

The Systemic Racism Project of the London Police Service

Prepared by

Hina Kalyal, PhD
Research Planner Analyst
London Police Service
London, ON

Swaleha Naqvi, PhD
Volunteer Researcher

Nadia Asjad, MSc
Volunteer Researcher

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Executive Summary

Context of the Report

The death of George Floyd in May 2020, at the hands of a police officer in the United States became the impetus for this report, triggering as it did, global protests against the use of undue force by the police. In response to the strong public reaction to the event, many police organizations across North America began to reflect on their treatment of people of color and to devise measures for improving the relationship.

In Canada, the London Police Service (LPS) became one of the first few police organizations to voluntarily undertake a research project on systemic racism in order to better serve the culturally and ethnically diverse population of London, Ontario.

The data collection process commenced in August 2020 and concluded in October 2021.

Research Objectives

The specific objectives of the current project were to identify the existence of service gaps/differences during police interactions with White versus the Black, Indigenous and People of Color (BIPOC) community members of London, Ontario

Research Design

Public opinion regarding interactions with the members of the LPS was sought through in-depth interviews with the BIPOC members of the community, which were followed by an online survey. This phase of the project was made possible by the support of community members and leaders who assisted us by inviting participants and leading groups of respondents. By recounting their experiences and suggestions, the community members have helped the LPS gain valuable insight into the issues facing the community, which will be reflected in improvements in police services in relation to issues they identified.

Findings

The analysis of interviews conducted with BIPOC community members revealed themes which indicated that police officers were generally perceived to be impolite and dismissive, relied on stereotypes while interacting with the BIPOC community and occasionally used excessive force. The survey results highlighted similar themes. Perhaps not surprisingly, BIPOC and White community members differed significantly in their opinions regarding the officers of the LPS, with the BIPOC respondents showing a higher level of dissatisfaction in comparison with White respondents.

Note: All information was provided on the condition of anonymity, and anecdotal examples, dates and jurisdictions where interactions took place have not been verified by the lead researcher (Dr. Hina Kalyal).

Summary of Recommendations

Based on the findings the recommendations are summarized below:

- The LPS should develop evidence-based employee training programs which focus on cultural competence and cultural humility, with organizational policies and procedures reinforcing these efforts.
- Resources should be allocated towards community outreach programs to improve public-police relationships and to enhance mutually beneficial partnerships.
- The LPS should plan and implement an organizational change strategy to address issues of systemic racism identified by this research project. Plans to address issues identified should be developed and implemented in consultation with representatives of London's BIPOC communities.

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Background of the study

As protests spread around the globe in the wake of George Floyd's death in Minneapolis, Minnesota on May 25, 2020, public demand to reform, defund or even abolish police organizations due to systemic racism within policing has evolved and gained momentum. Although the issue of systemic racism in policing has arisen primarily as a result of highly publicized actions by police in the United States, Canada is no exception. With increasing calls for police agencies across North America to identify and address systemic racism within policing, London Police Service (LPS) proactively implemented a community-based research project to identify how policing is experienced by members of the London community and whether elements of systemic racism exist within the LPS as an organization. For this purpose, the Chief of police at the time, Steve Williams, assigned Dr. Hina Kalyal (Planning and Research analyst) in August 2020 to undertake the project under the supervision of former Deputy Chief Stu Betts and with the support of Professor Emerita Carol Agocs of Western University. The project concluded in October 2021 and a preliminary report was produced by Dr. Kalyal.

The first step in the project was to establish a definition of systemic racism. According to Government of Ontario (2017), systemic racism occurs:

When institutions or systems create or maintain racial inequity, often as a result of hidden institutional biases in policies, practices and procedures that privilege some groups and disadvantage others.

We can assume that maintaining race-based inequalities could lead to a difference in the quality of service offered by police organizations. This bias may be intentional or unintentional and is not necessarily based on racism. It may be the result of following routine practices without considering the consequences and impact of these actions on racialized groups in the society. Based on the above-stated definition of systemic racism, this research project examined whether systemic racism was identifiable in community perceptions of the behaviour of LPS members as well as in the organization itself.

The main purpose of the project was to identify the existence of service gaps/differences during police interactions with White versus the Black, Indigenous and People of Color (BIPOC) community members of London, Ontario.

The results of this report will be used as a basis for the new LPS anti-racism action plan, which will inform the change strategy designed to ensure that LPS works to reduce the personal and structural bias in all its services provided to London's diverse communities.

Community interviews and survey

Interviews with members of the BIPOC community in London were conducted followed by an online survey open to all London residents.

Community interviews

Data for the community services aspect of the project were collected through in-depth interviews and focus groups with members of the BIPOC community in London, Ontario. All interviews with Indigenous participants were conducted with the help of Ms. Tracey Whiteye, an Indigenous researcher trained in indigenous focus group and individual interviewing techniques. All other interviews were conducted by Dr. Hina Kalyal (LPS) with the help of various community groups who assisted with the recruitment process. A letter of information was provided to the community groups prior to the interviews (Appendix A).

A total of 31 interviews were conducted which were based on a semi-structured interview guide (Appendix B). The sample included individuals who self-identified as Middle Eastern (5), Black (7), East Asian (1), Indigenous (17) and South Asian (1) participants.

Analytical strategy

Data were analyzed using Braun and Clarke's (2006) thematic analysis approach which is a flexible, inductive method for qualitative data analysis. The authors of this report independently conducted initial coding by reading the interview transcripts. The next step involved open coding followed by organizing data into broader emergent categories. The themes were further refined until a clear pattern emerged that was consistent across the dataset. The final themes were identified after discussion and triangulation across the group.

Results

Preliminary analysis of the interview data revealed several key themes in regard to interviewees' experiences and perceptions of racism during the course of interactions with members of the LPS. The analysis also identified suggestions made by the participants for improving police interactions with members of the BIPOC communities. These suggestions have been integrated into the recommendations following this analysis.

The following five themes emerged from the thematic analysis:

- (1) Officers treating victims' suffering dismissively
- (2) Officers displaying rude and domineering behavior towards BIPOC community members
- (3) Officers stereotyping BIPOC communities
- (4) Excessive use of force by officers
- (5) BIPOC community's positive experiences and encounters with police and recognition of challenges

Officers treating victims' suffering dismissively

A third of the participants ($n=10$) felt their complaints had been dismissed and downplayed by the police.

