

Report to / Rapport au:

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

14 November 2016 / 14 novembre 2016

Submitted by / Soumis par:

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SUBJECT: OPS GENDER EQUALITY AUDIT

OBJET: VÉRIFICATION DE L'ÉGALITÉ ENTRE LES SEXES AU SPO

REPORT RECOMMENDATIONS

That the Human Resources Committee receive this report and forward it to the Ottawa Police Services Board for information.

RECOMMANDATIONS DU RAPPORT

Que le sous-comité des ressources humaines reçoive ce rapport et le transmette à la Commission de services policiers à titre d'information.

BACKGROUND

The Ottawa Police Service values the contributions of women to policing and to this Service. The female members of the OPS are integral to our operations and the service we provide to this community.

In terms of gender and diversity we continue to work to make our ranks as reflective as possible of the community through our recruitment efforts. But the reality is that our organization is still male dominated with about 23% of our sworn membership being female.

That means, today about 327 women are in our sworn ranks in positions ranging from constable to deputy chief. We continue to work to increase the number of sworn female

officers with outreach recruiting and recruitment strategies aimed at attracting women to our Service. We have seen some success with our last 8 recruitment classes have included 27 women out of a total of 106 new recruits.

Being reflective of the community is imperative to our operational success and it also reflects a core value of gender equality enshrined in the *Charter of Rights and Freedoms*.

Gender equality is an issue in policing and it is an issue in many other traditionally male-dominated occupations.

The review detailed in this document focuses primarily on sworn members, who make up the majority (71.8%) of the OPS workforce.

Sworn members were identified as a pressure point for issues related to gender equality, and were also directly relevant to the complaint that prompted this review. However, in order to do a more fulsome review of gender equality issues across the organization, the OPS understands it must examine these issues within both the sworn and civilian population in the years to come.

When senior leadership in any organization is dominated by men, this can set the tone for policies and practices where masculine stereotypes can influence job placement and promotion. This means women may not have access to the same opportunities as their male colleagues.

Gender equality refers to equality of opportunity in employment, association and collective bargaining, obtaining meaningful career development, fairness in work-home life balance, equal participation in decision making, equal remuneration for work of equal value, and equal access to safe and healthy working environments, for men and women. It is not a woman's issue, but a human rights issue, and it should fully concern and engage both men and women.

While Canadian society is evolving towards a state where gender equality is the norm, policing has not kept pace. Individual policing agencies have been attempting to address gender equality issues for two decades, but when progressive leaders who understand the need for equality move on, their attempts to shape a more positive workplace culture often follow them out the door. For this reason, the approaches to date have not yielded best practices or a path to follow.

It is clear by the review that we have more work to do.

Simply recruiting more women into policing agencies is not sufficient. More work needs to be done to ensure that our female sworn members are supported, have equal opportunities to excel and to achieve their career goals. The success of the OPS and

other policing agencies in increasing the recruitment of women as set in the absence of policies and practices to support, transfer and promote them, amounts to systemic inequalities. What is needed now is a concerted, coordinated approach to addressing the issue of gender equality at OPS and across the profession.

Research shows that when policing agencies focus on improving gender responsiveness, they reap a range of benefits, including:

- Increased operational effectiveness (Valasek, 2008; Bastick, 2014);
- A more engaged and productive work force and work environment (Popowich, 2008);
- Reduced sexual harassment and discrimination (Lonsway, et al., 2003; Popowich, 2008);
- Enhanced public trust and support and willingness to cooperate with police (Valasek, 2008; OSCE, 2008; Riccucci, Van Ryzin, & Lavena, 2010); and
- A culture less focused on “extreme controlling behaviour” (Lonsway, et al., 2003; Rabe-Hemp, 2008).

