetted out) is a stronger organization, society benefits from a more professional police force.

Please note that all data will be treated in a confidential manner. Individual responses will not be identified within the final report. Rather, any specific examples will be cited anonymously and data derived will be presented in aggregate form. As your participation is completely voluntary, you can decide to withdraw from participating at any time during the process. Should you decide to do this; any data collected to date will be destroyed and not included in the analysis of my project.

Please review the attached consent form prior to agreeing to participate in the research.

If you have any questions about the project or the survey, please feel free to email me at [catherine.rigaux@lethbridgecollege.ca](mailto:catherine.rigaux@lethbridgecollege.ca). I have also included a consent form and request that you sign and return the same within 7 days to me at [catherine.rigaux@lethbridgecollege.ca](mailto:catherine.rigaux@lethbridgecollege.ca) should you agree to participate. Thank you in advance for your consideration.

Sincerely,

Cate Rigaux

## Appendix 4 – Consent Form

University of Victoria Research

# *Participant Consent Form*

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### **Challenges to the Recruitment and Retention of (Name of agency vetted out) Police Cadets from Four Minority Groups – South Asian, Chinese, Filipino and Black**

Client: (name and agency vetted out)

You are invited to participate in a study entitled “Challenges to the Recruitment and Retention of (name of city vetted out) City Police Cadets from Four Minority Groups – South Asian, Chinese, Filipino and Black that is being conducted by Cate Rigaux.

I am currently a graduate student in the Department of Public Administration at the University of Victoria. As a graduate student, I am required to conduct research as part of the requirements for a degree in the Masters of Public Administration Program. This research is being conducted under the supervision of Dr. J. Barton (Bart) Cunningham. Dr. Cunningham can be contacted at (250) 598-9878.

#### **Purpose and Objectives**

The purpose of this project is to analyze and recommend solutions to the problem of low numbers of individuals from visible minority groups who apply to and stay with (name of agency vetted out) as sworn officers.

The research question will ask why members of the 4 largest visible minority groups in (name of city vetted out) either apply to or do not apply to (name of agency vetted out).

A sub-question will address why, if they do apply, they decide to remain with the force upon completion of training or voluntarily leave.

Recommendations for improving recruitment in these visible minority groups will be provided to (name of agency vetted out) as a result of your contributions.

#### **Importance of this Research**

Research of this type is important because the number of visible minorities that live in (name of city vetted out) does not correspond to the number of sworn police officers within (name of agency vetted out) that are from visible minority groups.

According to the most recent Stats Canada listed numbers, almost one quarter of the minority population in (name of city vetted out) comes from a background that is South Asian (Indian and Pakistan), just over 20% is from a Chinese background, almost 16% is from a Filipino background and 13% are from a Black background (Stats Canada 2011). (Name of agency vetted out) has

made a commitment to increase the diversity of their police force and in order to be able to meet their minority group recruitment targets over the next 2 years, feedback from you is essential.

This research is intended to provide (name of agency vetted out) with recommendations to either modify their existing minority recruitment strategies or develop new ones to complement those already existing in order to be able to fulfill their long term (5 year) diversity targets within the force.

### **Participants Selection**

You are being asked to participate in this study because you have self-identified as a member of a visible minority who is either:

- currently working as a sworn member with (name of agency vetted out); or,
- has previously worked with (name of agency vetted out) as a sworn member

### **What is Involved**

If you consent to voluntarily participate in this research, your participation will require a face-to-face interview that will take approximately 45 minutes to complete. The interview will take place at a mutually agreed upon location that is comfortable for you. Type written notes will be taken by the researcher and reviewed by the participant prior to completion of the meeting.

### **Inconvenience**

At this time, the allotted time to complete the interview is the only inconvenience identified that may impact you.

### **Risks**

There are no known or anticipated risks to you by participating in this research.

### **Benefits**

Your participation will provide senior management and the recruiting unit at (name of agency vetted out) with valuable feedback on the current status of their minority recruitment strategies. This process you are engaging in may positively influence how the (name of agency vetted out) modifies existing strategies or creates new ones to attract suitable minority applicants to their force. Additionally, you will be provided with a copy of the final research report.

### **Compensation**

There will be no compensation provided for participating in this research project.