Officers displaying rude and domineering behavior towards BIPOC community members

Almost half of the participants ($n=14$) reported experiencing outrage, anger, disempowerment, frustration and disappointment at being disrespected by officers of the LPS.

Officers stereotyping BIPOC communities

Some participants identified stereotyping of BIPOC communities as a problem which is a perception that affected their interactions with the police. Some examples shared by the participants included Indigenous individuals being perceived as “unfit” parents or viewed as suffering from drug and alcohol addictions. In addition, they reported being subjected to unfounded accusations based on racial profiling.

Excessive use of force by officers

Just under a third of the participants ($n=8$) spoke of the excessive force they had experienced at the hands of LPS officers on various occasions. The participants claimed that these incidents occurred mostly during arrests and traffic stops and ranged from being pushed and shoved by the LPS officers to being beaten by them.

Positive encounters with police and recognition of challenges

Some of the participants, including the ones who had experienced negative interactions with officers of the LPS believed that not all officers were the same and recognized the challenges faced by the police. Empathetic and respectful treatment seemed to be a major reason for some of the participants not even minding being issued with speeding tickets.

LPS community survey

An online community survey was launched via the Survey Monkey platform, open to all residents of London from May 3, 2021, to June 1, 2021. The purpose of the survey was to gather community responses to either direct or indirect interactions with members of the LPS. The survey consisted of 33 closed and open-ended questions (Appendix C), and was promoted via the LPS website, newspapers, and social media. A total of 553 participants completed the survey. After the removal of missing or incomplete data, 346 valid responses were analyzed.

Survey results: closed-ended questions

Participants were asked to self-identify their race using as many options as necessary. Of those, 194 (56%) self-identified as White while 152 (44%) participants self-identified as being members of the BIPOC community. Of the groups within this aggregate category of BIPOC, the majority ($n=37$, 24%) indicated self-identifying as Black (e.g., African, Haitian, Jamaican, Somali), followed by 20% ($n=30$) who self-identified as Indigenous (e.g., Inuit, Metis, First Nations).

Gender

Figure 1 compares self-identified BIPOC participants and self-identified White participants by gender. Most participants in the White group self-identified as women, whereas the proportion of men and women among BIPOC participants was almost the same.

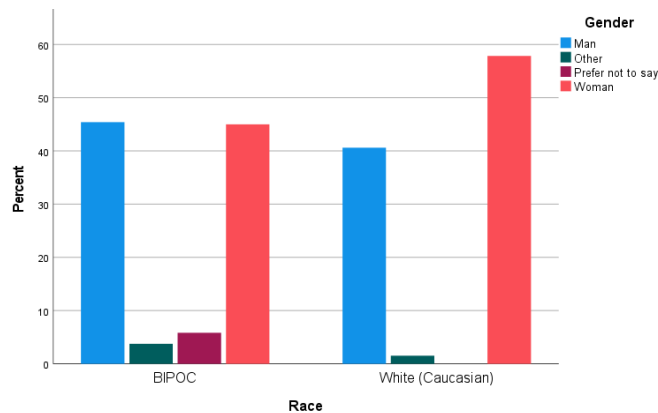


Figure 1: Crosstabs of gender by race

Age

The following graph (figure 2) compares the differences in age range between participants who self-identified as a part of the BIPOC community or as White. Most participants in the BIPOC community were between 25-34 years. As for participants who self-identified as White, there was a more equal distribution across four consecutive age brackets (25-34; 35-44; 45-54; and 55-64 years of age).

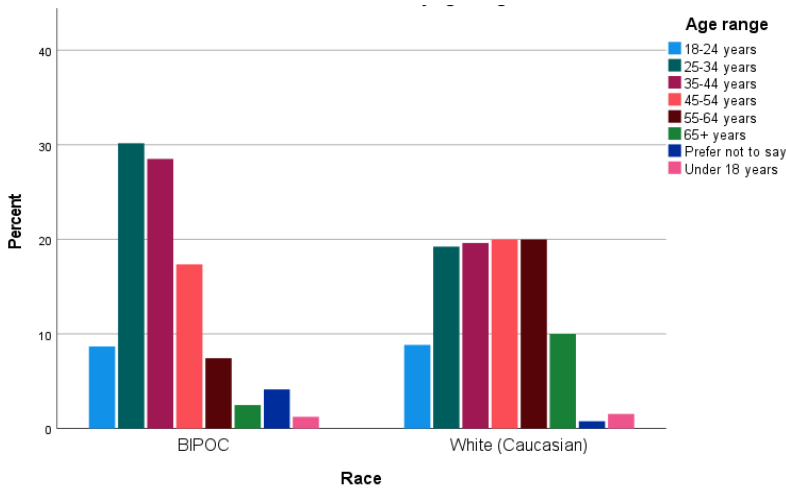


Figure 2: Crosstabs of age range by race

Annual Income

Figure 3 shows the income ranges after tax for BIPOC and White participants. Most participants in the BIPOC and White communities reported income (after tax) ranging between \$50,000 to \$74,999.

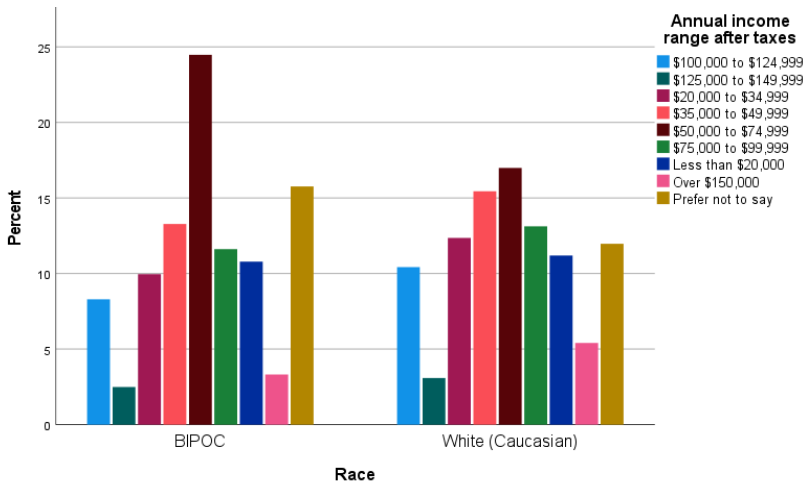


Figure 3: Cross tabs of annual income after taxes by race

Satisfaction with Police Action

The participants were asked a series of questions about their satisfaction regarding their experiences with the LPS. The following section presents the findings from these questions and the differences in opinion between the self-identified BIPOC and White participants (Table 1; Figure 4).