The OPS Gender Equality Review

On Aug. 16, 2012, a Human Rights Application was filed with the Human Rights Tribunal of Ontario (HRTO) by a female OPS officer against the Ottawa Police Services Board (the “Board”) alleging discrimination in employment on the basis of sex and family status. The Ontario Human Rights Commission (the “Commission”) intervened as a party under section 37 of the *Human Rights Code*.

As part of the settlement reached through the Commission, the OPS agreed to undertake a series of actions to address problems related to gender equality within the organization:

Phase 1: Analyze the OPS 2012 Workforce Census to determine representation by gender and/or family status.

Phase 2: Conduct a Gender Audit

Phase 3: Develop new and/or amended policies or procedures that relate to job placement and promotions, including a draft human rights accommodation policy.

Phase 4: Implement and train Members related to Phase 3 results.

Phases 1 and 2 were required to be delivered by Nov. 4, 2016. Phase 3 and Phase 4 are required to be completed by May 4, 2017 and Nov. 4, 2017, respectively. The OPSB agreed to report the results of the review, at each stage, to the Commission, the complainant and the Ottawa Police Association.

Following the execution of the Minutes of Settlement, two subject matter experts were identified by the OPS and approved by the Ontario Human Rights Commission to complete the terms of the Phase 1 and Phase 2 review:

1. Dr. Carina Fieldeldey-Van Dijk, president of ePsy Consultancy, a research and development consulting firm; and
2. Ruth Montgomery, a policing and criminal justice consultant who authored a study of gender audits in policing organizations for Status of Women Canada in March 2012.

Dr. Fieldeldey-Van Dijk, analyzed the OPS 2012 Workforce Census to report on gender and related characteristics (Phase 1). Under her leadership, a review team also executed a gender audit to assess equality based on gender and/or family status related to promotions and job placement, to identify gaps and challenges, and point to ways of addressing these issues (Phase 2). This gender audit was conducted using a method developed by ePsy Consultancy called the Equality Framework©.

This report provides a high-level summary of the Phase 1 and 2 results.

DISCUSSION

The Gender Audit focused on sworn members and looked at written and unwritten promotion and job placement policies, procedures and practices to ensure they do not discriminate on the basis of gender and/or family status. It reviewed documentation, the 2012 Census of our members, our policies and approximately 20 of our members were interviewed.

The audit was designed to evaluate:

- Requirements and selection processes for promotion;
- Access to training, job shadows and temporary acting roles;
- Advertising and recruitment for promotion; and
- The impact of gender bias on job promotions and placements with regard to maternity and parental leave and family caregiving.

Results Summary

As a Service, we have been working to ensure gender equality through policy, training and processes.

The audit shows us that we still have significant work to do to ensure that our sworn members have equal opportunities to excel, be supported by the organization and to achieve their career goals.

The audit highlights systemic issues and deficiencies in our policies, work culture, procedures and processes. For example, the audit found evidence that women are under-represented in our promotions, do not share in decision making (including decisions on promotions), are adversely impacted by family status or maternity accommodations or needs, and that many have experienced inappropriate behaviour or comments aimed at their gender.

The female members of the OPS are integral to our operations and the service. While they do the same job, they bring different experiences and perspectives to our Service, and they deserve the same respect, support and opportunities as their male counterparts.