### **Voluntary Participation**

Your participation in this research must be completely voluntary. If you do decide to participate, you may withdraw at any time without any consequences or any explanation. If you do withdraw from the study your data will be destroyed and not included in the analysis.

### **Researcher’s Relationship with Participants**

The researcher has no work related relationship to any participants.

### **On-going Consent**

To make sure that you continue to consent to participate in this research, I will ensure you have my current contact information should you have any questions or concerns and I will provide you with a copy of your transcript for review prior to the study being finalized. Should further research be conducted, you will be re-contacted to provide additional consent for us to use your information and responses.

### **Anonymity**

In terms of protecting your anonymity, references to individuals will not be made in the final research paper. Results will be presented as aggregate information. Given the fact that there are three groups participating in the research, it is not expected that individuals will be able to learn or guess who provided information. By aggregating the data, it allows for answers from anyone in any of the three groups to be bundled together which makes it very difficult to identify. I will also ask each interviewee if they have any concern about any of the information they have provided. If they do feel it could identify them, I will either sanitize it or remove it from the final report. If answers are provided related to third parties (such as examples outside of {name of agency vetted out}), I will ask the interviewee to not identify the party or, if they do, anonymize any identifying information that is provided.

### **Confidentiality**

Your confidentiality and the confidentiality of the data will be protected by the following methods:

All data will be saved on a password protected computer or password protected flash drive storage device;

All data will be placed in a locked filing cabinet in my office located in AN1727, Andrews Building, Lethbridge College. Any printed transcripts will also be placed in a locked filing cabinet in my office located in AN1727, Andrews Building, Lethbridge College.

### **Dissemination of Results**

It is anticipated that the results of this study will be presented to the senior executive of (name of agency vetted out) and the University of Victoria School of Public Administration. Copies of the final report will be made available to the (name of agency vetted out). There is the possibility that the research results could be published. Should that happen, your anonymity will remain intact.

### **Disposal of Data**

Data from this study will be disposed of within 5 years through shredding and the removal of electronic files, or after publication, whichever comes first.

### **Contacts**

Individuals that may be contacted regarding this study include:



## Appendix 5 – Interview Questions Guide

Recruitment and retention of minority workers into a police force is a timely and popular issue. In my preliminary literature review, I have identified a number of different factors that appear to impact decision making when it comes to visible minorities making two critical chronological decisions: first, should they apply to become a police officer and second, do they remain a police officer upon completion of training. These factors include the following: organizational culture, leadership, fairness and transparency in hiring and promoting practices, intrinsic motivators such as family and community support, autonomy and authority and extrinsic motivators such as pay and work-life balance.

The following questions address how visible minorities perceive the ability of (name of organization vetted out) to promote and maintain an organizational culture which attracts members of their particular group.

**To begin, the leadership of an organization must understand that the perceptions applicants have about the organizational culture is an important factor contributing to attraction.**

1. What does the term “organizational culture” mean to you?
2. Is acceptance of diversity important in an organizational culture?
  - a. Why?
  - b. Why not?
3. Please tell me about a time when you worked in an environment with an organizational culture that accepted diversity?
  - a. What made this culture appealing to you?
  - b. Why did you leave this organization?
  - c. Or, why did you stay with this organization?
4. Please tell me about a time when you worked in an environment with an organizational culture that did not accept diversity?
  - a. How did this make you feel?
  - b. What was the result?
5. Given all of the above questions, please tell me about your perceptions of the organizational culture at (name of agency vetted out).
  - a. Please give me examples of why you think that.
  - b. Would the organizational culture of (name of agency vetted out) affect your decision to apply to there? Why or why not?
  - c. Would the organizational culture of (name of agency vetted out) affect your decision to stay with them? Why or why not?