Table 1: Were you satisfied by the actions taken by the members of the LPS?

Racial Identity	Response		
	Yes	No	Prefer not to Answer
White (n=194)	115 (59%)	38 (20%)	41 (21%)
BIPOC (n=152)	61 (40%)	71 (47%)	20 (13%)

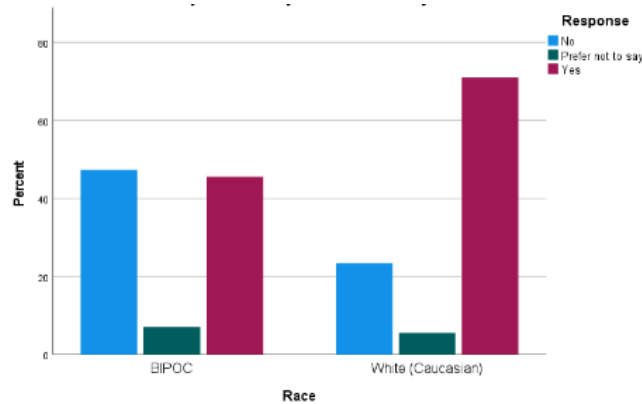


Figure 4: Cross tabs of level of satisfaction by race

Satisfaction with police action over time

Table 2 shows cross tabs of satisfaction with the time of interaction, indicating that the overall satisfaction with members of the LPS had increased over the past five years, whereas the level of dissatisfaction had decreased.

Table 2: Satisfaction with Interaction by Time

Time of Interaction	Were you satisfied by the actions taken by the members of the LPS?		
	No	Prefer not to say	Yes
Less than a year ago	48 (32%)	8 (5%)	96 (63%)
Less than five years ago	42 (34%)	11 (9%)	70 (57%)
More than five years ago	27 (50%)	1 (2%)	26 (48%)

Satisfaction with police action over time by race

Table 3 shows cross tabs of satisfaction by time and race, revealing a significant increase in satisfaction and decrease in dissatisfaction with the police among members of the BIPOC community. However, responses by the White community indicate a marginal increase in satisfaction as well as in dissatisfaction compared to five years earlier. Further investigation into the reasons behind the significant improvement in the level of satisfaction among the BIPOC community members revealed that these changes coincide with the cultural sensitivity and soft skills development training initiative by the LPS that began almost five years ago. These results thus provide support for the efforts made by the LPS in understanding the needs of the diverse London community.

Table 3: Satisfaction with Interaction by Time and Race

Racial Identity	Time of Interaction	Were you satisfied by the actions taken by the members of the LPS?			
		No	Prefer not to say	Yes	Total
BIPOC	Less than a year ago	29 (39%)	6 (8%)	39 (53%)	74
	Less than five years ago	31 (45%)	5 (7%)	33 (48%)	69
	More than five years ago	20 (77%)	1 (4%)	5 (19%)	26
White	Less than a year ago	19 (24%)	2 (3%)	57 (73%)	78
	Less than five years ago	11 (20%)	6 (11%)	37 (69%)	54
	More than five years ago	7 (25%)	0	21 (75%)	28
Not stated	Less than a year ago	48 (32%)	8 (5%)	96 (63%)	152
	Less than five years ago	42 (34%)	11 (9%)	70 (57%)	123
	More than five years ago	27 (50%)	1 (2%)	26 (48%)	54

Fairness of treatment

Table 4 shows crosstabs of fairness of treatment by race, showing that a majority of BIPOC participants believed that they were treated unfairly by the police in comparison with the White participants.

Table 4: Do you think you were treated fairly?

Racial Identity	Response		
	Yes	No	Prefer not to Answer
White (n=194)	123 (63%)	31 (16%)	40 (21%)
BIPOC (n=152)	57 (38%)	78 (51%)	17 (11%)

Survey results: open-ended questions

It must be noted that all information was provided on the condition of anonymity, and anecdotal examples have not been verified by the lead researcher (Dr. Hina Kalyal). The themes that emerged were very similar to the ones arising from community interviews and reflect the positive and negative perceptions of members of the LPS based on community members' interactions with the police. The respondents who did not identify their race or preferred not to answer the question were not included in the qualitative analysis. This was because our aim was to ascertain whether the views of the White and BIPOC community members differ in terms of observed quality in service. The following themes are based on the responses BIPOC community members (n=127) and White community members (n=138). We will start with positive comments followed by negative comments from both groups.

Positive comments by BIPOC respondents (48/127= 38%)

The positive comments by BIPOC respondents were based on their direct or indirect interactions with the members of the LPS. The interactions ranged from traffic stops to mental health calls, break-ins and disturbance reporting. During these interactions, the BIPOC participants found LPS officers to be kind and considerate, while resolving the issue to their satisfaction. In these cases, it is important to consider the way the officers handled the situation. For instance, if a traffic ticket was issued professionally, supported by an explanation for pulling over the driver

and treating him/her with respect, the participant did not seem to mind and considered it a positive interaction and a learning opportunity. Being attentive to the needs of the community members and demonstrating concern was reassuring, even if the issue was not completely resolved but a follow-up was provided to keep the community members updated regarding efforts made on their behalf. The community members perceived the police as being a part of the community and felt that they could overcome the fear and anxiety of interacting with the police if they were able to chat with them informally in parks and other public places.

In conclusion, the display of concern and respectful behavior towards the community members created a positive image of the police in the minds of the participants. Additionally, these positive experiences were important to the families of respondents, given that respectful behavior and concern from the police also informed how participants' families began to approach, understand and interact with the LPS.

Positive comments by White respondents (95/138=69%)

Most of the White respondents expressed their confidence in the professionalism and competence of the officers of the LPS and generally found them to be polite, patient, and supportive. The community members recalled their direct or indirect interactions with the police, which they considered to be very positive. The incidents ranged from mental health calls to traffic stops, domestic violence and trespassing. Community perceptions of the officers in this case were based on the officers' response to a situation, their behavior towards the community members and their ability to make the community members feel cared for and protected.