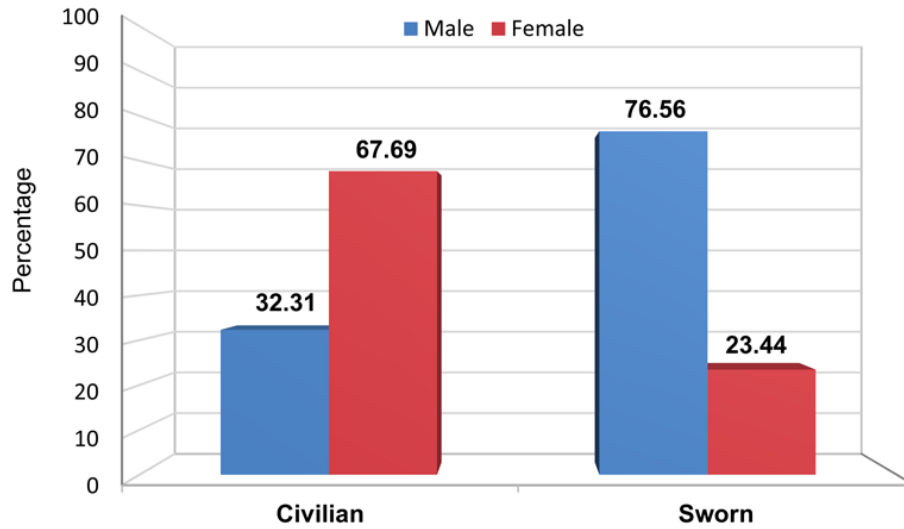
That means understanding their issues and needs, especially in relation to family status and child care issues, and ensuring our own policies, promotions and staffing procedures are supportive and sensitive to them.

The OPS is a male-dominant environment. There are about three men (76.6%) for every woman (23.4%) among sworn members of the OPS.

The OPS falls far short under the Equality Framework©, suggesting more work is needed to provide an environment where gender equality prevails. An average score of 61% or higher using the Framework is considered the minimum for gender equality compliance. OPS fell far below this standard, scoring 28.15% overall when written data sources are evaluated, and 32.39% in interviews with a small sample of individual OPS members. These interviews also identified a series of themes around gender equality within OPS.

Phase 1: 2012 Workforce Census Review – Highlights

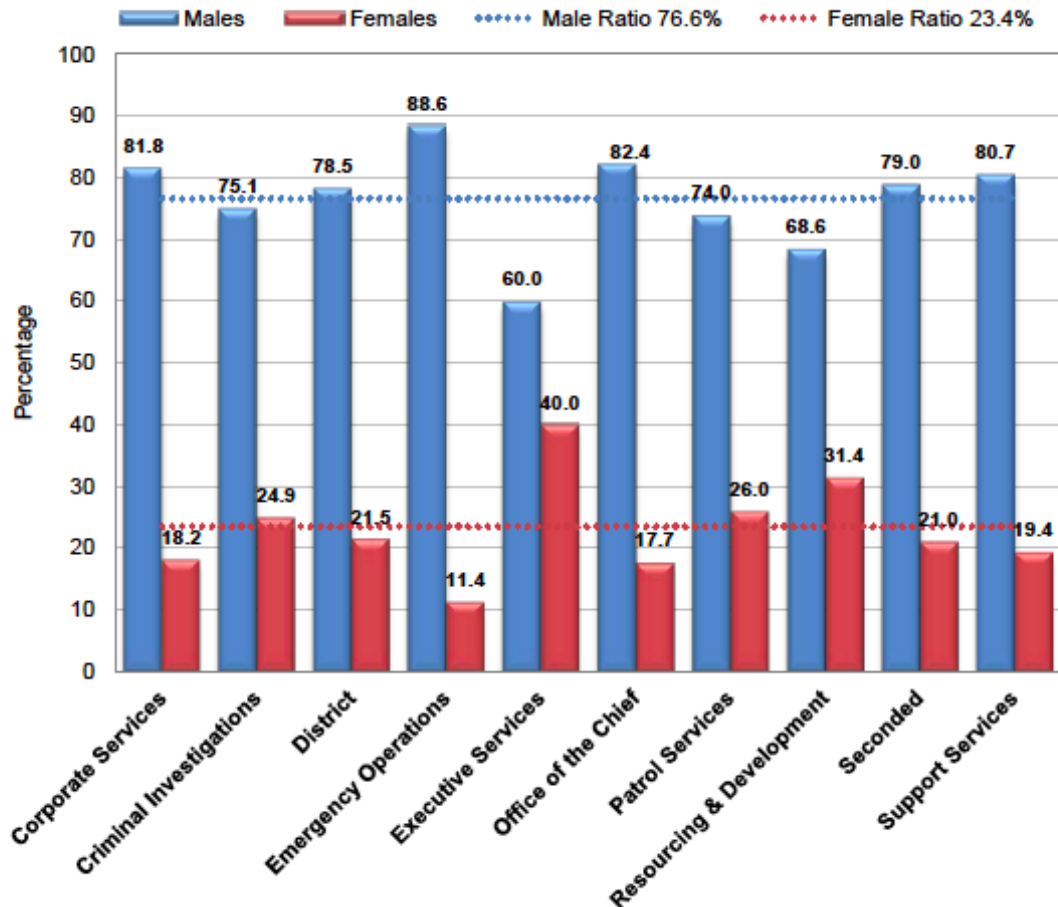
The OPS 2012 Workforce Census data was used for this analysis, making it a very reliable data source. A total of 1,643 employees – or 85% of the OPS workforce – completed the Census in 2012.