**Constructive conflict generally describes a process geared towards mutual respect and understanding between parties. It balances the interests of the individuals or groups**

**involved and it allows all parties to find a common denominator in order to achieve a consensus and arrive at a shared decision. Healthy and constructive conflict focuses on managing the process and not just the desired end result of one party. It results in a mutually agreed upon resolution that may have various components from the competing parties. It is very important to understand that if conflict is managed well, it can have positive outcomes.**

**Conflict often results from diversity which is what we are talking about here. Recognizing that different cultures provide diversity in ideas, perspectives and approaches to work is essential to a strong organizational culture. A good leader will value opinions and ideas. Keeping this in mind:**

6. What is your definition of leadership?
7. Please tell me about a good leader that you had.
  - a. What made him/her good?
8. Please tell me about a bad leader that you had.
  - a. What made him/her bad?
9. Please tell me about your perception of the leadership at (name of agency vetted out).
  - a. Please give me examples of why you think that.
10. If applicable, can you please tell me about experiences you have had with (name of agency vetted out) leaders or supervisors where you have observed someone from a minority culture providing a different or unique way of doing something.
  - a. How did that make you feel?
  - b. If you have not personally had those experiences, do you know someone who has?
11. If applicable, please tell me about experiences you have had with (name of agency vetted out) leaders or supervisors where you have seen the ideas or unique approaches of a visible minority member being discouraged or inhibited.
  - a. How did that make you feel?
  - b. Did you take any action? Why or why not?
  - c. If you have not personally had those experiences, do you know someone who has?
12. What are some suggestions you have to improve on how (name of agency vetted out) leaders or supervisors can promote diversity of ideas?

**The majority of people expect to be evaluated in the workplace based on their competency.**

13. How would you feel if you were hired based on your ethnicity?
  - a. Why would you feel that way?
  - b. In your opinion, what should be important in deciding to hire someone?
14. How would you feel if you were promoted based on ethnicity?

- a. Why would you feel that way?
- b. In your opinion, what should be important in deciding to promote someone?

15. How does (name of agency vetted out) ensure that they are hiring the most competent visible minority members?

**The support that employees receive from their family and community can be an important factor contributing to retention within an organization**

16. Please describe the impact that your family had (or is having) on your decision to become a police officer.

- a. If your family did (does) not support you, what would you do?
- b. How does (or will) family support (or non-support) affect your career as it progresses?

17. Please describe the impact that your community had (or is having) on your decision to become a police officer.

- a. If your community did (does) not support you, what would you do?
- b. How does (or will) community support (or non-support) affect your career as it progresses?

**The organizational culture must create an expectation of objective and standardized indicators of performance for everyone which encourages openness, trust, transparency and respect so workers feel valued.**

18. How should performance for visible minority members be measured at (name of agency vetted out)?

- a. How could (name of agency vetted out) improve on their current process?

**The organizational culture must provide a sense of autonomy to employees and a balance between strong monetary compensation and a sufficient work-life balance;**

19. How do you feel about the following:

- a. Salary at (name of agency vetted out)
- b. Ability to have autonomy
- c. Ability to have authority
- d. Ability to have a work-life balance

20. What makes you feel satisfied and valued at work?

21. Describe how (name of agency vetted out) does (or does not) have the capacity to give you “job satisfaction” and keep you motivated.

**The organizational leadership must insist on robust diversity training and hold employees accountable for timely completion.**

22. If applicable, please describe a time when you took diversity training at (name of agency vetted out).
- a. How did that training impact you personally?
  - b. How did that training impact you professionally?
  - c. How could (name of agency vetted out) improve on this?
  - d. What other training could (name of agency vetted out) implement to achieve a respectful and transparent workplace?
23. If you have not taken diversity training at (name of agency vetted out), please describe a time when you have been involved in diversity training or talking to others about your culture.
- a. How did that impact you?
  - b. Are there aspects of that training that, in your opinion, (name of agency vetted out) could adopt into their diversity training?
24. I have one final question. In your opinion and experience, what is the best way to attract and recruit members of the [East Indian, Chinese, Filipino, Black] community?
25. Do you have any questions or anything else you would like to add?

Thank you for your time and participation in this interview. It has been a pleasure speaking with you and your comments have been greatly appreciated.

## **Appendix 6 – Applicable Legislation**

The Canadian Constitution Act 1867 and the Canadian Constitution Act 1982 are the supreme law in Canada. Embedded in the Constitution Act 1982 is the Canadian Charter of Rights and Freedoms (hereinafter referred to as CCRF). Sections 15(1) and 15(2) CCRF speak to equality rights and the entrenchment of affirmative action programs based on race, national or ethnic origin, colour, religion, sex, age or mental or physical disability.

In addition, the (name of province vetted out) Human Rights Act states: “(vetted out).”