Negative comments by BIPOC respondents (79/127= 62%)

A majority of the BIPOC respondents found the officers of the LPS (they had dealt with) to be rude, dismissive, demeaning, judgmental and unresponsive. The community members complained about not being provided with the reasons for poor treatment or at times for being arrested which they attributed to racism in the absence of a plausible explanation. The interactions included calls for service, as well as being charged and arrested in the presence of other community members. Traffic stops were the most common interactions reported by the members of the BIPOC community which left a very unfavorable impression of LPS officers. The negative interactions were grouped into four main themes and some representative incidents and quotes in each category are presented below:

Displaying rude and domineering behavior towards the BIPOC community (24/127=19%)

Rude behavior by LPS officers was one of the major concerns expressed by the BIPOC community respondents. They found the officers to be condescending and rude, levelling charges without any explanation in some cases and refusing to offer an apology even if proven wrong. For example, participants who identified as members of the Indigenous community expressed concern over the way the police dealt with their sacred articles, such as a medicine pouch during security checks. Harsh police attitudes towards people of colour tend to give rise to perceptions

of racism, even amongst individuals who would not automatically interpret such behaviours as being racist. Such behavior creates a sense of insecurity and fear among the community members who feel anxious about interacting with the police after these experiences.

Treating victims' suffering dismissively (23/127=18%)

Another main concern was the lack of empathy displayed by the LPS officers and their refusal to address complaints which made the BIPOC community members feel insecure and helpless. The community members who provided feedback felt that by not responding to their concerns, LPS was essentially signaling that their challenges did not matter and that they were on their own to resolve their problems. Additionally, this group of participants revealed that sometimes the focus of the investigation was turned towards them instead of the perpetrators.

In particular, the victims of domestic violence felt unsupported by the police. The participants also shared concerns over the lack of or delay in police response over situations requiring immediate attention which they attributed to the racist attitudes of the police.

Police stereotyping of BIPOC communities (22/127=17%)

Some of the respondents accused the officers of stereotyping the BIPOC community and believing that they are always the perpetrators of crime. They community members believed that they were unnecessarily stopped for fitting the description of individuals sought by the police, without being offered an apology later. Some BIPOC community members believed that they were always being monitored by the police because of their race, as if the latter were waiting to catch them breaking the law.

Excessive use of force (10/127=8%)

A few respondents ($n=10$) expressed serious concerns over excessive use of force by officers of the LPS. Members of the BIPOC community felt insecure and unprotected by the police as they believed they were treated differently from the White members of the community. They reported losing faith and hope that the police would provide any assistance if they requested it.

Negative comments by White respondents (43/138=31%)

Some White respondents of the survey also expressed dissatisfaction over their interactions with officers of the LPS. The themes that emerged were similar to those for BIPOC data. Being treated dismissively, experiencing rude behavior, excessive use of force and observing stereotyping of BIPOC communities were the main concerns.

Table 5: Breakdown of Community Survey Qualitative Responses

Comments	BIPOC ($n=127$)	White ($n=138$)
Positive comments (total)	38%	69%
Negative comments (total)	62%	31%
Negative comments (breakdown by theme)		
Displaying rude and domineering behavior	19%	9%

Treating victim's suffering dismissively	18%	14%
Stereotyping	17%	4%
Excessive use of force	8%	4%

Limitations of the study

The results of the present research must be interpreted with caution due to certain limitations:

One potential limitation of the current study is the small sample size which may not be representative of the entire community.

The anonymous, self-report nature of the responses makes it difficult to verify the claims of the participants. However, all the responses are based on the lived experiences and perceptions of the community members, and it is important to take these into consideration and address them accordingly.

Another limitation of the study is that the survey was available online in English only via the LPS official website and social media. This may have restricted participation by non-English speaking individuals and those without access to technology.

Recommendations and actions taken

The purpose of the community interviews and survey was to determine whether any significant differences in service exist for BIPOC versus White members of the London community, indicating the existence of systemic racism within LPS. However, before providing answering this question, we must revisit the definition of systemic racism which according to the Government of Ontario (2017), occurs when an institution creates a difference in quality of service based on race. The definition also identifies underlying causes of systemic racism which are described as hidden institutional biases in policies, practices and processes that privilege, or disadvantage people based on race. Although the results indicate a discernable difference between the responses of the BIPOC and the White communities with reference to their direct or indirect interactions with members of the LPS, a detailed analysis of the organizational procedures and policies did not reveal any issues that would lead to this discrimination. The small sample size is a significant limitation of the present study, and the results must be interpreted with caution. However, the LPS firmly believes that any concerns regarding discrimination or gaps in service must be addressed and is committed to taking appropriate actions. It may be likely that organizational practices influenced by police culture are contributing to the difference in service quality, based on how work is routinely carried out without reflecting on the outcomes.

The Ontario Human Rights Commission's ("OHRC") Policy on Eliminating Racial Profiling in Law Enforcement identifies the following key principles and practices as the basis for positive change and respect for human rights in law enforcement.

1. Acknowledgement
2. Engagement
3. Policy guidance
4. Data collection
5. Monitoring and accountability
6. Organizational change
7. Multi-year action plan

Based on the results of the Systemic Racism Project, details on the adoption and implementation of each principle (inspired by Peel Regional Police Report, 2023) are presented below.

1. Acknowledgement	
Recommendation	Action
Engage with London's diverse communities on the form and content for the acknowledgment of their specific policing needs	The LPS holds consultations with the public and conducts a Public Needs Surveys as a part of its strategic planning process to better assess their needs and develop mutually acceptable solutions. The results of these consultations/surveys become part of LPS's strategic plan which is shared publicly.
2. Engagement	
Recommendation	Action
Create an Anti-racism advisory committee composed of anti-racism experts and people with lived experiences who reflect diverse viewpoints on the role of police. This advisory group would consult with London's diverse Black, Indigenous and racialized communities and provide ongoing advice on the content of these recommendations and how best to meaningfully implement these recommendations.	The Anti-Racism Advisory Panel (ARAP) constituted in June 2020 is mandated to advise the London Police Services Board (LPSB) with respect to its role in overseeing and monitoring the response to and implementation of the recommendations directed to the LPSB related to anti-racism. As a committee that is advisory to LPSB, the work of ARAP is informed by appropriate legislation, regulations, policy, independent research, data analysis and lived experiences. The ARAP includes representation from the London Police Service (LPS), subject matter experts, and members of racialized communities including but not limited to Black and Indigenous communities.
Engage with London's diverse communities to create police-public partnerships for the resolution of community issues and to improve relationships.	<p>LPS is involved in several ongoing initiatives for community outreach, specifically for BIPOC communities. This list is not exhaustive, but rather, a representation of what LPS is currently doing. The initiatives include:</p> <p>Youth in Policing Initiative (YIPI) The program is designed to enhance the relationship between the police and the neighbourhoods we serve. Youth from various communities and backgrounds are exposed to a variety of educational experiences with local religious, cultural and ethnic groups, receive diversity training and participate in a variety of personal development opportunities.</p> <p>Project Building Unity in London's Diverse Society (BUILDS) A newly acquired grant that aims to build connections and create opportunities between young people and the LPS.</p> <p>Rookie League This program provides youth (ages 8-11) from various communities and diverse backgrounds the opportunity to learn and play baseball with police officers who coach, organize the league and provide mentorship.</p> <p>Lewis Coray Trail Blazer Award LPS is a member of the Committee for Black History London and is involved in meetings, recruiting and enhancing our</p>