Chart 1: Gender Distribution in the Ottawa Police Service

OPS sworn membership is male-dominant: There are roughly three men (76.6%) for every woman (23.4%) among sworn members in the OPS. However, these ratios are flipped among civilian members, which is 67.7% female and 32.3% male. While sworn female numbers in the OPS have increased by 1.1% since the 2005 OPS Workforce Census, it's clear that gender equality remains a challenge in terms of sheer numbers and in demographic characteristics related to gender.

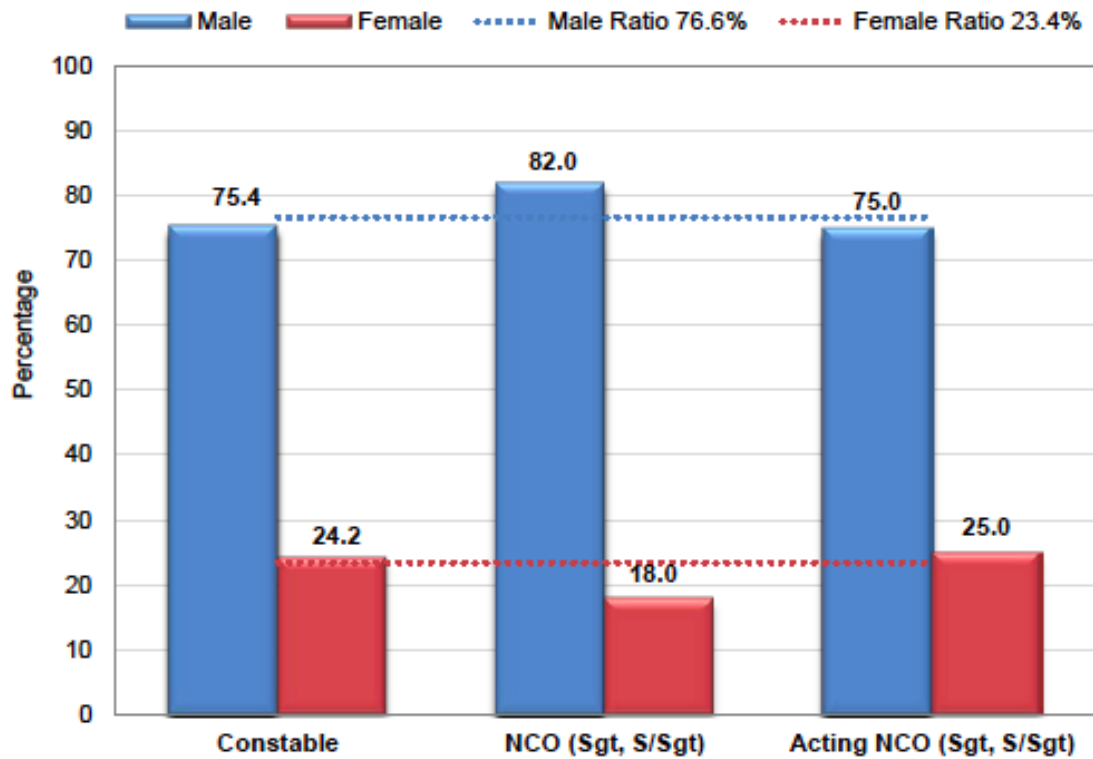
There were other differences identified among men and women that may provide different lenses to fully understand potential gender inequality in the OPS. For example:

Chart 2: Gender Distribution within Directorates



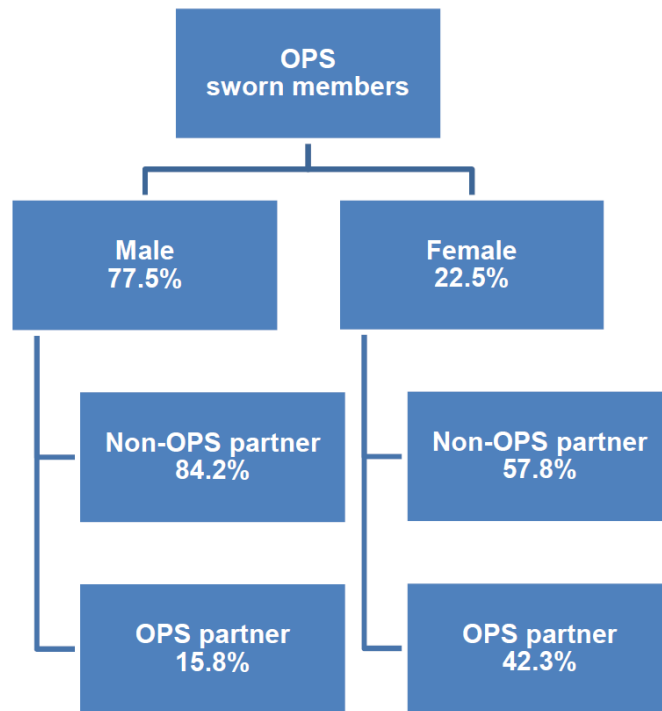
- Women are under-represented in many directorates.*** Proportionately, there were significantly more males than females in Emergency Operations, while females comparatively dominate in Executive Services, Resourcing and Development, and Patrol Services. *As part of Phase 3, the OPS will be further analyzing this data to determine factors that may be causing this disproportional gender distribution.*

Chart 3: Gender Distribution within Rank



- Women are under-represented in the confirmed ranks of Sergeant and Staff Sergeant.*** Male sworn OPS members outranked female sworn members in status positions of non-commissioned officer (NCO) such as Sergeants and Staff Sergeants. *The OPS will be reviewing promotion processes as part of Phase 3.*