	<p>relationship with the Black communities. The Lewis Coray Trailblazer award is hosted by the LPS every year to honour Sgt. Lewis Coray, the first Black police officer of the London Police Service. The award recognizes three high school students of the Black community for their outstanding work, and the winners receive a bursary and an award.</p> <p>Diversity, Inclusion and Anti-Oppression Community Advisory Committee (DIACAC) An officer of the LPS Diversity Unit is member of the DIACAC which provides leadership on matters related to diversity, inclusivity, equity and the elimination of discrimination in the City of London.</p> <p>Reconciliation Action Plan The LPS is committed to fostering reconciliation with the Indigenous community by developing a comprehensive Reconciliation Action Plan. This initiative aims to address past injustices, build trust, and establish a foundation for ongoing collaboration and mutual respect. The plan focuses on community engagement, cultural awareness training, partnership development, policy review, accountability, and support for Indigenous officers. Through these efforts, the London Police Service seeks to create a more inclusive and equitable future and strengthen relationships.</p> <p>Action Plan to Disrupt Islamophobia The LPS participates on the Muslim Mayoral Advisory Circle comprised of professionals and community leaders with lived experience. The group advises the mayor on topical issues that Muslims face in short and long term.</p> <p>Black History Coordinating Committee Diversity officer is part of the committee to create, promote and support black themed historical, community and social events for City of London.</p> <p>Pride/LGBTQ2S+ Committee Diversity officer on the committee to promote and support community parades and events.</p> <p>London and Middlesex Local Immigration Partnership Diversity officer part of this community-initiated collaboration to create a welcoming community; provide support and services for immigrants; reduce systemic barriers in our community; improve communication and access to information; and coordinate and collaborate between support systems and people who need them.</p> <p>Anti-Hate Project Diversity Unit is part of this City Hall committee to identify communities targeted by hate. London is the first city in Ontario to do this. The goal is to create solutions, procedures and information to prevent misunderstandings and hate.</p> <p>Interfaith Dialogue Initiative Newly formed group of cultural, diverse and faith leaders across London to help build bridges of understanding and mutual respect across all faith-based communities.</p> <p>Equity Diversity & Inclusion Committee and Summits</p>
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	<p>EDI leaders, professionals and police officers across Ontario created this group to create and modernize policies to ensure inclusivity, equality and representation of all BIPOC, 2SLGBTQ+ communities and cultural groups.</p> <p>Presentations Our Diversity and Outreach Officer has made presentations about the attack on the Afzaal family in June 2021 to various police services, organizations and communities in Ontario as well as at the Hate Crime Conference organized by the York Regional Police. The presentation highlighted how the London community came together in this tragedy to stand against discrimination and Islamophobia.</p> <p>Several presentations have also been made by the Diversity and Outreach Unit to new immigrants on policing and community safety in Canada via the Cross-Cultural Learners Centre (CCLC) and the John Howard Society.</p> <p>Contacts with Community Groups The Diversity and Outreach Unit at the LPS has established contacts with the Hindu Cultural Centre, the Jewish community and the Muslim community to assist with concerns related to safety, for educational presentations and engagement on race and culture and mentorship programs for youth.</p> <p>The Diversity and Outreach Unit has been involved with the Indigenous communities, including working with the N’Amerind Friendship Centre for introducing new police recruits to Indigenous culture and traditions. LPS Diversity officers also work with Atlohsa Family Healing Services to participate in significant Indigenous events, such as the Indigenous Awareness Day on June 21st and the Orange Shirt Day on September 30th, honoring the children sent away to residential schools. They participate in the Indigenous Spring gathering events hosted by Beal Secondary School and observe the Red Dress Day on May 5th in remembrance and awareness of the Murdered and Missing Indigenous Women and Girls.</p> <p>Our London Family Act The LPS has been a part of the community planning process and creation of the proposed “Our London Family Act” which would require annual anti-racism training for frontline workers in public sector organizations, including training on anti-Indigenous racism, anti-Black racism, anti-Asian racism, anti-Semitism and Islamophobia.</p>
<p>Work with community service providers where police are ill-equipped to deal with specific situations (e.g., mental health crises).</p>	<p>The LPS initially partnered with the Canadian Mental Health Association Elgin Middlesex, St. Joseph’s Health Care London and Middlesex London Paramedic Services to form three full-time Community Outreach and Support Teams (COAST). Each team is composed of a full-time LPS Constable paired up with a mental health or health practitioner from one of our three partner agencies. The teams work within the Community Crisis Response Unit. They are tasked to work alongside their clinical partners to ensure safety and assist in providing support, guidance, counselling, assistance and direction to persons who have experienced or are experiencing mental health crises.</p>

	<p>LPS and CMHA are currently exploring the viability of crisis call diversion.</p> <p>LPS is collaborating with the City of London on the “Whole of Community System Response to Health and Homelessness in London” to identify and develop solutions to the city’s issues.</p>
3. Policy Guidance	
Recommendation	Action
Conduct a policy review and update policies as per an established timetable	<p>The LPS undertook an Employment Systems Review of its Human Resources policies and procedures in 2021 and plans to continue this practice.</p> <p>The LPS has updated its procedure on Searches of Persons in custody to include a section on Searches of Indigenous Persons in Custody, which describes proper handling of the medicine bag.</p>
Ensure that the policies reflect the principles and best practices as laid out in the OHRC’s Policy on eliminating racial profiling in law enforcement.	<p>The Fair and Impartial Policing (FIP) procedure was developed by LPS to affirm its commitment to its communities and its members, to uphold those values of fair and impartial policing. Acknowledging that the democratic and moral principles upon which ethical decision-making are made is the foundation of delivering equitable policing to all, the LPS will adhere to those principles as outlined in this procedure.</p> <p>It is recommended that the FIP be updated to reference the OHRC’s Policy on eliminating racial profiling in law enforcement.</p>
A prohibition on street checks and carding, which can be defined as officers requesting identifying information from members of the public with insufficient grounds for doing so.	Procedure on the Collection of Identifying Information addresses this recommendation
A trauma informed approach must be adopted which means a person’s use of disrespectful and negative language toward the officer requires reasonable tolerance and tact and cannot form the basis of further differential treatment	Soft skill development courses are regularly conducted during in-service training annually for all members. The regular modules focus on history of racism in Canada and unconscious bias awareness. Future training will include modules on procedural justice and trauma informed approach.
4. Data Collection	
Recommendation	Action Plan
Collect, analyze and publicly release human rights-based data on an annual basis, along with relevant intersectional identity data, on the full range of police-civilian interactions, including stop and question activities, traffic and pedestrian stops, charges, arrests, releases and use of force.	LPS is committed to implementing race-based data collection initiatives as recommended by the Ontario Associate of Chiefs of Police (OACP) Race-Based Data Working Group.
5. Monitoring and Accountability	
Recommendation	Action Plan
Establish a process within the service to search and track negative findings about an officer’s testimony or conduct in decisions of courts or tribunals, correspondence from the OIPRD, LECA, SIU Director, or any legal decision involving a Charter breach that reflects conduct consistent with Anti-Black racism, racial profiling, or discrimination. This process should help supervisors review these concerns in one centralized location	Under consideration
If LPS proceeds with deploying body worn cameras to frontline officers, they shall develop and implement a policy governing the use of the body-worn cameras	In progress
6. Organizational Change: training, culture, hiring	
Recommendation	Action Plan

LPS should work with Black and Indigenous communities and one or more external experts to develop and implement regular, detailed, scenario-based and ongoing human rights-focused training, to new recruits, current officers, investigators and supervisors	LPS has been delivering training on these topics since 2014. Recently a training module was developed under the guidance of a world-renowned expert on unconscious bias, Prof. Patricia Devine. This training was delivered to all members of the LPS including senior leadership. An evaluation of the training has been conducted and the results show that the training achieved its goal of influencing attitudes which in turn reduces unconscious bias.
Develop a method to objectively measure the effectiveness of officer training (both initial and continuing) for unconscious bias, mental health issues, de-escalation and use of force.	LPS is working on systematically revamping all its training modules to be based on research evidence and on developing metrics for training effectiveness. Where relevant, training modules will include discussion on procedural justice.
LPS should publicly commit to working toward ensuring the police service and its leadership is as diverse as the community it serves, including in supervisory and leadership positions.	LPS is committed to continuous improvement in its recruitment, selection, hiring and promotional processes to better ensure that its membership is reflective of the community it serves. Improvements include increased recruitment initiatives such as pairing Recruitment Officers with Diversity Officers at cultural community events and newcomer events, and increased opportunity for mentorship of members of diverse communities.
7. Multi-Year Action Plan: anti-racism action plans with clear targets	
Recommendation	Action Plan
Create and publish a multi-year action plan that incorporates the recommendations of the Systemic Racism project and includes timelines for completion. The Anti-Racism Advisory Panel should be involved in establishing this action plan.	To be determined

Conclusion

The present research was made possible by the members of the London community who took time to share their experiences of interactions with the officers of the LPS. The main purpose of the project was to identify service gaps during police interactions with White versus the BIPOC community members of London, Ontario. The information gathered is vital in understanding the needs of the rapidly growing and diverse population of the City of London.

The results of the study indicate that a majority of the BIPOC participants perceived themselves to be victims of systemic racism by the officers of the LPS. Most White participants on the other hand, expressed satisfaction with the interactions they had had with LPS officers. Addressing any disparities in the perceived quality of service is imperative for any police organization to maintain its legitimacy and cordial relations with the community it serves.

The leadership at LPS is committed to establishing strong and mutually beneficial relationships with all members of the London community, and this research report is a testament to that commitment. They believe in continuously improving the quality of service-delivery in consultation with the London community. The present research will inform an action plan for change in the LPS by incorporating the recommendations in the future strategic plans of the organization. Besides investing in cultural training and education of officers, LPS will continue its consultations with members of various communities in London, as in the case of various initiatives mentioned earlier in the report.

The LPS believe in “Deeds not Words” which is evident in our resolve to offer better and improved services to our community by involving all stakeholders in planning and implementing actions for change to create a safer and stronger London.

References

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Government of Ontario. (2017). A better way forward: Ontario's 3-Year anti-racism strategic plan. Toronto, ON: Queen's Printer for Ontario. Retrieved from <https://www.ontario.ca/page/better-way-forward-ontarios-3-year-anti-racism-strategic-plan>

Appendix A: Letter of Information for Community Interviews [on letterhead]

Dear (name of head of community organization)

The London Police Service (LPS) is committed to providing bias-free policing to all members of our community. We are committed to providing services that recognize and respect the diverse array of backgrounds, experiences, perceptions and needs of all citizens. Fundamental to these goals is ensuring the dignity and respect for all members of the community including the members of our own organization.

To this end, the LPS is conducting research to determine to what extent systemic racism exists in our organization, and the identification of potential solutions. The research will be led by LPS Policy Analyst, Dr. Hina Kalyal who is a civilian member academically trained, published and experienced in conducting in-depth organizational research. The research study will include consultation and peer review involving external academics.

The research will include focus group or individual interviews (in-person or online) with persons who self-identify as members of the Indigenous, black or other ethno-cultural communities who have either personally interacted with a member of the LPS in the past or who have directly and personally observed interactions between a member of the LPS and the public. We are seeking your assistance in identifying potential participants for this component of the research.

The focus groups/individual interviews led by Dr. Kalyal will be confidential and conducted at locations (physical or virtual), convenient to the participants and will last approximately 90 minutes. The purpose of the focus groups/ individual interviews is to provide participants an opportunity to discuss their experiences and perceptions related to police interactions. Police officers will not form part of the focus groups/ individual interviews involving citizens. We hope one outcome of this exercise will be improved service to all communities.