Chart 4: OPS Relational Partnerships

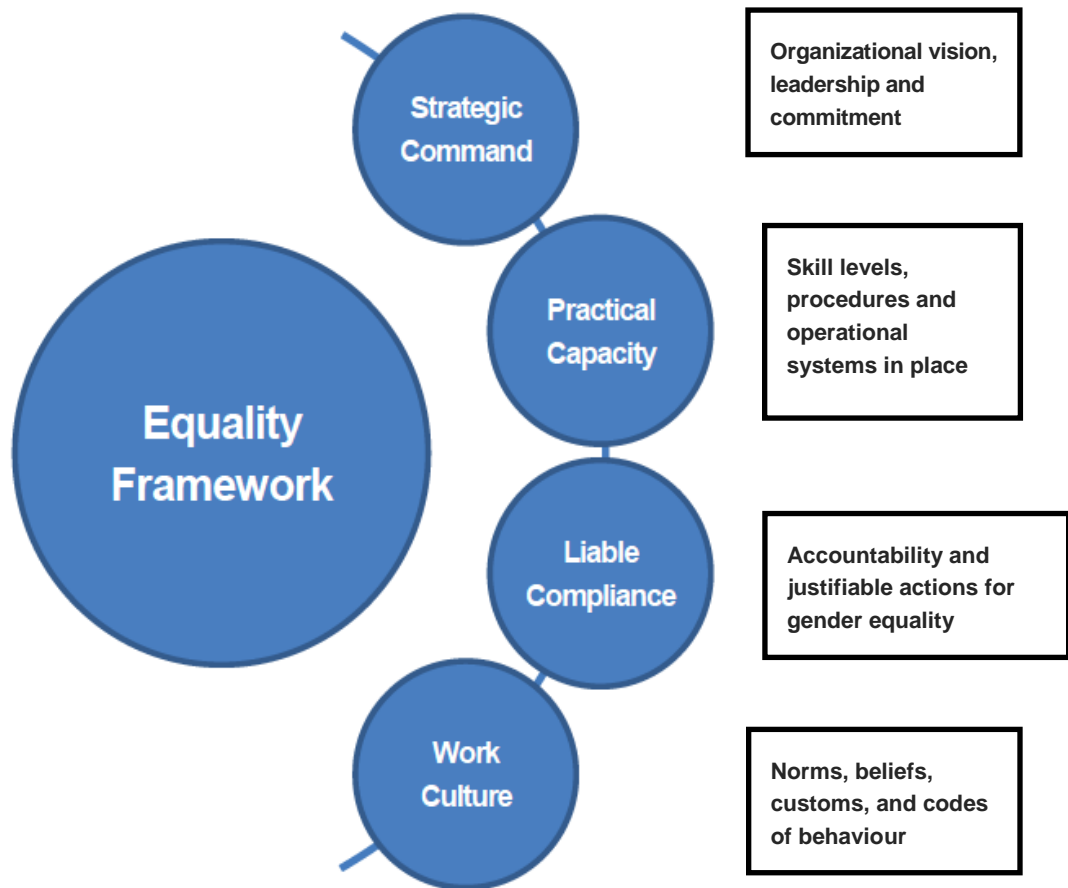


- ***A disproportionate number of women have partners who are also OPS members.*** A total of 42.3% of sworn females reported being in a relationship with a fellow OPS member compared to 15.8% of sworn males. *The high proportion of women who have an OPS spouse suggests that they may be even more affected by institutional policies and procedures because they impact both partners. For example, a change in shift schedules may negatively affect both partners.*
- While the vast majority of sworn members (96.4%) reported being heterosexual, 11.1% of sworn females identify as non-heterosexual (mostly lesbian or bisexual) compared to 1.0% of males.
- A total of 20.04% of sworn members (21.0% male, 16.6% female) self-identified as being a member of a visible minority and/or having a disability, which may mean they may be subject to inequalities.
- The largest age category in which sworn members fall is 35-44 years of age. Male supervisors are significantly older than female supervisors.
- Approximately two-thirds of sworn members reported being responsible for child or dependent care. But when childcare required 55 or more hours a week, or dependent care more than 35 hours per week, the responsibility fell to females rather than to their male colleagues.

Phase 2

The OPS gender audit was conducted using the Equality Framework©, a method developed by ePsy Consultancy.

It has four key elements – Strategic Command, Practical Capacity, Liable Compliance, and Work Culture – that are working towards gender mainstreaming. These elements are distinct, but interrelated, and work together to assess the full scope of gender equality within an organization. The Equality Framework© can be depicted graphically like this:



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Methodology

The gender audit consisted of two parts:

1. A review of 55 distinct, **written** data sources dating from 2012 by a review panel of three independent, seasoned researchers supervised by Dr. Carina Fieldeldey-Van Dijk. These data sources comprised more than 2,000 pages of documents.
2. A review of **unwritten** data sources that took the form of semi-structured interviews conducted by Dr. Fieldeldey-Van Dijk with a small, unrepresentative sample of OPS

employees who shared anecdotal experiences and observations over the phone or via e-mail. This unnamed group of OPS members was comprised of 14 women and 8 men, and included 12 frontline and 7 senior officers.