Participation in the focus groups/individual interviews is voluntary. Participants may decline to answer any questions or withdraw from the focus group/individual interviews at any time. There is no known risk associated to participants of this study. Prior to participation, participants will receive full disclosure related to the process and Dr. Kalyal will be available to respond to any questions.

Your assistance will make a valuable contribution to policing in London. Dr. Kalyal will be contacting you in the near future to determine how you may be of assistance. In the meantime, please do not hesitate to contact Dr. Kalyal with any questions or concerns related to the research project at 519-280-8954 or by email at hkalyal@londonpolice.ca.

Thank you for your assistance in improving policing in London.

Yours truly,

Appendix B: Interview Guide for Community Interviews

Hello. Thank you so much for agreeing to participate in this interview. Let me begin by providing a background of this study.

The London Police Service (LPS) is committed to providing bias-free policing to all members of our community. To this end, the LPS has engaged me to conduct research to determine to what extent systemic racism exists in the police organization, and to identify potential solutions.

Before I begin the interview, I would like to explain the concept of **systemic racism** which has been described by the Ontario Anti-Racism Directorate as occurring when:

- An institution maintains racial **inequity** or provides **inequitable outcomes** (such as a difference in quality of service based on race).
- Systemic racism is often caused by hidden institutional biases in policies, practices and processes that privilege, or disadvantage people based on race.
- This bias can be intentional or unintentional and doesn't necessarily mean that people within an organization are racist.
- It can be the result of doing things the way they've always been done, without considering how they impact particular groups differently.

The purpose of this interview is to provide participants with an opportunity to discuss their experiences and perceptions related to police interactions. We are very interested in understanding how you see and experience the London Police.

Interviews will be conducted with at least 30 volunteer participants from London's various communities including Indigenous, Black and other ethno-racial groups. The results of the interviews will be compiled into a summary report that does not identify any of the individual participants. The report along with other research information will be used as a basis for a new London Police Service anti-racism action plan and change strategy designed to ensure bias-free services to all London's communities. The report will also be accessible to the public on the official website of the LPS.

This focus group interview will take around 60 minutes to complete. Your participation is voluntary, and you will never be personally identified in any way. You may decline to answer any questions or withdraw from the interview at any time. There is no known risk associated to participants of this study but please tell me if you are feeling uncomfortable or under stress. This conversation will be recorded with your consent and stored on a password protected computer without any identifying information. The interviews will not be accessed by LPS.

Do you have any questions about the interview or the research project before we begin our conversation?

Do I have your permission to begin recording?

- 1) It would be very helpful if you could share your ethnic origin.
- 2) What gender do you identify with?
- 3) Could you please provide an idea about your age in terms of range? Are you between:

18-25 years
26-35 years
36-45 years
46-55 years
56-65 years
Over 65 years

Part 1

- 4) I would like to know about your **direct interaction** with the members of London Police Service (LPS).
- 5) Were the officers you dealt with, White or persons of colour? Were they male or female?
- 6) How was the experience in general?
- 7) What measures were taken to resolve the issue? Were you satisfied by the actions? What actions do you think should have been taken in that situation by the police?
- 8) What is your opinion regarding the manner in which the issue was handled?
 - a. Do you think you were treated fairly?
 - b. How do you think a white person would be treated in a similar situation?
- 8) How did you feel about the interaction you experienced? Describe the feeling?
- 9) Were your expectations about the encounter met or not and how?

Part 2 (if applicable)

- 10) Can you tell me about an indirect experience where you **observed** an interaction between a member of public and police?
- 11) Were the officers you dealt with, White or persons of colour? Were they male or female?
- 12) How was the experience in general?
- 13) What measures were taken to resolve the issue? Were you satisfied by the actions?
- 14) What is your opinion regarding the manner in which the issue was handled?
 - c. Do you think the other person was treated fairly?
 - d. How do you think a white person would be treated in a similar situation?
- 14) How did you feel about the interaction you experienced? Describe the feeling?
- 15) Were your expectations about the encounter met or not and how?
- 16) Do you have other interactions you would like to describe?

Part 3

- 17) What steps might LPS take to improve their interaction with Indigenous, Black or peoples of colour communities?
- 18) Is there anything else you would like to add before we end the interview?

Thank you so much for your participation. Your assistance will make a valuable contribution to improving the way the LPS interacts with diverse communities in London.

Appendix C: Community Survey

Introduction

The London Police Service (LPS) is committed to working with stakeholders to reduce personal and structural bias in policing for all members of the London community. To achieve this goal, the LPS is conducting a survey with the London community to determine the extent to which community members have experienced systemic racism within the organization, and to identify potential solutions.

Before you begin the survey, we want you to understand how the LPS defines systemic racism. The concept of systemic racism has been described by the Ontario Anti-Racism Directorate as occurring when “an institution maintains racial inequity or provides inequitable outcomes (such as a difference in quality of service based on race). Systemic racism is often caused by hidden institutional biases in policies, practices and processes that privilege, or disadvantage people based on race. This bias can be intentional or unintentional and doesn’t necessarily mean that people within an organization are racist. It can be the result of doing things the way they’ve always been done, without considering how they impact particular groups differently.”

The purpose of this survey is to provide members of the London community with an opportunity to discuss their lived experiences and their perceptions related to their direct or indirect interactions with any members of the LPS (uniformed or civilian). We are very interested in understanding how members of the community perceive and experience the London Police.

Please note that at this time we are seeking participation from members of the London community who have either directly interacted with members of the LPS or have observed such interactions. This survey will take approximately 30 minutes to complete. Your participation is completely voluntary, and you may stop at any time. All responses submitted will be anonymous and you will never be personally identified in any way. You may decline to answer any questions or withdraw from the survey at any time.

The results of the survey will be aggregated and compiled into a summary report to provide high level findings, with no individual data presented. This report, along with previous research conducted, will be used as a basis for a new London Police Service anti-racism action plan. The plan will inform the change strategy designed to ensure that LPS works to reduce the personal and structural bias in all of its services provided to London's diverse communities. Once completed, the full report will be available to the general public on the official website of the LPS.

Any queries or comments related to the survey can be addressed to: Dr. Hina Kalyal, email: srproject@londonpolice.ca

There are no known risks associated with your participation in this survey. However, we understand that answering questions about your lived experience and perceptions related to your direct or indirect interactions with any members of the LPS can be very difficult. If you or

someone you know needs support, we want you to know that the following supports and services are available to you:

Canadian Mental Health Association (CMHA)-Middlesex: 519-433-2023 or 1-866-933-2023

London Mental Health Crisis Service: 519-433-2023 or 1-866-933-2023

N'Amerind (London) Friendship Centre: 519-672-0131

Atlohsa Family Healing Services: 1-800-605-7477

I confirm that I have read the information stated above and agree to participate in the survey:

Yes

No

Demographics

In order to further understand whether specific segments of the population are experiencing adverse impacts of systemic racism and to address racial inequities, we need better demographic data. This information will remain anonymous, and you will not be identified in any manner in the final report.

Other group (please specify)

1. Can you please tell us which group, from the list that follows, you most closely identify with? Choose as many descriptors as you would like or use the open text box to fill in your preferred way to describe your identity. These descriptors are informed by the Canadian Federal Government Census Standards, and we recognize this list is not exhaustive.

Indigenous (e.g. Inuit, Métis, First Nations)

Indigenous to the USA: Native American

Arab/West Asian (e.g., Armenian, Egyptian, Iranian, Lebanese, Moroccan)

Black (e.g., African, Haitian, Jamaican, Somali)

Chinese

Filipino

Korean

Latin, Central and South American (e.g., Argentinean, Colombian, Mexican)

Multiple visible minorities

South Asian (e.g., Indian, Pakistani, Bangladeshi, Sri Lankan)

Southeast Asian (e.g., Cambodian, Thai, Vietnamese)

White (Caucasian)

Prefer not to say

Other gender (please specify)

2. If you are comfortable, please identify your gender (Choose as many descriptors as you would like):

Man

Woman

Transgender

Two-spirited

Non-binary
Gender-fluid
Gender questioning
Prefer not to say

3. Please indicate your age range

Under 18 years

18-24 years

25-34 years

35-44 years

45-54 years

55-64 years

65+ years

Prefer not to say

4. If you feel comfortable, please indicate your annual income range after taxes:

Less than \$20,000

\$20,000 to \$34,999

\$35,000 to \$49,999

\$50,000 to \$74,999

\$75,000 to \$99,999

\$100,000 to \$124,999

\$125,000 to \$149,999

Over \$150,000

Prefer not to say

5. If you feel comfortable, please provide your postal code

Direct Interactions with Members of the LPS

The following section will ask questions regarding your personal direct interactions with the London Police Services. Examples of a direct interaction may include visiting the LPS headquarters for a background check; a call for service; a traffic stop; and/or an arrest etc.

1. Have you ever had a direct interaction with a member (uniformed or civilian) of the LPS?

Yes

No

Direct Interactions

1. If you feel comfortable, please describe the most recent or the most impactful (positive or negative impact to your life) interaction in the space below:

2. When did the interaction take place?

Less than a year ago

Less than five years ago

More than five years ago

3. How many members of LPS did you interact with?

1

2-3

4-5

More than 5

Other (please describe)

4. Did the LPS member(s) appear to be (choose as many choices that apply):

White/Caucasian

Person(s) of a visible minority

Prefer not to say

Other (please specify)

5. Did the member(s) appear to be:

A man

A woman

Both a man and a woman LPS member(s)

Prefer not to say

6. Please describe the measures taken by the LPS member(s) to resolve the issue

7. Were you satisfied by the actions taken by the members of LPS?

Yes

No

Prefer not to say

8. What actions do you believe should have been taken in that particular situation by the LPS member(s)?

9. Do you think you were treated fairly?

Yes

No

Prefer not to say

10. From your lived experience, as a member of the London community, do you think that Indigenous persons and members of minority communities are treated differently by members of the LPS?

Yes

No

Not sure

Prefer not to say

11. Please list the 5 words that best describe the feelings you have experienced regarding any interaction(s) you have had with a member(s) of the LPS (ex., happy, sad, angry etc.)?

Indirect Interactions with Members of the LPS

The following section will ask questions regarding interactions of another individual(s) with members of the LPS that you have witnessed directly. Examples of such an interaction may include observing a citizen-police interaction while visiting the LPS headquarters; observing a call for service; observing a traffic stop; and/or observing an arrest etc.

1. Have you ever had an indirect interaction with members (uniformed or civilian) of the LPS?
(Note: Please do not include police-citizen interactions you heard about but did not witness yourself)

Yes

No

Indirect Interactions

1. If you feel comfortable, please describe the most recent or the most impactful situation you have directly observed.

2. When did this indirect interaction take place?

Less than a year ago

Less than five years ago

More than five years ago

3. How many members of LPS were involved in the situation you observed?

1

2-3

4-5

More than 5

Other (please describe)

4. Did the LPS member(s) appear to be:

White/Caucasian

Person(s) of a visible minority

Other (please describe)

5. Did the member(s) appear to be:

A man

A woman

Both a man and a woman LPS member(s)

6. If you feel comfortable, please describe what measures the LPS member(s) took to resolve the issue?

7. Were you satisfied by the actions taken by the members of the LPS?

Yes

No

Not sure

Prefer not to say

8. If you feel comfortable, what actions do you believe should have been taken in that particular situation by the police?

9. In your opinion, do you believe the member(s) of the LPS handled the situation fairly?

Yes

No

Not sure

Prefer not to say

10. On the basis of interactions between LPS members and citizens that you have witnessed, do you think

Indigenous persons and members of visible minorities are treated differently by member(s) of the LPS?

Yes

No

Not sure

Prefer not to say

11. Please list the feelings you have experienced regarding the interaction(s) you observed someone have with a member(s) of the LPS (ex., happy, sad, angry etc.).

Recommendations

The following section will help London Police improve their services based on your recommendations.

1. Based on your direct and/or indirect interactions, what steps do you believe would help the LPS to improve their interaction(s) with the London community in general and with Indigenous or members of visible minorities in particular?

2. Please share any further comments you would like in the space below

Thank you

Thank you so much for your participation. Your participation is valuable in contributing to improving the way the London Police Service interacts with all community members in London. We understand that answering questions about your lived experience and perceptions related to your direct or indirect interactions with any members of the LPS can be very difficult. If you or someone you know needs support, we want you to know that the following supports and services are available to you:

Canadian Mental Health Association (CMHA)-Middlesex: 519-433-2023 or 1-866-933-2023

London Mental Health Crisis Service: 519-433-2023 or 1-866-933-2023

N'Amerind (London) Friendship Centre: 519-672-0131

Atlohsa Family Healing Services: 1-800-605-7477

We truly appreciate your time.