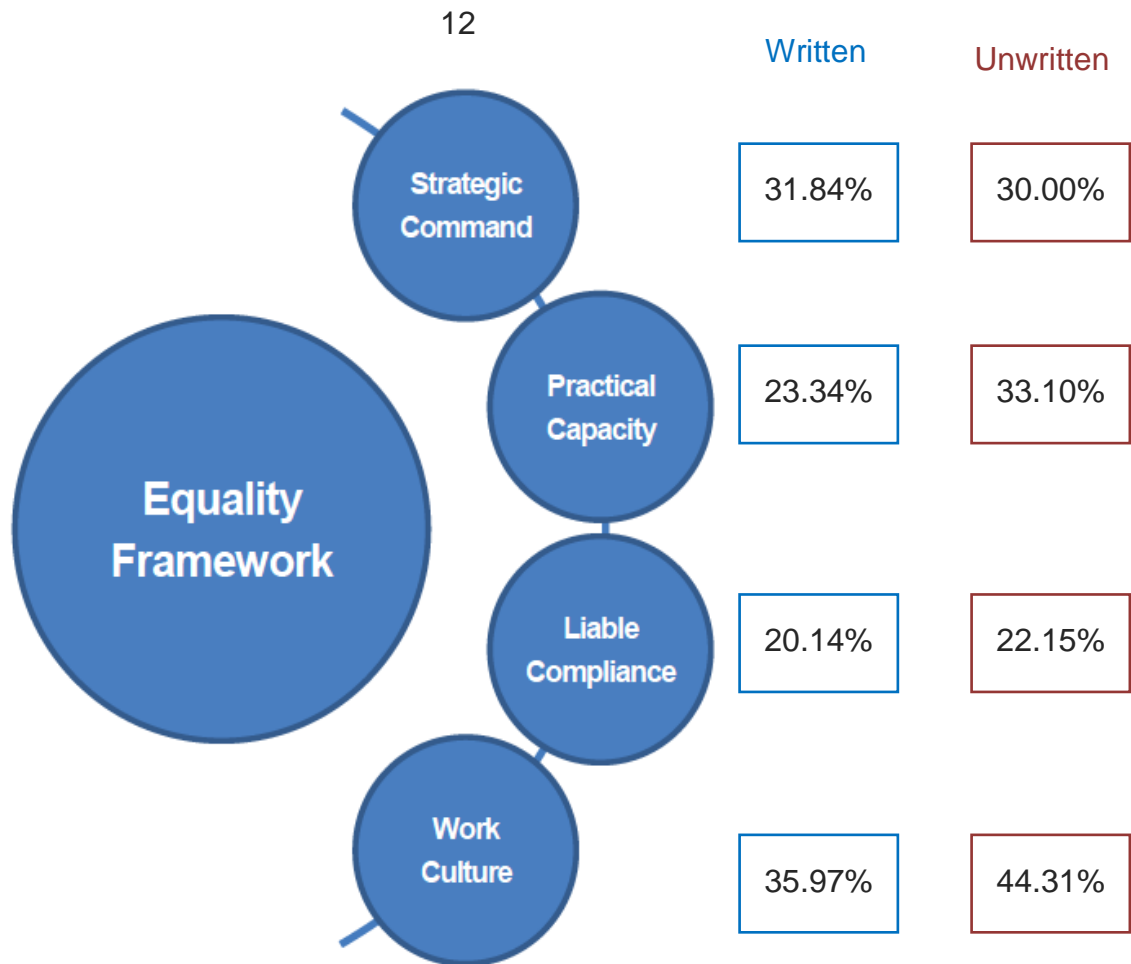
Overall Results

For an organization to be considered compliant with gender equality standards based on the Equality Framework©, it must score 61% or higher on average. The OPS did not meet this minimum standard. The OPS scored as follows:

- Written data sources: 28.15%
- Unwritten data sources 32.39%

Results Breakdown

The table below illustrates how the OPS written and unwritten data sources performed when measured against the four key elements that make up the Equality Framework©. The written and unwritten scores align with one another, and show that the OPS scored highest on Work Culture, followed by Strategic Command, but lowest on Practical Capacity and Liable Compliance. This information provides the OPS with crucial insights as we begin our work to improve gender equality within the organization as it will help with priority setting and will provide a baseline for further research.



Interviews with OPS members: Emerging Themes

One of the reasons unwritten data sources were included in Phase 2 of this project was to bring a range of perspectives to the table. The goal was to begin capturing and reflecting on the feelings and perceptions of OPS members about gender equality in preparation for subsequent phases of this project. Although the sample of respondents was small, the results produced by the unwritten data sources were consistent with those of the review of the written data sources.

A total of 21 different themes emerged from these conversations about gender equality. The researchers grouped these themes under seven higher-order categories:

- a. Comprehension of Gender Equality
 - OPS membership is male-dominant on sworn side;
 - OPS community has even gender distribution;
 - OPS members expressed need for gender fairness and justice.
- b. Favouritism and Preferential Treatment

- Accommodations by “choice”, e.g., maternity and parental leave;
 - Opportunities in sought-after sections/units and courses;
 - Job placement in senior ranks.
- c. Promotional Process Impact
- Members feel the promotional panel is not 100% unbiased;
 - The emphasis on recent experience only is limiting.
- d. Female Assistance – Getting a Leg Up
- Members notice that the OPS has recently begun to pay more attention to gender equity – focus on females;
 - Some male and female members understand why – although more member education and communication are needed in this regard.
- e. Problem Perpetuation
- Until now, members feel the OPS has tolerated a work tradition of gender inequality that is against human rights – consciously and sub-consciously.
- f. Need for Consequences
- Members are dissatisfied with the weak support in the OPS, and with inadequacy in repercussions from OPS leadership when gender inequality occurs – support is aimed at protecting the status quo.
 - Some members feel apprehensive about OPS readiness to address gender equality effectively.
- g. Keeping OPS Gender Equality in Perspective
- Members are encouraged by new generation of recruits beginning to enter the workforce.

Summary descriptions of these conversations are included in the complete Gender Audit of OPS Unwritten and Written Data Sources, attached as Document 2.

CONSULTATION

Not applicable.

FINANCIAL IMPLICATIONS

Costs related to Phase 1 and Phase 2 of this project total approximately \$200,000.

SUPPORTING DOCUMENTATION

Document 1: Phase 1 report – A Gender-Based Lens on OPS Sworn Member Composition

Document 2: Phase 2 Report – Gender Audit of OPS Written and Unwritten Data Sources

CONCLUSION

I want all Members – especially our female members – to know that the Executive Command and I take this audit seriously and this Service will act on it.

The next phase (Phase 3) of the process will involve the development of new and/or amended policies or procedures that relate to job placement and promotions. This will include a draft human rights accommodation policy.

The final phase of the audit will be the implementation and training related to Phase 3 results. Work is starting on Phase 3 and 4. These will be completed by May 4, 2017 and November 4, 2017, respectively. The OPS understands that, in order to make a tangible difference in gender equality, we must go beyond our obligations under the Minutes of Settlement.

The process and timelines under that settlement will ensure that work is completed and that we remain accountable to our Members, the public and the Board through regular reporting.

We will ensure that members are consulted on and are involved in the development and implementation of policies.

In the coming days, we will be reaching out to members to begin discussions on how we should best move forward on this work.

I want all our female officers to know that they are valued by this organization and they are integral to our operations. I am proud to serve with them.

It is good that we are doing this work. It will make us a better service and it will strengthen us in our mission to keep Ottawa safe.